

I.

# FUTURE LAND USE

[DRAFT 05/21/21]

**GREEN COVE**

*Springs*



# Contents

- I. Introduction..... 1**
  - A. Purpose..... 1
  - B. General History..... 1
- II. Land Use Data, Inventory, and Analysis..... 5**
  - A. Current Land Use Composition ..... 5
  - B. Projected Population..... 9
  - C. Historic Resources ..... 9
  - D. Natural Resources ..... 12
  - E. Public Facilities & Services ..... 12
  - F. Community Character ..... 14
- III. Future Land Use..... 19**
  - A. Future Land Use Categories ..... 19
  - B. Holding Capacity Analysis..... 23



## List of Tables

Table I - 1. Existing Land Use Composition.....	5
Table I - 2. Population Estimates and Projections, 2010-2045 .....	9
Table I - 3. Future Land Use Categories.....	19
Table I - 4. Future Land Use Categories and Residential Holding Capacity, 2020-2045 .....	24

## List of Maps

Map I - 1. Regional Context of Green Cove Springs, 2021 .....	3
Map I - 2. Green Cove Springs City Boundary, 2021 .....	4
Map I - 3. Existing Land Use Composition .....	8
Map I - 4. Historic Resources.....	10
Map I - 5. National Register Historic District .....	11
Map I - 6. Potential Annexation Areas .....	13
Map I - 7. Central Business District.....	14
Map I - 8. Future Land Use Map, 2045.....	25
Map I - 9. Future Land Use Classification of Vacant Parcels, 2045.....	26



# FUTURE LAND USE ELEMENT

## I. Introduction

### A. Purpose

The Future Land Use Element is intended to designate future land use patterns that will best accommodate the projected population and development while minimizing adverse impacts on natural resources and maintaining essential public facilities and services.

The element consists of an inventory and analysis of existing land use data and patterns, the projection of future land needs, objectives and policies as well as a land use map series. The Future Land Use Map and associated policies will guide development in a 25-year planning horizon. Land development regulations and other tools will be used to implement the plan.

### B. General History

Just 30 miles south of Jacksonville Florida, and 40 miles northeast of St. Augustine, Green Cove Springs lines the middle bend of the St. Johns River. Originally inhabited by native aboriginals thousands of years ago, the City first began to take shape in 1816 when George I.F. Clarke established the area's first large-scale lumbering operation.

In the 1850s, the area was often referred to as White Sulfur Springs before being renamed to Green Cove Springs in 1866. The name, "Green Cove Springs", refers to the lush, green vegetation in the area and the natural spring in the City; "cove" is the name for the bend of the St. Johns River on which the City was established. Continuing the legacy of George Clarke, Green Cove Spring's economy was sustained and amplified by the live oak harvesting industry. Moreover, livestock and hunting activities were increased during the Civil War (1861-1865). However, the warm springs are the natural features that attracted both the early settlers as well as the tourists that journeyed to Green Cove Springs in the 1880s, which made the City a well-recognized destination among the wealthy in Florida and the northern United States. As a testament to the height of tourism, several historic full-service hotels still line the river.

Shortly after this period, a third industry grew into significance: dairy farming. Gustafson's Farm opened in 1908, eventually becoming one of the largest privately-owned dairies in the US Southeast region. However, in 2004 it was purchased by Southeast Milk; changes in consumer taste forced the company to close its centurion Green Cove Springs doors in 2013. With the closure came the loss of jobs and a significant source of local revenue.

Dairy farming was not the only economic stronghold to suffer. The great winter freeze of 1894-1895 inspired railroad owner Henry Flagler to extend his tracks further south towards what is now known as the City of Miami. After Henry Flagler's Florida East Coast (FEC) Railway offered northern Americans access to south Florida locations, such as Palm Beach and Miami, tourism activity greatly declined within Green Cove Springs.

Even with the success of the Gustafson Farm, Green Cover Springs suffered greatly from the American Great Depression of the early 1930s. Fortunately, the military installations, Benjamin Lee Field (renamed Naval Air Station Green Cove Springs) and Camp Blanding, encouraged economic



**GREEN COVE SPRING**

recovery towards the end of the 1930s. The Naval Air Station was purchased by the City after its 1961 decommission – then once again sold, from Green Cove Springs to the Reynolds Metal Company for the construction of Reynolds Industrial Park with hopes for substantial job creation. The park remains an important part of the City’s future growth. Today, the City of Green Cove Springs thrives as a historic North Florida community balancing a manufacturing, health care, and retail trade economy.

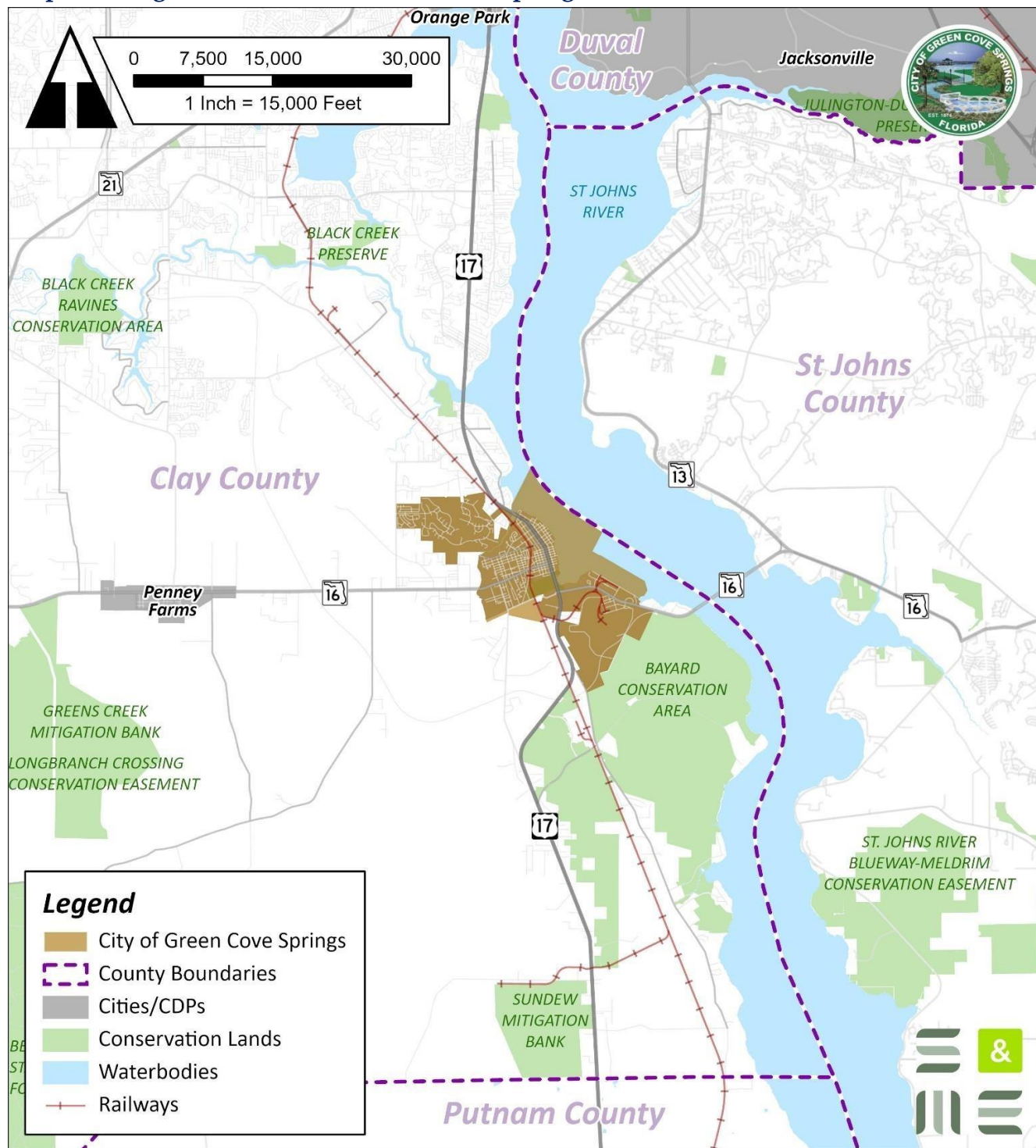
Green Cove Springs has served as the County Seat of Government for Clay County, Florida since 1871, preceding its incorporation as a town on November 2, 1874. Green Cove’s last Comprehensive Plan update was in 2011. In 2010, the Census-recorded population was just under 7,000 residents and has grown nearly 16% through 2020. Activity and population increases are anticipated with the completion of the First Coast Expressway (Florida 23) - estimated to begin its final construction phase in 2023. Phase 2, which runs through Clay County, is currently under construction.

The First Coast Expressway will serve to connect the southwest quadrant of Jacksonville and I-10 to I-95 passing through the south side of Green Cove Springs. Green Cove Springs borders the St. Johns River, is directly south of central Jacksonville and directly north of central Palatka.





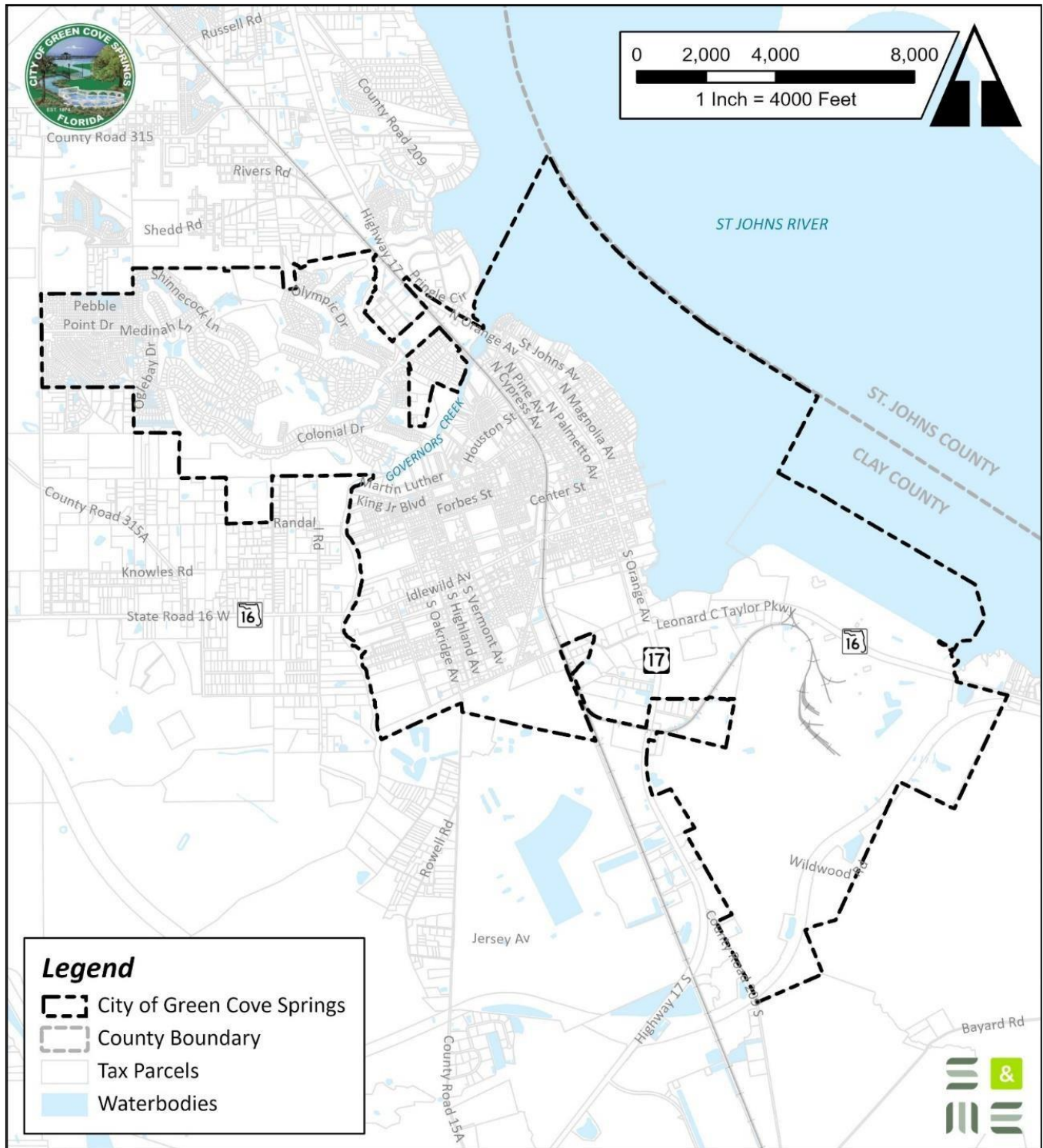
Map I - 1. Regional Context of Green Cove Springs, 2021



Sources: Florida Geographic Data Library (FGDL), Clay County, Clay County Property Appraiser, S&ME, 2021.



Map I - 2. Green Cove Springs City Boundary, 2021



Source: City of Green Cove Springs, Clay County Property Appraiser, S&ME, 2021.



## II. Land Use Data, Inventory, and Analysis

This section describes the current conditions found in the City of Green Cove Springs. Through the preparation of the Comprehensive Plan update, the Green Cove Springs staff and community identified a number of challenges and opportunities that they desired to address in the Plan. This section also describes those challenges and provides recommendations for addressing them. The Goals, Objectives and Policies contain specific direction to implement the recommendations.

### A. Current Land Use Composition

**Table I-1** shows the acreage of land use by category. This table and **Map I-3** show that the predominant use of land in the city is currently Industrial, covering about 35.2% of the entire City. The second most predominant land use is Low-Density Residential, covering approximately 21.5% of the City. A brief description of each land use category, along with their typical uses, is provided below.

**Table I - 1. Existing Land Use Composition**

Land Use Category	Acres	Percent of Total	Acres under Conservation	Percentage Conserved
Agricultural	18	0.4%	0	0.0%
Low-Density Residential	1,016	21.5%	14	0.3%
Medium-Density Residential	14	0.3%	0	0.0%
High-Density Residential	41	0.9%	0	0.0%
Commercial	86	1.8%	0	0.0%
Office/Professional	26	0.5%	0	0.0%
Industrial	1,666	35.2%	0	0.0%
Public/Institutional	599	12.7%	0	0.0%
Parks & Recreation	337	7.1%	37	0.8%
Utilities, Right-of-Way, Other	235	5.0%	0	0.0%
Vacant	695	14.7%	138	2.9%
<b>Total</b>	<b>4,733</b>	<b>100.0%</b>	<b>189</b>	<b>4.0%</b>

Source: Clay County Property Appraiser's Parcel Shapefile, S&ME, 2021

#### 1. Agricultural

There is only one site in the City designated as agriculture and it is currently used for timber. It is located on the west side of the City, south of SR 16.

#### 2. Low Density Residential

The low-density residential land use category includes housing accommodations such as single-family detached dwellings and mobile home units. As shown in **Table I-1** and **Map I-3**, low density residential encompasses nearly one-fifth of the total land in the City. It is the predominant use north of Governors Creek and mixed with other uses in the central portion of the City.





### 3. Medium Density Residential

The medium density residential land use category includes attached housing units such as duplexes, triplexes, and quadplexes. Medium residential uses are found in limited existence between US-16 (Idlewild Avenue) and Green Cove Avenue.

### 4. High Density Residential

This designation includes multi-story apartments or condominiums. As shown on **Map I-3**, high density residential occurs sporadically throughout the central part of the City.

### 5. Commercial

The commercial land use category accounts for less than two percent of the total land within the City and consists of a variety of retail and restaurant uses including, but not limited to fast-food establishments, clothing stores, automobile service facilities, and similar uses. As shown on **Map I-3**, commercial uses are predominantly located along the US-17 corridor with a few scattered sites along Idlewild Avenue and Leonard C. Taylor Parkway.

### 6. Office/Professional

This ELU designation describes lands that contain professional offices including medical complexes, office buildings, doctor's offices, and may include structures that have been converted from single-family homes to offices. Office uses comprise a very small percentage of the City area and are found along US 17 and SR 16, but also around the Clay County Courthouse and scattered in the downtown area.

### 7. Industrial

As noted in **Table I-1**, industrial uses encompass more than one third of the area of the City. These uses typically include manufacturing, assembly, processing, warehousing, wholesaling/distribution, heavy equipment repair, motor vehicle impoundment facilities, construction offices, and outdoor storage. In Green Cove Springs, the majority of the industrial land is in Reynolds Park with only a few small, scattered sites in the southwest intersection of US 17 and Leonard C. Taylor Parkway. The industrial sites in Reynolds Park include seafood processing, aviation technologies, railcar repair, pipe manufacturing and distribution, and boat storage and manufacturing, in addition to a private airport.





### 8. Public/Institutional

Public/Institutional uses consist of public, semi-public and private not-for-profit uses, such as civic and community centers, conservation areas, hospitals, libraries, police and fire stations, and government administration buildings, as well as churches, social service facilities, cemeteries, nursing homes, emergency shelters, and similar uses. Educational facilities are also included in this category. Compared to other jurisdictions,



the City of Green Cove Springs has a large percentage of publicly owned lands. Public lands are scattered throughout the City, with two large areas at the intersection of Green Cove Avenue and the railroad (vacant property owned by the City).

### 9. Parks & Recreation

The Parks and Recreation land use category is generally a subcategory of publicly owned land, but it also includes privately owned facilities such as golf courses. **Map I-3** shows the Magnolia Point golf course and City parks including Spring Park, Carl Pugh Park, Augusta Savage Friendship Park, and Vera Francis Hall Park.



### 10. Utilities Right-of-Way (R.O.W.)

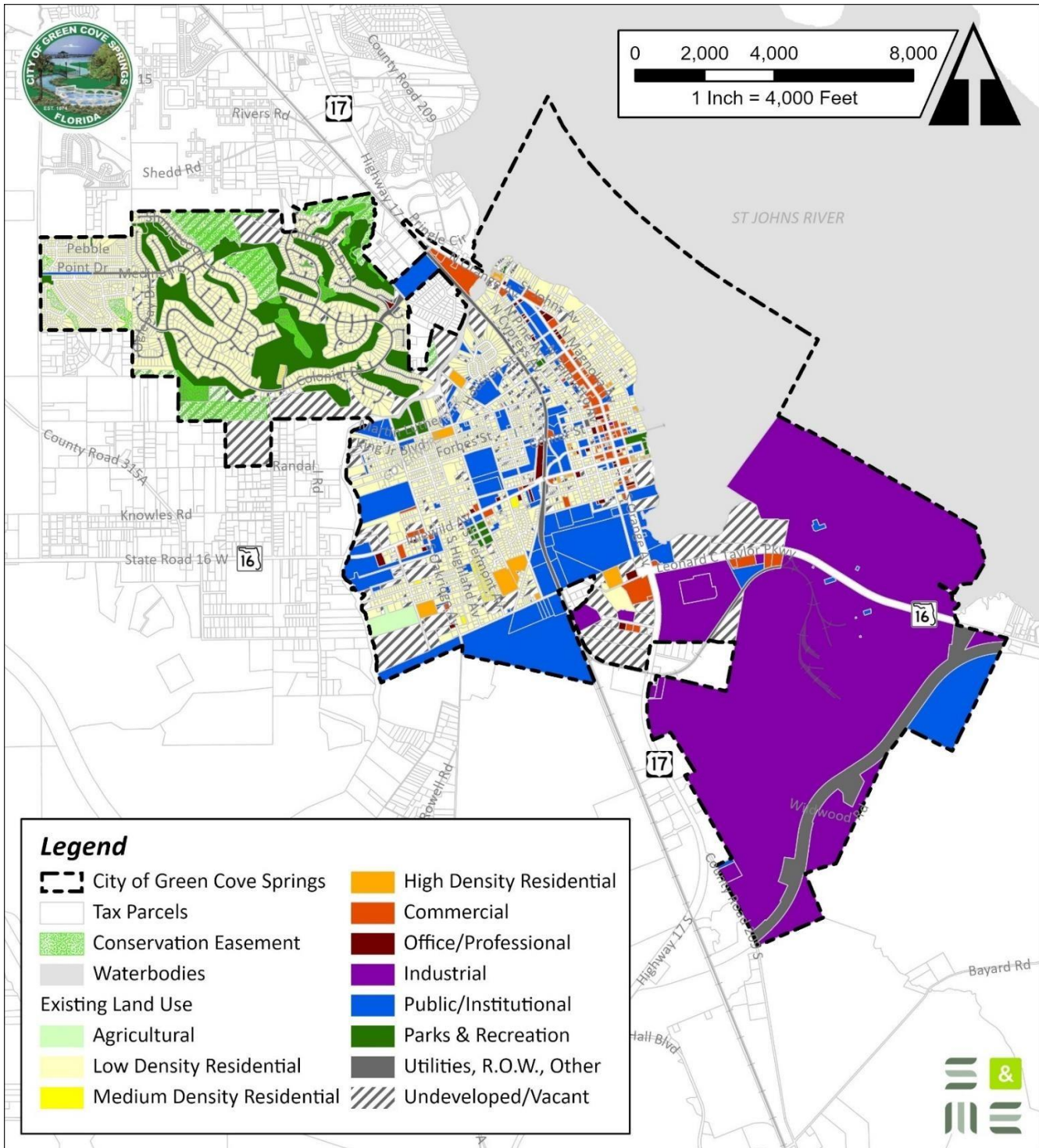
The Utility, Right-of-Way, Other ELU category contains infrastructure designed to accommodate the City's diverse residential and nonresidential uses. This designation includes uses such as utility boxes, stormwater retention/detention facilities, and the railroad and some road rights-of-way.

### 11. Vacant

The vacant classification refers to undeveloped or unimproved parcels and includes lots in subdivisions that have already been platted but are not developed. Vacant sites in Green Cove Springs include some large sites north and south of Magnolia Point and between Reynolds Park and downtown.



### Map I - 3. Existing Land Use Composition



Source: City of Green Cove Springs, Clay County, S&ME, 2021.



**B. Projected Population**

Future population growth is the driving force behind future facility needs and land requirements. The 2010 population for the City of Green Cove Springs totaled 6,908 residents. To determine the City’s future population, a step-down analysis was utilized using Clay County’s population projections retrieved from the University of Florida’s Bureau of Economics & Business Research (BEBR). This form of analysis assumes that the City will have a proportionate share of Clay County’s projected growth. As shown in **Table I-2**, this method assumes that the City’s population will remain at 3.678% of the County’s total population growth. Based on this method, and the fact that according to the US Census Bureau, there are very few seasonal dwelling units in Green Cove Springs, the City expects to have 10,413 total residents by 2045.

**Table I - 2. Population Estimates and Projections, 2010-2045**

Year	Clay County	Green Cove Springs
2010	190,865	6,908
2020	219,575	8,054
2025	237,300	8,704
2030	252,400	9,258
2035	264,600	9,705
2040	274,800	10,080
2045	283,900	10,413

Source: University of Florida BEBR, S&ME, 2021.

**C. Historic Resources**

The City of Green Cove Springs has a large number of historic resources and a historic district listed in the National Register of Historic Places. The district, bounded by Bay Street, the railroad tracks, Center Street, Orange Avenue, St. Elmo Street and the river, was designated in 1991 and contains 63 contributing structures.

Additionally, there are three individual structures and one archaeological site listed in the National Register:

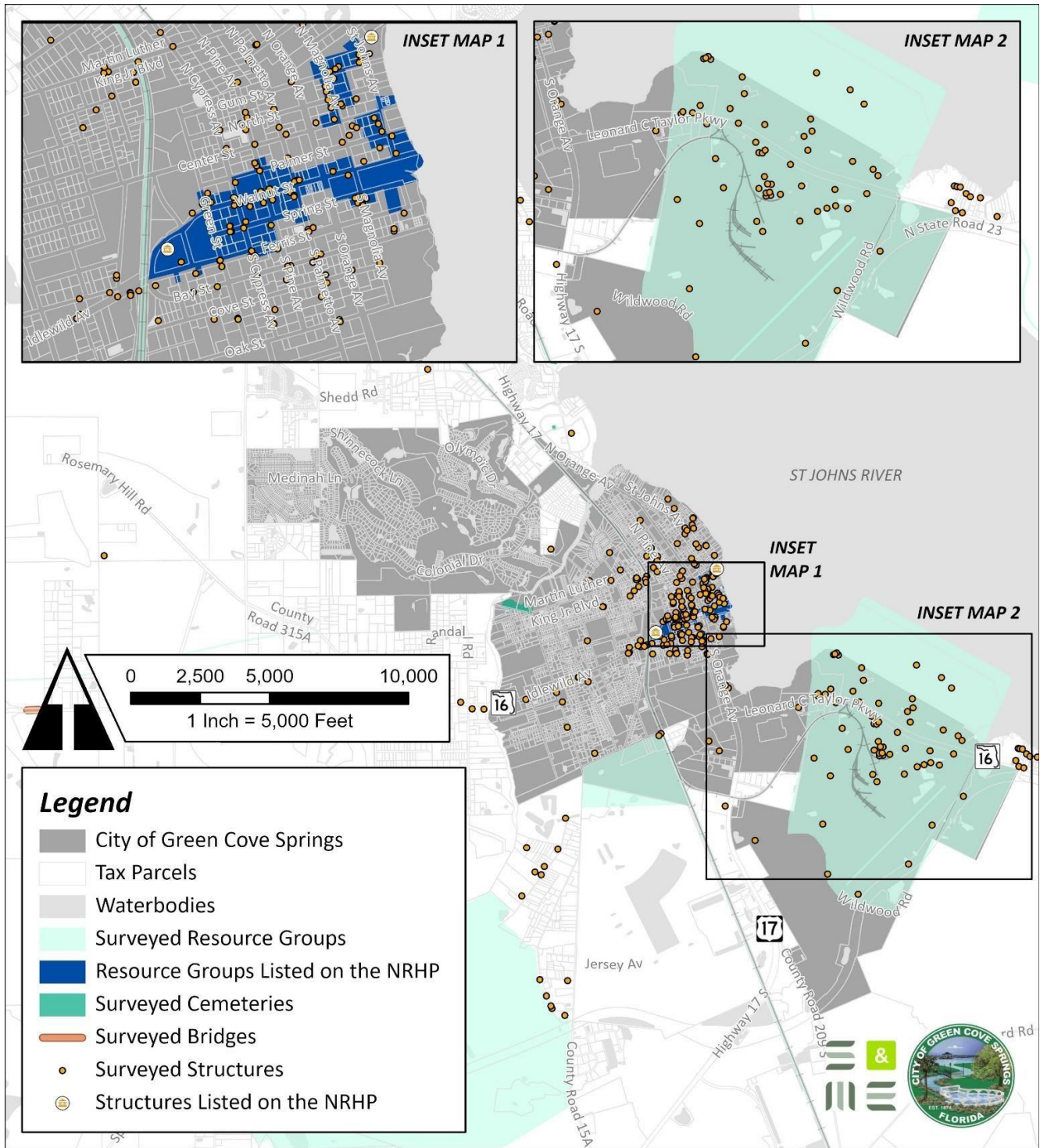
- Clay County Courthouse on Brabantio Ave (added in 1975)
- Holly Cottage, 6935 Old Church Rd. (added in 2010)
- St. Mary’s Church on St. Johns Avenue (added in 1978)
- Princess Mound (added in 1990)

The City does not have a local register of historic structures or a historic preservation ordinance. Historic resources within the City are shown in **Map I-4**.



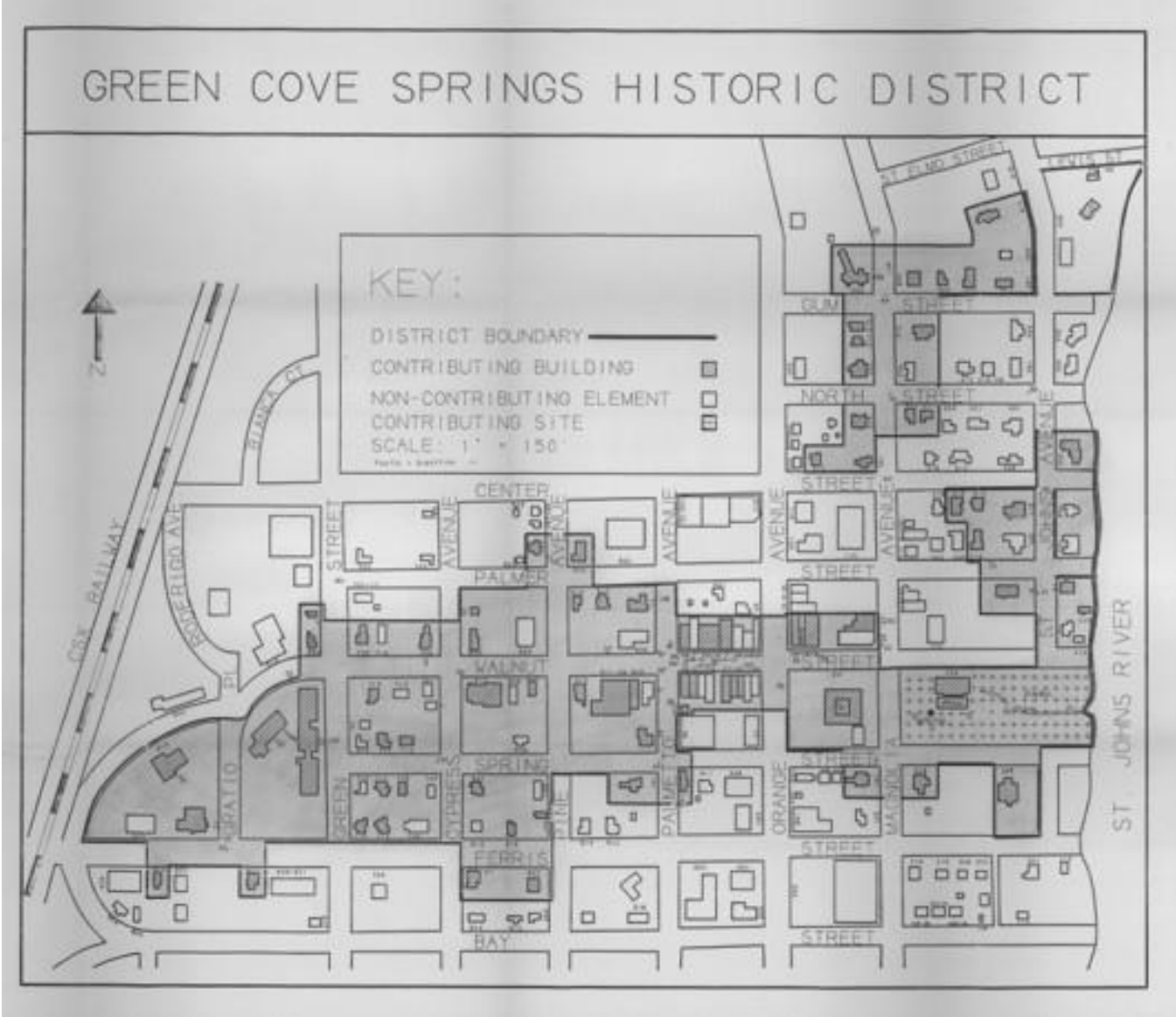


Map I - 4. Historic Resources





Map I - 5. National Register Historic District





## D. Natural Resources

The ability of land to support development is a major determinant in land use patterns. The City of Green Cove Springs is located along the St Johns River and the coastal environment is one of the main points of attraction for the City. The following sections summarize the natural environment within the City of Green Cove Springs. Water Bodies, Wetlands, and Floodplains

### 1. Soils

## E. Public Facilities & Services

### 1. Roadways

The City is served by two FDOT roadways, US 17 which runs north-south, and SR 16 which runs east-west. In the near future, another major roadway will be added to the area, the First Coast Expressway, offering a fast route into the City from the south. This was one of the challenges and opportunities brought up and discussed during the public input session. A future interchange at US 17 will certainly have an effect on traffic conditions in the City. The Transportation Element addresses this topic in greater detail. As it relates to land use, the City and Clay County can expect to see some development pressure along US 17, with proposals for uses typically located at interchanges (i.e., gas stations, fast food restaurants, and possibly hotels). US 17 at this location is a major gateway into the City. Therefore, the City will need to ensure land development regulations guide development in that area in a manner that is consistent with ~~the City's~~ [the City's](#) vision. Coordination with the County will also be necessary as the corridor is mostly in the unincorporated area.

### 2. Utilities & Services

### 3. Airports

Green Cove Springs includes Reynolds Airpark, a former Naval Air Station that was decommissioned in 1961 and is currently used as a private airport. It was reported in 2020 that nine aircraft based at the airfield. Plans to upgrade the airfield have been considered in the past, but have not been implemented.

The airport's 5,000-foot runway is recorded as being in poor condition. The flight service station is located at the Gainesville Airport (GNV), 54 miles away, and air traffic control is routed through Jacksonville International Airport (ZJX), 45 miles away.

### 4. Military Installations

There are no military installations since the decommissioning of US Naval Air Station Lee Field in 1961.

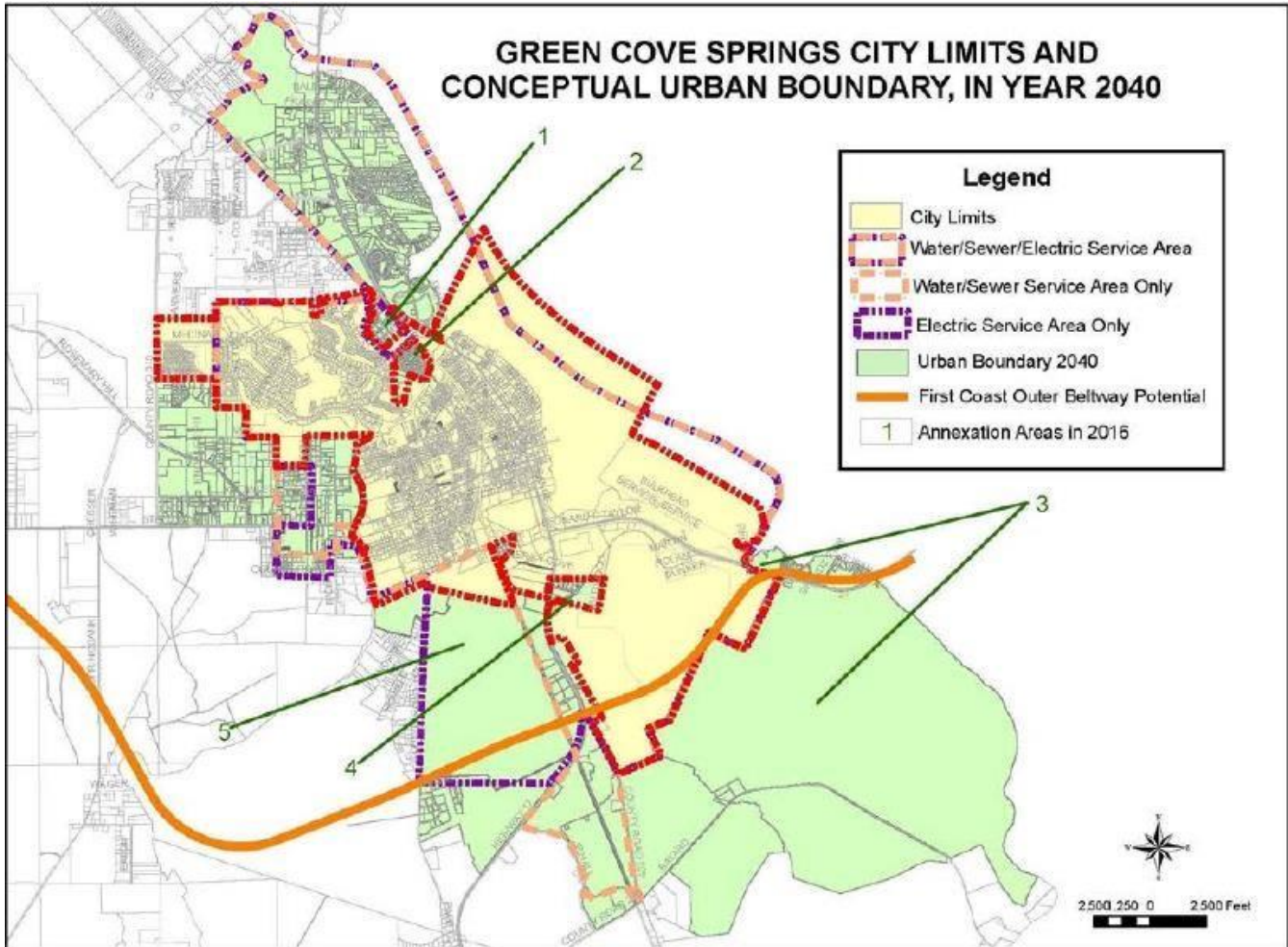


**5. Annexations**

The City prepared a detailed study in 2016 describing areas that the City would consider for future annexation. These annexations would eliminate existing enclaves and represent a logical extension of City boundaries to areas already included in the City’s water and sewer service area.

**Map I-6** depicts the five (5) annexation areas, which are described below.

**Map I - 6. Potential Annexation Areas**



Source: City of Green Cove Springs, 2016

**Area #1**, Harbor Road Industrial Park, contains 44 acres in 22 parcels and is currently developed as an industrial park.

**Area #2**, Governors Creek/Travers Road/Gator Bay Subdivision, contains a 62-lot single-family subdivision which is currently served by city water, and electric service.

**Area #3**, S.R. 16 East and Bayard Conservation Area, provides a logical extension of the City limits to the St. Johns River. The Bayard Conservation area is owned by the St. Johns River Water





Management District and annexing a portion of it will allow for connectivity with trails being constructed and planned within the city limits.

**Area #4**, Hall Park Road, comprises 52 acres of industrial properties in nine individual parcels. The parcels are in the City’s water/wastewater and electric service area.

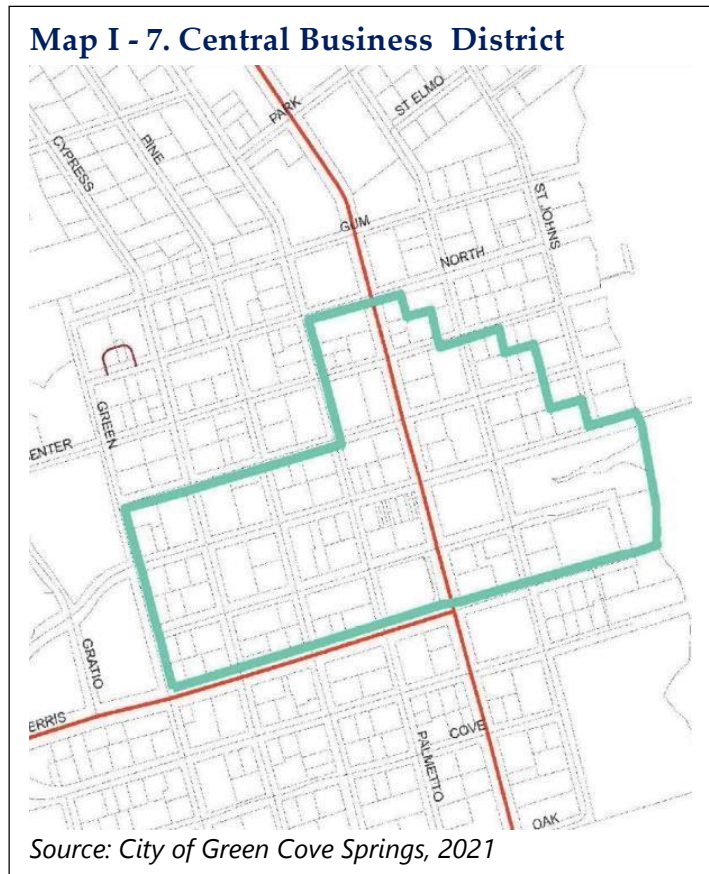
**Area #5**, Gustafson Property, is the former Gustafson Dairy and contains 1,018 acres in 2 parcels. This annexation will allow the City to have land use control over the redevelopment of the site. The property is in the City’s electric service area. Community Character

The City of Green Cove Springs has remained relatively small, but the introduction of the First Coast Expressway with an interchange at US 17 will undoubtedly change the pace of development. Recent development proposals hint at large subdivisions being planned for this part of town. The fate of the Reynolds Park property may also change and past plans to convert the site into a mixed-use development may start to realize. While the residential growth and the additional jobs that new mixed-use development may bring are welcome in the community, special attention needs to be given to the character of the community. This section addresses various components of the City and the possibilities for improvement and preservation.

Urban Form plays a key role in shaping the character of a community. City residents have expressed concerns regarding the physical development of the City and the fact that new development does not reflect a clear/defined character that fits in with the vision they have for the community. The recommendations mentioned in this section contain a physical planning framework for various parts of the City to improve the quality of life and to ensure that new development shapes the City into a unique community that residents can identify with.

**6. Downtown**

The City has a Future Land Use category and a zoning district designating the area of the City known as the *Central Business District* (see **Map I-7**). While that boundary represents the tight core of the original downtown, development in the surrounding area indicates the need to expand those boundaries to include some of the US 17 commercial corridor north of Walnut Street, the traditional



grid west of US 17 and the historic district east of US 17, past Gum Street.



There were three topics related to Downtown discussed during the public engagement process: urban form, parking, and the need to boost redevelopment in the area.

- **Urban Form** is a top priority in the downtown area. The City needs to ensure the traditional block layout in the area is maintained, historic buildings are rehabilitated, and future development is consistent with a vision of a quaint but active and pedestrian-friendly downtown. Residents seem to agree with allowing additional building height (mid-rise) but prefer more traditional lot layout (buildings up to the street) and architecture. The FLUE Goals, Objectives and Policies need to ensure the realization of this vision through the implementation of Land Development Code amendments.
- **Parking** has been an issue in the City core. Given the historic character of the area, there are many businesses that do not have formal parking lots and rely solely on on-street parking. Additionally, there are some uses in the Downtown that, due to the nature of their operation, require large amounts of parking for events (e.g., weddings at the Clay Theater, public meetings at City Hall, public events such as Food Truck Fridays). The City needs to assess the current demand and availability of public and private parking spaces in the downtown area and plan for future redevelopment activities.
- **Redevelopment** is imperative to achieve the vision of a vibrant downtown. While some buildings are expected to remain, there are others that would require redevelopment of the site. Additionally, there are vacant sites that could accommodate new development. During the public engagement sessions, residents and business owners asked what the City could do to help them in that effort. One tool that the City should consider to spur redevelopment in the downtown is the creation of a Community Redevelopment Agency/Area. The City tried once before but was unsuccessful obtaining approval from Clay County. Such as tool could provide some funding for capital projects within the downtown, which would spur redevelopment.

## 7. Gateway Corridors

In addition to the focus on Downtown, the City will also need to address the future of the US 17 and SR 16 corridors as they represent gateways into the City. Most of the development along



these corridors includes commercial uses, some of which have preserved an urban pattern (closer to downtown), but others are starting to adopt a suburban pattern that relies heavily on vehicular transportation for access and visibility. If that trend is allowed to continue, the City will start losing its character and start resembling the endless suburban commercial corridors that we see throughout the state, flanked by expansive parking lots and big box retailers behind the sea of parking, with very little or no regard for pedestrians and bicyclists.



In the future, development along the City’s major transportation corridors should consist of a mix of uses, ranging from commercial to office and even multi-family residential, which can all take advantage of the accessibility and connectivity with other parts of the City and surrounding jurisdictions. Strip development should be limited and shared facilities and services, such as parking and stormwater, encouraged.

**8. Reynolds Park**

Reynolds Park was formerly part of a Navy Base, which was decommissioned in 1961. The land was acquired by Reynolds Metal Company and established the Reynolds Industrial Park in 1965. The Park includes industrial and manufacturing activities, such as seafood processing, aviation technologies, railcar repair, pipe manufacturing and distribution, and boat storage and manufacturing, in addition to a private airport.

In 2010, the City of Green Cove Springs annexed the property and changed the future land use designation from Industrial to Mixed-Use Reynolds Park (MURP), opening the door to the redevelopment of more than 1,700 acres into a variety of uses, including residential, commercial/office and industrial/office, interspersed with recreational, open space and conservation areas with trails. There is currently not a single individual or firm planning to redevelop the entire site; the





property may be redeveloped in pieces by different developers following the directives of the MURP.

This Comprehensive Plan Update plans to retain that MURP designation as it was adopted in 2010. However, the City is interested in connecting the Downtown to Reynolds Park through bikeways/trails. With the construction of the First Coast Expressway and new bridge, this trail could then extend to the future fishing pier (old Shands bridge).

**9. The Waterfront**

The City of Green Cove Springs has approximately four miles of frontage on the St. Johns River. However, there are just a few spots left where the public can access that waterfront. Those few spots that are owned by the City should retain that access. The City also owns several vacant river-front properties. While the environmental features will not permit intensive development, the City will consider trails and recreation uses that would allow for access to the waterfront. Two key opportunities for this include the land at the intersection of SR 16 East and US 17 and the State-owned site just across the Governors Creek bridge. The first one can help make the trail from Downtown to Reynolds Park and the Shands bridge fishing pier a reality. The site across the Governors Creek bridge is not currently within City limits, but as noted above, it is a site targeted or future annexation. This site also represents a gateway into the City.



*Green Cove Springs Pier*



*View from Governors Creek Site*

**10. Housing**

The community expressed interest in ensuring the location of affordable housing in the City. Habitat for Humanity has been building numerous homes in the area, but few opportunities exist for multi-family dwellings.

The housing stock of Green Cove Springs is predominately comprised of single family detached dwellings, with limited options available for those who desire and/or necessitate more dense housing types, such as cottage homes (also known as 'tiny homes'), townhomes, condominiums, multi-family apartments, and accessory dwelling units. This lack of housing diversity (in tandem with regional, state, and national economic factors outside of the City's control) creates a market that is largely unaffordable to individuals or families who are unable to purchase or rent a single family home. These individuals/families often include persons belonging to vulnerable populations, such as the elderly and minorities, but also include essential workers who would



prefer to live in the communities in which they serve, like police officers, firemen, teachers, nurses, and medical personnel.

The Housing Element discusses a range of options for increasing the affordability and diversity of its housing stock. A sample of the potential options explored within the Housing Element includes:

- Subsidizing impact fees for affordable housing projects
- Permitting accessory dwelling units in all residential zoning districts
- Expediting the development review process for affordable housing developments
- Reserving infrastructure and service capacities for new multifamily structures
- Establishing a surplus lands inventory of locally owned public lands and selling or donating these lands for affordable housing projects
- Eliminating or reducing parking, lot size and setback requirements affordable homes
- Offering development bonuses and incentives for locating apartments within the downtown area
- Allowing height and density bonuses for developments which provide affordable units

The Housing Element includes a more detailed discussion on housing diversity (cost and type).

### **11. Parks and Trails**

When asked about priority improvements in the City, a majority of the people in attendance expressed the need to invest in parks and recreation, including safe pedestrian and bicycle trails. The Recreation and Open Space Element described the available opportunities at present and the needs that future growth will bring. While levels of service are typically measured in acres per 1,000 population, it is also imperative that the City address location and types of parks. Detailed surveys and studies will need to be undertaken in the future to determine the types of parks (active, passive, fields and courts) that the community needs.

### **12. Urban Sprawl**

The City of Green Cove Springs is a small community that has not experienced a lot of development in the last 20 years. However, with the construction of the First Coast Expressway will spur some interest in bringing new development to the City. As new subdivisions and commercial developments are proposed, the City will need strong policies and regulations to ensure compact and pedestrian- and environmentally friendly development. Connectivity must be addressed to prevent the degradation of major roads and the quality of life of the current residents.



### III. Future Land Use

In an effort to create an orderly, logical, desirable, and efficient pattern of growth, the City of Green Cove Springs has designated each parcel of land within its jurisdiction a future land use (FLU) category. The designation of Future Land Use categories on the City’s Future Land Use Map (FLUM) allows the City of Green Cove Springs to broadly determine the type, intensity, and density of uses within each area of the City. The former Future Land Element established 14 future land use categories. The set included four separate residential categories, four commercial categories (including the CBD category which was not depicted on the FLUM), and three mixed-use categories. The new FLUM has consolidated some of those categories into fewer, general categories. This map provides a cleaner picture of the future character of the City, while the zoning map and land development regulations will address the specific requirements for various parts of the City. The designations are shown on the City’s FLUM (**Map I-9**).

#### A. Future Land Use Categories

The City’s FLU categories are listed in **Table I-3**, shown on **Map I-9**, and described below. The density and intensity figures represent ranges to be adjusted through zoning. The Neighborhood category, for instance, will be implemented by one zoning district that allows up to four dwelling units per acre, another one allowing up to 20 dwelling units per acre, and one or more districts between those two.

**Table I - 3. Future Land Use Categories**

Future Land Use Category	Intended Uses	Density (Units per Acre)	Intensity (Floor Area Ratio)
Neighborhood	Residential uses and support uses such as public/semi-public uses, recreation sites and schools	4 to 20	0.2
Downtown	Commercial, lodging, office, high density residential, recreation, schools and public/semi-public uses	30 (40 with bonus)	2.0
Mixed-Use	Commercial, lodging, office, high density residential, recreation, schools and public/semi-public uses	20	1.0
Mixed-Use Reynolds Park	Residential, commercial, office, lodging, health care, education, industrial, public/semi-public, recreation, and water-dependent uses	16 to 40	0.4 to 4.0
Employment Center	Light and heavy manufacturing, distribution and storage, Heavy Commercial	-	0.6
Public	Civic, cultural, government, religious, utilities, and other public necessity uses	-	0.3
<b>TOTAL</b>		-	-

Source: City of Green Cove Springs, S&ME, 2021.



### 1. Neighborhood

The purpose of the Neighborhood future land use category is to accommodate predominantly residential uses and support uses such as public/semi-public uses, recreation sites and schools. The zoning map and land development regulations will determine the location of a variety of housing types and densities. The maximum density for single-family neighborhoods will be kept at a lower density, while higher densities are allocated to some waterfront sites and areas appropriate for multi-family.



### 2. Downtown

The Downtown category corresponds to the central part of the City and is expected to include a variety of uses including commercial, lodging, office, high density residential, recreation, schools and public/semi-public uses. Development bonuses will be provided in the land development code to incentivize vertical mixed-use, which is preferred but not required. This area will allow the highest intensity of development.



### 3. Mixed-Use Corridors

This category represents areas of the City lining up the major transportation corridors (US 17, SR 16) and Martin Luther King Jr. Boulevard. Just like the Downtown category, it will include a variety of uses such as commercial, lodging, office, high density residential, recreation, schools and public/semi-public uses. The intensity of development and urban form along the corridors will, however, be different than the Downtown category as there will most likely be a predominance of single uses. Regulations will need to account for the fact that these corridors are flanked by residential uses and will require adequate separation and buffering. Similarly, the



zoning and land development regulations will determine where the more intensive commercial uses (auto sales, service and repair, warehousing, and similar uses) are appropriate based on proximity to residential, façade continuity and accessibility. Zoning regulations will incentivize the horizontal or vertical integration of uses, internal trip capture, and an overall high-quality environment for living, working, and visiting.



**4. Mixed-Use Reynolds Park**

This category is established to implement the redevelopment of Reynolds Park. Allowable uses include residential, commercial, office, lodging, health care, education, industrial, public/semi-public, recreation, and water-dependent uses. The Three Mile Swamp (approximately 142 acres) is an exception as only passive recreation uses are allowed in that portion of Reynolds Park.

The Goals, Objectives and Policies establish use percentages to ensure a mix is achieved over the planning period (2045). Those percentages are intended to apply to Reynolds Park as a whole, not to individual sites. During the next EAR round, the City will assess progress and determine if the percentages are working or if they need to be modified.



Source: Burke Design

**5. Industrial**

This category consists primarily of light and heavy manufacturing, distribution and storage, with complementary office uses.





### 6. Public/Institutional

This category is intended to accommodate civic, cultural, government, religious, utilities, and other public necessity uses. The Future Land Use Map reflects sites that are currently occupied by such uses. The uses allowed in this category are also allowed in other land use categories. However, whenever such uses are proposed in the Neighborhood category and occupy more than **one acre** in size, they will require a future land use amendment to public/institutional. Conservation uses are exempt from this provision.





## B. Holding Capacity Analysis

This section compares the carrying capacity of the land, based on the adopted Future Land Use Map, with the population projections for the City. **Table I-3** lists the categories and their corresponding acreage, density, and intensity. This table also shows the amount of developable vacant land available within each FLU that, when combined with a site's maximum development potential, identifies the City's remaining carrying capacity for future growth. The carrying capacity calculations assume that new development will utilize the maximum density allowed by their FLU designation while previously developed properties will retain their existing density. The location of FLU designations throughout the City are shown on **Map I-9**.

The following assumptions were made in the calculation of holding capacity:

1. The vacant land within the **Neighborhood** category will be developed at various densities: Approximately 80% will develop at four dwelling units per acre, 10% at eight dwelling units per acre, and 10% at 20 dwelling units per acre. A factor of 75% has been applied to account for areas designated Neighborhood that will be developed with non-residential support uses.
2. The **Downtown** category allows residential, but there are only four acres of vacant land today. Unless there is redevelopment of already developed sites, there will only be 48 new multi-family units added. If it is assumed that the core of the Downtown (Walnut Street) will be redeveloped with vertical mixed-use developments within the planning timeframe of this plan, that number could be at least doubled.
3. For **Mixed-Use Corridors**, it is assumed that at least 20% of the developable land will be used for multi-family development, which could potentially yield approximately 540 units.
4. The timeline for the redevelopment of the **Mixed-Use Reynolds Park** site is uncertain. The property is not vacant at present time, so it does not appear in **Table I-3** as producing any dwelling units within the planning period of this plan. The opening of the FCE interchange may trigger activity on the site. The Goals, Objectives and Policies limit the number of units that can be developed on the site to 3,919.

**Table I-3** shows that, based on acreage readily available for development, the City could accommodate an additional 1,640 dwelling units by the year 2045 which, when multiplied by 2.65 persons per household (US Census Bureau Quick Facts), would equal 4,505 residents. As noted previously, the population projections prepared by S&ME using BEBR-derived data revealed that the population is expected to increase by 2,359 residents by the year 2045, for a total of 10,413 residents. Therefore, this expected increase in population can be accommodated within City limits. Additional capacity is available to address changes in growth that may be triggered by the opening of the First Coast Expressway interchange at US 17 and future economic development and redevelopment efforts which the City plans to undertake.



**Table I - 4. Future Land Use Categories and Residential Holding Capacity, 2020-2045**

Future Land Use Category	Total Acres	Vacant Acres	Environmentally Sensitive Lands <sup>1</sup>	Developable Land	Residential (%)	Max. Density (units per acre)	Holding Capacity (dwelling units)
Neighborhood	1,852.0	520.0	272.8	247.2	Note 2	Note 2	1,112 <sup>2</sup>
Downtown	74.1	4.0	-	4.0	40%	30	48
Mixed-Use Corridors	400.6	134.9	15.1	119.8	20%	20	479
Mixed-Use Reynolds Park	1,735.0	-	-	-	-	-	-
Public/Institutional	547.1	35.0	17.7	17.3		15	-
Industrial	10.7	0.4		0.4		10	-
ROW	113.3	-		-		10	-
<b>TOTAL</b>	<b>4,732.8</b>	<b>694.3</b>	<b>305.6</b>	<b>388.7</b>	-	-	<b>1,640</b>

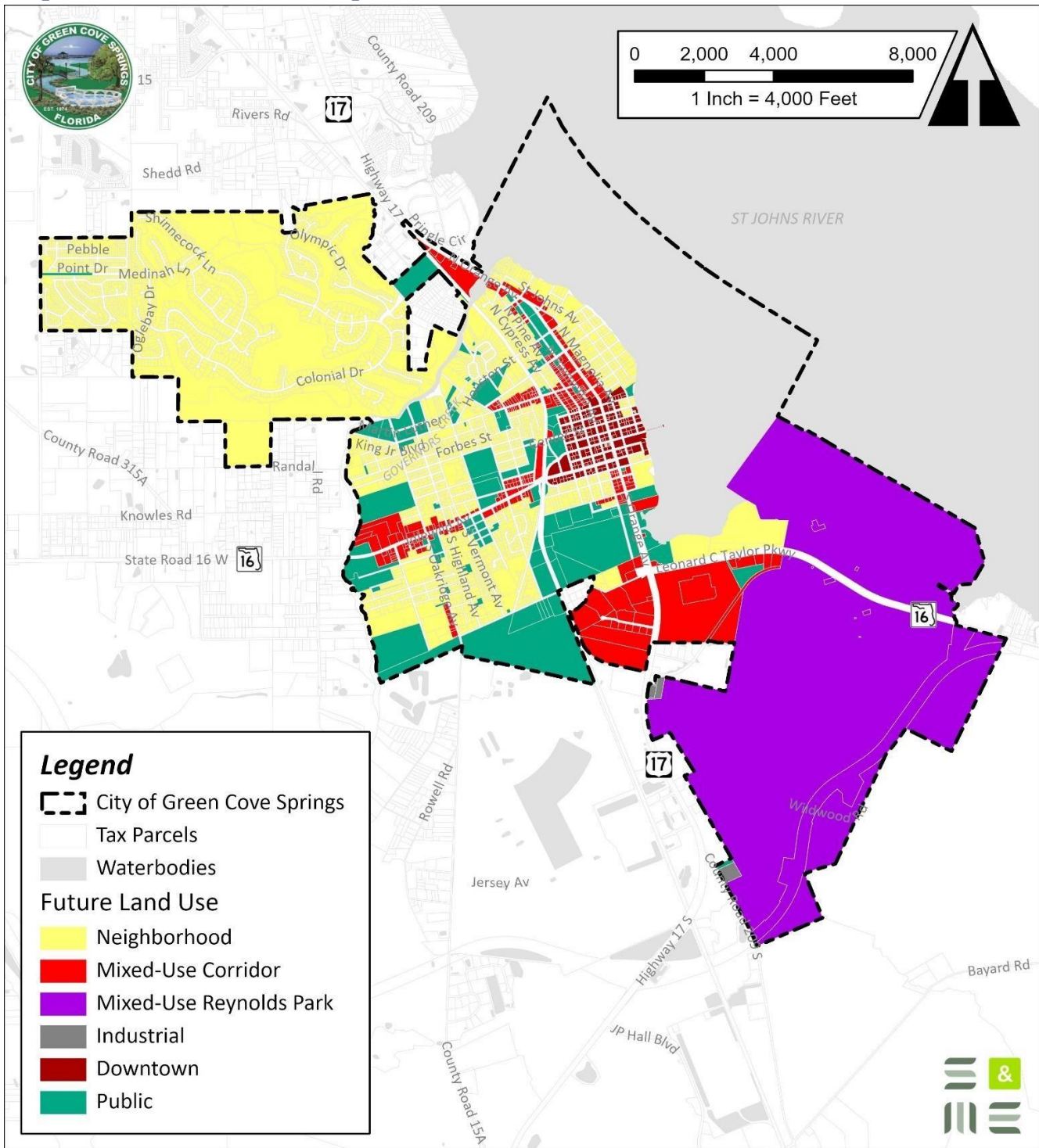
<sup>1</sup> Includes the portion of vacant parcels that feature conservation easements, wetlands, and [Federal Emergency Management Agency \(FEMA\)](#) SFHA Zone A and AE (100-year floodplain).

<sup>2</sup> See Section B.1, above

Source: City of Green Cove Springs, FEMA, FGDL, [National Wetlands Inventory \(NWI\)](#), Clay County Property Appraiser, S&ME, Inc., 2021.



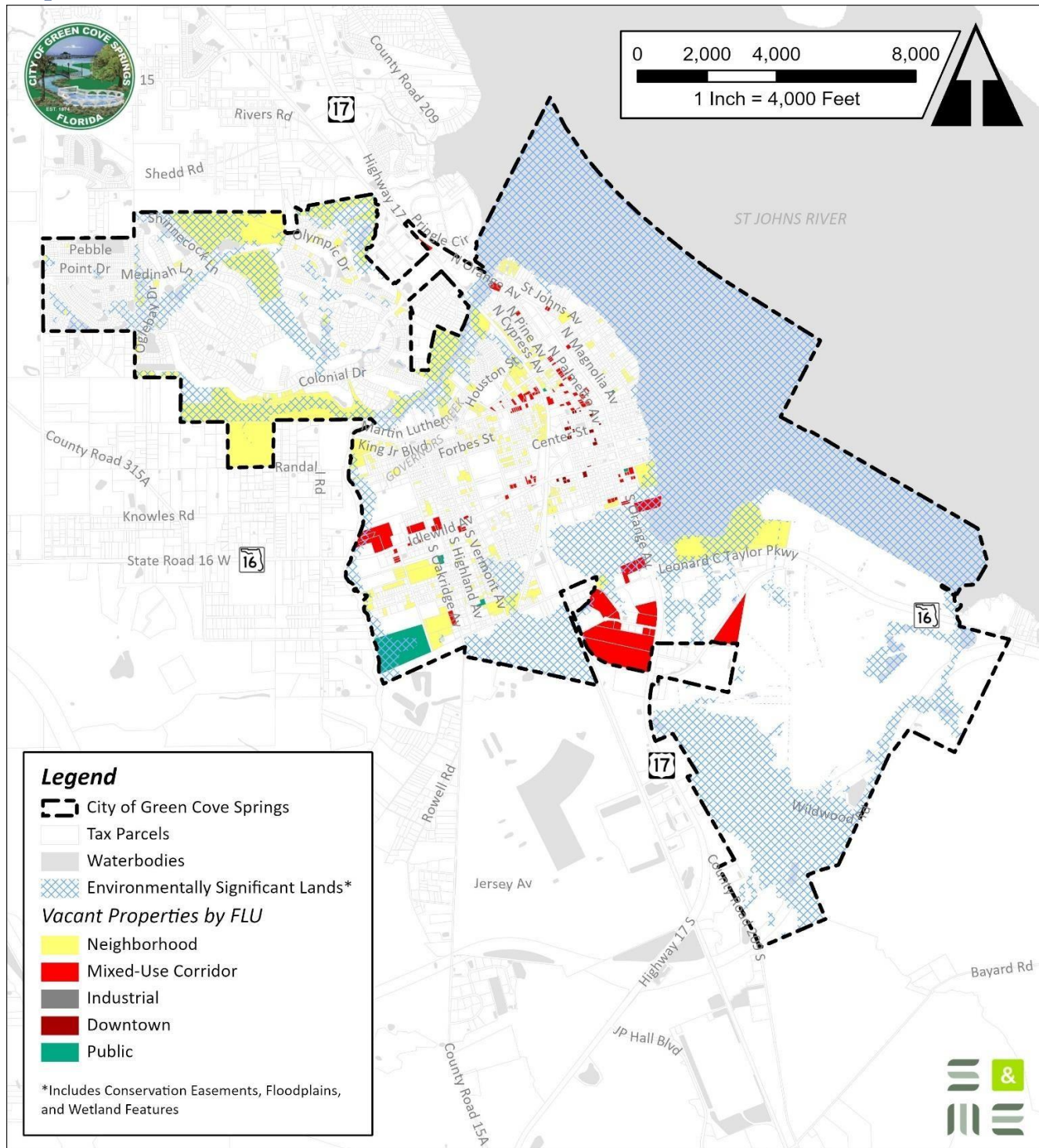
Map I - 8. Future Land Use Map, 2045



Source: City of Green Cove Springs, S&ME, Inc., 2021.



Map I - 9. Future Land Use Classification of Vacant Parcels, 2045



Sources: City of Green Cove Springs, Clay County Property Appraiser, S&ME, Inc., 2021