

# CITY OF GREEN COVE SPRINGS PLANNING & ZONING BOARD MEETING

321 WALNUT STREET, GREEN COVE SPRINGS, FLORIDA  
TUESDAY, JUNE 22, 2021 – 5:00 PM



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## AGENDA

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### GENERAL INFORMATION

ANYONE WISHING TO ADDRESS THE PLANNING AND ZONING BOARD REGARDING ANY TOPIC ON THIS EVENING'S AGENDA IS REQUESTED TO COMPLETE A CARD AVAILABLE AT THE CLERK'S DESK. SPEAKERS ARE RESPECTFULLY REQUESTED TO LIMIT THEIR COMMENTS TO THREE (3) MINUTES.

THE PLANNING AND ZONING BOARD PROHIBITS THE USE OF CELL PHONES AND PAGES WHICH EMIT AN AUDIBLE SOUND DURING ALL MEETINGS WITH THE EXCEPTION OF LAW ENFORCEMENT, FIRE AND RESCUE, OR HEALTH CARE PROFESSIONALS ON CALL. PERSONS IN VIOLATION WILL BE REQUESTED TO LEAVE THE MEETING.

THIS WILL BE AN IN-PERSON MEETING. PLEASE FOLLOW SOCIAL DISTANCING PROTOCOLS

### ROLL CALL

### APPROVAL OF MINUTES

- [1.](#) Review and approval of the May 25, 2021 meeting minutes.

### BOARD BUSINESS

- [2.](#) Comprehensive Plan Discussion

BOARD DISCUSSION / COMMENTS

STAFF COMMENTS

### ADJOURNMENT

**NEXT MEETING:** TUESDAY, July 27, 2021 AT 5:00PM

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Minutes of the Planning & Zoning Board Meeting can be obtained from the City Clerk's office. The Minutes are recorded, but are not transcribed verbatim.

Persons requiring a verbatim transcript may make arrangements with the City Clerk to duplicate the recordings, or arrange to have a court reporter present at the meeting. The cost of duplication and/or court reporter will be at the expense of the requesting party.

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### ADA NOTICE

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In accordance with Section 286.26, Florida Statutes, persons with disabilities needing special accommodations to participate in this meeting should contact the City Clerk's office no later than 5:00 p.m. on the day prior to the meeting.

### **EXPARTE COMMUNICATIONS**

Oral or written exchanges (sometimes referred to as lobbying or information gathering) between a Special Magistrate and others, including staff, where there is a substantive discussion regarding a quasi-judicial decision by the Special Magistrate. The exchanges must be disclosed by the Special Magistrate

# CITY OF GREEN COVE SPRINGS PLANNING & ZONING BOARD MEETING

321 WALNUT STREET, GREEN COVE SPRINGS, FLORIDA  
TUESDAY, MAY 25, 2021 – 5:00 PM




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## MINUTES

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### ROLL CALL

#### PRESENT

Chairman Henrietta Francis  
Vice Chair Gary Luke  
Board Member Brian Cook  
Board Member Justin Hall  
Board Member Richard Hobbs

#### 1. *Election of Chair and Vice Chair*

Board Member Cook suggested continuing with the current Chair and Vice Chair.

Motion to elect Henrietta Francis as Chair and motion to elect Gary Luke as Vice Chair.

**Motion** made by Board Member Cook, **Seconded** by Board Member Hobbs. **Voting Yea:** Chairman Francis, Vice Chair Luke, Board Member Cook, Board Member Hall, Board Member Hobbs.

**Motion passes 5-0.**

### APPROVAL OF MINUTES

#### 2. *Review and approval of the minutes for the April 27, 2021 meeting.*

**Motion** to approve the minutes for the April 27, 2021 meeting.

**Motion** made by Board Member Hobbs, **Seconded** by Vice Chair Luke. **Voting Yea:** Chairman Francis, Vice Chair Luke, Board Member Cook, Board Member Hall, Board Member Hobbs.

**Motion passes 5-0.**

### PUBLIC HEARINGS

#### 3. *Future Land Use Amendment from Residential Medium Density (RMD) to Residential Professional Office (RPO) for property located at 3 West St*

Mr. Daniels introduced items three and four, which would be presented concurrently since they are for the same property. Motions / votes will occur separately for each item.

Mr. Daniels presented the applications.

Chair Francis opened the public hearing.

Carolyn Edwards, 1717 Blanding Blvd, thanked the Board for their consideration and explained they would like to set up an administrative office here. Ms. Edwards introduced Mike Youngblood, the Board Chair.

Vice Chair Luke inquired what the square footage of the office would be and the approximate number of employees. Ms. Edwards indicated the office would be approximately 5,000 square feet with 10 employees.

Board Member Cook thanked Ms. Edwards for all the work Habitat does. He then asked Mr. Daniels about parking requirements. Habitat would be required to provide approximately 20 parking spaces on-site, as well as drainage. These items would be handled during site development.

**Motion** to recommend to City Council to approve Ordinance O-09-2021, amending the future land use from Residential Medium Density to Residential Professional Office for property located at 3 West St.

**Motion** made by Board Member Hall, **Seconded** by Vice Chair Luke. **Voting Yea:** Chairman Francis, Vice Chair Luke, Board Member Cook, Board Member Hall, Board Member Hobbs.

**Motion passes 5-0.**

4. ***Rezoning from R-2 to Residential Professional Office (RPO) for property located at 3 West St***

Chairman Francis opened the public hearing.

There being no comment, Chairman Francis closed the public hearing.

Motion to recommend to approve Ordinance O-10-2021, amending the zoning from R-2 to Residential Professional Office for property located at 3 West St.

**Motion** made by Board Member Hobbs, **Seconded** by Vice Chair Luke. **Voting Yea:** Chairman Francis, Vice Chair Luke, Board Member Cook, Board Member Hall, Board Member Hobbs.

**Motion passes 5-0.**

5. ***Proposed Changes to the Riverfront Residential Zoning District***

Mr. Daniels presented the proposed code amendment.

Vice Chair Luke inquired about the residential Certificate of Occupancy (CO) requirement.



Board Member Hall inquired about how amending this would be handled if an applicant was just shy of approved commercial square footage and requested a variation from the code. Staff explained an additional ordinance change would be required.

Board Member Cook inquired whether Staff feel 10% is sufficient. Mr. Daniels indicated he would look at providing avenues for variation.

Vice Chair Luke suggested amending Sec 117-147(3) to clarify its meaning.

Board Member Cook expressed 10% may be too small and not capitalizing on this mixed use opportunity. Vice Chair Luke requested additional data to support the 10% or show what percentage commercial is needed.

Mr. Daniels explained right now that the land use is a residential category. Changing it through the comprehensive planning process would ultimately change the zoning, but this amendment is built based on the existing future land use.

Mr. Kennedy explained the Council's desire to maintain the small town charm. Mr. Kennedy suggested not planning the development for them but keeping it at 10% and allowing developers to request code amendments if needed. Board Member Cook and Luke expressed disagreement, feeling that more commercial space is needed. Mr. Daniels explained that additional commercial could be achieved by amending the land use and rezoning. Board Member Hall expressed support ordinance as is.

City Attorney Arnold suggested making a recommendation on the percentage and letting Council decide. Board Member Cook suggested 15%.

Chairman Francis opened the public hearing. There being no comments, Chairman Francis closed the public hearing and called for a motion.

**Motion** to recommend to City Council approval of Ordinance No. O-11-2021 amending City Code Chapter 117, Article II, Division 5 with the following revisions:

1. As to sub-paragraph 1, the percentage should be amended from 10% to 15% of the gross floor area.
2. As to sub-paragraph 3, it should read as "building permits for commercial uses may be issued at the percentage of gross floor area of residential units that have received their Certificate of Occupancy."

**Motion** made by Vice Chair Luke, **Seconded** by Board Member Cook. **Voting Yea:** Chairman Francis, Vice Chair Luke, Board Member Cook, Board Member Hall, Board Member Hobbs

## BOARD BUSINESS

### STAFF COMMENTS

6. ***Comprehensive Plan Progress Report***

Mr. Daniels updated the Board on progress made with the Comprehensive Plan. He informed the Board what meetings have been had to date and discussed what comments have been received. He discussed the meaning of a 15 minute city, ensuring that residences are within 15 minutes walking distance of a park. He explained the importance of data and analysis.

Board Member Cook requested a checkpoint after the data and analysis. Mr. Daniels indicated we can have a checkpoint at the June Planning & Zoning Board meeting. Mr. Cook requested receiving data as soon as possible to review ahead of the meeting.

Vice Chair Luke asked if improvements were planned for Augusta Savage Friendship Park.

Board Member Cook requested information about PZB involvement with the ARP funds.

**Motion** to recommend to City Council to consider upgrading and investing in two parks, the Vera Hall Francis Park and Augusta Savage Friendship Park, and that we divert resources to improve these existing locations within the City.

**Motion** made by Vice Chair Luke, **Seconded** by Board Member Hobbs. **Voting Yea:** Chairman Francis, Vice Chair Luke, Board Member Cook, Board Member Hall, Board Member Hobbs.

**Motion passes 5-0.**

**ADJOURNMENT**

The meeting was adjourned at 6:30 p.m.

CITY OF GREEN COVE SPRINGS, FLORIDA

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Henrietta Francis, Chairman

Attest:

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Heather Glisson, Planning & Zoning Clerk



# STAFF REPORT

## CITY OF GREEN COVE SPRINGS, FLORIDA

**TO:** Planning & Zoning Commission **MEETING DATE:** June 22, 2021  
**FROM:** Michael Daniels, AICP, Planning & Zoning Director  
**SUBJECT:** Comprehensive Plan Discussion

### BACKGROUND

City Staff has been working with S&ME on the update to the Comprehensive Plan. We are approximately 3 months into the Comprehensive Plan update process, and we wanted to provide a status report of the plan and discuss key elements. Two areas in particular are proposed changes to the Future Land Use Designations and Recreational Level of Service. Attached in your packet, we have provided:

- The Plan Schedule
- Public Feedback including
  - Compiled responses to the Survey
  - Interactive Map Responses
- Preliminary Data and Analysis for the Future Land Use, Transportation and Recreation and Parks Elements
- Comparison Tables of the Existing and Proposed Future Land Use Designations

#### Proposed Changes to the Future Land Use Designations

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 Central Business District 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.

The intent behind Future Land use designations is to generally guide the type of use and the maximum density and intensity allowed within each designation. The zoning classification explains how those uses can be built. For example, a zoning classification identifies the size of a required front yard, as well as allowable building height and the number of parking spaces for each type of use whereas a Future Land Use designation generally guides the type of use and the maximum density and intensity allowed within each designation. Within the City's current Future Land Use and Zoning Maps and code requirements there is a great deal of overlap between the Future Land Use and Zoning requirements which in many cases is creating unnecessary and confusing steps in the development process.

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. Changes to the

Zoning/Land Development Regulations will be completed after the changes to the Comprehensive Plan are implemented.

In addition, the existing Future Land Use Districts are predominantly Single Use Districts, i.e. commercial, residential, industrial etc. Staff is proposing to reduce the total number of designations and create mixed-use districts which will allow a mix of commercial, residential and office uses. At the same time, we are maintaining single use areas for existing residential neighborhoods and for industrial properties.

Tables are provided to compare our existing and our proposed Future Land Use Designations

**Park Inventory and Level of Service Discussion**

Recreational development, when viewed in the context of community planning, must be well coordinated to complement overall development strategies for future community needs. Recreation is a critical element relative to the "quality of life" across the country and requires municipal participation. These needs can only be met through efficient utilization of community recreation areas and a realistic consideration of what programs can be established to ensure future quality recreational opportunities.

Staff has provided the draft data and analysis for the Park and Recreation Element. The contents of the Park data includes

- Functional Park Classifications
- Inventory, showing existing and planned facilities at City, County and Private parks within and around the City limits
- Analysis of the City Level of Service Standards, including the Level of Service Requirements of peer and surrounding communities.
- In addition, distance maps are provided showing the distance between existing parks and City residents.

**FISCAL IMPACT**

N/A

**RECOMMENDATION**

**No Action is Required, the items presented are draft items for discussion purposes only.**

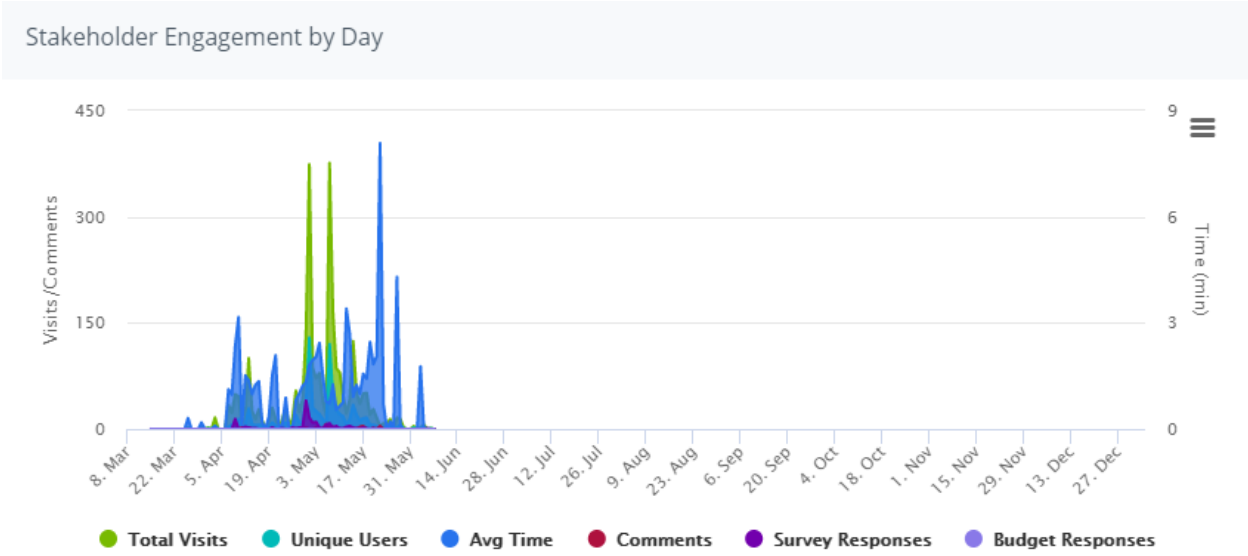
### City of Green Cove Springs - Comprehensive Plan Update

	March	April	May	June	July	August	September	October	November	December	January	February
<b>Phase I - Kickoff and Data</b>												
Kick off with Staff	◆											
<b>Task 1.2. Data Collection and Assessment</b>												
Collect data from staff and other sources	■											
Analyze data	■	■										
<b>Task 1.3. Project Website</b>												
Produce Project Website	■	■										
<b>Task 1.4. Advisory Workshop</b>												
Prepare for Workshop		■										
Facilitate Workshop			◆									
<b>Task 1.5. Public Workshop</b>												
Prepare for Workshop			■									
Facilitate Workshop				◆								
<b>Task 1.6. Existing Conditions - Update Data and Analysis</b>												
Draft Data and Analysis		■	■	■								
Staff Review					■							
<b>Phase II. Recommendations Matrix</b>												
Develop Matrix					■							
Conference Call with Staff						●						
Staff Review of Matrix						■						
<b>Phase III. Update GOPs</b>												
Comprehensive Plan (GOPs)					■	■						
Staff / S&ME review						■						
Revisions based on staff / S&ME comments							■					
<b>Task 3.1.1. Advisory Group Meeting</b>												
Facilitate Meeting								◆				
<b>Task 3.1.2. Public Workshop/Open House</b>												
Facilitate Open House								◆				
<b>Task 3.1.3. PZB</b>												
Facilitate Meeting									◆			
<b>Task 3.1.4. City Council Meeting</b>												
Facilitate Meeting									◆			
<b>Phase IV. Revision to Draft Plan</b>												
Revise Plan									■			
Staff Review										■		
<b>Phase V. Final Plan Adoption</b>												
<b>Task 5.1.1 Planning &amp; Zoning Board Hearing</b>												
Prepare for Hearing									■			
Attend Hearing										◆		
<b>Task 5.1.2. City Council (Transmittal Hearing)</b>												
Prepare for Hearing										■		
Attend Transmittal Hearing											◆	
<b>DEO Review</b>												
<b>Task 5.2 Agency Comments</b>												
<b>Task 5.2.1 City Council (Workshop and Adoption Hearing)</b>												
Workshop												◆
Prepare for Hearing												■
Attend Adoption Hearing												◆
<b>FINAL DOCUMENTS</b>												

# Green Cove Springs 2045 Comprehensive Plan Update Social Pinpoint Report

## Stakeholder Engagement Summary

2708	838	1:21	149	35	149	15
Total Visits	Unique Users	Avg Time (min)	Unique Stakeholders	Comments	Survey Responses	Document Downloads



## Word Cloud for all Engagement Types

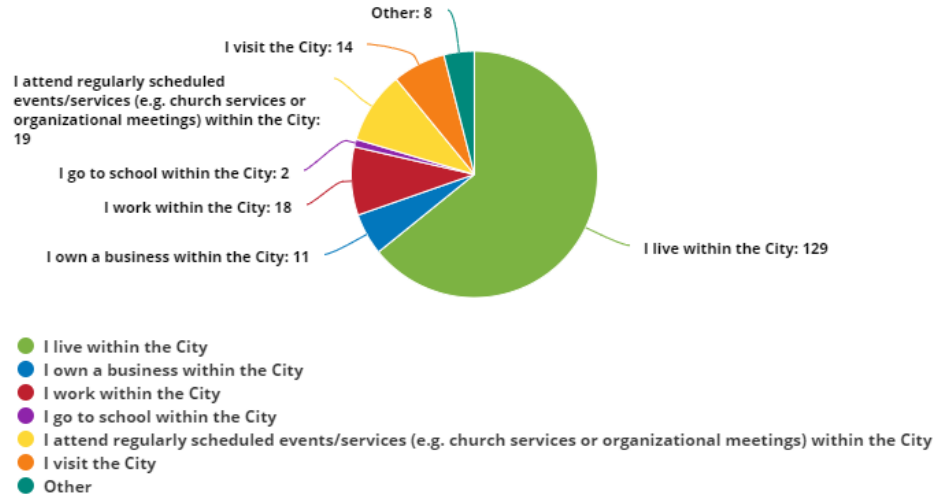


### Survey Responses:

Q1. 1. What is your relationship to the City of Green Cove Springs? Select all that apply.

149 answers

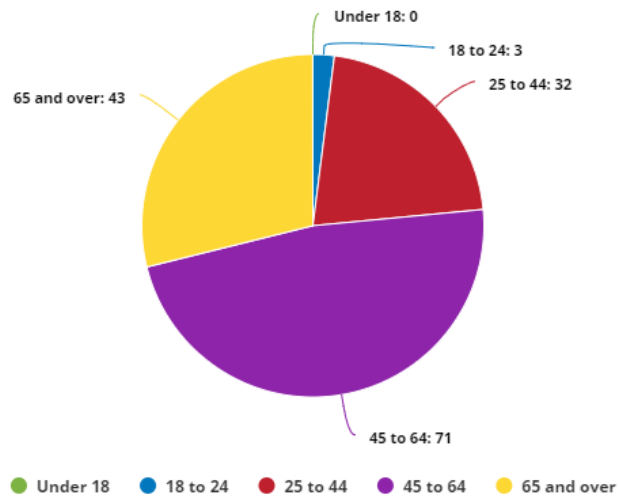
Pie Bar



Q3. 2. What is your age?

149 answers

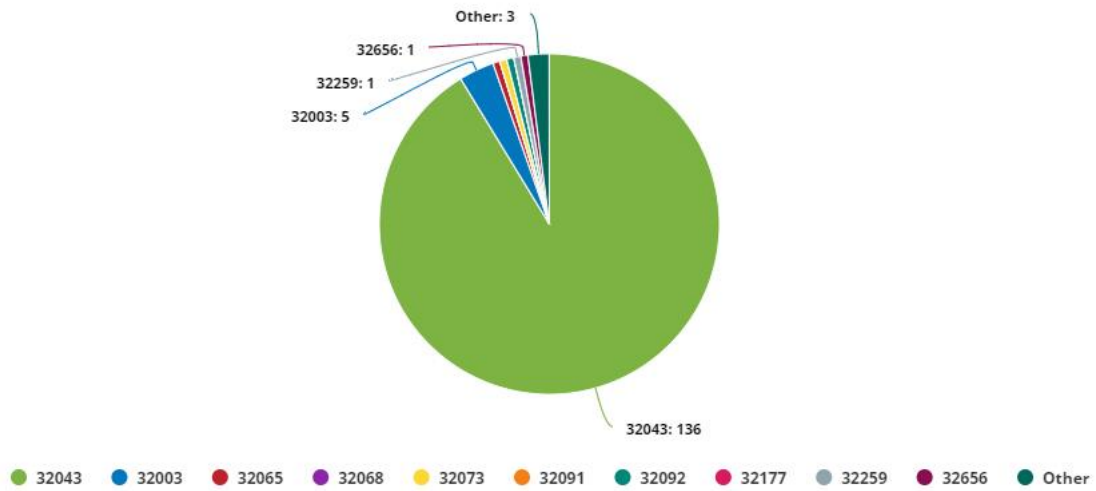
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Q4. 3. What is your 5-digit zip code?

149 answers

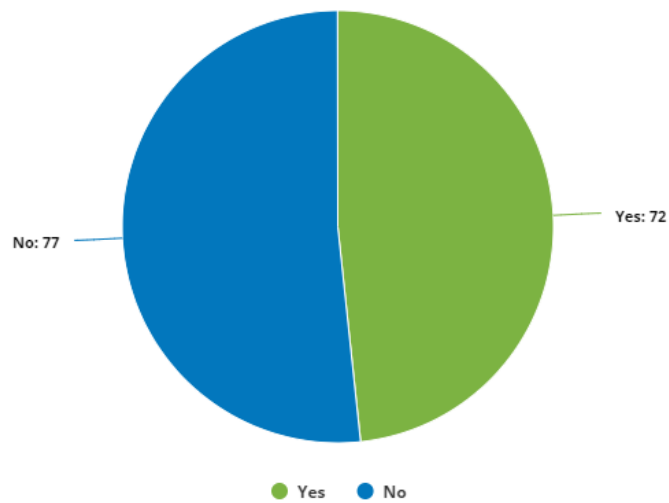
Pie Bar



Q6. 4. Do you plan to participate in one of the public workshops for the City of Green Cove Springs 2045 Comprehensive Plan Update process?

149 answers

Pie Bar

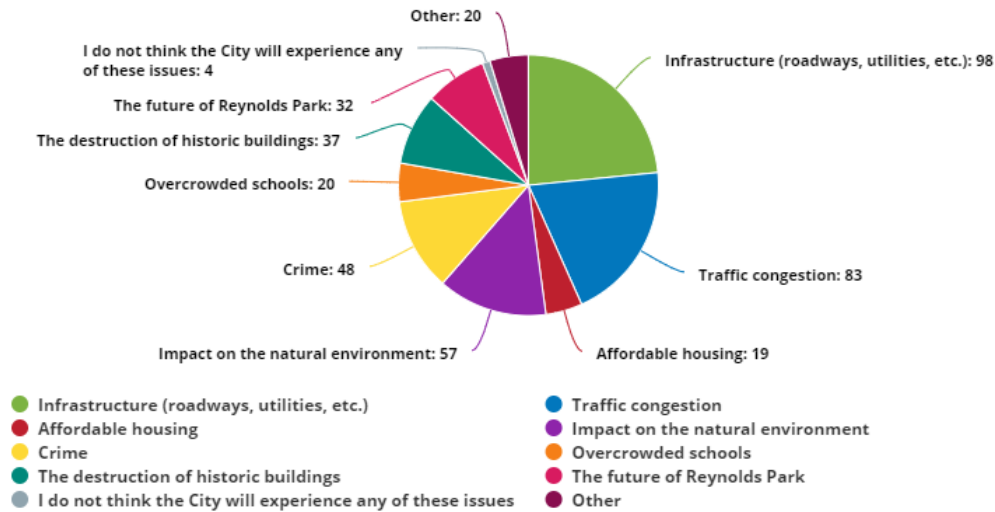




Q7. 5. What are the top three concerns you have related to future growth within the City?

149 answers

Pie Bar



Q8. If "other," please specify:

5 answers

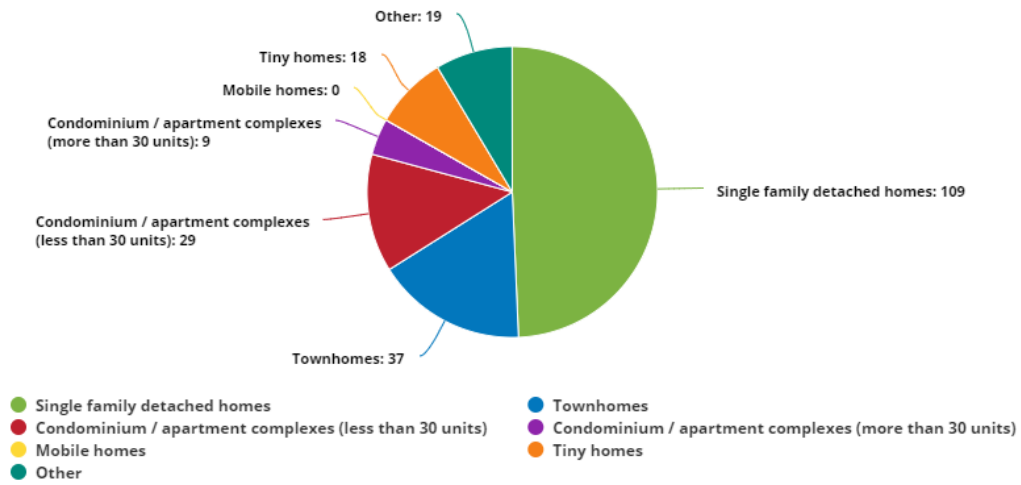
Word Cloud Response List

RESPONSES	Download CSV
Business support	
Developing center city businesses and restaurants.	
Downtown blight. Abandoned buildings that people won't sell or fix. We also need to start thinking future. Another Burger King is not what we need. We need high end dining and shopping to fit where our community will be once bypass is complete.	
Future economic development, sustainability initiatives	
The city government and its negative attitude towards businesses.	

Q9. 6. What type(s) of housing would you like to see more of within the City by 2045?

149 answers

Pie Bar



Q10. If "other," please specify:

9 answers

Word Cloud Response List

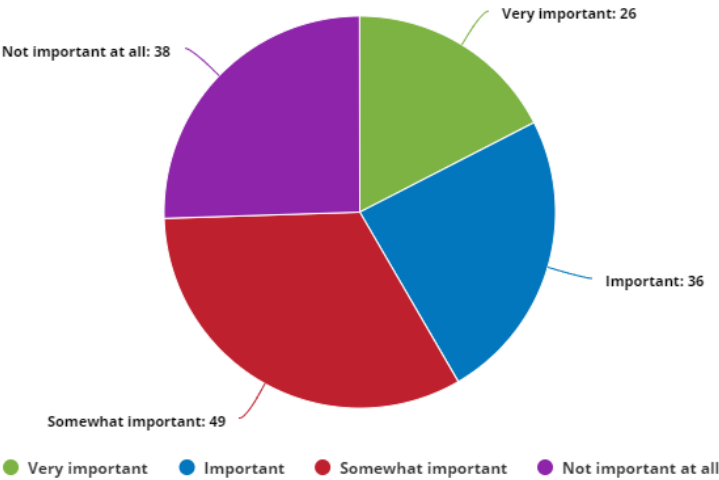
RESPONSES

- Energy efficient low carbon footprint sustainable houses
- I would like to see less of all.
- Less new home construction because our schools are overcrowded already.
- Mixed use retail/business
- No comment
- No more homes
- None
- None of the above. Overcrowded as it is.
- over building beyond infrastructure capabilities. We have outdated utility. Electric, water, etc.

Q11. 7. How important do you think it is for the City to provide "affordable" and/or "workforce" housing options within the city limits?

149 answers

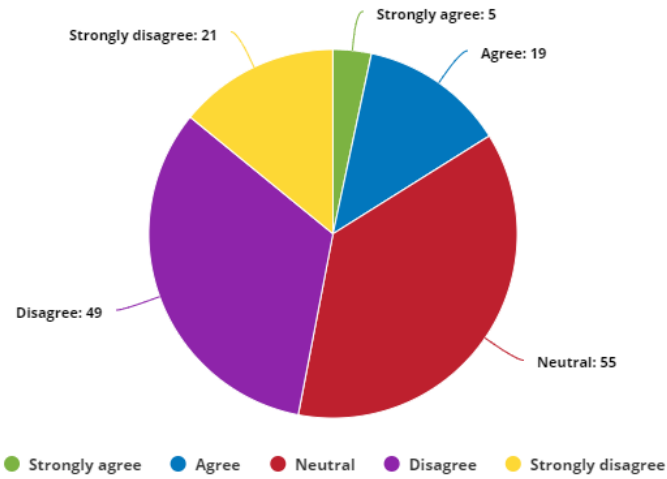
Pie Bar



Q12. 8. How much do you agree with the following statements: "There are excellent employment opportunities within Green Cove Springs for recent high school graduates."

149 answers

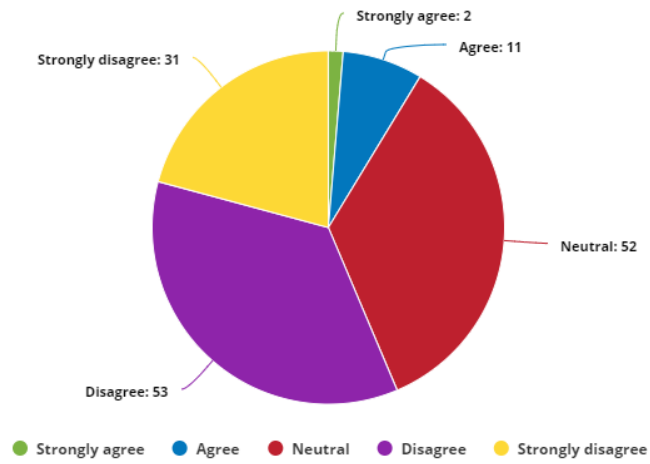
Pie Bar



Q13. 9. How much do you agree with the following statement: "There are excellent employment opportunities within Green Cove Springs for recent college graduates."

149 answers

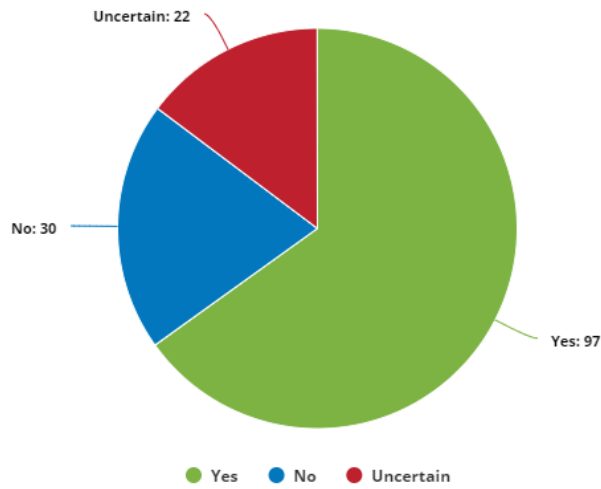
Pie Bar



Q14. 10. Do you feel that your community is sufficiently served by a robust and extensive public parks system?

149 answers

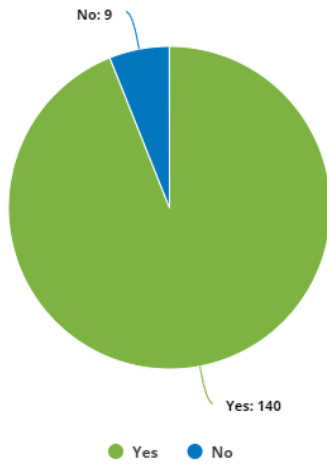
Pie Bar



Q15. 11. Would you recommend the City of Green Cove Springs as a good place to live to your friends and family?

149 answers

Pie Bar



Q16. 12. What do you like MOST about Green Cove Springs?

137 answers

Word Cloud Response List

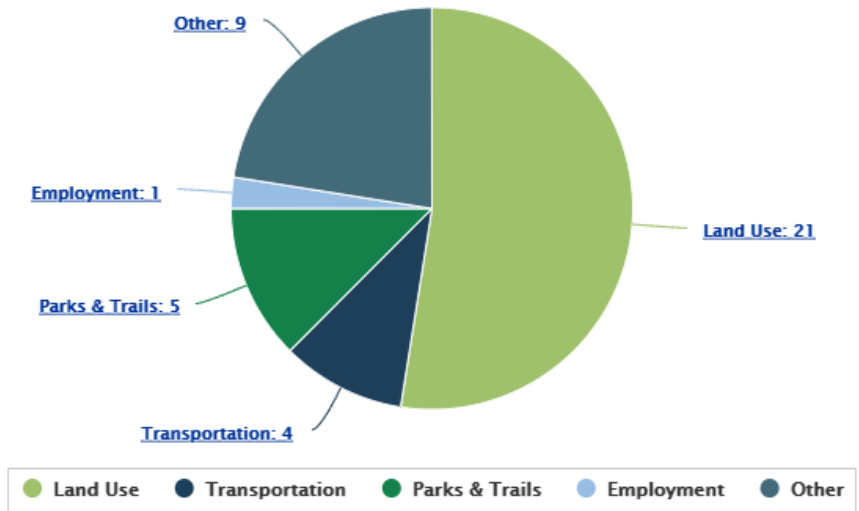
Q16. 12. What do you like MOST about Green Cove Springs?







### Category Totals



CATEGORY	TOTAL
Land Use	21
Transportation	4
Parks & Trails	5
Employment	1
Other	9

**For full details of Map Comments, see the appendix.**



## **Appendix**

### **Survey:**

#### **Question 12. "What do you like most about Green Cove Springs?" Responses**

"Ample land for the expansion/creation of more jobs. Beautiful springs, Fairgrounds, quiet neighborhoods, the river. Responsive government constantly seeking ways to improve the community. "

"Being near the St John's River. The scenery- the river, park and wildlife. Small, hometown feel, somewhat country - farmland, farm animals, berry picking (nearby) "

"Charming OLD feel to it - Keep the architecture old or similar."

"Close to my job"

"Community"

"Country feel"

"DMV is top notch. The natural spring pool and park and boat dock are very nice."

"Fairly quiet. Small town feel."

"For years I've loved the nature and beauty of Tree City. The public parks are beautiful, and we have a very homey feel."

"friendly people

great place to live and work"

"Friendly, small town "

"Green Cove is a beautiful city, we have a small town feel with the potential to become so much more. Let's be a "must" stop off the toll road, rather than a bypass. We have one of the most beautiful parks I believe in NorthEast Florida. I enjoy that we have businesses like the Clay Theater Venue and Red's Wine Bar, along with our antique shops. I think we need more places like this, so Green Cove isn't just a little Saturday morning activity...but its actually a place to spend the whole day."

"Green Cove Springs Park. "

"Historic, friendly, no fuss, simple in the right ways, businesses still close early and on sundays, everyone cares and everyone knows each other, there is nature and spaces between many homes!"

"home town feel"

"Hometown feel!"

"How friendly everyone is! Spring Park in my favorite spot."

"I like the natural resources "

"I like the small town feel of GCS but yet it is close enough to Jacksonville for cultural, entertainment and sports events."

"I love how the architecture has been held onto in some areas. Food truck Friday Is a blast! "

"I love the laid back atmosphere here."

"I love the people and the quaintness of the town."

"I love the sense of community and community involvement in events like parades and celebrations. "

"I love the small town environment, I love being on the water and quick access to all majoring city's like orange park Jacksonville etc "

"I love the small town felling and how the enviroment is kept and not lost by all the houses being built. Spring Park is amazing and I would love to have more places like that in Green Cove Springs. Keeping the small town feeling makes it very home like for me and my family."

"It has potential however if the growth isn't managed properly than that potential will be lost. The proximity to Fleming Island and soon easier access to St. Johns County with the completion of the beltway gives GCS access to a demographic with higher socioeconomic status. Managing the growth properly with the right mix of development could turn GCS into a destination for shopping, dining, etc. from nearby locales and increase the overall tax base. The historic buildings and location to the river with an already established public park could turn Green Cove into the next Avondale or San Marco type neighborhood that exists in Jacksonville. "

"It has proximity to larger cities while retaining its small town flavor. It also feels safe, especially compared to the aforementioned cities. Living in the city center, I absolutely love having parks close by and take advantage of them almost daily."

"It is close to Jacksonville, but still feels small town. "

"It's beautiful"

"It's my home."

"It's not Jacksonville with all the crime and traffic."

"It's potential if properly developed. The fact that it is on the St. John's River."

"It's small town. That's why I live here to get away from big city's. "

"Its trees and small community feeling."

"Just far enough away from Jacksonville."

"Laid back, beautiful trees, easy access to the St John's River."

"Less populated and the City Park area. "

"Location"

"Location, and future potential to be the place to live on and near the river.

Business development space "

"Location: We are away from the big stuff, but we can get there and get home.

Note: Missing question(s) - River Economics? How do we develop, enhance, and promote the recreational and business aspects of being a River City? When the 1960's river navigation strong hold aka the 45' Shands Bridge comes out and new 65' bridge is in place the is will enhance river navigation. What will we do to be ready? "

"lots of history, trees a great park, would love to see another community pool or center and more small parks like Savannah."

"Lovely community"

"Magnolia point"

"Magnolia Point"

"My community"

"Nature, lack of litter, history, atmosphere, friendly people, relaxing environment, the abundance of wildlife, local activities like the food trucks. "

"none"

"Not really sure. Enjoy yhe Magnolia Point community/ neighborhood."

"out of the major shopping type complex areas with traffic conjection"

"pam and ed"

"Pleasant people."

"Police department, they keep crime low and respond very quickly. "

"progress"

"proximity to water recreation and shopping"

"Quiet, country, historic living. Please don't overcrowd our city and land with thousands of closely set homes. Please keep it open and historic, please. "

"Quiet neighborhoods "

"Quiet, older (people) community. Enjoy the food truck events, small town community."

"Relaxed, safe environment"

"River"

"River access. Public park. Small town. "

"Riverfront parks and river views"

"Rural, quiet "

"Size"

"small quiet city"

"Small size, beautiful location."

"Small town"

"Small town "

"Small town atmosphere"

"Small town atmosphere "

"Small town atmosphere."

"small town atmosphere, downtown park"

"Small town, but close to the city. "

"Small town charm."

"Small town community atmosphere that's easy to get to and fro with little traffic/congestion. "

"Small town environment"

"Small town feel"

"Small-town feel"

"Small town feel and friendly - Spring Park Area"

"Small town feel and history."

"small town feel but close to a big city"

"small town feel but yet is progressive enough for new progressive ideas"

"Small town feeling"

"Small town feeling. "

"Small town feeling and yet close to places where employment opportunities are vast."

"Small town feel - people are friendly and helpful."

"Small town feel. Walkability. "

"Small town feel with everything needed in easy proximity"

"small town feel with shops and restaurants that are not chains"

"Small town living"

"Small town on river"

"Small Town (was) friendly, safe and beautiful. "

"Small, yet affordable and minimally accommodating for most average families to migrate to this area. At the moment, it offers retired folks the opportunity to enjoy a "small" town community."

"spring park"

"Spring park"

"Spring Park"

"Spring Park "

"Spring Park and the campground on the river"

"Spring park, small town feel although it's not so small anymore. "

"Still has that small town feeling. People are polite and city government is effective."

"Suburbs; close to water for boating "

"That it is not in Duval county "

"The area around Spring Park is exciting. The park and food truck event is great. It is beautiful scenery."

"The area is very nice and I would like to see the community grow with increased businesses and restaurants."

"the beauty of its natural features, trails and parks"

"the citizens"

"The city is very safe due to GCSPD, and all the events. "

"The community and small town feel. "

"The downtown area, and the park. There is a lot of underdeveloped water-front area that is good opportunity if the right developers come in. It could be a gorgeous, charming area. "

"The downtown district "

"The history and the parks."

"The natural beauty and small-town feel."

"The natural environment (trees, river, etc)."

"The natural resources like the river and spring, the potential of the historic district for shops and restaurants, the charm of the historic shops (although many vacant and in disrepair) and the rich history of the town. "

"The park."

"The park, city hall, court building, new construction company building, hot rod shop, and other buildings done in that type of modern up scale style."

"The People"

"the people and the park"

"The people, the history, and the natural beauty."

"The people, the home town values, the beautiful river"

"The relax pace of life"

"The river and the wildlife that we USED to have. Stop allowing the destruction of all the trees!!! Stop the cheap, terrible, weak and poorly built new housing projects. "

"The rural feel along the river, but still close to town"

"The "small community" feeling. I've gotten to know the librarians, some of the law enforcement people, store owners."

"The small community vibe, nice residents, our proximity to the spring and river and our Spring Park facilities"

"The small town and historical feel."

"The small town atmosphere...that is why we moved here. I love the programs in the park....Springs Park is a true Diamond!!!"

"The small town charm."

"The small town environment. "

"The small town feel. "

"The small town feel and historic features "

"The small town feel.

no high rise condominium feel...south Florida"

"The small town vibe! It is small town USA and don't want to see it become overcrowded."

"The water access is abundant. Spring Park activity."

"Used to like because it was a small town and not too crowded. Like Spring Park"

"What I like most about Green Cove Springs is the small town feel and I hope that this is continued. "

"Wonderful park system. Locals events."

" xxx"

### **Question 13. "What do you like least about Green Cove Springs?" Responses**

"17 traffic "

"Abandoned buildings on 17"

"All of the new housing communities are over the top. It's fine to add a few, but we're adding 7-8 all within a couple years from each other. CR 209, CR 220, and Hwy 17 cannot handle all this traffic. It takes me sometimes 10 minutes to pull out of my road onto Russell Rd due to all of the nonstop traffic."

"All the new people trying to change our way of life."

"All the new traffic issues especially on SR 17"

"ALL THE TREES ARE DISAPPEARING! Stop the cheap, ugly, poor looking and shoddy "new" housing projects. They are destroying the land. "

"A lot of building going on. Losing lots of green space. Would love to see the downtown similar to Deland."

"Can't think of anything worth listing."

"Decaying, vacant buildings. "

"Electrical costs and people making rules that hurt growth. Anyone who tells an owner what they can or should do with their property."

"Electric service."

"Empty storefronts and a need for a fresh update (paint, landscaping, etc.) on some buildings and businesses "

"Focus on cheap, densely crowded housing."

"GCS utilities and lack of grocery stores & restaurants "

"Going through town and you have A LOT of BAIL BOND signs and a lot of abandoned buildings. Makes it look terrible. The façade of the city going North to south through route 17 is BAD. With new burger king, dunkin donuts and construction company is starting to move in the right directions. Until you get it looking better it will inhibit people from wanting to brag about living in GCS. I don't know the solution."

"Green Cove doesn't like change! Our city makes it so hard for businesses to get approved to come in. We will deny a business but are ok with dilapidated buildings sitting empty, just to keep that "small town" feel. Either we embrace our small town feel and allow an Avondale type atmosphere to develop or let it go and allow big business to progress. We simply can't just stay stagnant any longer. We have to invest in our city's future, that means businesses, building projects, and job opportunities for our youth and community. "

"Green Cove Springs Utility company"

"heavy truck traffic on I-17

High electric rates"

"Historic buildings and streets that look decrepit "

"Homes being shoved in like sardines in what used to be beautiful open acreage. Do not turn this into another orange park. "

"Housing/developments displacing nature/open fields and forests. "

"How little activities/camps there are for kids"

"how many subdivisions are going in everywhere without sufficient changes to roadways to meet the volume or businesses like Publix, Target"

"I do not agree with the term "affordable housing" which means subsidized low income housing which Green Cove already has an over abundance of. WE do not need anymore of this type of housing. Its time to move on. "

"I do not like how there are houses going up everywhere and no one is looking into the places that have buildings just sitting. The time to fix up those spots should be taken into account. Yes we will always need more houses but start with what we have and build up some history too. I am willing to buy one of those places and make it into our store front in the future."



"I don't like it when new developments aren't required to beautify the landscape. looks cheap "

"I feel that route 17 going through Green Cove looks run down, especially with the bail bonds, vacant buildings, and pawn shops."

"I have heard that progress was slow in the past. I believe that the city is trying to manage growth now to preserve as much of the small town feeling while still allowing for expansion. It's a hard balance to achieve, and it will probably frustrate some small business owners. However, as one, I respect the city and understand that working with the city and showing that we want to be good stewards and partners will help us to be a part of a bright future in GCS."

"Infrastructure limitations. It takes me more than 45 mins to get from the Shands Bridge to Fleming Island on my evening commute at 5pm. It only takes me 45 mins to get from my home in Fleming Island into St. Johns County for work at 5:30AM. Your roadways cannot handle more growth. Top that off with the new Nocatee style development being prepared near the intersection of Highway 17 and Highway 16 and you have a very big problem. The new roadway still does not deter the traffic needed to get from Saint Johns County into Fleming Island or the nearby neighborhoods. Stop trying to become like Saint Johns County. They have yet to see the damage they are causing to their residents by not managing their growth better. Bigger isn't always better, when it comes to where people wish to live. "

"Infrastructure, Traffic"

"it's small and congested and has a crime rate that is too high for a small town."

"I would like to see sidewalks added to as many of the streets as possible. I'd also like backyard chickens to be allowed within the city. "

"Lack of adequate housing for seniors"

"Lack of attractive housing developments"

"Lack of a vibrant downtown and lack of quaint restaurants "

"Lack of business development,

Shipyards eye sore, boats rotting away opposed to utilizing prime real estate to attract growth needed. "

"Lack of dining options "

"Lack of employment opportunities"

"Lack of employment opportunities "

"Lack of employment opportunities to appeal to younger, higher educated demographic. Most citizens travel to Duval County for work. Lack of affordable/workforce housing (rental and homebuyers). Need more family oriented activity opportunities."

"Lack of parking availability during city events, stagnant growth and building maintenance of structures along route 17. "

"Lack of parking for the events. "

"lack of quality restaurants"

"Lack of restaurants"

"Lack of restaurants and nice bars, lack of nice grocery stores, crime in pockets of the city "

"Lack of restaurants and services"

"Lack of shopping and restaraunts"

"Lack of shopping options aside from fast-food. "

"Lack of supermarkets and restaurants"

"lack of support for small businesses. Corporate signage takeover of main thoroughfares. No retail shopping or grocery store in town."

"Limited restaurants"

"Many of the older homes are not being cared for and would be beautiful if kept up- the beautiful historic area should be a bigger highlight. We need more indoor family activities nearby, like bowling, mini golf, laser tag, art studio, children's museums, etc. we need more food options for sit down restaurants not fast food or pizza!"

"More and more housing developments wiping out the trees."

"Most of the community is run down and vacant. The main road through the center of town is busy and dangerous. Not enough clean restaurants."

"N/A"

"new neighborhoods going in everywhere"

"No downtown area to enjoy."

"No good restaurants or shopping. "

"No grocery store in city limits. Roads in disrepair. Lack of affordable housing. No industry/good jobs. Many empty/dilapidated buildings. No arts (community theater, community arts classes). Too few activities for kids & teens. Unwelcoming & exclusionary to people of color and LGBTQ."

"none"

"No nice restaurants"

"No Publix grocery. Traffic on hwy 17. Photo traffic enforcement. :( "

"No skate park, congestion into fair grounds, the small bridge, growing population."

"Not as many recreational things to do."

"Not a whole lot of restaurants to choose from"

"Not enough dining out choices. I want something more than fast food."

"Not enough dining places or a Publix close by."

"Not enough good restaurants."

"Not enough restaurants. The town needs more diversity with food options."

"Not enough social establishments. Dinner restaurants. "

"nothing"

"nothing much"

"Nothing to do. You have to leave to go to a good restaurant or even get groceries."

"Not many good restaurants to eat at."

"Not many restaurants "

"not much"

"Orange St. condition of buildings and the overall look of our main street."

"Outrageous utility bills compared to Clay County. Infrastructure in general seriously needs to be upgraded."

"overcrowding and cost of living skyrocketing."

"Overgrowth"

"Politics"

"poor water pressure and high prices for water/sewer"

"rapid developments popping up"

"Recently, for the first time in 30 plus years, we were a victim of a crime - Burglary. "

"Removing trees to make developments. "

"Roads need significant improvement to handle all the new residents coming into our community. "

"Rt 17 through town is not attractive"

"Run down in areas, empty business areas."

"Seems to be a fear of growth from some within the city. The chance of Green Cove maintaining its small town feel still exists but the inevitable growth must be addressed appropriately and the right mix of businesses must be brought in. Business owners should not feel scared off because the city doesn't want to become overcrowded. At this point with how Clay and St. Johns counties are developing the "rural" feel will soon be a thing of the past and GCS could just be a mix of strip malls, apartments and used car lots or it could be a unique 21st century small town if the city is forward thinking in how they manage the growth. "

"Shortage of evening restaurants"

"Small-town feel - I know, contradictory. The utilities/cost are a real issue that needs to be resolved at some point. It is very unfair to the residents of Green Cove proper. We don't seem to attract nice restaurants or businesses. The housing that is going up is cheaply constructed and a lot of Magnolia West's houses are falling apart already."

"Some of the growth allowed."

"Sometimes we have to drive to OP or Jax for some businesses. "

"So much new home construction on roads that cannot support it. We are facing gridlock like the cities around us. "

"Surveys heehee"

"Terrible restaurants, downtown is vacant."

"The amount of growth so close together destroying what makes Green Cove Springs so special."

"The areas of town that are run down and not kept up "

"The cost of utilities is a joke and we are being robbed blind by GCS water and power. There should be an investigation as to why we are being fleeced. I would never have moved here if I knew we were going to be robbed blind when Clay electric is so much more reliable and costs less."

"The current city limits, we need to expand."

"The fact that you are allowing builders to come in and strip the land of all trees and natural flora just to put in cracker box houses that all look alike. I have lived in Clay County all my life and this aspect of the county is disappointing. This area will soon no longer have the allure of property and quaint living."

"The GCS part of the St. John's River does not have any restaurants or destinations (seems like a waste of river front property). How about a river walk? The downtown area could use some 'continuity in looks'. Antique stores are a draw but we have too many of them. Generally there is a need for eateries that serve in the evening."

"The homeless population, the heavy traffic on 17 with 18 wheelers, the disrepair of roadways and sidewalks, outdated signage, the car lots, pawn shops and abandoned buildings off of 17, hanging street lights, power lines, and the aesthetic of buildings in historic district."

"The lack of affordable housing is extremely concerning. With all of the investors coming in and building expensive homes, it limits workforce housing options. Also, the growth of the city will require another grocery store and more unique, local restaurants. "

"The lack of use of existing retail infrastructure. I feel there is a lot of commercial space that can bring employment to the area if negotiated correctly I believe bigger companies will come here"

"The negativity towards small businesses. The city should make it as easy as possible to bring and keep your small business in the city limits."

"The number of bad traffic accidents on 17"

"The potential for unregulated growth. "

"There are no fun activities for our youth to attend. Such as bowling, skating, or movies. There aren't many nice restaurants to eat at. Or good paying jobs."

"There are no "nice" casual family (sit down) restaurants on the water. In fact, there are very few (if any) family, casual sit down restaurants that have a nice ambiance/atmosphere. Most of the restaurants in GCS that are not fast food are like diners."

"There are not enough restaurants and grocery stores. "

"There needs to be more green space in the "downtown" area trees flowers etc. "

"There really is no good food everything is up north or entertainment venues For the arts and the shopping is non existent"

"There seems to be nothing to do in the way of nightlife/culture. If you want to get even semi-dressed up and go to a decent dinner, you have to go to Fleming or further. I would like for there to be more things to do here. More events like Food Truck Friday would be great. More fun shops to visit (like the antique/vintage store on walnut!) would also be a treat. In short, there just doesn't seem to be anything to DO around here."

"The roads need an upgrade. There are a lot of old buildings that are unoccupied and need to be replaced. The city needs to attract news businesses."

"The run down homes in the center of town. Over grown yards and trash piling up in yards"

"The rundown strip mall where Ace Hardware is located "

"The school system."

"The thought of chain restaurants or other "big businesses" "

"The traffic!!!"

"The unplanned development, which I believe will begin to be addressed by this comprehensive plan."

"The vacant lots and old auto sales buildings on US 17. The lack of nice sit down eating establishments in town. The roadways around Spring Park area need attention. The cost of utilities."

"This insane notion that we need workforce housing. We have a chance to be the next mandarin and yet some people want us to be the next Palatka because they can sell their land for cheap housing backed by the government!"

"Too many abandoned buildings/houses that are an eyesore from an otherwise beautiful community. "

"Too many Run down buildings and trash around buildings. Not enough restaurants. Downtown needs to be refreshed"

"Too much growth lately, cookie cutter neighborhoods that will turn into rentals. "

"Too much traffic. Too many fast food restaurants, car dealers, liquor stores. Need to bring in quaint restaurants/shops like Riverside."

"Traffic"

"Traffic on the 17 is too much. People drive too fast. Lower the speed limit!"

"Traffic, the amount of houses being built, the HUGE HIGHWAY coming through. Small town Green Cove Springs that we have always LOVED is no longer. Money hungry developers are ruining Clay County. I'm a NATIVE of Clay County. My parents have moved twice, within Clay County (in my life) to get away from all the traffic. They have been living for 25 years off of County Road 209 South. Once what was a peaceful drive 7 miles down that road to get to their home is now torture driving past the overpass and all the construction. It is sad to live in Clay County right now. But I will never move. Times they are a changing. "

"Traffic, too many homes coming in (especially crowded cookie cutter neighborhoods), lack of schools, too many vacant buildings - need to tear down the old car dealers/lots and build shops with loft apartments. Also, improve architectural / landscaping guidelines & requirements so new buildings including fast food restaurants are attractive such as brick etc so they don't look like a typical fast food restaurant. Also, fix up the Larry's shopping center. Make it look attractive and bring in tenants like a grocery store or TJ Max etc. "

"Truck Traffic on Highway 17. "

"ugly run down strip malls"

"Unused/run down buildings along 17. Need more retail stores and restaurants. More beautification of our main streets with lamps, new trees and pretty shrubs and flowers. "

"us17"

"Utilities. They are unreliable and far more expensive than surrounding areas."

"Very little shopping opportunities and liesure activities to include dining.. Need to drive up to Fleming Island for just about everything."

"We have a MAJOR litter problem as well as a surfeit of liquor stores. I purposely link the two. We could use more grocery and dining options."

"We have our own electric grid. It is so outdated. to many power surges and outages. especially during normal storms."

"we need a larger library

we need a grocery store within city limits"

"What I like least is the very unappealing drive through town. It should be visually stunning as you enter and drive through Green Cove. The addition of greenery, trees, flowers and appealing storefronts is desperately needed. Would love to see more independent restaurants and retail shopping, but NO more fast food, NO more auto lots, NO more auto stores. We need things that will create interest and that people will make the drive to shop and spend money. Create an Avondale atmosphere here. Build 3 story low rise condos with shopping/businesses on the first floor. Create a place where locals can shop, eat, and go for entertainment. All this creates local jobs and opportunities and makes for a healthier living space. "

"While it does not currently appear that builders are building on "crowded", close residential lots, it would be catastrophic to permit such authority in the future as we currently see on our adjacent county properties."

"xxx"

Created on	Type	Threads	Comment	Up Votes	Down Votes	Email	Postcode	Firstname	Lastname	Reply	Latitude	Longitude	Photo URL	Referrer	View on map	Sentiment
5/3/2021 17:50	Land Use	Land Use-04-child	A Trader Joe's if not Aldi	0	0	ckt1969@hotmail.com				TRUE	29.982011	-81.67756			<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEUTRAL
5/20/2021 17:57	Land Use	Land Use-03-child	Think it is a great idea but prefer LOCAL businesses and not chain stores if possible.	0	0	jodyvance42@comcast.net				TRUE	29.99396	-81.6805		GCS Website	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	MIXED
5/22/2021 9:39	Land Use	Land Use-10	An Arby's	0	0	ena2157@gmail.com	32043	Naomi	Sierra	FALSE	29.981963	-81.67445		Facebook	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEUTRAL
5/22/2021 9:28	Land Use	Land Use-04-child	Aldi's or Trader Joe's or even a walmart fresh market perfect for this plaza.	0	0	ena2157@gmail.com	32043	Naomi	Sierra	TRUE	29.982011	-81.67756		Facebook	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	POSITIVE
4/11/2021 17:49	Land Use	Land Use-02	Convert this to mixed use - retail/commercial on the ground level and multi-family residential on upper levels. This would be similar to some of the buildings in Brooklyn and the Riverside area.	15	3	maryanne.scales@gmail.com	32043	Maryanne	Scales	FALSE	30.004147	-81.68637		GCS Website	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEGATIVE
4/11/2021 17:53	Land Use	Land Use-03	Encourage nice restaurants, breweries, wine shops, and nice bars to relocate to Green Cove Springs' downtown historic area to provide additional entertainment options. I'm envisioning an area like Avondale that is anchored on Walnut but continues on Palmetto.	22	2	maryanne.scales@gmail.com	32043	Maryanne	Scales	FALSE	29.99396	-81.6805		GCS Website	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	POSITIVE
4/12/2021 17:38	Land Use	Land Use-04	Aldi in the old Fred's location.	23	1	kate.woodlief@gmail.com	32043			FALSE	29.982011	-81.67756			<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEUTRAL
4/30/2021 13:19	Land Use	Land Use-04-child	Or maybe a Publix or Earth Fare.	0	0	gene3620@bellsouth.net	32043	Gene	Callahan	TRUE	29.982011	-81.67756			<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEUTRAL
4/30/2021 13:17	Land Use	Land Use-05	Use the riverfront property for something other than commercial use. I would like to see the shipyards converted into riverfront retail, micro breweries, and high rise residential. Maybe even a venue for live concerts in the vein of the St. Augustine amphitheater.	20	2	gene3620@bellsouth.net	32043	Gene	Callahan	FALSE	29.983301	-81.67151			<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEUTRAL
5/3/2021 17:50	Land Use	Land Use-04-child	Earth fare did not do well and we have a Publix close by it's too pricey. I believe a Aldi would do well.	0	0	ckt1969@hotmail.com				TRUE	29.982011	-81.67756			<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEGATIVE
5/6/2021 19:56	Land Use	Land Use-04-child	I know of 2 other business that are looking to move in this outlet. Rent of Vision being one of them.	0	0	williammeeks33@yahoo.com				TRUE	29.982011	-81.67756		Facebook	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEUTRAL
5/6/2021 20:53	Land Use	Land Use-04-child	Aldi would be great. Earth Fare or any other kind of store like that is way too much price wise for this area.	0	0	dtklooney@yahoo.com				TRUE	29.982011	-81.67756		Facebook	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEGATIVE
5/6/2021 22:09	Land Use	Land Use-06	island style bar and grill with mix of live music (reggae, blues, jazz, salsa)	9	1	umaupin@yahoo.com	32043	Ursula	M	FALSE	29.993811	-81.67779			<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEUTRAL
5/6/2021 22:10	Land Use	Land Use-07	local grocer with fresh produce	7	0	umaupin@yahoo.com	32043	Ursula	M	FALSE	29.993383	-81.67961			<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEUTRAL
5/6/2021 22:10	Land Use	Land Use-08	bookstore	3	0	umaupin@yahoo.com	32043	Ursula	M	FALSE	29.994071	-81.67988			<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEUTRAL
5/8/2021 8:31	Land Use	Land Use-06-child	Agreed, we need a better seafood/ southern style restaurant with fresh options for this area- not just pizza and fast food! A semi health-conscious option or upscale cafe could be great too.	1	0	mara.outman@yahoo.com	32043	Mara	Koogle	TRUE	29.993811	-81.67779		Facebook	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	POSITIVE
5/8/2021 8:25	Land Use	Land Use-03-child	I think a fairly good example of a similar area in a smaller historic city is Tarpon Springs, FL- it's essentially just as you pictured here: a walkable strip with good bars, sit-down food that isn't chain restaurants, vintage shops, art galleries, arcade, boutiques for homemade goods and soaps, bakeries, ice cream, and eases right into parks, the historic neighborhoods and the sponge docks area for tourism (similar to green cove and its spring). GCS could have a similar feel and still be homie.	2	0	mara.outman@yahoo.com	32043	Mara	Koogle	TRUE	29.99396	-81.6805		Facebook	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	POSITIVE
5/13/2021 8:24	Land Use	Land Use-09	A waterfront seafood restaurant would be perfect here.	2	1	abiridaught@gmail.com	32043			FALSE	29.993997	-81.67743			<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	POSITIVE
5/16/2021 2:37	Land Use	Land Use-09-child	Agreed. The two bars in the area tend to be dirty and littered with trash in the mornings. Not a pretty site from the park. Maybe they would up there game	0	0	jenn.bader330@gmail.com				TRUE	29.993997	-81.67743		GCS Website	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEGATIVE
5/16/2021 2:38	Land Use	Land Use-09-child	A Wicked Barley vibe would be great	0	0	jenn.bader330@gmail.com				TRUE	29.993997	-81.67743		GCS Website	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	POSITIVE
5/22/2021 9:32	Other	Other-7	This section of the road is crumbling away. The corner to the city limits line road was fixed and then the corner on opposite to the railroad tracks was fixed but this section was left. Who is responsible to fix this? In certain areas two cars can not pass at the same time!	0	0	ena2157@gmail.com	32043	Naomi	Sierra	FALSE	29.978803	-81.68496		Facebook	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEGATIVE
5/22/2021 9:35	Other	Other-8	This section of the road is crumbling away. The corner to the city limits line road was fixed and then the corner on opposite to the railroad tracks was fixed but this section was left. Who is responsible to fix this? In certain areas two cars can not pass at the same time!	1	0	ena2157@gmail.com	32043	Naomi	Sierra	FALSE	29.981684	-81.68289		Facebook	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEGATIVE
5/6/2021 13:36	Other	Other-2	This needs to be a four-way stop. Increased pedestrian traffic and events and a tight turning area needs every vehicle to stop and look for continued safety.	0	1	debjones2001@gmail.com	32043	Debby	Jones	FALSE	29.992951	-81.67939		GCS Website	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEGATIVE
6/8/2021 8:13	Other	Other-8-child	I absolutely agree. This needs to be addressed. The traffic on this road is only going to increase, it can't be left the way it is.	0	0	kate.woodlief@gmail.com	32043			TRUE	29.981684	-81.68289		android-app://com.google.android.gm/	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	MIXED
5/13/2021 8:21	Other	Other-3	Infrastructure and Utilities improvement is a MUST to support all of the new housing going on around Green Cove Springs.	2	0	abiridaught@gmail.com	32043			FALSE	29.989174	-81.67794			<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	POSITIVE
5/17/2021 10:36	Other	Other-6	There's a large hole here.	0	0	kate.woodlief@gmail.com	32043			FALSE	29.983265	-81.68877	<a href="https://s3-u">https://s3-u</a>	GCS Website	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEGATIVE
5/17/2021 10:29	Other	Other-5	Sidewalks in disrepair at the ballfields.	0	0	kate.woodlief@gmail.com	32043			FALSE	29.986753	-81.69072	<a href="https://s3-u">https://s3-u</a>	GCS Website	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEUTRAL
5/17/2021 10:28	Other	Other-4	Sidewalks in disrepair at the ball fields.	0	0	kate.woodlief@gmail.com	32043			FALSE	29.98567	-81.6901	<a href="https://s3-u">https://s3-u</a>	GCS Website	<a href="https://smeinc.mysoc">https://smeinc.mysoc</a>	NEUTRAL



5/8/2021 8:15	Parks & Trails	Parks & Trails-3	Community events! Food trucks, concerts in the park, drive in movies, movies in the park, community charity drives or 5k's, art fairs, pet events, dog park, etc!	4	0	mara.outman@yahoo.com	32043	Mara	Koogle	FALSE	29.991348	-81.69474	Facebook	<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	NEUTRAL
4/13/2021 11:00	Parks & Trails	Parks & Trails-1-child	Actually, be better for trees to be planted here along with a garden maybe.	1	0	ndtysh@yahoo.com				TRUE	29.986683	-81.68992	https://smeinc.mysoc.com/	<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	MIXED
5/6/2021 22:08	Parks & Trails	Parks & Trails-2	Would love to see kayak rentals	8	0	umaupin@yahoo.com	32043	Ursula	M	FALSE	29.992259	-81.67586		<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	POSITIVE
5/17/2021 6:57	Parks & Trails	Parks & Trails-1-child	There should be a handball court here. The closest one is about 45-hr away. It'll give kids something to do. Promote an active lifestyle. Contribute to young health. Allow connections and friendships as well as the opportunity to form tournaments, cookouts, etc.	0	0	j.cordero1167@gmail.com				TRUE	29.986683	-81.68992	GCS Website	<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	NEUTRAL
4/29/2021 19:26	Transportation	Transportation-2	Improve this intersection. Possibly right-hand turning lanes from northbound and southbound Oakridge Ave onto Idlewild Ave. Currently Oakridge Ave is overrun with construction vehicles and will only get busier as new residents move in south of town.	5	1	sdmtyi@protonmail.com	32043	Stephen	Matyi	FALSE	29.985643	-81.69631		<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	NEUTRAL
5/13/2021 21:25	Transportation	Transportation-3	Drainage need to be addressed. Normal rain storms tend to cause the south bound side of the road to flood badly causing hazardous road conditions.	1	0	whizkid1976@gmail.com	32043	Stephanie	Williams	FALSE	29.99618	-81.6803	Facebook	<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	NEUTRAL
5/16/2021 10:42	Transportation	Transportation-2-child	I agree that this intersection needs some kind of change. It is especially difficult during the time school is getting in and letting out.	0	0	trisheross@cs.com				TRUE	29.985643	-81.69631	Facebook	<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	NEGATIVE
<b>SAMPLES</b>															
3/11/2021 11:12	Employment	Employment-1	[SAMPLE] I would love to see more manufacturing jobs in this part of town.	9	0	nhill@smeinc.com	32043	John	Smith	FALSE	29.979305	-81.6552		<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	POSITIVE
3/11/2021 11:14	Parks & Trails	Parks & Trails-1	[SAMPLE] It would be great to have a basketball court in this area of town.	4	4	nhill@smeinc.com	32043	John	Smith	FALSE	29.986683	-81.68992		<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	POSITIVE
3/11/2021 11:11	Transportation	Transportation-1	[SAMPLE] Would it be possible to add a few more stoplights and pedestrian crossings along this roadway?	0	8	nhill@smeinc.com	32043	John	Smith	FALSE	29.999581	-81.68292		<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	NEUTRAL
3/11/2021 11:09	Land Use	Land Use-01	[SAMPLE] I would love to see more low rise apartments downtown!	9	13	nhill@smeinc.com	32043	John	Smith	FALSE	29.992445	-81.68054	<a href="https://s3-us-west-2.amazonaws.com/">https://s3-us-west-2.amazonaws.com/</a>	<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	POSITIVE
3/11/2021 11:25	Other	Other-1	[SAMPLE] Has the City discussed expanding its range of local ecotourism opportunities?	8	0	nhill@smeinc.com	32043	John	Smith	FALSE	29.986014	-81.67357		<a href="https://smeinc.mysoc.com/">https://smeinc.mysoc.com/</a>	NEUTRAL

I.  
**FUTURE LAND USE**

[DRAFT 05/21/21]



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# 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.

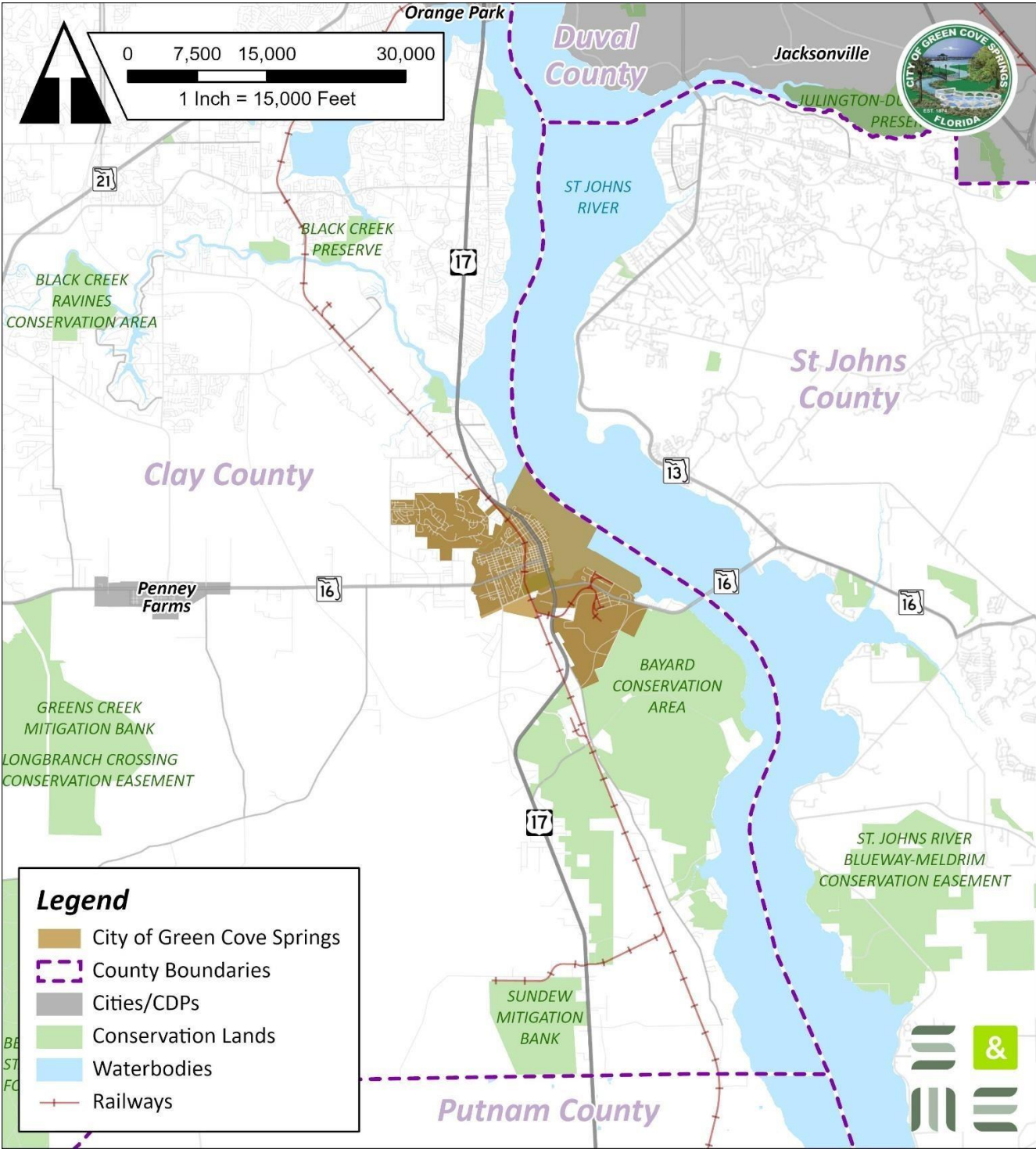
Dairy farming was not the only economic stronghold to suffer. The great winter freeze of 1894-1895 inspired railroad owner Henry Flagler to extend his tracks further south towards what is now known as the City of Miami. After Henry Flagler's Florida East Coast (FEC) Railway offered northern Americans 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





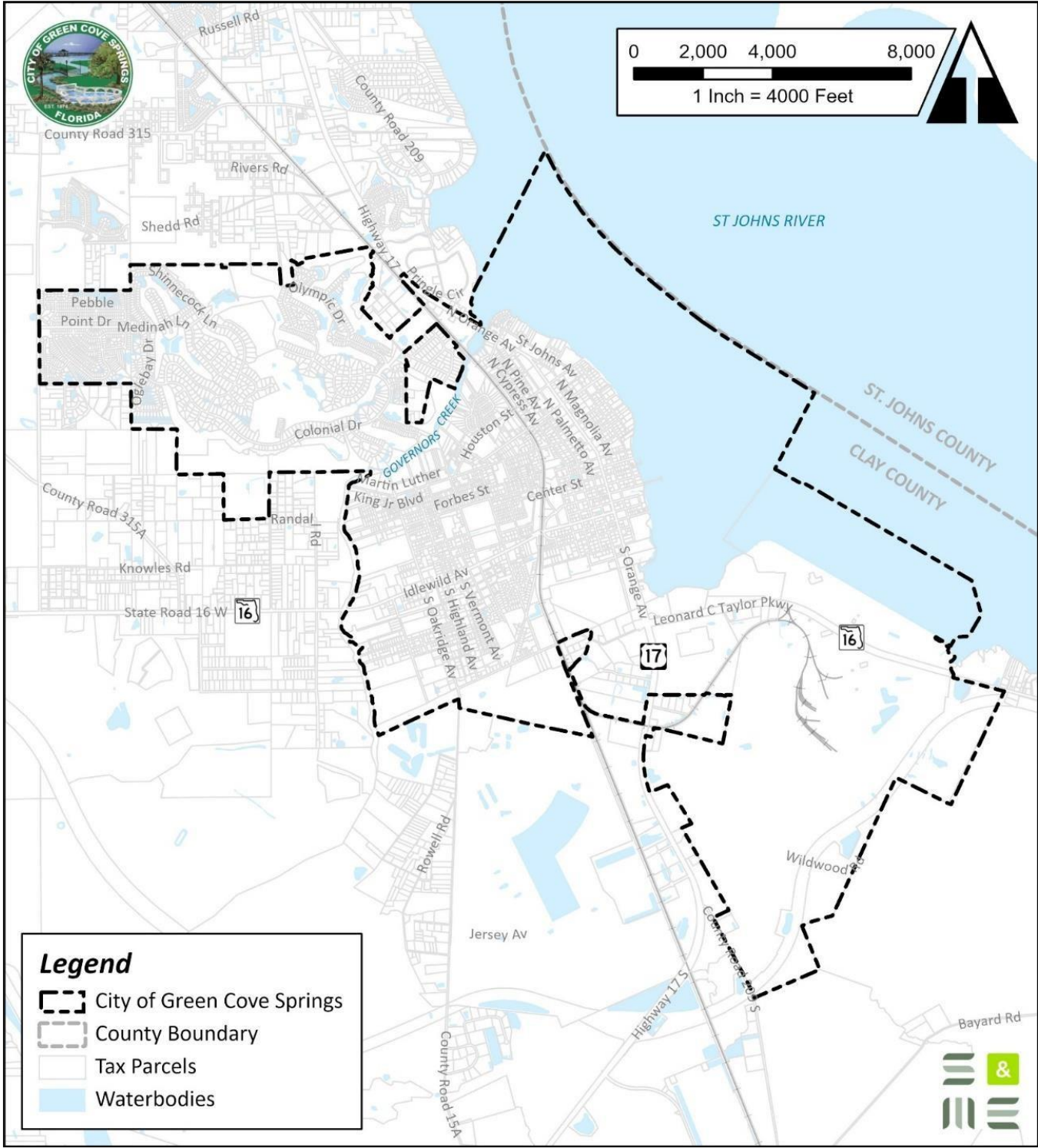
Map I - 1. Regional Context of Green Cove Springs, 2021



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.)

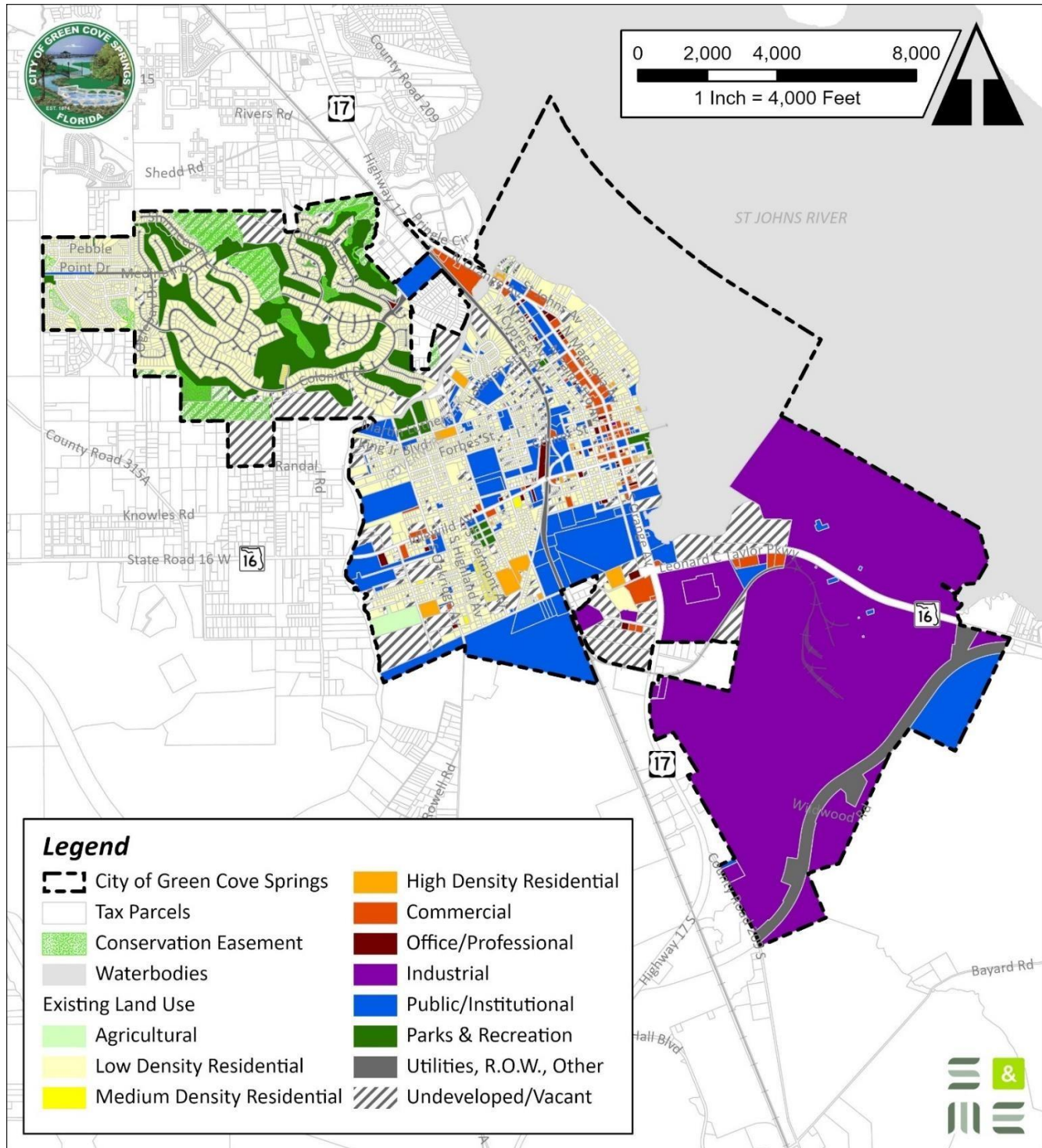
The Utility, Right-of-Way, Other ELU category contains infrastructure designed to accommodate the City's diverse residential and nonresidential uses. This designation includes uses such as utility boxes, stormwater retention/detention facilities, and the railroad and some road rights-of-way.

## 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.

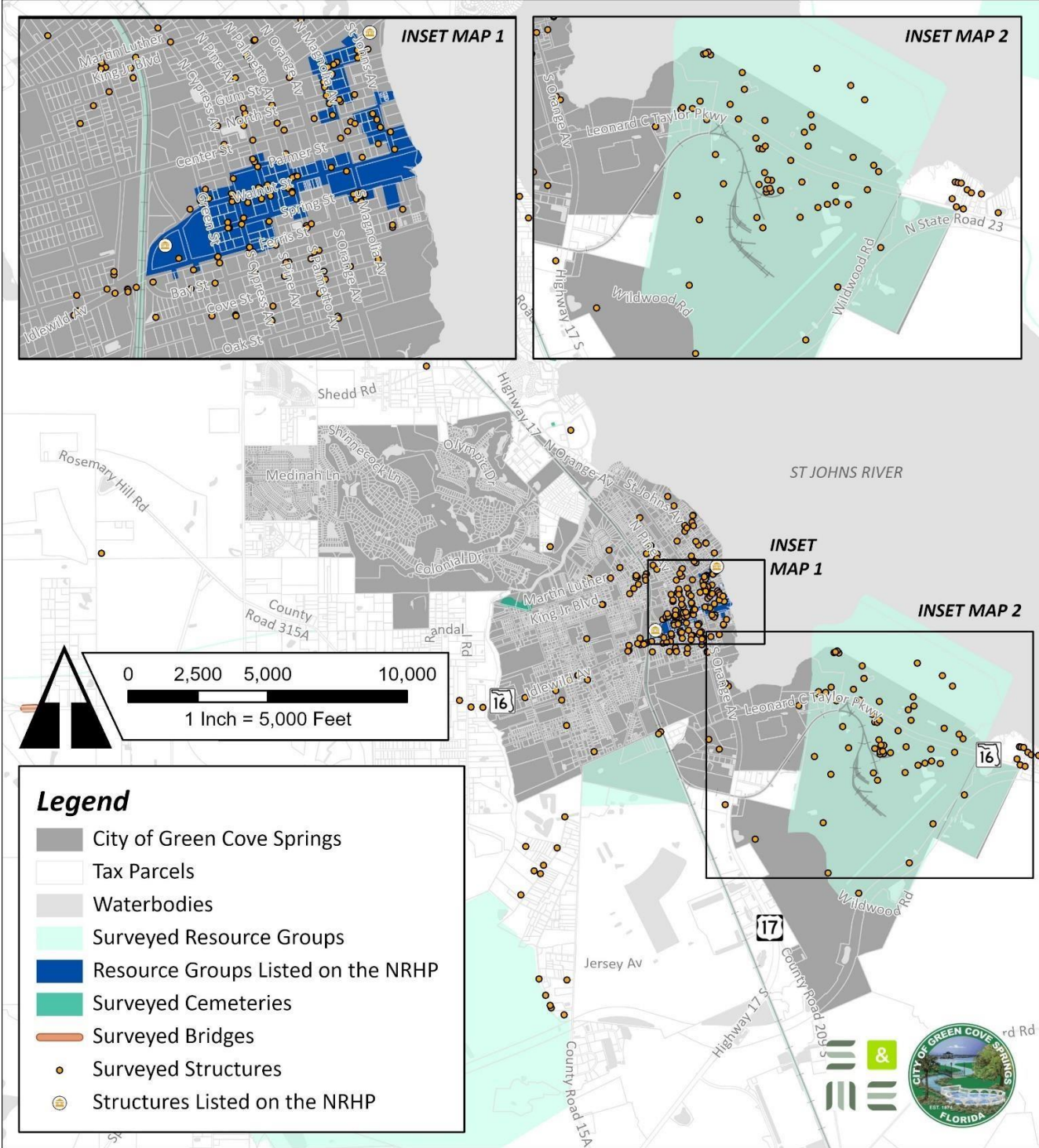
Additionally, there are three individual structures and one archaeological site listed in the National Register:

- 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**.

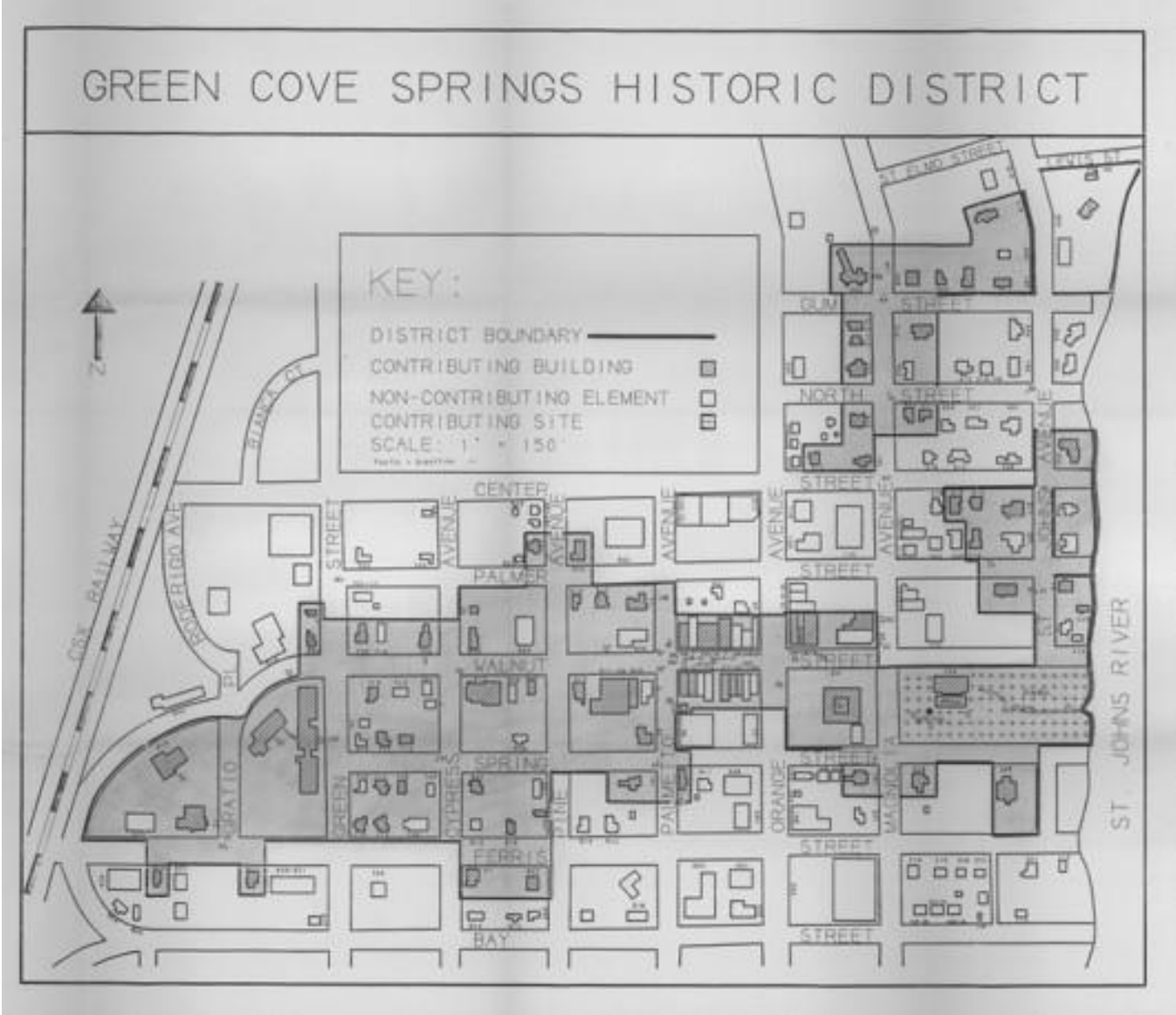


Map I - 4. Historic Resources





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~~ [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.

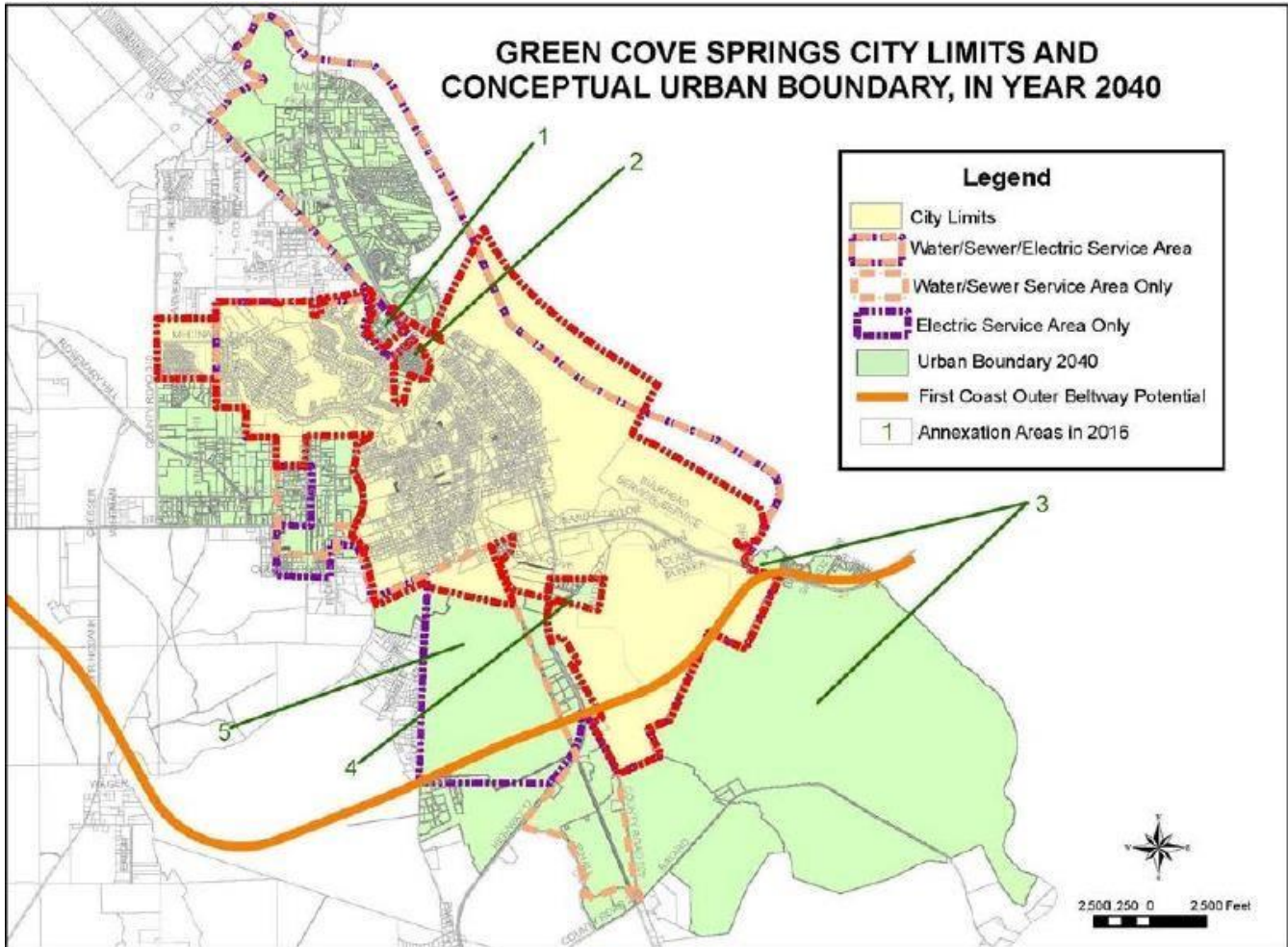


**5. Annexations**

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.

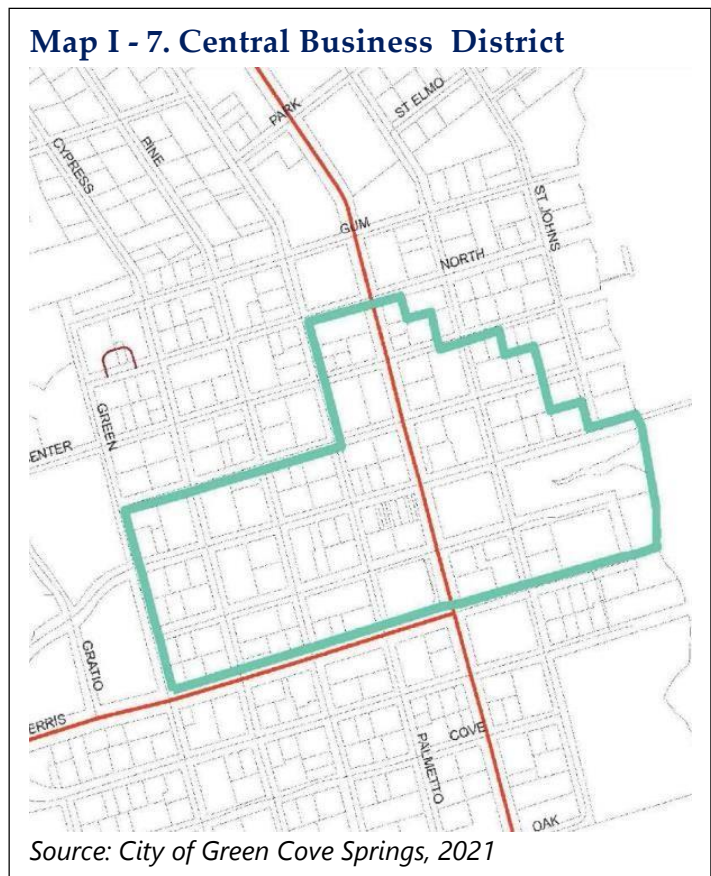
**Area #5**, Gustafson Property, is the former Gustafson Dairy and contains 1,018 acres in 2 parcels. This annexation will allow the City to have land use control over the redevelopment of the site. The property is in the City’s electric service area. Community Character

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.



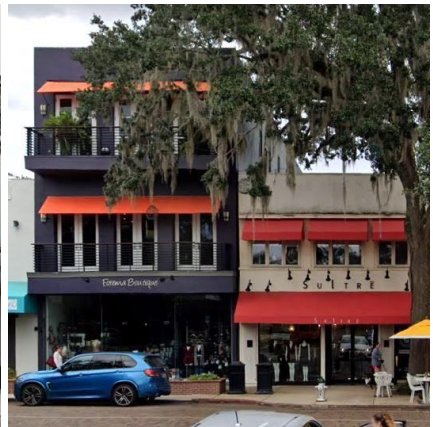
### 1. Neighborhood

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**

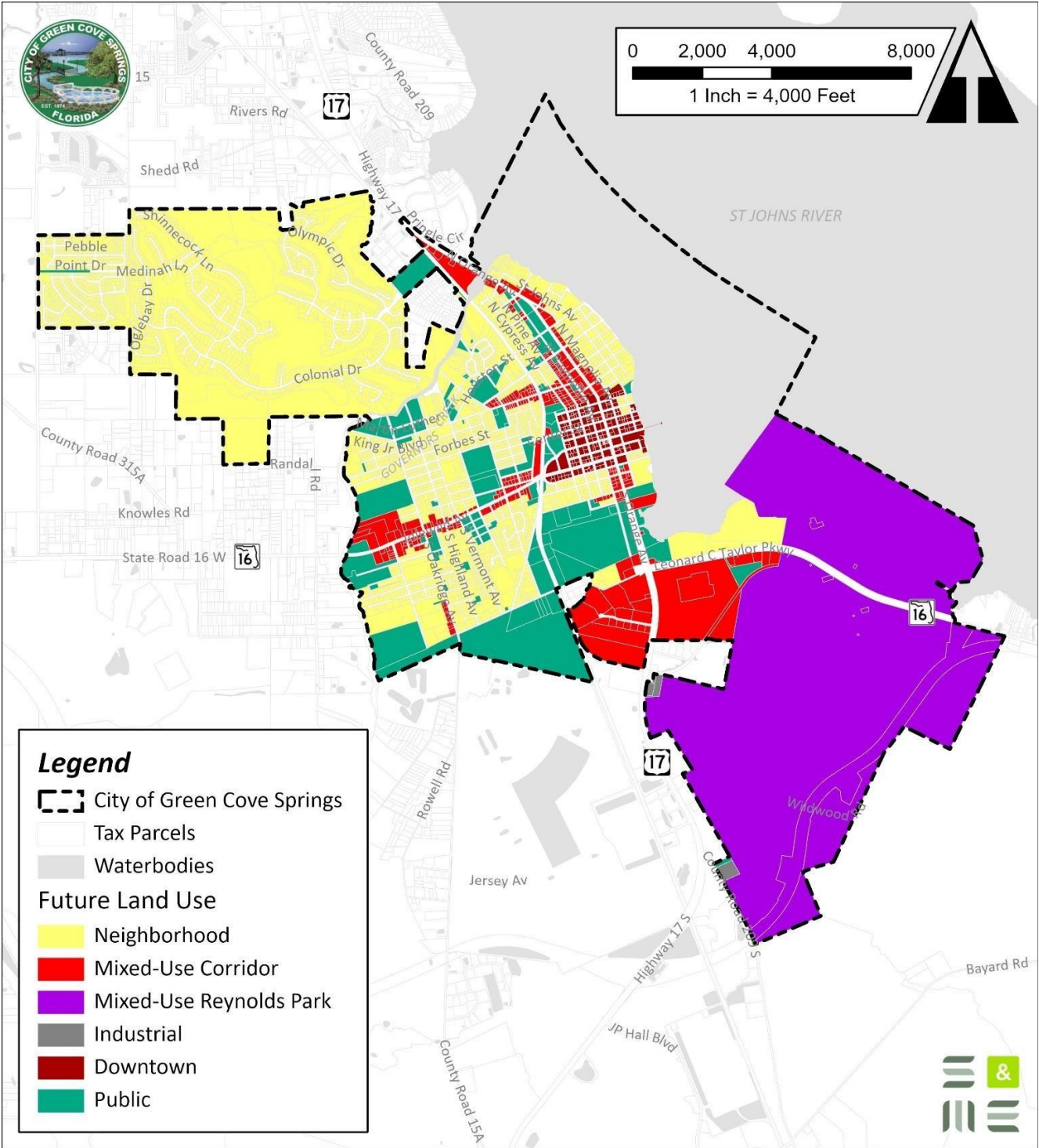
Future Land Use Category	Total Acres	Vacant Acres	Environmentally Sensitive Lands <sup>1</sup>	Developable Land	Residential (%)	Max. Density (units per acre)	Holding Capacity (dwelling units)
Neighborhood	1,852.0	520.0	272.8	247.2	Note 2	Note 2	1,112 <sup>2</sup>
Downtown	74.1	4.0	-	4.0	40%	30	48
Mixed-Use 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.

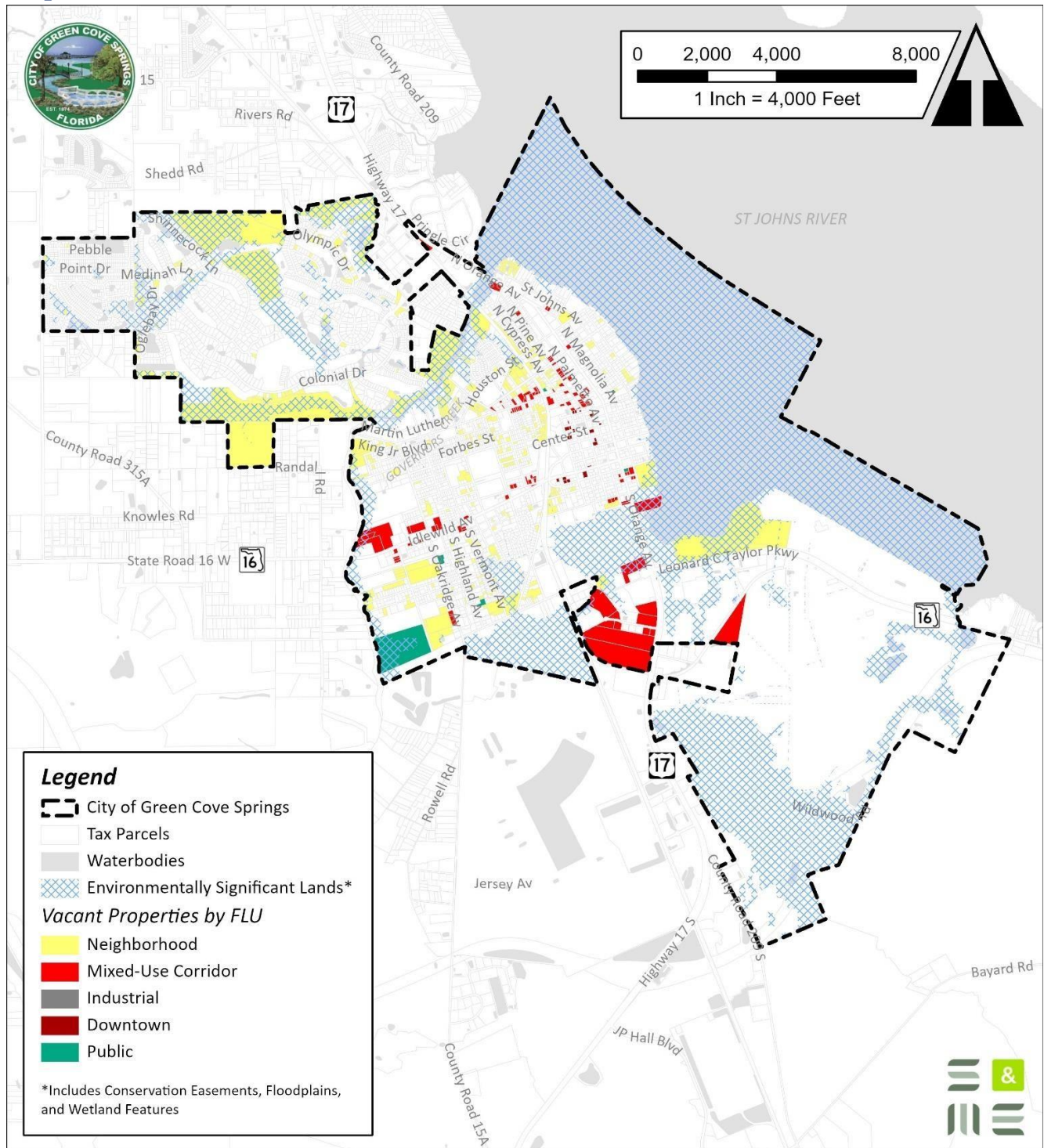
Map I - 8. Future Land Use Map, 2045



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

**Table 1: Existing Future Land Use Districts**

<b><i>Future Land Use District</i></b>	<b><i>Description</i></b>	<b><i>Density</i></b>	<b><i>Floor Area Ratio</i></b>
Residential Low Density	This category consists primarily of single-family residential units on individual lots and accessory uses. Churches may also be included.	0 to 4 du per acre	
Residential Medium Density	This category consists primarily of duplex dwelling units and multi-family dwelling units. Singlefamily dwellings, churches, group homes, housing for the elderly and similar uses shall also be included	4 to 8 du per acre	
Residential High Density	This category includes single-family, duplex and multi-family dwelling units. It also includes churches, nursing homes, convalescence facilities, foster homes, and group care homes.	8 to 12 du per acre	
Residential Riverfront	This category is for property with a minimum of 10 acres or more that is located on the St. Johns River and includes single-family, duplex and multi-family dwelling units. Churches are permitted in this category.	12 to 20 du per acre	
Residential Professional Office	This category consists primarily of residential, business, professional, medical and dental offices services. Churches and retail, in limited situations, may also be included. The maximum Floor Area Ratio shall be .2.	4 to 8 du per acre	0.2
Commercial Medium Intensity	This category consists primarily of retail and service establishments, medical and dental offices and clinics, churches, shopping centers, neighborhood sales.		0.3
Commercial High Intensity	This category consists of a wide array of commercial uses, such as hotels, motels, automobile sales, service and repair, housing above businesses, churches and others		0.4
Central Business District	This category consists of retail and service establishments consistent with the redevelopment of the downtown area		2
Industrial	This category consists primarily of storage, warehousing, manufacturing and distribution.		0.6
Institutional	This category consists of civic, cultural, government, religious, utilities, and other public necessity uses.		0.3

<b>Table 1: Existing Future Land Use Districts (Continued)</b>			
<b>Future Land Use District</b>	<b>Description</b>	<b>Density</b>	<b>Floor Area Ratio</b>
Conservation	Allowable uses in this category are limited to passive public recreation and open space.		0.1
Recreation	Allowable uses are public recreation uses that are compatible with the environmental characteristics of the property No development potential is associated with these lands; however, recreation facilities may be constructed as a part of recreation uses		0.2
Mixed Use Highway	70% industrial and 30% commercial land uses. The industrial land uses primarily consist of storage, warehousing, and light manufacturing facilities. The commercial land uses primarily consist of retail and service establishments, such as business and professional offices.		.3 to .7
Reynolds Park Mixed Use	This category is designed to implement the redevelopment of Reynolds Park		.2 to 4.0

**Table 2: Proposed Future Land Use Districts**

<b>Future Land Use District</b>	<b>Description</b>	<b>Density</b>	<b>Intensity</b>
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
Mixed -Use	Commercial, lodging, office, high density residential, recreation, schools and public/semi-public uses	20	1
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



**Table 3: Compatibility between Existing Future Land Use District and Proposed Future Land Use Districts**

<i>Proposed Future Land Use Districts</i>	<b>Neighborhood</b>	<b>Downtown</b>	<b>Mixed-Use</b>	<b>Mixed-Use Reynolds Park</b>	<b>Employment Center</b>	<b>Public</b>
<i>Existing Future Land Use Districts</i>	Residential Low Density	Central Business District	Commercial Medium Intensity	Residential High Density	Industrial	Institutional (INS)
	Residential Medium Density	Commercial High Intensity	Residential Professional Office	Commercial High Intensity	Mixed Use Highway	Conservation
	Residential High Density			Industrial	Commercial High Intensity	Recreation (REC)
	Residential Riverfront					
	Residential Professional Office					

**Table 4: Existing Zoning Districts Allowed Under Each Existing Future Land Use District**

Existing Future Land Use District	Residential Low Density (RLD)	Residential Medium Density (RMD)	Residential High Density (RHD)	Residential Riverfront (RRF)	Institutional (INS)	Residential Professional Office (RPO)
Compatible Zoning District	R-1	R-2	R-3	RRF	INS	RPO
	GCR	GCR				GCN

**Table 4: Existing Zoning Districts Allowed Under Existing Future Land Use District (Continued)**

Existing Future Land Use District	Commercial Medium Intensity (CMI)	Commercial High Intensity (CHI)	Central Business District (CBD)	Industrial	Mixed Use Highway (MUH)	Mixed Use Reynolds Park (MURP)	Conservation	Recreation (REC)
Compatible Zoning District	C-1	C-2	CBD	M-1	M-2 70%	M-2	REC	REC
		GCC		M-2	C-2 30%			

**Table 5: Existing Zoning Districts Allowed under each Proposed Future Land Use District**

Neighborhood	Mixed use	Downtown	Public	Employment Center	MURP
R-1	R-1	CBD	Ins	M-1	R-1
GCR	GCR	GCC	Rec	M-2	R-2
R-2	R-2	R-1		C-2	R-3
R-3	R-3	R-2			GCC
RRF	RRF	R-3			M-1
RPO	RPO				M-2
	C-1				C-2
	GCN				
	GCC				

**Table 6: Zoning District Abbreviations**

Zoning District	Abbreviations
Residential Low Density	R-1
Residential Medium Density	R-2
Residential High Density	R-3
Riverfront Residential	RRF
Residential Professional Office	RPO
Institutional	INS
Recreational	REC
Commercial Medium Intensity	C-1
Commercial High Intensity	C-2
Industrial	Ind
Central Business District	CBD
Gateway Corridor Commercial	GCC
Gateway Corridor Neighborhood	GCN
Gateway Corridor Residential	GCR

# II. TRANSPORTATION

[DRAFT 05/21/21]

**GREEN COVE**  
*Springs*



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## TRANSPORTATION ELEMENT

### I. INTRODUCTION

The City of Green Cove Springs is located on the west side of the St. Johns River, twenty-five miles south of Jacksonville in Clay County, Florida. The City is bounded by the river to the east, Harbor Road to the north, CR 315, Governors Creek, and part of US 17 to the west, and Bayard Conservation Area to the south. The City has served as the county seat for Clay County since 1871.

The City of Green Cove Springs is required under Chapter 163, Part II, Florida Statutes (F.S.), the "Community Planning Act," to produce a Transportation Element and the Data and Analysis supporting that element. The City is located within the North Florida Transportation Planning Organization (NFTPO) and is encouraged to coordinate the Transportation Element of its Comprehensive Plan with the Long-Range Transportation Plans of the NFTPO and the Florida Department of Transportation (FDOT).

The Transportation Element is the blueprint for the City to provide a safe, efficient and cost-effective multimodal transportation system that is accessible to all residents and visitors, preserves neighborhoods, protects natural resources, promotes economic development, while remaining compatible with the City's future land use plan.

### II. INVENTORY AND ANALYSIS

#### A. Roadways

##### 1. Inventory of Major Roadways

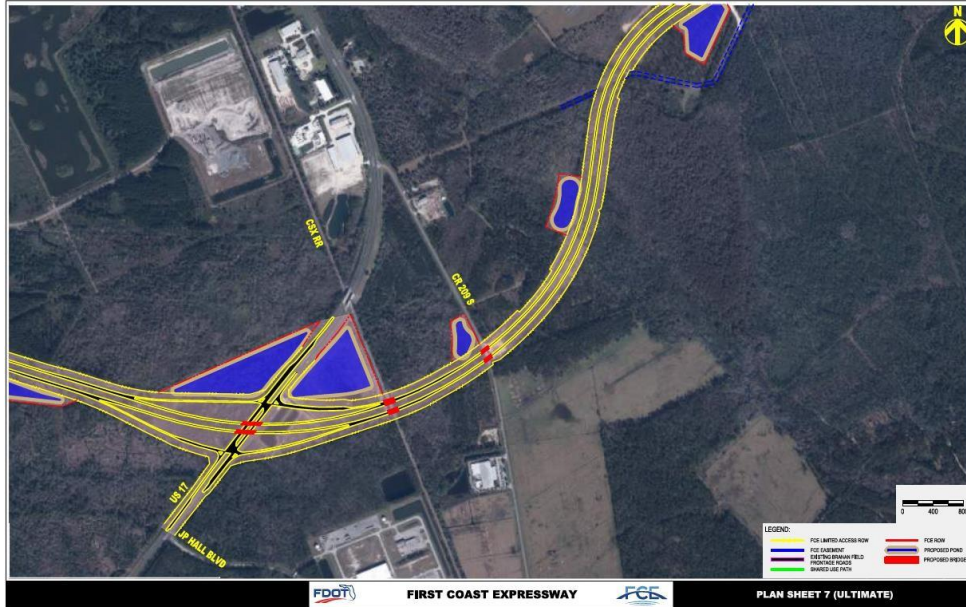
The Federal Functional Classification (FUNCLASS) process groups roadways into classes (freeways, arterials, collectors, etc.), or systems, based on the role they play in the overall roadway network and whether they are inside or outside a defined urban boundary. There are nineteen (19) functional classes. The regional roadways within the City of Green Cove Springs are shown in **Map II-1** and **Table II-1** and are generally described as follows:

- US Hwy 17 (SR 15) Orange Avenue – A main thoroughfare through Green Cove Springs with several river crossings, this regional roadway is on the Florida Strategic Intermodal System (SIS). US 17 runs north south along the west side of the St. Johns River with a major river crossing at SR 16 in Green Cove Springs.
- US 16 (Idlewild Avenue and Leonard C Taylor Parkway) – US 16 is a regional connector running east-west connecting Starke and the surrounding areas to US 17 to the east. At US 17, US 16 shares a half mile link with US 17 and heads across the St. Johns River. This connection across the river is reported to a future SIS roadway after the First Coast Expressway is completed.
- Green Cove Springs Avenue/Cooks Lane – Two lane collector that aligns with the US 16 river crossing. Serves as an alternate connection to US 17/US 16 from points west.
- CR 15A/Oak Ridge Avenue – Alternate connection from US 17 to the south.



While not within the City limits, a new First Coast Expressway interchange is being constructed at its intersection with US 17 (see **Figure II-2**). When finished, the First Coast Expressway will provide access from I-10 in Jacksonville to I-95 in St. Johns County.

**Figure II - 1. Proposed First Coast Expressway Interchange at US 17**



Source: FDOT, 2021

**2. Roadway Maintenance and Responsibility**

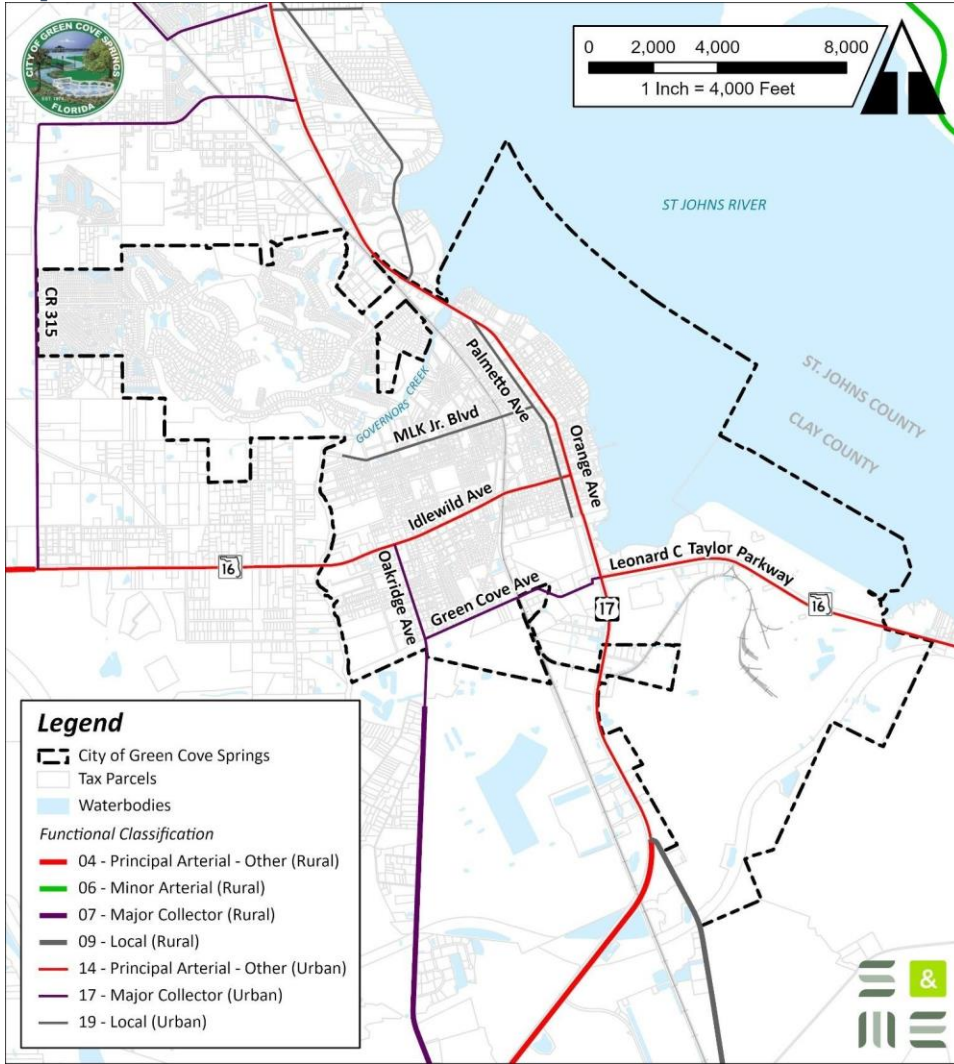
There are 3 agencies having jurisdictional responsibility for construction and maintenance of major roadways in the City: the Florida Department of Transportation (FDOT), Clay County, and the City of Green Cove Springs.

The State of Florida maintains most of the principal roadways within the City (see **Map II-2**). The most critical concern of the local roadway system is to provide for the appropriate maintenance to extend the effective life of the roads. This concern is addressed within the Transportation Element’s goals, objectives and policies mainly by requiring that development activities make required operational or structural improvements to substandard roads and by maintaining a proactive approach to road maintenance. **Map II-3** shows the current number of lanes on the referenced roadway network. While there may be projects to add capacity in the future, no additional lanes are programed to be added to regional facilities by 2025. **Table II-1** shows the current roadway characteristics including the functional classification, segment length, number of lanes, etc.

GREEN COVE SPRING



Map II - 1. Functional Classification



Sources: Clay County, Clay County Property Appraiser, FDOT, S&ME, 2021.

Commented [MPD1]: Add additional collector roadways





GREEN COVE SPRING

Table II- 1. Roadway Segment Characteristics

Roadway	From	To	Functional Classification	Length	Lanes	Divided/Undivided	2020 AADT
US HWY 17 (SR 15) Orange Av	North City Limits	Governors St	Principal Arterial - Other Urban	0.40	4	Divided	29,500
US HWY 17 (SR 15) Orange Av	Governors St	Center St	Principal Arterial - Other Urban	1.00	4	Divided	24,000
US HWY 17 (SR 15) Orange Av	Center St	Ferris St	Principal Arterial - Other Urban	0.20	4	Undivided	22,500
US HWY 17 (SR 15) Orange Av	Ferris St	Oak St	Principal Arterial - Other Urban	0.10	4	Undivided	21,060
US HWY 17 (SR 15) Orange Av	Oak St	SR 16	Principal Arterial - Other Urban	0.40	4	Divided	21,060
US HWY 17 (SR 15) Orange Av	SR 16	South City Limits	Principal Arterial - Other Urban	0.10	4	Divided	14,410
SR 16 West (Idlewood Av)	W. City Limits	South Oakridge Av	Major Collector - Urban	1.12	2	Divided	14,080
SR 16 West (Ferris St)	S. Oakridge Av	US 17	Major Collector - Urban	1.12	4	Divided	11,910
SR 16 East (Leonard C Taylor PKW)	US 17	Slow Tide Rd	Principal Arterial - Other Urban	0.75	2	Undivided	18,010
SR 16 East (Leonard C Taylor PKW)	Slow Tide Rd	Bulkhead Rd	Principal Arterial - Other Urban	0.93	4	Divided	18,010
SR 16 East (Leonard C Taylor PKW)	Bulkhead Rd	South City Limits (Wildwood Rd)	Principal Arterial - Other Urban	0.36	2	Undivided	17,750
Green Cove Av/ Cooks Lane	S. Oakridge Av	US 17	Major Collector - Urban	0.13	2	Undivided	1,600
CR 15 A/Oak Ridge Av	S. City Limits	SR 16 W	Major Collector - Urban	0.50	2	Undivided	2,200

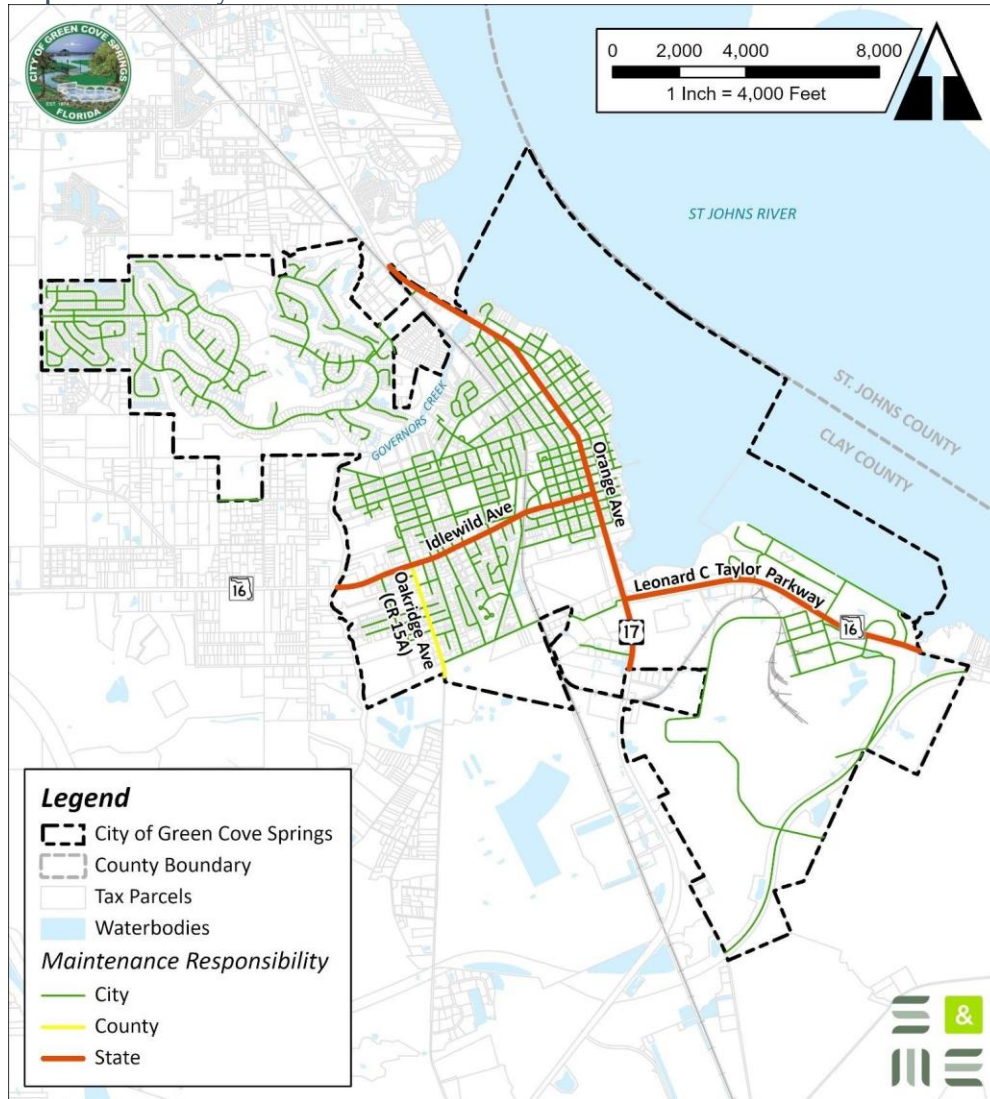
Source: FDOT LOS, NERPM Model.

Commented [MPD2]: Add Peak hour data

GREEN COVE SPRINGS

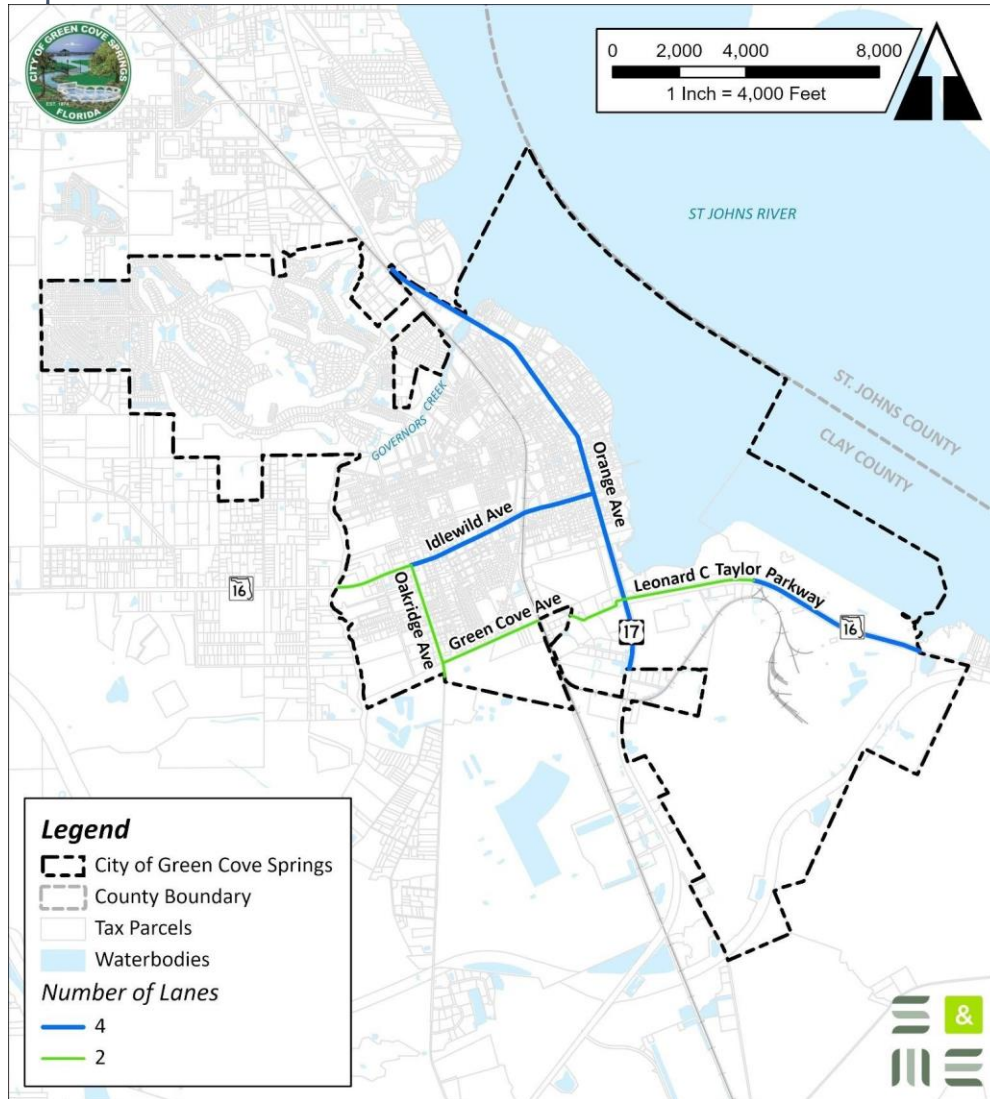


Map II - 2. Roadway Maintenance





Map II - 3. Current Number of Lanes





Commented [MPD3]: Add Future # of lanes as Map II-4 based on County TIP, TPO LRTP etc.

### 3. Context Classification

FDOT has recently developed a new system for classifying roadway corridors based on the context of the built environment they serve. **Figure II-1** depicts the eight classifications used, which range from C1-Natural to C6-Urban Core. The context classification system describes the general characteristics of the land use, development patterns, and roadway connectivity along a roadway, providing cues as to the types of uses and user groups that will likely utilize the roadway. The context classification and transportation characteristics of a roadway determine key design criteria for the roadway.

As **Map II-4** shows, US 17 is classified as C4 (Urban General) in the downtown area, C3C (Suburban Commercial) from Oak Street south. **Table II-2** shows the framework utilized by FDOT to determine the context classification for state roadways.

The FDOT Context Classification framework helps coordinate land use and transportation. While FDOT has determined the current context classification of the state roadways within the City, they may modify the classifications if the character of land uses changes over time. For instance, if the City adopts urban standards for a corridor that is currently designated C3C (Suburban Commercial), the City can coordinate with FDOT to change that designation so that the roadway design better matches the character of development.

Figure II - 2.FDOT Context Classification Transect

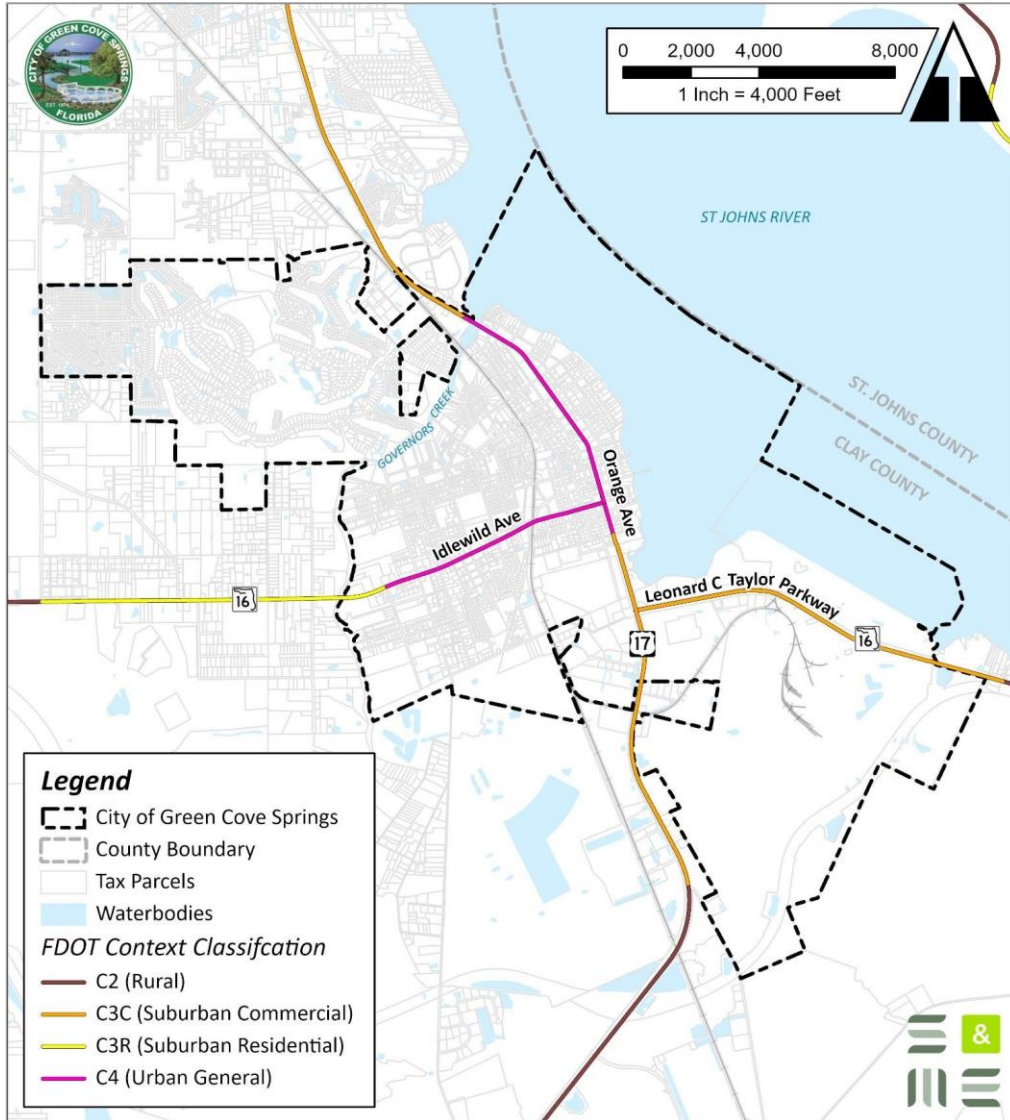


Source: FDOT Context Classification Guide

GREEN COVE SPRING



Map II - 4. FDOT Context Classification for Green Cove Springs



Sources: Clay County, Clay County Property Appraiser, FDOT, S&ME, 2021.





Table II- 2. FDOT Context Classification Matrix

Context Classification	C2 – Rural	C3R – Suburban Residential	C3C – Suburban Commercial	C4 – Urban General
Distinguishing Characteristics	Sparsely settled lands; may include agricultural land, grassland, woodland, and wetlands.	Mostly residential uses within large blocks and a disconnected or sparse roadway network.	Mostly non-residential uses with large building footprints and large parking lots within large blocks and a disconnected or sparse roadway network.	Mix of uses set within small blocks with a well-connected roadway network. May extend long distances. The roadway network usually connects to residential neighborhoods immediately along the corridor or behind the uses fronting the roadway.
<b>Primary Measures:</b>				
Land Use	Agricultural or Single-Family Residential	Single-Family or Multi-Family Residential	Retail, Office, Multi-Family Residential, Institutional, or Industrial	Single-Family or Multi-Family Residential, Institutional, Neighborhood Scale Retail, or Office
Building Height	1 to 2	1 to 2, with some 3	1 (retail uses) and 1 to 4 (office uses)	1 to 3, with some taller buildings
Building Placement	Detached buildings with no consistent pattern of setbacks	Detached buildings with medium (20' to 75') front setbacks	Detached buildings with large (>75') setbacks on all sides	Both detached and attached buildings with no setbacks or up to medium (<75') front setbacks
Fronting Uses	No	No	No	Yes
Location of Off-street Parking	N/A	Mostly in front; occasionally in rear or side	Mostly in front; occasionally in rear or side	Mostly on side or rear; occasionally in front
Intersection Density	<20	<100	<100	>100
Block Perimeters	N/A	N/A	>3,000	<3,000
Block Length	N/A	N/A	>660	<500
<b>Secondary Measures:</b>				
Allowed Residential Density	<1	1 to 8	N/A	>4
Allowed Office/ Retail Density	N/A	N/A	<0.75	N/A
Population Density	<2	N/A	N/A	>5
Employment Density	N/A	N/A	N/A	>5

Source: FDOT Context Classification Guide

#### 4. Existing Roadway Performance

Existing performance for roadway infrastructure is based on traffic volumes from the FDOT's annual traffic count database, the available capacity based on an adopted Level of Service (LOS), and the assignment of a letter grade based on the available capacity.

Level of service is a standardized method of assessing available capacity on roadways based on daily or peak hour traffic counts. The LOS standard utilizes letters, A through F, to quantify a roadway segment's LOS, with LOS A as a free flow condition and LOS F as an over capacity or failing condition. **Table II-3** details the current Adopted LOS, the current Average Annual Daily Traffic (AADT) volume, the Peak Hour volume and the current LOS for each roadway link. The table shows that there is already a segment of SR 16 exceeding capacity. **Map II-5** shows the current 2020 LOS on the roadway segments listed in **Table II-3**.

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Table II- 3. Adopted LOS and Current LOS 2020

Roadway	From	To	Adopted LOS	Daily Service Volume	2020 AADT	Peak Service Volume	2020 Peak	2020 LOS
US HWY 17 (SR 15) Orange Av	North City Limits	Governors St	D	33,200	29,500	2,920	2,280	D
US HWY 17 (SR 15) Orange Av	Governors St	Center St	D	33,200	24,000	2,920	2,280	D
US HWY 17 (SR 15) Orange Av	Center St	Ferris St	D	33,200	22,500	2,920	2,280	D
US HWY 17 (SR 15) Orange Av	Ferris St	Oak St	D	36,700	21,060	3,580	2,170	C
US HWY 17 (SR 15) Orange Av	Oak St	SR 16	D	36,700	21,060	3,580	1,890	C
US HWY 17 (SR 15) Orange Av	SR 16	South City Limits	D	36,700	14,410	3,580	1,300	C
SR 16 West (Idlewood Av)	West City Limits	South Oakridge Av	D	15,400	14,080	1,400	1,270	D
SR 16 West (Ferris St)	South Oakridge Av	US 17	D	15,400	11,910	2,770	1,070	C
SR 16 East (Leonard C Taylor PKW)	US 17	Slow Tide Rd	D	16,500	18,010	1,620	1,720	F
SR 16 East (Leonard C Taylor PKW)	Slow Tide Rd	Bulkhead Rd	D	36,700	18,010	3,580	1,620	C
SR 16 East (Leonard C Taylor PKW)	Bulkhead Rd	City Limits (Wildwood Rd)	D	16,500	17,750	1,600	1,590	D
Green Cove Av/Cooks Lane	South Oakridge Av	US 17	C	11,700	1,600	1,290	160	A
CR 15 A/Oak Ridge Av	South City Limits	SR 16 W	C	11,700	2,200	1,290	220	A

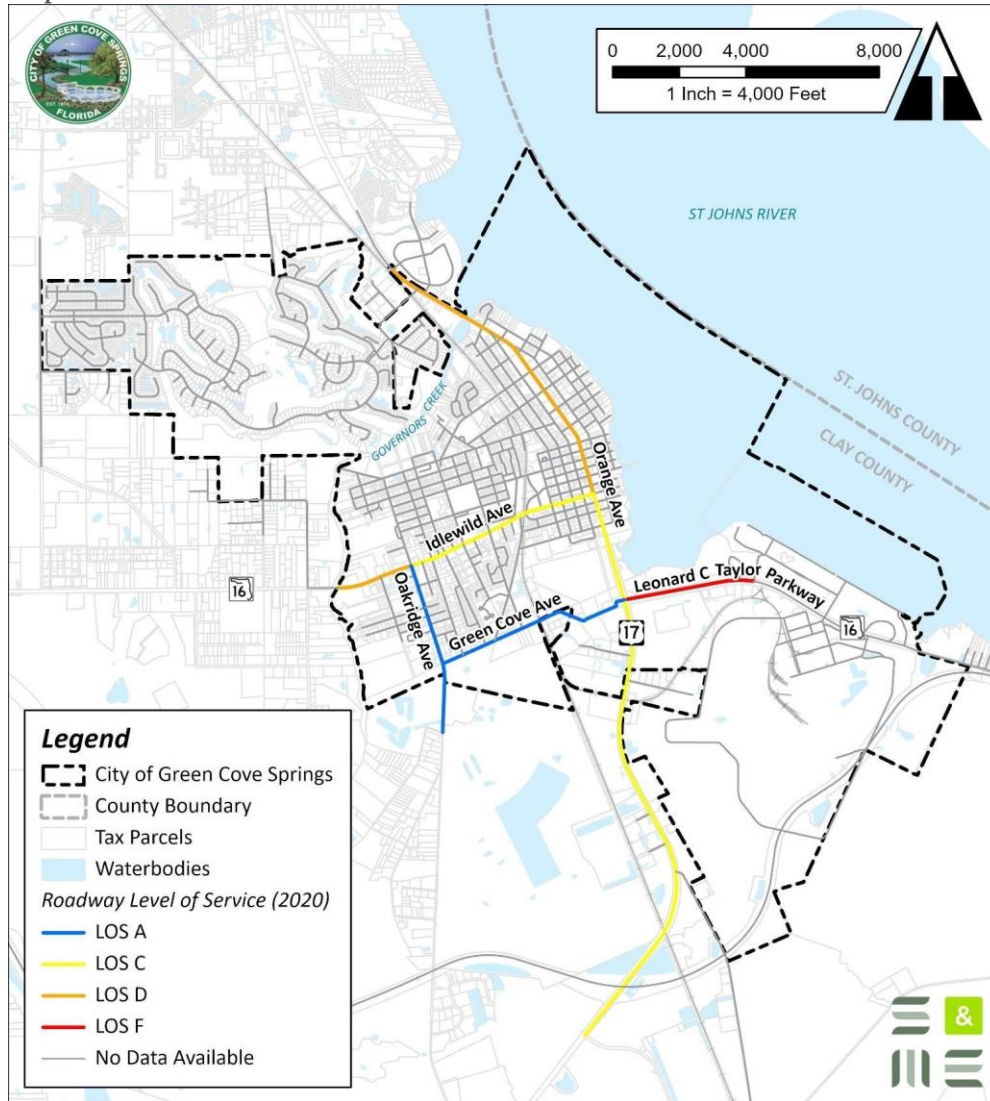
\* - Capacity improvement to Peak Service Volume 3,070.

\*\* - Capacity improvement to Peak Service Volume 3,580.

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Map II - 5. Current Level of Service 2020



Sources: Clay County, Clay County Property Appraiser, FDOT, S&ME, 2021.





### 5. Projected Trends

There are two projected forecasting scenarios, they are detailed as follows:

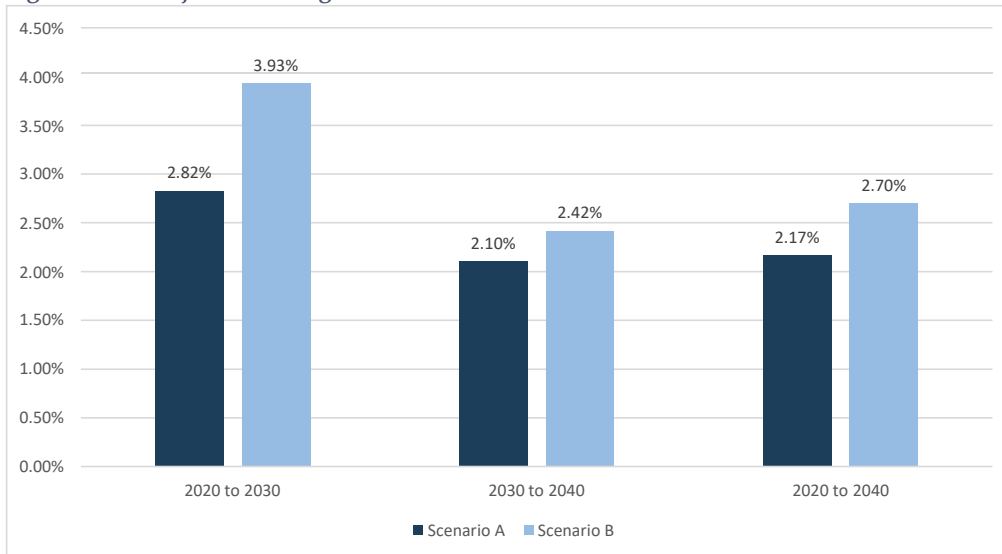
**Scenario A** – Forecasted trends without the First Coast Expressway completed. Based on the current traffic volumes and the forecasted traffic volumes from Scenario A, the traffic in the city limits of Green Cove Springs can expect to experience a 2.17 percent average annual growth from 2020 to 2040. The current and future forecasted traffic for 2030 and 2040 are detailed in **Table II-4**. **Maps II-6** and **II-7** show the projected 2030 and 2040 Levels of Service for Scenario A.

**Scenario B** – Forecasting based on the Northeast Regional Planning Model (NERPM) with the First Coast Expressway completed before 2030. **Table II-5** provides the forecasted information for Scenario B. **Maps II-8** and **II-9** show the projected 2030 and 2040 Levels of Service for Scenario B.

As shown in **Figure II-2**, based on the trended traffic volumes, Green Cove Springs can expect to experience a 28.24 percent increase in overall traffic volumes by 2030 (or 2.82 percent average annual growth), and between 2030 and 2040 an overall increase of 21 percent (or 2.1 percent average annual growth). These estimates are based on historical trends and forecasts from the transportation model for the region. Changes in volumes and growth rates over time could be attributed to advancements in vehicle technology, changes in growth patterns, or other external influences that impact traffic movements. When incorporating the First Coast Expressway into the model, the traffic volumes growth rate goes up, especially between 2020 and 2030.

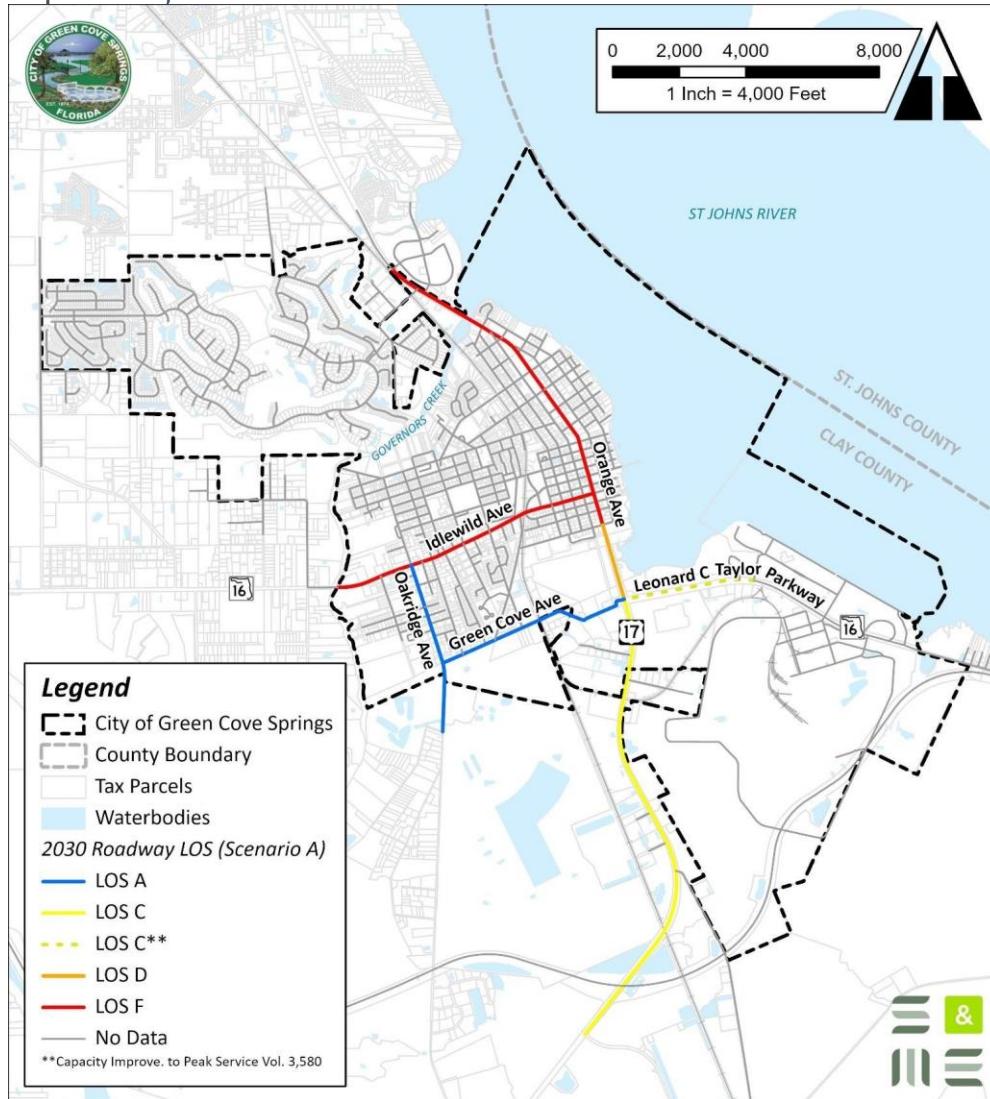
**Commented [MPD4]:** Discuss timing of improvements regarding the first coast expressway and the removal /replacement of the Shands Bridge—How will this impact traffic in the short and long term?

Figure II - 3. Projected Average Annual Growth





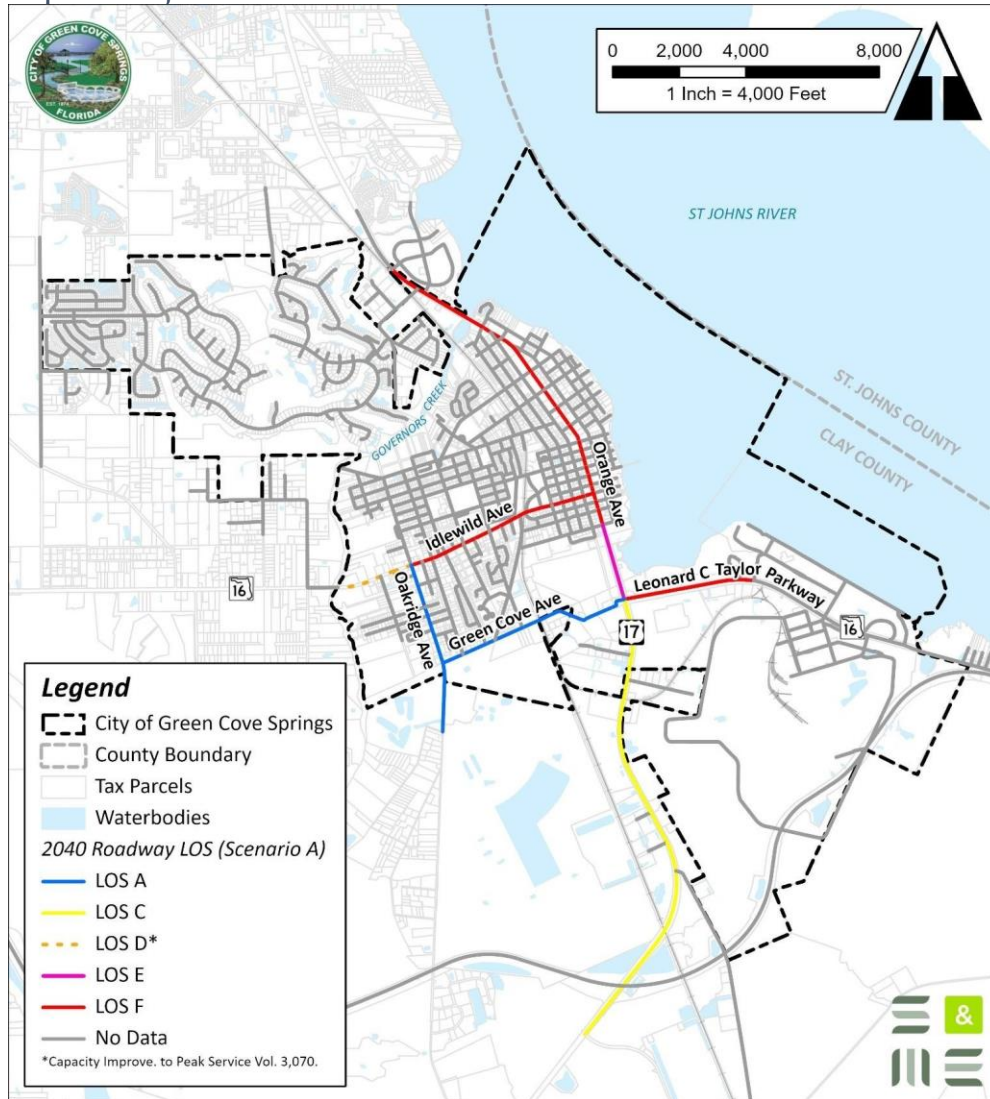
Map II - 6. Projected Level of Service Scenario A - 2030



Sources: Clay County, Clay County Property Appraiser, FDOT, S&ME, 2021.



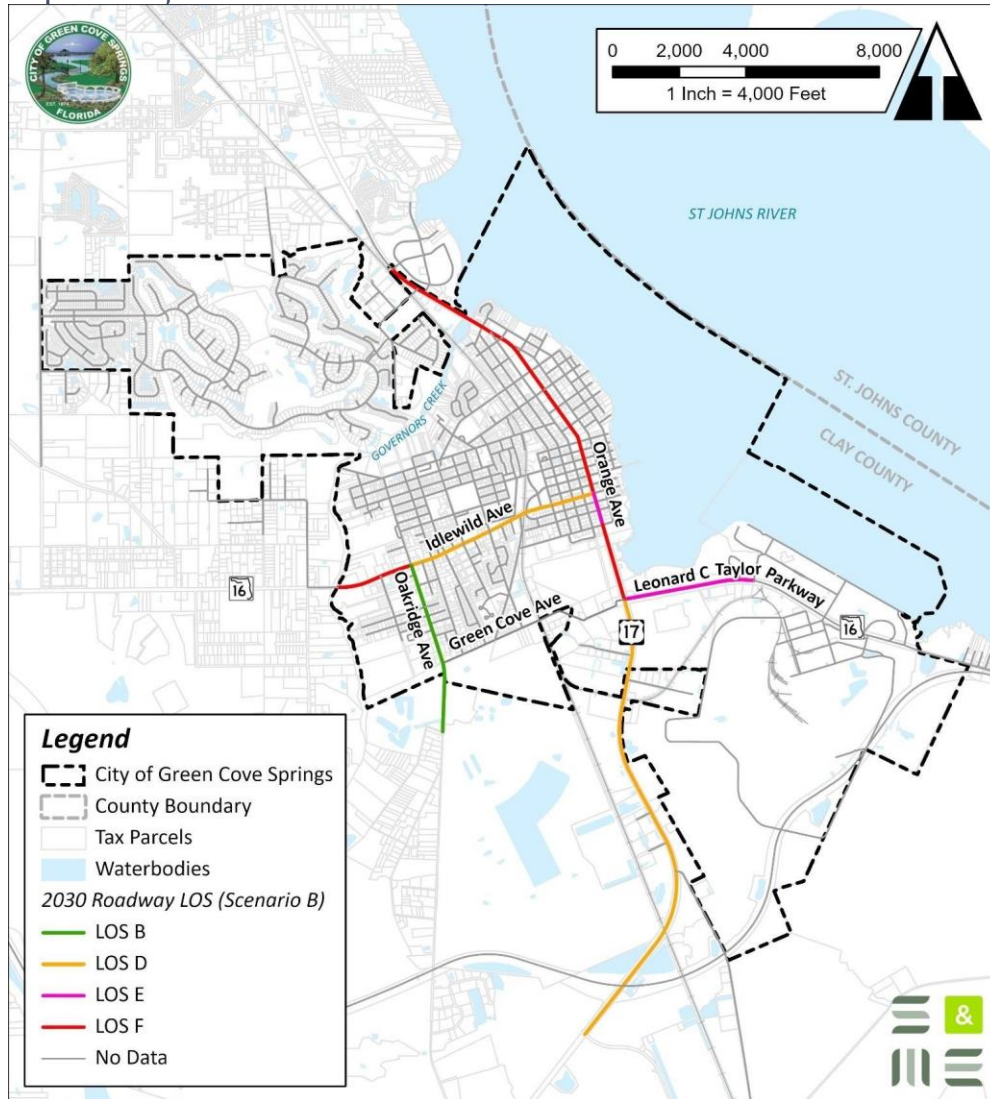
Map II - 7. Projected Level of Service Scenario A - 2040



Sources: Clay County, Clay County Property Appraiser, FDOT, S&ME, 2021.



Map II - 8. Projected Level of Service Scenario B - 2030

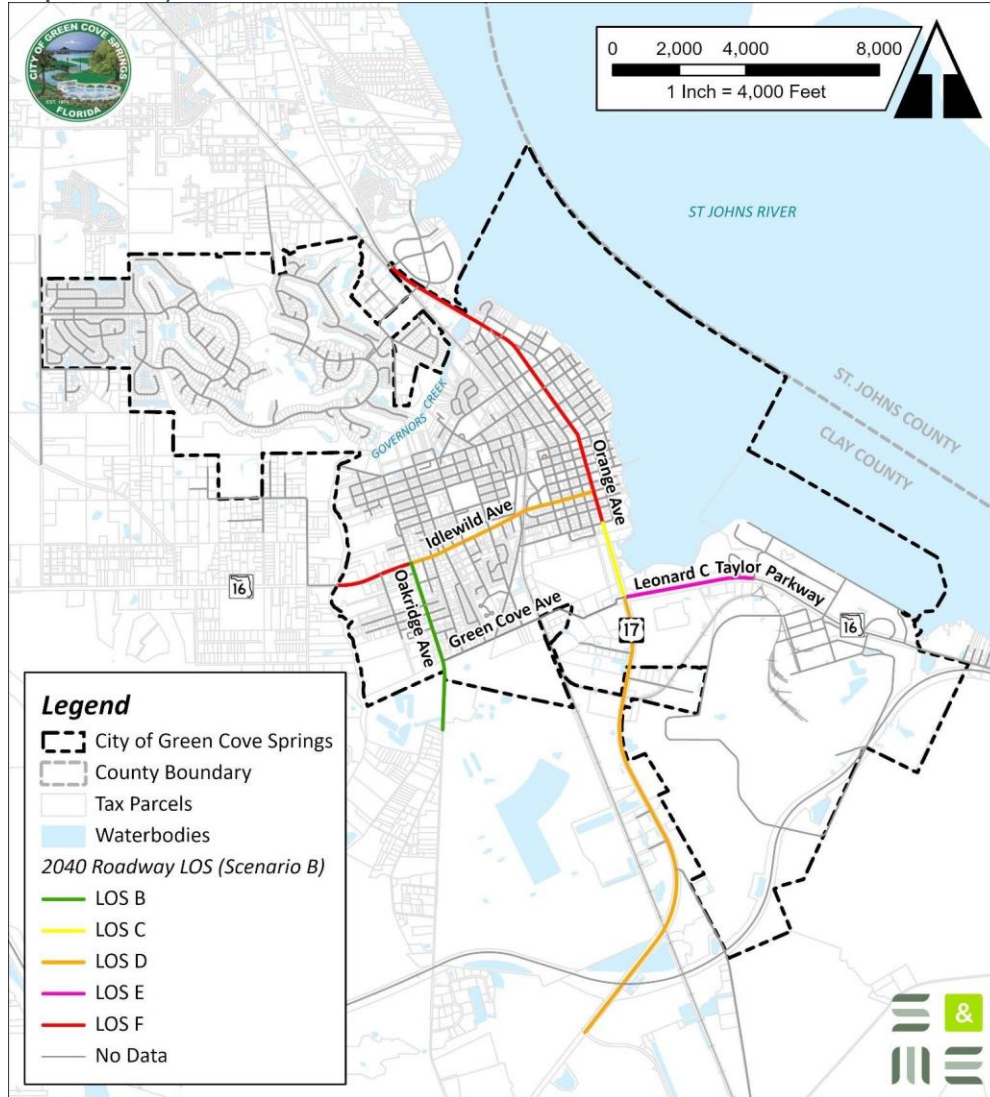


Sources: Clay County, Clay County Property Appraiser, FDOT, S&ME, 2021.





Map II - 9. Projected Level of Service Scenario B - 2040



Sources: Clay County, Clay County Property Appraiser, FDOT, S&ME, 2021.



Table II- 4. Projected LOS for Scenario A (2030 and 2040)

Roadway	From	To	Adopted LOS	Daily Service Volume	Peak Service Volume	AADT	2030 Peak	LOS	AADT	2040 Peak	LOS
US HWY 17 (SR 15) Orange Av	North City Limits	Governors St	D	33,200	2,920	37,610	3,390	F	49,870	3,940	F
US HWY 17 (SR 15) Orange Av	Governors St	Center St	D	33,200	2,920	37,610	3,390	F	49,870	3,940	F
US HWY 17 (SR 15) Orange Av	Center St	Ferris St	D	33,200	2,920	37,610	3,390	F	49,870	3,940	F
US HWY 17 (SR 15) Orange Av	Ferris St	Oak St	D	36,700	3,580	37,610	3,390	F	49,870	3,940	F
US HWY 17 (SR 15) Orange Av	Oak St	SR 16	D	36,700	3,580	29,200	2,620	D	36,500	3,290	E
US HWY 17 (SR 15) Orange Av	SR 16	S. City Limits	D	36,700	3,580	17,500	1,580	C	20,600	1,850	C
SR 16 West (Idlewood Av)	West City Limits	S. Oakridge Av	D	15,400	1,400	21,920	1,970	F	29,760	2,680	D *
SR 16 West (Ferris St)	S. Oakridge Av	US 17	D	15,400	2,770	17,550	1,580	F	23,200	1,830	F
SR 16 East (Leonard C Taylor PKW)	US 17	Slow Tide Rd	D	16,500	1,620	20,100	1,810	C **	22,200	2,000	F
SR 16 East (Leonard C Taylor PKW)	Slow Tide Rd	Bulkhead Rd	D	36,700	3,580	20,100	1,810	C	22,200	2,000	C
SR 16 East (Leonard C Taylor PKW)	Bulkhead Rd	S. City Limits (Wildwood Rd)	D	16,500	1,600	19,740	1,780	C**	21,740	1,960	C
Green Cove Av/Cooks Lane	S. Oakridge Av	US 17	C	11,700	1,290	1,920	190	A	2,304	228	A
CR 15 A/Oak Ridge Av	S. City Limits	SR 16 W	C	11,700	1,290	2,640	260	A	3,168	313	A

\* - Capacity improvement to Peak Service Volume 3,070.

\*\* - Capacity improvement to Peak Service Volume 3,580.



Table II- 5. Projected LOS for Scenario B (2030 and 2040)

Roadway	From	To	Adopted LOS	Daily Service Volume	2030			2040		
					AADT	Peak	LOS	AADT	Peak	LOS
US HWY 17 (SR 15) Orange Av	North City Limits	Governors St	D	33,200	46,710	4,671	F	42,050	4,205	F
US HWY 17 (SR 15) Orange Av	Governors St	Center St	D	33,200	29,610	2,961	F	42,050	4,205	F
US HWY 17 (SR 15) Orange Av	Center St	Ferris St	D	33,200	32,230	3,223	F	42,050	4,205	F
US HWY 17 (SR 15) Orange Av	Ferris St	Oak St	D	36,700	35,310	3,531	E	42,050	4,205	F
US HWY 17 (SR 15) Orange Av	Oak St	SR 16	D	36,700	36,390	3,639	F	50,680	5,068	C
US HWY 17 (SR 15) Orange Av	SR 16	S. City Limits	D	36,700	23,240	2,324	D	26,200	2,620	D
SR 16 West (Idlewood Av)	West City Limits	S. Oakridge Av	D	15,400	21,970	2,197	F	34,270	3,427	D*
SR 16 West (Ferris St)	S. Oakridge Av	US 17	D	15,400	21,710	2,171	D	31,980	3,198	D
SR 16 East (Leonard C Taylor PKW)	US 17	Slow Tide Rd	D	16,500	15,760	1,576	C**	25,530	2,553	E
SR 16 East (Leonard C Taylor PKW)	Slow Tide Rd	Bulkhead Rd	D	18,010	15,760	1,576	C	25,430	2,553	C
SR 16 East (Leonard C Taylor PKW)	Bulkhead Rd	S. City Limits (Wildwood Rd)	D	17,750	14,050	1,400	C**	24,010	2,100	C
Green Cove Av/Cooks Lane	S. Oakridge Av	US 17	C	11,700	N/A	N/A	N/A	N/A	N/A	N/A
CR 15 A/Oak Ridge Av	S. City Limits	SR 16 W	C	11,700	4,240	424	B	5,390	539	B

\* - Capacity improvement to Peak Service Volume 3,070.

\*\* - Capacity improvement to Peak Service Volume 3,580.





## 6. Projected Roadway Performance

Based on the information provided from Scenario A and Scenario B, the LOS for the major roadway links serving Green Cove Springs is projected to degrade significantly by 2030. All but one roadway link on US 17 is forecasted to drop below the adopted LOS of D. This is forecasted to occur with or without the First Coast Expressway completed.

The Shands Bridge (S.R. 16) is the only direct connection between Clay County and St. Johns County and provides the only access in this area to I-95. The Buckman Bridge in Jacksonville, 20 miles north of Green Cove Springs, provides another river crossing. Both crossings are near capacity. The construction of the expressway will include a new bridge to replace the Shands bridge. However, there will be a few years between the completion of the interchange and the bridge when traffic will need to come off the Expressway onto US 17, head north and turn east on SR 16 to use the current Shands bridge to get across the St. Johns River. This traffic will put additional pressure on those two segments.

While the First Coast Expressway will most likely take some of the truck traffic off from US 17, it is anticipated that development around the interchange will accelerate when the First Coast Expressway interchange is completed. To quantify the effect of growth and changing travel patterns, the City maintains a system to monitor the available capacity on each roadway segment, identifying different segments. Based on the monitoring system, The City produces an annual report that provides information on each roadway link and any available capacity.

### B. Parking

Parking in Green Cove Springs is predominantly tied to the land use it supports; each business having its own dedicated parking area. US 17 is a main thoroughfare through downtown and does not include any on-street parking. Walnut Street from Pine Avenue to the river, is the only roadway with designated on-street parking. There are no public or visitor designated parking areas or garages in the City, but there are several government buildings with dedicated parking that may be available to the public on weekends or special events.

The City has conducted a vision plan that listed a parking plan be undertaken for the Central Business District (CBD). Under the goal of 'Promote the Redevelopment of the US 17 and SR 16 corridors the action item is to 'Develop and adopt a CBD parking plan'. However, to date, the plan has not yet been produced.

Parking in the CBD could provide several benefits, including visitor accommodation and pedestrian separation from traffic. The study should be undertaken, and an assessment of parking demand quantified.

### C. Public Transportation

Public transportation in Green Cove Springs is supported by the Clay Community Transportation (CCT) flex service shuttles, managed by the Jacksonville Transit Authority (JTA). The flex service is a fixed route system comprised of four dedicated routes but is also able to pick up from locations off the routes through a reservation system. The service runs 6 AM through 7 PM Monday through Friday

**Commented [MPD5]:** Provide current and potential ridership projection.

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only. JTA also operates the Clay Regional Express (Route 201) from the Black Creek Park-n-Ride located at 2511 County Road 220 and the Route 5 from the Orange Park Mall.

Based on regional mobility needs in the area, a proposed Shands Bus Service has been envisioned to provide a fixed route connection between Clay County and St. Johns County.

#### D. Airports

Green Cove Springs includes Reynolds Airpark, a former Naval Air Station. Originally known as NAS Lee Field, this site was primarily used to train pilots for aircraft carrier landing operations during World War II. In 1943, the facility was renamed Naval Air Station Green Cove Springs. At the end of the war, the naval base was downgraded in status to a Naval Auxiliary Air Station (NAAS) and transferred to NAS Jacksonville for limited training purposes. Its proximity to the St. Johns River made the facility an excellent location to securely store the U.S. Naval Atlantic Reserve or "Mothball Fleet" of WWII U.S. Navy ships.<sup>1</sup>

The base was decommissioned in 1961 as part of a military reorganization plan. The City annexed the base and Reynolds Metal Company acquired the land. Reynolds Industrial Park was established in 1965. The airport is currently private. It was reported in 2020 that nine aircraft based at the airfield. Plans to upgrade the airfield have been proposed in the past, with no movement forward to date.

#### E. Trails and Sidewalks

Adding pedestrian and bicycle accommodations is a priority within Green Cove Springs. Therefore, the City coordinates with the County and the FDOT to ensure that all roadway improvements are analyzed for inclusion of pedestrian and bicycle infrastructure. The City has codified the review of new development and requirements for the inclusion of connected pedestrian and bicycle networks.

**Map II-10** shows the existing and proposed trails in the immediate area of Green Cove Springs. It shows the existing *Black Creek Trail*, which has its terminus at the northern boundary of the City and runs north, parallel to US 17, and the City of Green Cove Wildlife Corridor Trail, which is maintained by the City and is located off Oakridge Avenue and Green Cove Avenue.

The Northeast Florida Regional Multi-Use Trail Master Plan (2019) lists two proposed trail enhancements:

- Continuation of the Black Creek Trail through Green Cove Springs to Putnam County along US 17 and CR 209.
- Continuation of the Gold Head Trail through Green Cove Springs to St. Johns County along SR 16.

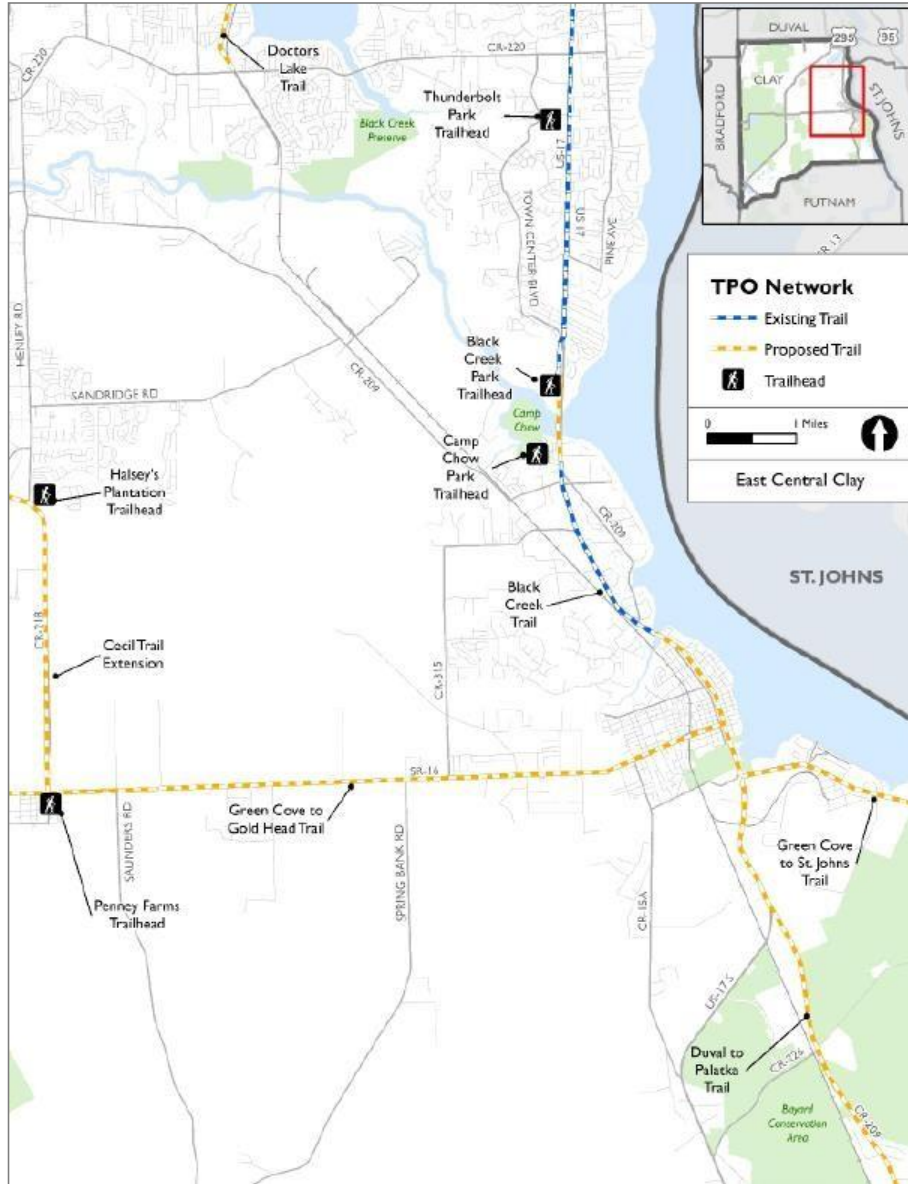
**Commented [MPD6]:** Go into more details on the funding/timing and jurisdiction responsible for trail projects.

<sup>1</sup>AbandonedSoutheast.com



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Map II - 10. Existing and Proposed Area Trails



Source: Northeast Florida Transportation Planning Organization, 2019.



### III. Future Needs

The future level of service deficiencies noted in this Element are not generated just by local traffic. US 17 and SR 16 carry substantial through traffic. Drivers traveling from Jacksonville, Orange Park and Fleming Island to Palatka, Eustis, Leesburg and Mount Dora rely on US 17; travel from Starke and surrounding areas to I-95 relies on SR 16 and the Shands bridge. The First Coast Expressway will relieve some of that traffic, particularly the truck traffic, but will not reduce traffic volumes within the City.

US 17 and SR 16 are in the hands of the Florida Department of Transportation and the City cannot expect (and would not want) the FDOT to continue widening these roadways. Bigger highways invite more trips. The wider these roads get, the faster the traffic will flow through the City and the more division they will create between the two sides of each road making them less safe for pedestrians and bicyclists to cross. There are, however, strategies that the City will need to start implementing to manage traffic in the future:

- Transportation Connectivity.** Communities where self-contained subdivisions (not interconnected with the local grid) are allowed end up with heavily traveled roads surrounding the subdivisions and create unnecessary trips (e.g., having to go around a subdivision to go to the store, or having to use a major roadway for a local trip to the store). The City of Green Cove Springs is fortunate to still have a traditional grid in the central part of the City, and to have the potential to replicate that same system in the Reynolds Park site and future annexations. While the railroad tracks present a physical barrier to achieve full connectivity, it will be important to maintain/create roads that are parallel to the State Roads and serve as alternative routes for local trips.
- Mobility Options.** When communities are designed to cater to the automobile only, residents are less likely to use other modes (walk or bike) because it is not safe or convenient to do so and are forced to use a car for even short trips. A strong system of sidewalks, bike lanes/trails, and public transit is necessary to provide a safe way to get around the City without the need for the automobile.
- Complete Streets.** The design of a street determines the modes of transportation to be used on that street. All streets must be designed (built, restriped, modified) to accommodate all the relevant modes of transportation. See **Section C** below for more information regarding complete streets.
- Land Use Strategies.** Land use and transportation are intrinsically connected. As explained earlier, FDOT predicates the design of roadways based on the character of the area they serve. Lower development densities/intensities and single use buildings contribute to sprawl, which in turn creates the need for more roadway capacity as residents are driven to live farther away from the city center. Compact, mixed-use communities can reduce the number of trips using internal capture and presenting a safe and walkable environment.
- Mobility Plan.** Rather than continuing to rely on an outdated system of level of service for local roads, the City will focus on developing a mobility plan and fee to replace the transportation concurrency management system. Strong coordination with FDOT will be necessary to address expected roadway deficiencies on State roads.

Commented [MPD7]: This needs to be emphasized



The following are planned improvements for the major roads in the City.

#### A. Near Term

The near term is defined as within the next five years to 2025. The FDOT Transportation Improvement Plan (TIP) for Fiscal years 2020/21 - 2024/25, includes two projects within Green Cove Springs:

- Palmetto Avenue - Martin Luther King Nature Preserve (US 17) & VF Hall Park. Sidewalk Construction (4356771). Fiscal Year 2021/22.
- SR 23 (First Coast Expressway) from East of SR 16A (Spur) to East of CR 209 (4229387). Fiscal Years 2022/23 through 2024/25.

#### B. Long Term

The long term is defined as more than five years, from 2026 – 2045. The FDOT SIS long range plan does not list any SIS improvements by 2045.

The NFTPO Long Range Transportation Plan 2045 (February 2020) does include three capacity improvement projects:

- CR 315 widen to 4 lanes, from SR 16 to CR 315B.
- SR 16 widen to 4 lanes, from the First Coast Expressway to SR 15A/Oakridge Avenue.
- SR 16 widen to 4 lanes, from US 17 to the Shands Bridge.
- US 17 implementation of context sensitive solutions, from Orion Road to SR 16.
- Governors Park Road, new roadway, from US 17 to SR 16.

The construction of the new four-lane bridge over the St. Johns River is expected to begin in 2022 and be completed in 2029 (see **Figure II-4**). The vertical clearance of the new bridge will be 65 feet from the water line (currently 45 feet). The old bridge will be partially removed and the segment from SR 16 extending in the river will be made available for recreation (fishing pier).



Figure II - 4. FDOT Photo Simulation of the New Bridge and Fishing Pier



Source: FDOT, 2021

### C. Complete Streets

A paradigm shift is underway in the planning and design of transportation systems throughout the country. No more are we designing auto-centric roadways that bisect crucial core areas and put the burden on pedestrians and cyclists to move safely through an economic hub. The Complete Streets movement seeks to get back to the original design intent of a city's roadway network that promotes walkability with compelling and functional public spaces which will ultimately inform the development of a mobility framework of the city. Status Quo auto-dependency has undermined the character and livability of many of this nation's cities, particularly within their historic downtowns. Personal automobile trips by residents, visitors, students and workers strain the local street network and in downtown areas causes conflicts where pedestrian, wheelchair and bicycle modes are at risk of accidents created by the auto-centric transportation system.

Complete Streets is a context sensitive design concept that informs decisions for roadways that is more focused on the full functional value of a right-of-way rather than the sole focus being on automobile capacity. This is a mobility tool that has been adopted by the FDOT and TPO, which provides for funding and design assistance for roadways within the County. FDOT District 2 has been a leader in complete streets and has allocated resources specifically for this cause.

The mobility needs of the City's residents vary depending on the location within the City. In this case, the context does matter on how transportation facilities are addressed. Roadways in the downtown core area are much different than facilities near suburban or rural areas. That is one of the reasons

Commented [MPD8]: Identify location and types of complete street improvements.





the complete streets approach should be utilized in the future when preparing designs for new or expanding roadways. **Figure II-5** illustrates the transformation of an auto-centric street into a complete street.

**Figure II - 5. Complete Street Transformation**



**VI.**  
**Recreation & Open Space  
Element**  
**[draft 06/17/21]**

**GREEN COVE**

*Springer*



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## VI. RECREATION & OPEN SPACE ELEMENT

### A. INTRODUCTION

#### 1. Purpose

The Recreation & Open Space Element is intended to guide planning and development for the public park system and open space maintained by the City. It additionally sets level of service (LOS) standards for new development in terms of said development's provision of open space and recreation opportunities.

According to the National Recreation and Parks Association (NRPA), parks and recreation are an essential public service to communities. Not only do they provide well-documented social benefits, but they also provide an economic boost to the community through improving property values and driving indirect revenue with tourism and special events. These spaces also provide community health by encouraging physical activity and environmental benefits through improvement of air quality and protecting natural resources. The COVID-19 pandemic further drove home the importance of recreational space to the mental and physical health of individuals, as well as highlighted the opportunity for parks to be a safe social gathering space.

#### 2. Functional Park Classifications

The following is a list of terms and respective definitions that are referenced throughout this element. These terms are adapted from Clay County's 10 Year Master Parks & Recreation Plan (2017).

##### a. Park Classifications

Parks can vary in size and purpose; therefore, there are multiple classifications which will help define the facilities available in and around Green Cove Springs.

##### i. Neighborhood Park

A park within walking distance of the citizens it serves, providing for close-to-home informal activity and passive recreation. These parks often provide play equipment as well as areas for gathering, walking, and picnicking. They may also contain athletic facilities such as basketball courts.

##### ii. Community Park

A park that serves a larger portion of the community and contains a more diverse range of recreational activities as well as unique environmental or aesthetic characteristics. Community parks are considered destinations worth driving to and are ideally located near primary roadways. Community parks can provide a dual function as a neighborhood park for surrounding residents as well. Such parks may have swimming pools, splash pads, walking trails, play equipment, and other significant features.

##### iii. Special Facilities

Facilities that are unique in function and purpose qualify as Special Facilities. This would include public golf courses, boat ramps, and activity-tailored gymnasiums. These facilities may be located within a neighborhood or community park, or they could be standalone.

#### iv. Regional Park

Regional parks serve a larger population and make significant natural resources accessible to people of all ages. Generally, these parks exceed 250 acres in size and are within one hour drive-time of a patron's residence. Regional parks may provide for boating, swimming, hiking, picnicking, overnight camping, nature appreciation, and / or a sports complex. Such parks may also be ideal venues for concerts, performances, or other large-scale events.

#### v. Nature Reserve Area

Nature Reserve Areas primarily serve to provide outdoor recreation and nature preservation. They may designate viewing stations for the study and appreciation of nature and / or wildlife, as well as hiking and camping facilities, nature centers, or botanical gardens. The recreation function of these areas may be secondary to the preservation function.

### b. Recreation Activity Functions

In addition to the above park classifications, one may also classify these resources based on the type of recreation activities they provide.

#### i. Passive-Based Recreation Activities

Passive-based recreation emphasizes the enjoyment of a natural resources rather than participation in an activity, providing for refreshment rather than physical rigor. This may include facilities such as picnic tables, gardens, historical sites, open space, and / or walking trails.

#### ii. Active-Based Recreation Activities

Active-based recreation emphasizes participation and physical exertion supported by the presence of recreational facilities. These activities are further divided into two categories:

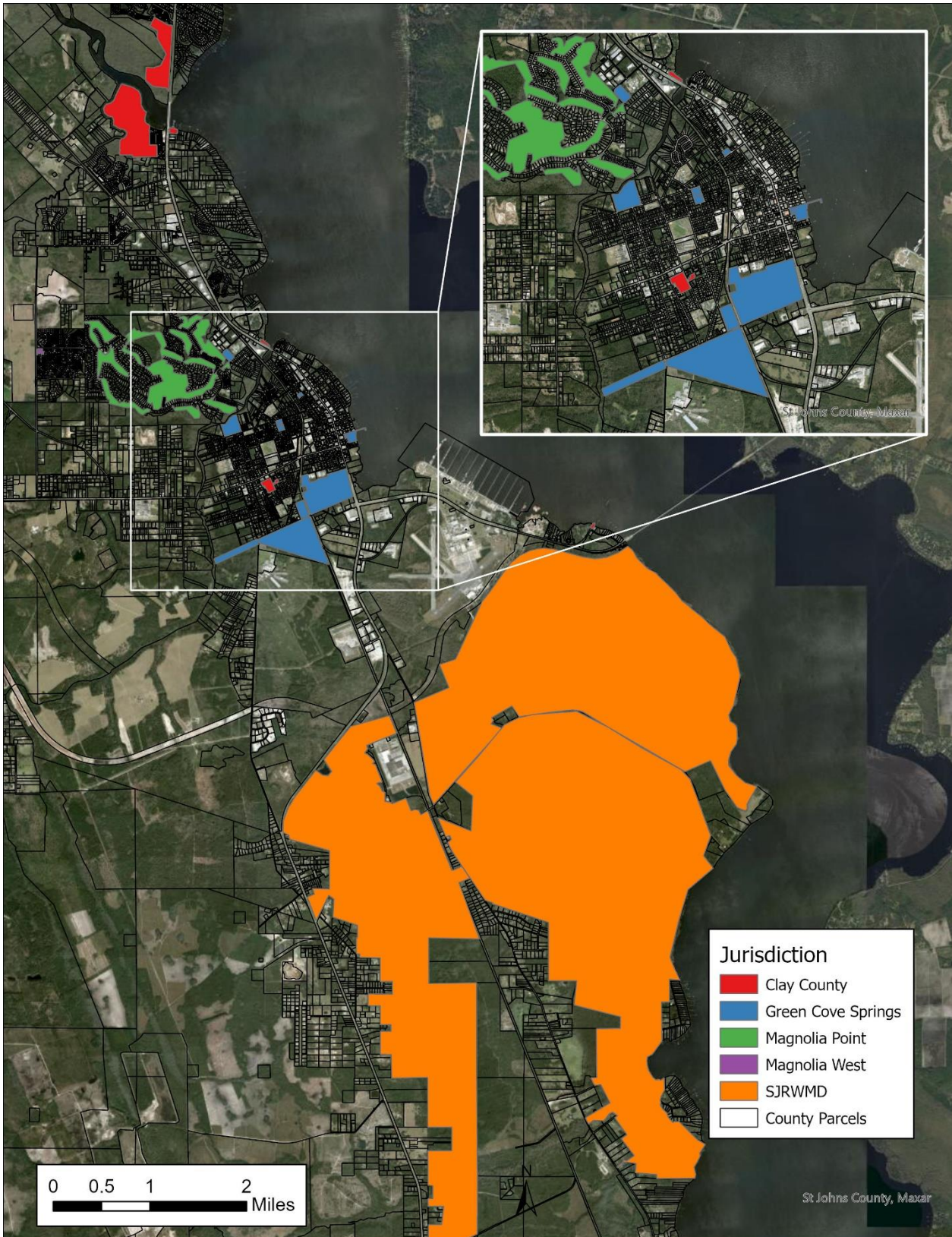
- ◆ **Resource-Based.** Resource-based activities are limited to certain environments. They make use of the natural resources available in the community to provide activities such as water-related activities, hiking trails, or camping.
- ◆ **User-Oriented.** User-oriented activities generally include manmade facilities to provide for activities such as baseball, football, basketball, and more.

## B. INVENTORY

Recreational facilities and development are a critical element in the "quality of life" for a community. Recreational needs for all age groups and ability levels require in-depth planning for both active- and passive-based activities. These needs can only be met through the efficient utilization of community recreation areas and a realistic consideration of what programs can be established to ensure future quality recreational opportunities. Understanding the City's existing recreational conditions as well as current proposals for additional facilities is the first step toward planning for the recreational needs of the community.



### Map VI-1. Existing Park Spaces by Jurisdiction



Source: City of Green Cove Springs, 2021



1. Existing Conditions

Table VI-1. Existing Recreation / Open Space Facilities

Facility	Park Type <sup>1</sup>	Size (acres)	Play apparatus	Basketball	Ball Diamonds	Volleyball	Soccer Fields	Tennis Courts	Pool / Splashpad	Boat Ramp Lanes	Boat Slips	Canoe/Kayak Launch	Fishing / Fishing Pier	Pavilion	Picnic Tables	Benches	Golf Course	Shuffleboard / Horseshoe	Trails (miles)
<b>Owner: City of Green Cove Springs</b>																			
Augusta Savage Arts & Comm. Center	N / SF	5.00	1	1	1		1								1	1			0.19
Augusta Savage Friendship Park	N	1.00	1	1											5	1			
Magnolia Park	N	4.00											1		1				1?
Spring Park	C	6.00	2			1			1		8	1	1	7	28	37		2	2?
Vera Francis Hall Park	N	15.50	1	1	1		1					1	1	3	6	4		1	0.84
<b>Subtotals</b>		<b>31.50</b>	<b>5</b>	<b>3</b>	<b>2</b>	<b>1</b>	<b>2</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>8</b>	<b>2</b>	<b>3</b>	<b>10</b>	<b>41</b>	<b>43</b>	<b>0</b>	<b>3</b>	<b>4.03</b>
<b>Owner: Clay County</b>																			
Carl Pugh Park	N / SF	7.00			5									1	??				
Black Creek Park & Trail	C	15.00												1	??				8
Camp Chowenwaw Park	C	150.00	1			1			1			1	1	2	??				??
Governors Creek Boat Ramp	C	1.8								2			1		1				
Knight's Boat Ramp	C	4.96								3	34		1		1				
Shands Pier & Boat Ramp	C	0.50								1									
<b>Subtotals</b>		<b>179.26</b>	<b>1</b>	<b>0</b>	<b>5</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>6</b>	<b>34</b>	<b>1</b>	<b>3</b>	<b>4</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>8</b>
<b>Owner: St. Johns River Water Management District</b>																			
Bayard Conservation Area	NRA	10,371											1		2				10.2
<b>Subtotals</b>		<b>10,371</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>1</b>		<b>2</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>10.2</b>
<b>Owner: Private Entity</b>																			
Magnolia Point Golf & Country Club	P	170.00						7	1								1		??
Magnolia West Amenity Center	P	2	1						2					2					
<b>Subtotals</b>		<b>172.00</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>7</b>	<b>3</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>0</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>
<b>Sub Grand Totals</b>		<b>10,754</b>	<b>7</b>	<b>3</b>	<b>7</b>	<b>2</b>	<b>7</b>	<b>5</b>	<b>6</b>	<b>42</b>	<b>3</b>	<b>7</b>	<b>16</b>	<b>45</b>	<b>43</b>	<b>1</b>	<b>3</b>	<b>22.23</b>	
<b>Owner: Clay County School Board</b>																			
Bannerman Learning Center	S	11.24		4	1														2
Charles E. Bennett Elem.	S	23.35	1	4															
GCS Junior High	S	28.26		4	2		1												
<b>Subtotals</b>		<b>62.85</b>	<b>1</b>	<b>12</b>	<b>3</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>0</b>	<b>2</b>	<b>0</b>
<b>Grand Totals</b>		<b>10,817</b>	<b>8</b>	<b>15</b>	<b>10</b>	<b>2</b>	<b>3</b>	<b>7</b>	<b>5</b>	<b>6</b>	<b>42</b>	<b>3</b>	<b>7</b>	<b>16</b>	<b>45</b>	<b>43</b>	<b>1</b>	<b>5</b>	<b>22.23</b>

Source: City of Green Cove Springs, Clay County Parks & Recreation, Clay County School Board, 2021

1. Park Type: N = Neighborhood, C = Community, R = Regional, SF = Special Facility, P = Private, NRA = Nature Reserve Area, S = School

Table VI-1 shows the existing recreation facilities in or near the City of Green Cove Springs. Narratives for these locations are provided on the following pages.



## a. Owned / Maintained by City of Green Cove Springs

### i. Augusta Savage Arts & Community Center

Augusta Savage Arts & Community Center (ASACC) is located on a 5-acre site bounded by Martin Luther King, Jr., Blvd, Belle Avenue, Forbes Street, and Lemon Street. Augusta Savage donated the property, which was both her home and birth site, for the creation of Dunbar High School, built in 1942 as the first and only black high school in Green Cove Springs. The City began redeveloping the property in 2005 to preserve the historic landmark and encourage its continued operation. The City then acquired the property in 2009. Redevelopment has continued since it began. The site contains user-oriented active-based recreation facilities, including a softball field, soccer field, privately-run mentoring center, privately-run food bank, grilling equipment, and recently renovated playground equipment. The gymnasium, known as the Thomas Hogans Memorial Gym, recently received new basketball court flooring.



Source: City of Green Cove Springs, 2021



Source: City of Green Cove Springs, 2021

### ii. Augusta Savage Friendship Park, AKA "Tot Lot"

Augusta Savage Friendship Park, also known as the Tot Lot, is a 1-acre neighborhood park that is located on Walburg Street, between Pine and Cypress Avenues. This site contains a few large, old trees that help give it character. The park contains user-oriented active-based recreation facilities in the form of play equipment and a basketball court, as well as passive-based recreation elements, including picnic tables and benches. The playground is specifically designed for younger children and families, but the park is open to everyone. New park equipment was installed for the playground in 2019, and in 2021, CARES Act funds supported the installation of a permanent restroom building.



Source: City of Green Cove Springs, 2021



Source: City of Green Cove Springs, 2021

### iii. Magnolia Park

Magnolia Park, located at 3585 Harbor Road, is a 4-acre park across from the Magnolia Point entrance. It features passive-based recreation in the form of picnic tables, a walking trail, and a fishing pond.

#### iv. Spring Park

Spring Park is a 6-acre community park located on the St. Johns River at the end of Spring Street and Walnut Street. Spring Park combines user-oriented and resource-based active-based recreation elements with passive-based recreation activities to create a space welcoming for all. The historic Green Cove spring is located on the park site and provides the water to the 2,700 square foot public swimming pool located at the park. In addition to the swimming pool, this park boasts three pavilions of varying size, three picnic shelters of varying size, a gazebo, recently renovated playground equipment, handicap accessible playground equipment, multiple trails including one along the St. John's River, a StoryWalk maintained by the Clay County Library, a Little Free Library, overlook swings spaced along the river trail, a 500-foot fishing pier with eight overnight docking facilities, a 150-foot dock with a kayak launch, recently upgraded shuffleboard courts, restrooms, flower gardens, historic replica lighting, and a pedestrian bridge over Spring Run that connects two sides of the park near the river. Spring Park also provides wi-fi throughout the entire park and has utilities available in specific areas for use as needed for events. The park has approximately 562 feet along the St. John's River, providing public access to the river. The City considers maintaining and enhancing Spring Park to be key to the redevelopment of the entire downtown area.

Source: City of Green Cove Springs, 2021



Source: City of Green Cove Springs, 2021

#### v. Vera Francis Hall Park

Vera Francis Hall Park is located off Martin Luther King, Jr., Boulevard, abutting Governors Creek. The park is the site of a closed landfill. The 15.5-acre site contains resource-based and user-oriented elements to form an active-based recreation facility. The park contains playground equipment, restrooms, two picnic pavilions, a canoe launch, a basketball court, a softball field, and a nature trail with a 9 station exercise course. A large pavilion is located at the park that is used as a bandshell. Vera Francis Hall Park also includes wi-fi and has utilities available for use as needed. Development of the park began in 1998 with funds from the Florida Recreation Development Assistance Program



(FRDAP) from the State of Florida Department of Environmental Protection (DEP). The City is in the process of making additional improvements using Community Development Block Grant (CDBG) funds from the Florida Department of Economic Opportunity (DEO). These improvements would include the installation of 13 picnic tables, 6 benches, as well as an additional pavilion.



## b. Owned / Maintained by Clay County

### i. Carl Pugh Park

Carl Pugh Park is a 7-acre user-oriented active-based recreation park located south of Idlewild Avenue between Vermont Avenue and West Street. Per Clay County's 10-Year parks & Recreation Master Plan, dated 2017, "recreational opportunity is limited to one softball field and four baseball fields." It previously included two tennis courts, as well, but those were recently removed. The fields have spectator seating; a concession stand, pavilion, and restrooms are located centrally within the park. Carl Pugh Park is leased to the Green Cove Springs Baseball/Softball Association, who host youth baseball, youth (girls) softball, and adult softball. **The playing fields are crowded into this park and there is a need for more spectator seating.**

**Picture?**

### ii. Black Creek Park and Trail

Black Creek Park and Trail is a 15-acre site that is located on the northwest bank of Black Creek. This is a resource-based active-based recreation park, offering bicycle and pedestrian trails that run along U.S. Highway 17 between Green Cove Springs to the south and Orange Park to the north. The park provides a paved parking area, a pavilion, and a restroom. There is an 8-mile paved path accessible to hikers and cyclists, as well as a mountain bike course.

### iii. Camp Chowenwaw Park



Camp Chowenwaw Park is a 150-acre former Girl Scout camp located on the southwest bank of Black Creek, off of Ball Road. The Girl Scout camp originally opened in 1933. The site was purchased by the County in 2006 with the assistance of the Florida Communities Trust using Florida Forever funds. It is now managed to preserve historical and natural resources while promoting recreation. The park offers camping, event facilities, fishing piers, nature trails, kayak access, picnic areas, a volleyball court, a playground, a swimming pool, naturalist-led morning hikes, historical walking tour, museum, nature center, pavilion, and restrooms. With all this, the park fits into all of the activity functional classifications.



Source: claycountygov.com, 2021

### iv. Governors Creek Boat Ramp

Governors Creek Boat Ramp is located east of US Highway 17 in Green Cove Springs on the north bank of Governors Creek. This resource-based park is approximately 1.66 acres in size. It contains a boat ramp with two ramp lanes, fishing pier, and covered picnic area, giving it both active and passive elements.



Source: claycountygov.com, 2021

### v. Knight's Boat Ramp

Knight's Boat Ramp and Marine Facility is a resource-based park located on the southeast bank of Black Creek, off US Highway 17 north of Green Cove Springs, featuring both active and passive elements. The facility consists of 3 boat ramp lanes, 60 boat trailer parking spaces, a 250' fishing pier, restroom facility, bait shop, fuel sales, vessel pump-out station, four temporary docking slips, and 30 boat slips for rent. A pavilion with a picnic area provides a scenic view of Black Creek and the St. Johns River.



Source: claycountygov.com, 2021

### vi. Shands Boat Ramp

Shands Pier and Boat Ramp is a resource-based park located 1.5 miles east of the City limits, off of State Road 16 East, spanning the St. Johns River. The site is 0.5 acres in size. Parking is located on both sides of State Road 16 at the easterly and westerly entrances to the bridge at the grassed areas. The water is very shallow, and it is recommended only smaller boats use the boat ramp. The site

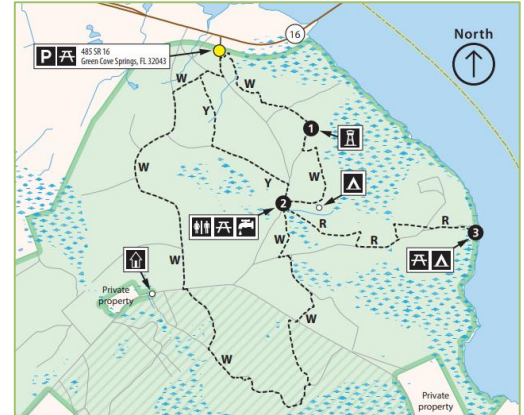


previously included a 1,500-foot fishing pier, but the pier was destroyed in October 2016 by Hurricane Matthew.

### c. Owned / Maintained by St. Johns River Water Management District

#### i. Bayard Conservation Area

Bayard Conservation Area is located off State Road 16 on the St. Johns River just south of Green Cove Springs. This resource-based park contains 10,371 acres that are used for hiking, cycling, hunting, fishing, picnicking, primitive camping, and horseback riding. The area is owned and maintained by the St. Johns River Water Management District. While the site does not have a boat ramp or canoe launch, it is accessible from the St. Johns River. A portion of the property is closed to hunting, thus open year-round for general recreation.



Source: *sjrwmd.com*, 2021

### d. Owned / Maintained by a Private Entity

#### i. Magnolia Point Golf & Country Club

Magnolia Point Golf and Country Club is a private club located in the Magnolia Point Planned Unit Development (PUD) on 170 acres of land throughout the development. This is a user-oriented active-based recreation area. In addition to the golf course, the Clubhouse contains a pool, tennis courts, and exercise room. Per the Magnolia Point association's website, there are 966 developed lots in the neighborhood. The PUD permits a maximum of 975.

#### ii. Magnolia West Amenity Center

Magnolia West Amenity Center is a private facility located in Magnolia West at 3490 Canyon Falls Drive on 2 acres of land. The facility serves both Magnolia West and The Preserve at Magnolia West. While development of Magnolia West was delayed by economic downturn, in recent years the original phases (1 & 2) of the community were completed and the development of phases 3 and 4, known as The Preserve, are nearing completion. The facility provides a swimming pool, splash park, community center, two pavilions, and a playground.

### e. Owned / Maintained by Clay County School Board

Clay County School Board maintains the following sites, which allowed public use of the recreational facilities until approximately 2018 when safety measures had to take priority and campuses closed to the public.

#### i. Bannerman Learning Center

Bannerman Learning Center is 11.24 acres, located at 608 Mill Street and contains 4 basketball courts, 1 baseball diamond, and 2 shuffleboard courts.



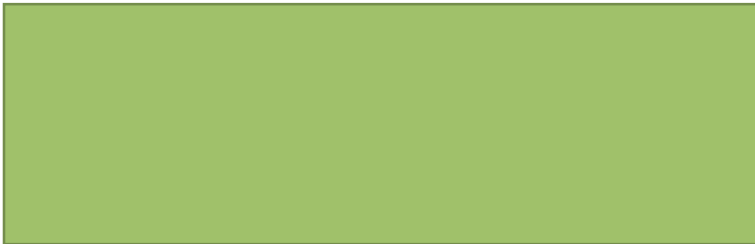
ii. **Charles E. Bennett Elementary School**

Charles E. Bennett Elementary is 23.35 acres, located at 1 South Oakridge Avenue. The school contains playground equipment and 4 basketball courts.

iii. **Green Cove Springs Junior High**

Green Cove Springs Junior High is 28.26 acres, located at 1220 Bonaventure Avenue off of Idlewild Avenue between West and Roberts Streets. The school has 4 basketball courts, 1 baseball field, and 1 softball field.

**Map VI-2. Proposed Park Spaces**



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

[Proposed Parks also shown in Map VI-1 at this time]

**2. Planned / Proposed Facilities**

Body Text 2

**Table VI-2. Proposed Recreation / Open Space Facilities**

Facility	Park Type <sup>1</sup>	Size (acres)	Play apparatus	Basketball	Ball Diamonds	Volleyball / Soccer	Pool / Splashpad	Boat Ramp Lanes	Boat Slips	Canoe/Kayak Launch	Fishing / Fishing Pier	Picnic Area	Golf Course	Shuffleboard / Horseshoe	Trails
<b>Owner: City of Green Cove Springs</b>															
GCS Nature Preserve	NRA	130.00													7
Ed Gustafson Regional Park	R	136.00			8	6						2			3
<b>Grand Totals</b>		<b>266.00</b>			<b>8</b>	<b>6</b>						<b>2</b>			<b>10</b>

Source: City of Green Cove Springs, 2021

a. **City-Owned Proposed Recreation / Open Space Facilities**

i. **Green Cove Springs Nature Preserve**

The City of Green Cove Springs acquired these 130 acres using Florida Communities Trust’s Florida Forever Grant program in 2002. The City intends to connect this site to the existing Spring Park, as well as the proposed Ed Gustafson Regional Park, providing passive recreation on-site in the form of an extensive network of trails. This would allow for enjoyment of the land while conserving the natural

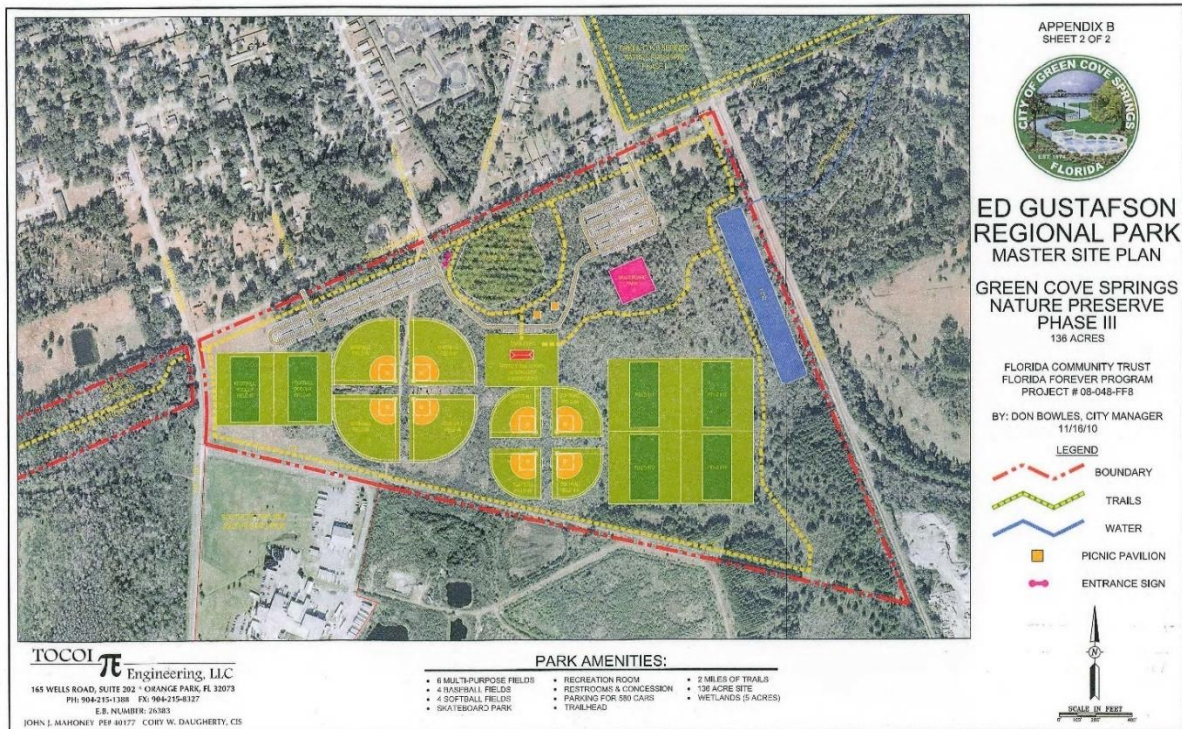
resource and encourage residents to immerse themselves in nature. The preserve site wetlands comprise primarily Hydric Hammock but additionally feature some Mudflat Marsh, Bottomland Forest, Pine Plantation/Upland Pine Forest, Upland Mixed Forest, Imperiled Seepage Stream, and the Imperiled Floodplain/Riverine Marsh.

Wildlife habitats within the project site include the Hydric Hammock vegetative community, which is suitable as a nesting habitat for the endangered Wood Stork. The Mixed Upland Forest and Bottomland Forest communities support mature pine trees suitable for the threatened Bald Eagle. Other communities support moderate forage habitat for species classified as species of special concern. These include the listed wading birds such as the Little Blue Heron, Reddish Egret, Tricolor Heron, and White Ibis. The Hydric Hammock and Riverine Swamps are used by the American Alligator and the St. Johns River is home to the West Indian Manatee, which can be seen at times feeding near the river's edge.

**ii. Ed Gustafson Regional Park**

In 2005, the City acquired these 136 acres using Florida Communities Trust's Florida Forever Grant program. This park would be connected to the Green Cove Springs Nature Preserve, creating a new wildlife corridor, preserving additional natural resources, and in combination with the above Nature Preserve, create an active recreational regional park. The Ed Gustafson Regional Park would potentially include trails for pedestrians and cyclists (constructed to minimize impact to natural resources), softball / baseball fields, multi-use fields, a skateboard park, picnic pavilions, and a multi-purpose community center building.

**Map VI-3. Ed Gustafson Regional Park Master Site Plan**



Source: City of Green Cove Springs, Toco Engineering, 2010



Due to concerns regarding useability of this site for the intended plans, there has been recent discussion around returning FCT funds used for acquisition of the property and looking to sell the property to a developer, possibly for a private secondary or tertiary education facility.

**C. LEVEL OF SERVICE STANDARDS**

The Florida State Comprehensive Outdoor Recreation Plan (SCORP) 2013 (update to 2019 if DEP provides; requested via e-mail on 6/15/21) recognizes the growing importance of municipal recreation as emphasis on close-to-home recreation opportunities increases in the public realm. The plan also recognizes that there is no consensus on the best methods for measuring demand for outdoor recreation resources and facilities. This is in part because demand is an economic concept that does not lend itself well to what may be considered a free commodity or service. However, the state has undertaken efforts to measure demand through regular community surveys.

.... Recent state-wide survey results.

Most local governments in Florida establish levels of service for parks and recreation based on providing X acres per Y people, wherein these numbers may vary based on community size. Larger local governments, such as counties, often specify standards based on park types as well.

**1. City of Green Cove Springs Standards**

The established Level of Service Standard for the City, currently set forth in the 2025 Comprehensive Plan under Policy 6.3.4 is 5 acres per 1,000 population. The facilities at each park were to be based on the adopted Master Recreation Plan. Presently, there does not appear to be an adopted Master Recreation Plan. The City should consider crafting one in order to better plan for recreational development and ensure community needs are being met efficiently and effectively.

As part of past recreation planning efforts, the City has noted a desire to increase eco-tourism and draw in populations beyond the city limits through the development of a regional park. Within Florida, the level of service for parks is typically impacted by day-to-day use by residents as well as seasonal use by tourists. With Green Cove’s goal to become a destination while maintaining its small-town charm, it will be important to consider the impact of tourists on the level of service requirements.

**a. Required / Actual Facilities Review**

**Table VI-3. Acres of Parks Versus Population (Public Only – In City Limits)**

Park Name	Acreage	Acreage Required
Augusta Savage Arts and Community Center	5	$(7,923^1 / 1,000) * 5 \text{ Acres}$ = 39.62
Augusta Savage Friendship Park	1	
Carl Pugh Park	7	
Magnolia Park	4	
Spring Park	6	
Vera Francis Hall Park	15.5	
<b>Total</b>	<b>38.5</b>	<b>39.62</b>
	<b>Difference</b>	<b>-1.12</b>

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

1. 2019: American Community Survey, United States Census Bureau



According to existing standards, the City *alone* is not meeting the LOS required. The City is short by - 1.12 acres (see Table VI-3).

**Table VI-4. Acres of Park Versus Population (Public / Private – In City Limits)**

Park Name	Acreege	Acreege Required
Table VI-3	38.5	39.62
Magnolia Point Golf & Country Club	170	
Magnolia West Amenity Center	2	
<b>Total</b>	<b>210.5</b>	<b>39.62</b>
<b>Difference</b>		<b>170.88</b>

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

If the private facilities located within city limits are included, however, the City *exceeds* the acreage required (see Table VI-4). It is reasonable to include the private facilities since Magnolia Point and Magnolia West constitute a substantial portion of the City’s population. The US Census Bureau 2019 American Community Survey indicates the Core City contains 5,083 people, which would mean Magnolia Point and Magnolia West contain a population of approximately 2,840. This equates to 36% of the City’s population. Simultaneously, the private facilities are only open to those populations, yet those populations have access to all the public facilities.

**Table VI-5. Acres of Parks Versus Population (Census Tract 314 + Public Only)**

Park Name	Acreege	Block Group	Pop. <sup>1</sup>	Acreege Required <sup>2</sup>
Augusta Savage Arts and Community Center	5	1	1,768	8.84
Augusta Savage Friendship Park	1			
Carl Pugh Park	7	2	1,581	7.91
Magnolia Park	4			
Spring Park	6	3	1,734	8.67
Vera Francis Hall Park	15.5			
<b>Total</b>	<b>38.5</b>		<b>5,083</b>	<b>25.42</b>
<b>Difference</b>				<b>13.08</b>

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

1. 2019: American Community Survey, United States Census Bureau

2. Equation: (Population ÷ 1,000) x 5 acres

As provided in Table VI-5, the Core City, which comprises Census Tract 314, and subsequently Block Groups 1, 2, and 3, contains approximately 5,083 people. The government-maintained parks operated within city limits are almost all located within the Core City; the only exception is Magnolia Park, located north of the Core City. Altogether, the City *exceeds* the LOS requirements established in the 2025 Comprehensive Plan and still exceeds them if Magnolia Park is removed from consideration.



**i. (Heading 4)**

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**ii. (Heading 4)**

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**b. Required / Actual Facilities based on Population Projections**

Body Text 3.

**Table VI-6. Acres of Park Versus Population Projections<sup>1</sup>**

Year	Population	Required Acreage	Difference (Public)	Difference (Public + Private)
2020	8,054	40.27	-1.77	170.23
2025	8,704	43.52	-5.02	166.98
2030	9,258	46.29	-7.79	164.21
2035	9,705	48.53	-10.03	161.98
2040	10,080	50.40	-11.90	160.10
2045	10,413	52.07	-13.57	158.44

Source: City of Green Cove Springs, University of Florida BEBR, S&ME, 2021

1. Projection data from Table I – 2, Future Land Use Element.

Although public and private facilities within city limits will meet existing LOS requirements as the population grows through 2045, based on available projects, there will be a growing deficit of recreation capacity for strictly public facilities. To maintain equity throughout the City, additional recreational facilities and open space should be planned and developed to meet the LOS standards with facilities accessible to all community members.

**2. Amending Level of Service (LOS) Standards**

In the American Planning Association’s (APA) Planning Advisory Service’s PAS Memo, Alternative for Determining Parks and Recreation Level of Service (May/June 2016), they provide a list of common Parks and Recreations LOS metrics:

- Acres per capita
- Facilities per capita
- Building square footage per capita (indoor recreation)
- Access distance / time (bike, ped, car, transit)

- Quality of facilities and experience (determines equitable distribution)
- Operating expenditures per acre managed (determines if adequate funding is provided)
- Operating expenditures per capita (determines if adequate funding is provided)
- Revenue per capita (determines if community is recovering enough costs to meet goals)
- Revenue as a percentage of operating loss (determines if community is recovering enough costs to meet goals)

The City currently has an Acres per Capita approach to the recreation LOS.

The City should consider amending the LOS standards to take the following into account:

- Acres per capita, based on park type (regional, community, neighborhood, pocket)
- Public / Private – Private facilities are not open to the public; therefore, excluding them from the acreage LOS is sensible.
- Facilities per Capita (e.g. number of basketball courts, miles of trails, et cetera)
- Impact of tourism and seasonal residents – seasonal population fluctuations may result in the LOS being met for part of the year but not all of it.

**a. State Recommendations & Municipal Comparisons**

According to SCORP 2013, for which the Department of Environmental Protection (DEP) conducted a statewide survey on outdoor recreation activities, shown in **Table VI-7**, DEP Assessment - Existing State / Region Levels of Service. The available data shows the City falls short of the Levels of Service standard for the region within which it is located as well as the state.

**Table VI-7. DEP Assessment - Existing State / Region Levels of Service**

Activity	Level of Service – Statewide Median <sup>1</sup>	Level of Service – NE Florida <sup>1</sup>	Level of Service – Green Cove Springs <sup>2</sup>
Hiking Trails	0.39 miles / 1,000	0.27 miles / 1,000	0.51 miles / 1,000
Picnicking	3 tables / 1,000	1.81 tables / 1,000	5.17 / 1,000
Paved Bicycle Trails	0.08 miles / 1,000	0.05 miles / 1,000	-
Unpaved Bicycle Trails	0.65 miles / 1,000	0.63 miles / 1,000	-
Camping	0.80 sites / 1,000	0.76 sites / 1,000	0 / 1,000
Baseball	1.27 fields / 1,000	1.32 fields / 1,000	0.88 fields / 1,000
Basketball	1.23 courts / 1,000	1.20 courts / 1,000	0.38 courts / 1,000
Soccer	0.65 fields / 1,000	0.71 fields / 1,000	0.13 fields / 1,000
Tennis	1.5 courts / 1,000	0.99 courts / 1,000	0 / 1,000

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

- 1,000 means 1,000 participants; "participants" represents residents and tourists combined.
- 1,000 means 1,000 residents; participant information not available.

When looking instead at LOS requirements in other communities, the City of Green Cove Springs does have somewhat similar standards. Table **VI-8** shows that other communities have similar acreage requirements, however, many communities also delineate requirements based on park type and include

facilities or programs that must be provided. An acreage requirement is a good base from which the City can further develop requirements that support the recreation needs and desires of the community.

**Table VI-8. Level of Service Requirements in Other Communities**

Location	Topic	Level of Service Requirement
<b>Mount Dora</b>	Access	All residents within 10-minute walk of park
	Park Types	Community Parks must: <ul style="list-style-type: none"> <li>- Be 5 acres or greater.</li> <li>- Contain sports fields, cultural / community center with recreational programming, outdoor flex event space, off-street parking, restrooms, picnic pavilions, and a destination playground.</li> </ul>
Neighborhood Parks must: <ul style="list-style-type: none"> <li>- Be 2 acres or greater.</li> <li>- Contain sports courts, a small playground, picnic pavilions, on- or off-street parking, as required for ADA accessibility, and open space.</li> </ul>		
<b>Avon Park</b>	Capacity	3 acres per 1,000 residents
<b>City of Alachua</b>	Capacity	Minimum of 5 acres of community, neighborhood, or pocket parks per 1,000 persons, with a minimum of 20% of this as improved, passive parks. Recognizes hierarchy of parks (regional, community, neighborhood, pocket)
	Programs	Interpretive centers required in parks with significant cultural, natural, or historical resources
<b>Orange Park</b>	Capacity	3 acres per 1,000 residents
	Park Types	Equipped Play Area / Tot Lots must: <ul style="list-style-type: none"> <li>- Be in neighborhood, near elementary school when feasible.</li> <li>- Serve: 2-3 blocks, up to 2,500 people.</li> <li>- Be ½ acre per 1,000 people, minimum acreage of ¼ acre or 1 acre depending on location.</li> <li>- Contain play apparatus, benches, open space, landscaping, picnic tables optional.</li> </ul> Neighborhood Parks must: <ul style="list-style-type: none"> <li>- Be in neighborhood, near elementary school when feasible.</li> <li>- Serve: ¼ mile to ½ mile, up to 5,000 people.</li> <li>- Be 2 acres per 1,000 people, minimum acreage of 2- or 5-acres dependent on location.</li> <li>- Contain play apparatus, recreation buildings, sports fields, paved multi-purpose courts, senior citizen area, picnic area, open or free play area, landscaping.</li> </ul> Community Parks must: <ul style="list-style-type: none"> <li>- Be designed to serve a group of neighborhoods, adjacent to junior/senior high school when feasible.</li> <li>- Serve: ½ mile to 3-mile radius, up to 5,000 people.</li> <li>- Be 2 acres per 1,000 people, minimum of 5- or 20-acres dependent on location.</li> </ul>



Location	Topic	Level of Service Requirement
		- Contain all facilities found in a neighborhood park plus facilities to service the entire family. Pools, softball/baseball fields, tennis courts, play areas, passive and recreation buildings.
<b>City of Venice</b>	Capacity	7 acres of functional open space per 1,000-functional population - <i>Functional population</i> includes full-time residents and seasonal residents. - <i>Functional open space</i> must be open to the public to count to LOS requirements. - <i>Functional open space</i> includes active and passive parks, non-conservation open space, golf courses, sports fields, playgrounds, marina, plazas / courtyards, and other areas that meet the recreational, social, and leisure needs of the community.
<b>City of St. Augustine</b>	Capacity by Park Type	Neighborhood Parks: 0.80 acres per 1,000 people Community Parks: 1 acre per 1,000 people Regional Parks: 5 acres per 1,000 people. Uses National Recreation and Parks Association (NRPA) guidelines to determine type and location of parklands.
<b>Nassau County</b>	Capacity by Park Type	<p><b>Neighborhood Park</b> – 0.5 miles / 12 minute walk, minimum size of 1 acre.                      Desirable Characteristics and Facilities: Serve the surrounding neighborhoods with open space and facilities such as basketball courts, children’s play equipment and picnic tables.  <b>LOS: NONE (intentionally)</b></p> <p><b>Community Park</b> – 1.75 miles / 5 minute drive, minimum size 10 acres.                      Desirable Characteristics and Facilities: May include areas suited for intense recreation facilities such as athletic complexes and large swimming pools. Easily accessible to nearby neighborhoods.  <b>LOS: 3.35 acres per 1,000 residents</b></p> <p><b>Regional Park</b> – 30 miles / 1 hour drive (County Wide), variable size.                      Desirable Characteristics and Facilities: Size and location will vary with the primary purpose of the park. May include areas suited for camping, nature and bridle paths, picnicking, fishing, and other resource-based facilities. Boating facilities, beach accesses and similar water-dependent facilities are usually classified as Regional.  <b>LOS: 10 acres per 1,000 residents (General), 0.25 acres per 1,000 residents (Beach Access), 0.40 acres per 1,000 residents (Boat Facility)</b></p> <p><b>Greenway</b> – Variable, 25 – 1500 ft width (minimum size).                      Desirable Characteristics and Facilities: Emphasize harmony with the natural environment and allow for uninterrupted and safe movement between parks throughout the community for pedestrian bicycles or other low impact transportation modes.  <b>LOS: None found.</b></p>

Source: City of Green Cove Springs, City of St. Augustine 2040 Comprehensive Plan (2019), Nassau County 2030 Comprehensive Plan Recreation & Open Space Element Background Data & Analysis (YR),

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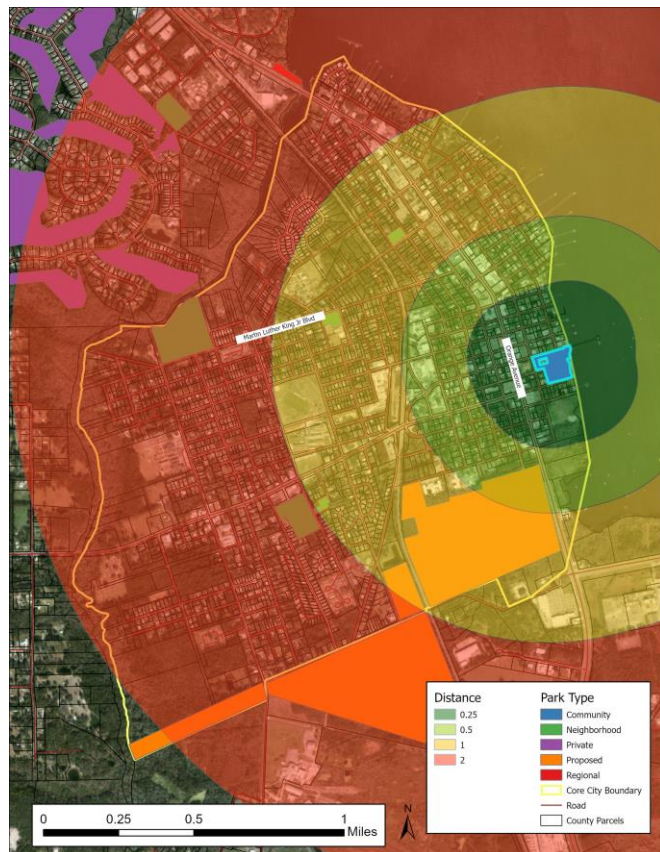
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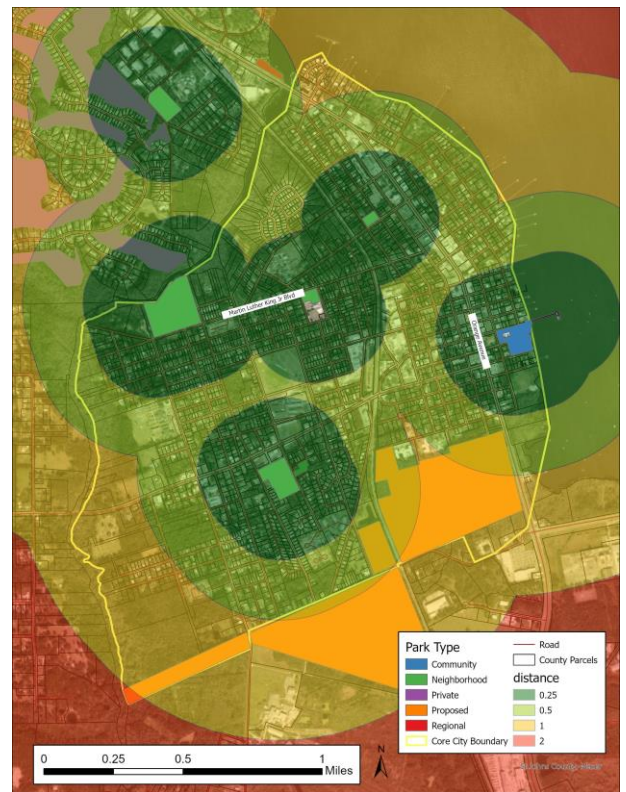
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**Map VI-5. Distance from Community Parks**



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

**Map VI-4. Distance from Parks in Miles**



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

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**3. Distance**

A generally accepted standard in the planning community is the quarter-mile standard, which indicates residents are willing to walk a quarter-mile to parks or bus stops. Reviewing the City’s existing parks through the lens of this standard allows us to see that within the Core City, many homes are within a quarter-mile and almost all homes are within a half-mile of a park space. That being said, the facilities available at each park space vary greatly, meaning some parks are more suitable than others for children playing or adults recreating. This further supports the importance



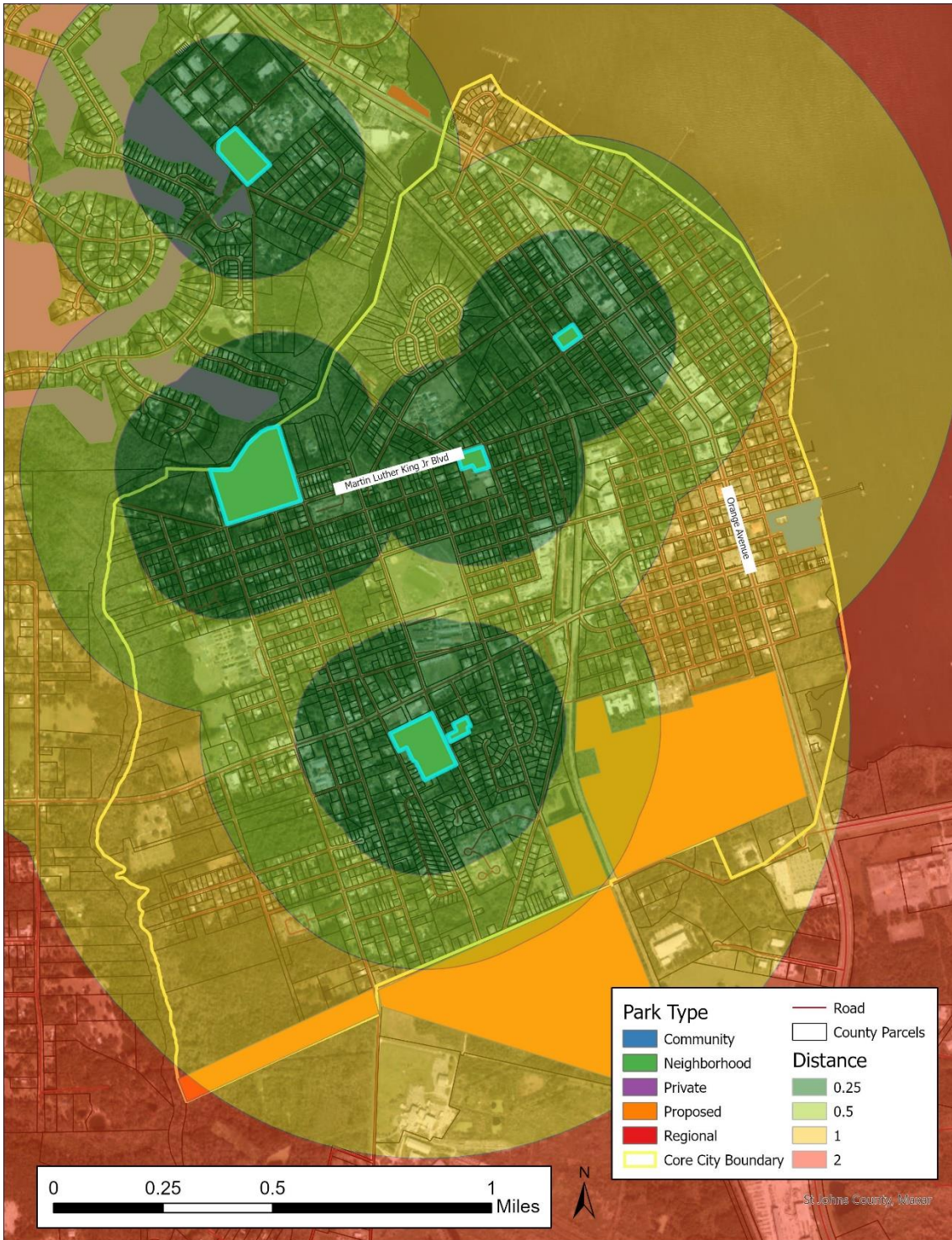


of delineating not only a distance LOS requirement but also a park and / or facility type LOS requirement that goes along with that. All residences should be within a quarter-mile of a park with a play apparatus and / or a walking trail. Map VI-4 shows distance from all parks, outward toward residences.

The City may wish to consider setting standards for distance from specific types of parks, however. Should all residences be within a quarter-mile of a neighborhood park? A half-mile of a community park?

What about major barriers? Orange Avenue, for example, is a barrier to Spring Park for the majority of the Core City, which is located west of Orange Avenue. Similarly, many parks in the City do not have sidewalks or crosswalks which lead surrounding neighborhoods or properties to them, preferencing vehicular traffic over pedestrian traffic.

Map VI-6. Distance from Neighborhood Parks



Source: City of Green Cove Springs, 2021

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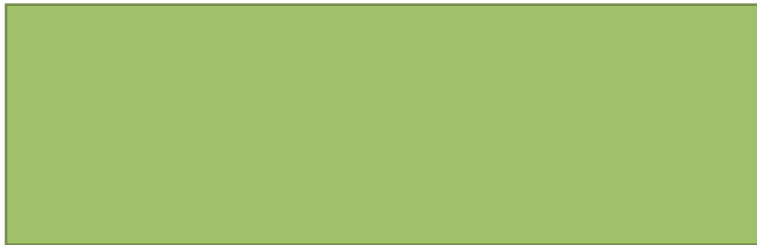


**Table VI-9. Table Name (Caption)**

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

**Map VI-7. Map Name (Caption)**



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