



STAFF REPORT

CITY OF GREEN COVE SPRINGS, FLORIDA

TO: City Council **MEETING DATE:** June 20, 2023
FROM: Michael Daniels, Planning and Zoning Director
SUBJECT: Second and Final Reading of Ordinance O-13-2023 and Adoption Hearing to amend the Comprehensive Plan to incorporate Multimodal and Mobility Fee Policies

BACKGROUND

At present, the City manages traditional transportation concurrency carried out through traffic impact analyses. Development applicants generating 40 or more net new peak hour trips must complete a traffic study to determine the impact of their development on area roadways and identify improvements necessary to mitigate that impact. Traffic studies, on average, take approximately six months to complete, which can slow the process of development approval and may prove to be a hindrance to medium-sized development. While this system does intend to support multimodality, the mitigation generally supports vehicles more than other modes of transportation and generally, due to the proportional share requirements, the necessary funding to enact needed improvements is not provided.

In order to continue to manage the impacts of development and move toward a more multimodal transportation system, the City has hired Gannett Fleming to conduct a transportation mobility study to define the need for additional transportation investment, specifically multimodal, document the standards of service and rational for additional capacity and ensure that there is a rational nexus between the payees of the mobility fee and the beneficiaries. This would provide more fee predictability for development applicants, as well as shorter application timelines without the need for a traffic study. It would further support the City in using funds collected to improve multimodal transportation capacity by improving walking and biking facilities as well as vehicular traffic, and potentially introducing additional transit services as the City and the region continue to grow.

Gannett Fleming has provided a completed the mobility plan that address the following areas:

- Land Use
- Travel Demand
- Transportation Improvements
- Mobility Fees
- Credits
- Net Mobility Fees
- Mobility Fee Schedule
- Legal Application
- Fee Schedule
- Trip Rates

- Clay County in 2020 and as a result would be able to use much of the same data for the development of a mobility plan for the City of Green Cove Springs.

Meeting	Date
Kickoff Meeting (with City Staff)	October 12, 2022
City Council	October 18, 2022
Planning and Zoning Board	October 25, 2022
Stakeholder Meeting #1	October 27, 2022
Stakeholder Meeting #2	November 14, 2022
City Council	November 15, 2022
Planning and Zoning Board	November 29, 2022
Stakeholder Meeting #3	December 2, 2022
City Council	December 13, 2023

Pursuant to the Professional Services Agreement, the Consultant Team has provided the following information:

- Updated the Regional Travel Demand Model to account for the recently annexed land in the City
- Completed a Deficiency Analysis to identify areas where transportation improvements are required to address capacity deficiencies.
- The consultant team has worked with staff and received input during the public outreach process to identify a project list with costs through 2045.
- Person Miles Travelled (PMT) Fee was calculated by dividing the Project Costs by the growth in PMT as set forth below:

Total Cost of New Capacity	\$16,529
Cost for External Share of Capacity	\$2,293,001
Cost for Local Share of Capacity	\$14,236,279
Local PMT (non-EE)	\$85,621
Cost per PMT	\$166.27

- Credits – the consultant team has developed a mechanism for providing credits which can be offset from impact fees to reduce the possibility for users to pay for the same capacity more than once.

The PMT fee and the Project Identification List, which is enclosed, were approved by City Council at the December 13, 2023 meeting.

The consultant has now completed the Mobility Report. The final step include the adoption of the mobility ordinance in the Concurrency Management Chapter of the Land Development Regulations. The Ordinance cannot go into effect until the final adoption of the Comprehensive Plan Amendemnts relating the mobility plan and fee. The Ordinance includes the following sections step includes the transmittal of the amended Comprehensive Plan policies regarding multimodal development and mobility fees to ensure that the subsequent mobility ordinance in the Land Development Regulations is compatible with the Comprehensive Plan. Policies in the Future Land Use, Transportation and Capital Improvement Elements were amended as set forth in the attached Ordinance. The next steps are to transmit

amendments to the State Department of Economic Opportunity for review and then the Amendments can be taken to Council for final approval pursuant to state comments. In addition, the City will need to adopt a mobility fee ordinance in the Land Development Regulations.

Comments were received from the following state and regional agencies:

- Department of Economic Opportunity
- Department of Transportation
- Department of State
- St Johns Water Management District
- Northeast Florida Regional Council

The State did not find any adverse impacts to state facilities pursuant to their review. However they did recommend that the City the adopted LOS of “D” on all local and state roadways. The City was proposing to eliminate this standard with the adoption of the Mobility fees. However, based on the State’s recommendation, Staff has revised policy 8.3.1 to maintain the LOS D standard for evaluation and review purposes and clarifying that for new development projects they will be governed by the mobility fee requirements.

As a result, staff is recommending approval of the adoption of the proposed revised Comprehensive Plan Amendments to the Future Land Use, Transportation and Capital Improvement Elements.

RECOMMENDED MOTION

Recommend approval of Ordinance O-13-2023 to adopt the proposed Comprehensive Plan Amendments to the Future Land Use, Transportation and Capital Improvement Elements to the Florida Department of Economic Opportunity.

ORDINANCE NO. O-13-2023

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

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

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

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

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

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

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

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

incorporated herein by reference.

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

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

Future Land Use Element

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

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

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

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

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

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

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

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

create a sense of place and portray the historic character and human-scale of the city for visitors.

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

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

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

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

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

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

Transportation Element

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

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

Objective 2.5. Development Design

Policy 2.5.3. The City shall review development applications to confirm the types and mix of uses and the resulting number of trip ends produced by the land use change, ensure that adequate capacity is available to serve the proposed project. The latest version of Trip Generation Manual published by the Institute of Transportation Engineers (ITE) shall be used to determine the number of trips that the proposed development will produce or attract.

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

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

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

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

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

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

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

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

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

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

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

CITY OF GREEN COVE SPRINGS, FLORIDA

Daniel M. Johnson, Mayor

ATTEST:

Erin West, City Clerk

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APPROVED AS TO FORM ONLY:

L. J. Arnold, III, City Attorney

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

CITY OF GREEN COVE SPRINGS, FLORIDA

Constance W. Butler, Mayor

ATTEST:

Erin West, City Clerk

APPROVED AS TO FORM ONLY:

L. J. Arnold, III, City Attorney

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Proposed Comprehensive Plan Text Changes

Future Land Use Element

OBJECTIVE 1.2. Sustainability

The City shall strive to cultivate a sustainable land use pattern by preventing the proliferation of urban sprawl, ensuring the efficient provision of services, and implementing smart growth principles.

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

OBJECTIVE 1.3. Character & Compatibility

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

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

- c. High density residential uses should generally be located in areas that have adequate multimodal access and proximity to service uses.

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

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

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

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

Policy 1.3.10. The City shall work with FDOT and the North Florida TPO to improve the image of

the US 17 and SR 16 corridors by adding landscaping, banners, and other elements that would help create a sense of place and portray the historic character and human-scale of the city for visitors.

OBJECTIVE 1.6. Redevelopment and Renewal: The City shall continue to redevelop and invest in blighted areas of the City.

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

- ◆ This policy broadly mentions access/connectivity and parking as topics for the downtown master plan. These topics are too often viewed from the perspective of motorized travelers. Revisions to “multimodal access/connectivity” and “vehicular and bicycle parking” would strengthen this policy.

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

- ◆ This policy should specify a “for whom” audience. Safety and attractiveness may be concerns for motorists, for non-motorists, or for all travelers.

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

- ◆ Like Policy 1.6.2., this policy could be strengthened by incorporating a reference to vehicular and bicycle parking, such as “assess the current demand and availability of public and private parking spaces in the downtown area and plan for vehicular and bicycle parking adequate for future development conditions.

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

- ◆ This policy falls short in defining what the neighborhood plan should address, as Policy 1.6.2 above defines for the downtown. If pedestrian, bicycle, and/or transit concerns exist, these should be identified.

OBJECTIVE 1.7. MURP-Designated Lands: Understanding the scale, economic importance and redevelopment potential of the Reynolds Park property, the City shall establish a framework for the redevelopment of MURP lands into a livable and sustainable community.

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

- c. Cultivate a multi-modal transportation network which supports pedestrian, bicycle, and vehicular travel to achieve high levels of safety and security, connectivity, and comfort between adjacent and nearby uses, character areas, and other FLU designations.

Transportation Element

GCS Mobility Plan – Comprehensive Plan, Transportation Element Update

Objective 2.1. Multi-Modal System

Policy 2.1.2. The City shall enhance the feasibility of transit and multimodal transportation by implementing higher densities and mixed-use as shown in the Future Land Use Map.

Policy 2.1.3. New and improved streets within the City shall be designed and operated to enable safe access for all users, including pedestrians, bicyclists, freight, motorists and transit, and other transportation options.

Policy 2.1.5. The City shall continue to coordinate with the North Florida Transportation Planning Organization (TPO), FDOT and Clay County to implement projects supporting multi-modal transportation options in accordance with the Complete Streets guidebook.

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

Policy 2.1.10. The City shall consider the following speed and multi-modal safety management strategies when designing or approving new roadways or modifying existing roads in the City:

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

Objective 2.2. Safe and Convenient

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

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

Policy 2.2.6. The LDC shall require that all new roadways and access driveways intersecting with

existing roadways shall provide a clear zone where no objects will impair the sight of multi-modal transportation at said intersections.

Policy 2.2.7. The City shall continue to pave, maintain, and resurface its roads to ensure safe conditions for multi-modal options including bicycles. The paving of unpaved streets

shall be done according to priority of need. Complete Streets designs shall be considered as part of repaving and resurfacing projects, where feasible.

Objective 2.3. System Performance

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

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

Objective 2.4. Pedestrian and Bicycle System Safety

Policy 2.4.1. The City's LDC shall contain standards for the construction of multi-modal transportation facilities.

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

Policy 2.4.4. The City shall coordinate with Clay County and the FDOT to incorporate pedestrian walkways and bicycle paths, or multi-use trails, in conjunction with road improvements,.
Policy 2.4.6. The Master Plan shall inventory existing crosswalks at signalized intersections and shall identify recommended locations for multi-modal transportation crossings and additional pedestrian crossings.

Objective 2.5. Development Design

Policy 2.5.3. The City shall review development applications to confirm the types and mix of uses and the resulting number of trip ends produced by the land use change. The latest version of Trip Generation Manual published by the Institute of Transportation Engineers (ITE) shall be used to determine the number of trips that the proposed development will produce or attract.

Policy 2.5.4. A Mobility Fee is assessed on the net additional new trips produced by the land use development. The Mobility Fee will be used to fund the necessary multimodal infrastructure improvements to accommodate future land use development based on the land use forecasts available at the time that the Mobility Fee was instituted.

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

Capital Improvement

Objective 8.3. Level of Service (LOS) Standards

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

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

PUBLIC FACILITY	LOS STANDARD
ROADS	Shall comply with requirements set forth in the Mobility fee policy 2.5.4 and the Land Development Regulations

PUBLIC FACILITY	LOS STANDARD
ROADS	
PRINCIPAL ARTERIALS	"D" peak hour traffic *
MINOR ARTERIALS	"D" peak hour traffic *
COLLECTOR	"D" peak hour traffic *
LOCAL ROAD	"D" peak hour traffic *

* The Florida Q/LOS Handbook shall be used to monitor level of service to inform future investment priorities and change investments accordingly and to be used in concert with the annual review set forth in Policy 8.3.2. Individual development projects producing net new trips shall be governed by the Mobility Fee requirements set forth in Policy 2.5.4.

Proposed Comprehensive Plan Text Changes

Future Land Use Element

OBJECTIVE 1.2. Sustainability

The City shall strive to cultivate a sustainable land use pattern by preventing the proliferation of urban sprawl, ensuring the efficient provision of services, and implementing smart growth principles.

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

OBJECTIVE 1.3. Character & Compatibility

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

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

- c. High density residential uses should generally be located in areas that have adequate [vehicular-multimodal](#) access and proximity to service uses.

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

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

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

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

Policy 1.3.10. The City shall work with FDOT and the North Florida TPO to improve the image of

the US 17 and SR 16 corridors by adding landscaping, banners, and other elements that would help create a sense of place [and portray the historic character and human-scale of the city for visitors](#).

OBJECTIVE 1.6. Redevelopment and Renewal: The City shall continue to redevelop and invest in blighted areas of the City.

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

- ◆ This policy broadly mentions access/connectivity and parking as topics for the downtown master plan. These topics are too often viewed from the perspective of motorized travelers. Revisions to “multimodal access/connectivity” and “vehicular and bicycle parking” would strengthen this policy.

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

- ◆ This policy should specify a “for whom” audience. Safety and attractiveness may be concerns for motorists, for non-motorists, or for all travelers.

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

- ◆ Like Policy 1.6.2., this policy could be strengthened by incorporating a reference to vehicular and bicycle parking, such as “assess the current demand and availability of public and private parking spaces in the downtown area and plan for vehicular and bicycle parking adequate for future development conditions.”

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

- ◆ This policy falls short in defining what the neighborhood plan should address, as Policy 1.6.2 above defines for the downtown. If pedestrian, bicycle, and/or transit concerns exist, these should be identified.

OBJECTIVE 1.7. MURP-Designated Lands: Understanding the scale, economic importance and redevelopment potential of the Reynolds Park property, the City shall establish a framework for the redevelopment of MURP lands into a livable and sustainable community.

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

- c. Cultivate a multi-modal transportation network which supports pedestrian, bicycle, and vehicular travel to achieve high levels of safety [and security](#), connectivity, and [mobility comfort](#) between adjacent and nearby uses, character areas, and other FLU designations.

Transportation Element

GCS Mobility Plan – Comprehensive Plan, Transportation Element Update

Objective 2.1. Multi-Modal System

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

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

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

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

~~Policy 2.1.8. The City shall ensure land uses along primary corridors support the goal of Complete Streets, adequate level of service standards for bicyclists, pedestrians, freight, motorists, transit, and other forms of multi-modal transportation.~~

Policy 2.1.10. The City shall consider the following speed ~~and multi-modal safety~~ management strategies when designing or approving new roadways or modifying existing roads in the City:

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

Objective 2.2. Safe and Convenient

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

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

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

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

Objective 2.3. System Performance

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

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

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

Objective 2.4. Pedestrian and Bicycle System Safety

Policy 2.4.1. The City's LDC shall contain standards for the construction of pedestrian and bicycle ~~multi-modal transportation~~ facilities.

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

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

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

Objective 2.5. Development Design

Policy 2.5.3. The City shall review development applications to confirm the types and mix of uses and the resulting number of trip ends produced by the land use change. The ensure that adequate capacity is ~~available to serve the proposed project. The~~ latest version of Trip Generation Manual

published by the Institute of Transportation Engineers (ITE) shall be used to determine the number of trips that the proposed development will produce or attract.

Policy 2.5.4. A Mobility Fee is assessed on the net additional new trips produced by the land use development. The Mobility Fee will be used to fund the necessary multimodal infrastructure improvements to accommodate future land use development based on the land use forecasts available at the time that the Mobility Fee was instituted. ~~No new~~

~~Development Orders shall be issued if the proposed project will reduce the operating conditions of the road system below the adopted level of service standard, except where new projects listed in the Capital Improvements Element are programmed for construction within 5 years that will ensure that the Level of Service requirements are met.~~

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

Capital Improvement

Objective 8.3. Level of Service (LOS) Standards

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

PUBLIC FACILITY	LOS STANDARD
ROADS	
PRINCIPAL ARTERIALS	"D" peak hour traffic*
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COLLECTOR	"D" peak hour traffic*
LOCAL ROAD	"D" peak hour traffic*

* The Florida Q/LOS Handbook shall be used to monitor level of service to inform future investment priorities and change investments accordingly and to be used in concert with the annual review set forth in Policy 8.3.2. Individual development projects producing net new trips shall be governed by the Mobility Fee requirements set forth in Policy 2.5.4.

Ron DeSantis
GOVERNOR



Meredith Ivey
ACTING SECRETARY

May 19, 2023

The Honorable Matt Johnson
Mayor, City of Green Cove Springs
321 Walnut Street
Green Cove Springs, Florida 32043

Dear Mayor Johnson:

The Department of Economic Opportunity ("Department") has reviewed the City of Green Cove Springs proposed comprehensive plan amendment (Amendment No. 23-01ESR), received on April 20, 2023, pursuant to the expedited state review process in Section 163.3184(2)(3), Florida Statutes (F.S.). We have identified no comment related to adverse impacts to important state resources and facilities within the Department's authorized scope of review.

We are, however, providing a technical assistance comment consistent with Section 163.3168(3), F.S. The technical assistance comment will not form the basis of a challenge. It is offered either as a suggestion which can strengthen the City's comprehensive plan in order to foster a vibrant, healthy community or is technical in nature and designed to ensure consistency with the Community Planning Act in Chapter 163, Part II, F.S. The technical assistance comment is:

(Technical Assistance Comment: Homestead Exemption): The Department recommends that the City revise the amendment to retain the adopted level of service standard of "D" for roads or to establish a new measurable standard to guide the planning of roadway facilities.

The City should act by choosing to adopt, adopt with changes, or not adopt the proposed amendment. For your assistance, we have enclosed the procedures for adoption and transmittal of the comprehensive plan amendment. In addition, the City is reminded that:

- Section 163.3184(3)(b), F.S., authorizes other reviewing agencies to provide comments directly to the City. **If the City receives reviewing agency comments and they are not resolved, these comments could form the basis for a challenge to the amendment after adoption.**
- **The second public hearing**, which shall be a hearing on whether to adopt one or more comprehensive plan amendments, **must be held within 180 days** of your receipt of agency comments or the amendment shall be **deemed withdrawn** unless extended by agreement with notice to the Department and any affected party that provided comment on the amendment pursuant to Section 163.3184(3)(c)1., F.S.
- **The adopted amendment must be rendered to the Department.** Under Section 163.3184(3)(c)2. and 4., F.S., the **amendment effective date** is 31 days after the Department

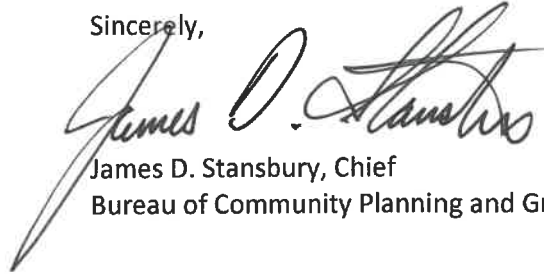
Florida Department of Economic Opportunity | Caldwell Building | 107 E. Madison Street | Tallahassee, FL 32399
(850) 245.7105 | www.FloridaJobs.org | [www.Twitter.com/FLDEO](https://twitter.com/FLDEO) | www.Facebook.com/FLDEO

An equal opportunity employer/program. Auxiliary aids and service are available upon request to individuals with disabilities. All voice telephone numbers on this document may be reached by persons using TTY/TTD equipment via the Florida Relay Service at 711.

notifies the City that the amendment package is complete or, if challenged, until it is found to be in compliance by the Department or the Administration Commission.

If you have any questions concerning this review, please contact Scott Rogers, Regional Planning Administrator, by telephone at (850) 717-8510 or by email at scott.rogers@deo.myflorida.com.

Sincerely,



James D. Stansbury, Chief
Bureau of Community Planning and Growth

JDS/sr

Enclosure(s): Procedures for Adoption

cc: Michael Daniels, Planning and Zoning Director, City of Green Cove Springs
Margo Moehring, Director of Policy and Planning, Northeast Florida Regional Council

SUBMITTAL OF ADOPTED COMPREHENSIVE PLAN AMENDMENTS

FOR EXPEDITED STATE REVIEW

Section 163.3184(3), Florida Statutes

NUMBER OF COPIES TO BE SUBMITTED: Please submit electronically using the Department's electronic amendment submittal portal "**Comprehensive Plan and Amendment Upload**" (<https://fideo.my.salesforce-sites.com/cp/>) **or** submit three complete copies of all comprehensive plan materials, of which one complete paper copy and two complete electronic copies on CD ROM in Portable Document Format (PDF) to the State Land Planning Agency and one copy to each entity below that provided timely comments to the local government: the appropriate Regional Planning Council; Water Management District; Department of Transportation; Department of Environmental Protection; Department of State; the appropriate county (municipal amendments only); the Florida Fish and Wildlife Conservation Commission and the Department of Agriculture and Consumer Services (county plan amendments only); and the Department of Education (amendments relating to public schools); and for certain local governments, the appropriate military installation and any other local government or governmental agency that has filed a written request.

SUBMITTAL LETTER: Please include the following information in the cover letter transmitting the adopted amendment:

_____ State Land Planning Agency identification number for adopted amendment package;

_____ Summary description of the adoption package, including any amendments proposed but not adopted;

_____ Identify if concurrency has been rescinded and indicate for which public facilities. (Transportation, schools, recreation and open space).

_____ Ordinance number and adoption date;

_____ Certification that the adopted amendment(s) has been submitted to all parties that provided timely comments to the local government;

_____ Name, title, address, telephone, FAX number and e-mail address of local government contact;

_____ Letter signed by the chief elected official or the person designated by the local government.

ADOPTION AMENDMENT PACKAGE: Please include the following information in the amendment package:

_____ In the case of text amendments, changes should be shown in strike-through/underline format.

_____ In the case of future land use map amendments, an adopted future land use map, **in color format**, clearly depicting the parcel, its future land use designation, and its adopted designation.

_____ A copy of any data and analyses the local government deems appropriate.

Note: If the local government is relying on previously submitted data and analysis, no additional data and analysis is required;

_____ Copy of the executed ordinance adopting the comprehensive plan amendment(s);

Suggested effective date language for the adoption ordinance for expedited review:

"The effective date of this plan amendment, if the amendment is not timely challenged, shall be 31 days after the state land planning agency notifies the local government that the plan amendment package is complete. If the amendment is timely challenged, this amendment shall become effective on the date the state land planning agency or the Administration Commission enters a final order determining this adopted amendment to be in compliance."

_____ List of additional changes made in the adopted amendment that the State Land Planning Agency did not previously review;

_____ List of findings of the local governing body, if any, that were not included in the ordinance and which provided the basis of the adoption or determination not to adopt the proposed amendment;

_____ Statement indicating the relationship of the additional changes not previously reviewed by the State Land Planning Agency in response to the comment letter from the State Land Planning Agency.

Michael P. Daniels

From: Steve Fitzgibbons <SFitzgibbons@sjrwmd.com>
Sent: Monday, May 1, 2023 10:27 AM
To: Michael P. Daniels
Cc: DCPexternalagencycomments@deo.myflorida.com
Subject: City of Green Cove Springs proposed comprehensive plan amendment 23-01ESR

CAUTION: This email originated from outside of the organization. . Do not click links or open attachments unless you recognize the sender and know the content is safe.

Dear Mr. Daniels,

St. Johns River Water Management District (District) staff have reviewed City of Green Cove Springs proposed comprehensive plan amendment 23-01ESR in accordance with the provisions of Chapter 163, Florida Statutes (F.S.). Based on review of the submitted materials, District staff have no comments on the proposed amendment.

If you have any questions or need additional information, please contact me.

Please note that all proposed and adopted comprehensive plan amendments can be submitted to the District by email at sfitzgibbons@sjrwmd.com.

Sincerely,
 Steve Fitzgibbons

Steven Fitzgibbons, AICP
 Intergovernmental Planner
 St. Johns River Water Management District
 7775 Baymeadows Way, Suite 102
 Jacksonville, FL 32256
 Office (386) 312-2369
 Email: sfitzgib@sjrwmd.com

Website: <https://link.edgepilot.com/s/db7e20c1/l-h5TG9c2EK9jVreTem29A?u=http://www.sjrwmd.com/>

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www.sjrwmd.com/ePermit

We value your opinion. Please take a few minutes to share your comments on the service you received from the District by clicking this [link](#)

Notices

- Emails to and from the St. Johns River Water Management District are archived and, unless exempt or confidential by law, are subject to being made available to the public upon request. Users should not have an expectation of confidentiality or privacy.
- ? Individuals lobbying the District must be registered as lobbyists (§112.3261, Florida Statutes). Details, applicability and the registration form are available at

<https://link.edgepilot.com/s/b565be8c/h39IJla7m02EYMgC53avOQ?u=http://www.sjrwmd.com/lobbyist/>

Item #1.

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Florida Department of Transportation

RON DESANTIS
GOVERNOR

2198 Edison Avenue MS 2806
Jacksonville, FL 32204-2730

JARED W. PERDUE, P.E.
SECRETARY

May 12, 2023

Michael Daniels, Planning and Zoning Director
City of Green Cove Springs
321 Walnut Street
Green Cove Springs, FL 32043

SUBJECT: City of Green Cove Springs Proposed Comprehensive Plan Amendment (23-1ESR)

Dear Mr. Daniels,

Pursuant to Section 163.3184(3), Florida Statutes (F.S.), in its role as a reviewing agency as identified in Section 163.3184(1)(c), F.S., the Florida Department of Transportation (FDOT) reviewed proposed amendment, City of Green Cove Springs 23-1ESR.

The City of Green Cove Springs has transmitted text amendments to the Future Land Use, Transportation, and Capital Improvement Elements of the Comprehensive Plan. The amendments will allow the City to enact a transportation mobility fee to help create a more multimodal transportation system. The proposed mobility fee is based on the cost of the capacity improvements needed to address network deficiencies less capacity projects caused by external to external trips divided by the local person miles traveled within the City.

There are two state roads that run through the City: US-17 and SR-16. There are two segments of SR-16 that are currently operating below the target Level of Service (LOS) standard from US-17 to Slow Tide Road and from Red Cove Road to East City Limit (where there is also a proposed SIS facility adjacent to this segment). US-17 from SR-16 to N. City Limits is projected to operate below the target Level of Service (LOS) standard by 2030. Intersection enhancements, new trail connections, and transit improvements are included in the Mobility Fee Project list that can help alleviate the deficiencies on SR-16. FDOT acknowledges that the City will replace the LOS Standards with a new Mobility Fee system which will guide future investment priorities. FDOT recommends that the City of Green Cove Springs coordinate with FDOT when the Mobility Fee projects that could impact these or any other state facilities are ready for implementation.

We appreciate the opportunity to review the proposed comprehensive plan amendment and request that a copy of the adopted amendment, along with the supporting data and analysis be transmitted within ten working days after the second public hearing for FDOT review. If you have any

questions, please do not hesitate to contact me by email: brian.austin@dot.state.fl.us or call: (904) 360-5664.

Sincerely,

A handwritten signature in blue ink that reads "Brian Austin". The signature is written in a cursive, slightly slanted style.

Brian Austin
Transportation Planner
FDOT District Two

Michael P. Daniels

From: Plan_Review <Plan.Review@dep.state.fl.us>
Sent: Thursday, May 18, 2023 4:51 PM
To: Michael P. Daniels; DCPexternalagencycomments
Cc: Plan_Review
Subject: Green Cove Springs 23-01ESR Proposed

CAUTION: This email originated from outside of the organization. . Do not click links or open attachments unless you recognize the sender and know the content is safe.

To: Michael Daniels, AICP, Planning and Zoning Director

Re: Green Cove Springs 23-01ESR – Expedited State Review of Proposed Comprehensive Plan Amendment

The Office of Intergovernmental Programs of the Florida Department of Environmental Protection (Department) has reviewed the above-referenced amendment package under the provisions of Chapter 163, Florida Statutes. The Department conducted a detailed review that focused on potential adverse impacts to important state resources and facilities, specifically: air and water pollution; wetlands and other surface waters of the state; federal and state-owned lands and interest in lands, including state parks, greenways and trails, conservation easements; solid waste; and water and wastewater treatment.

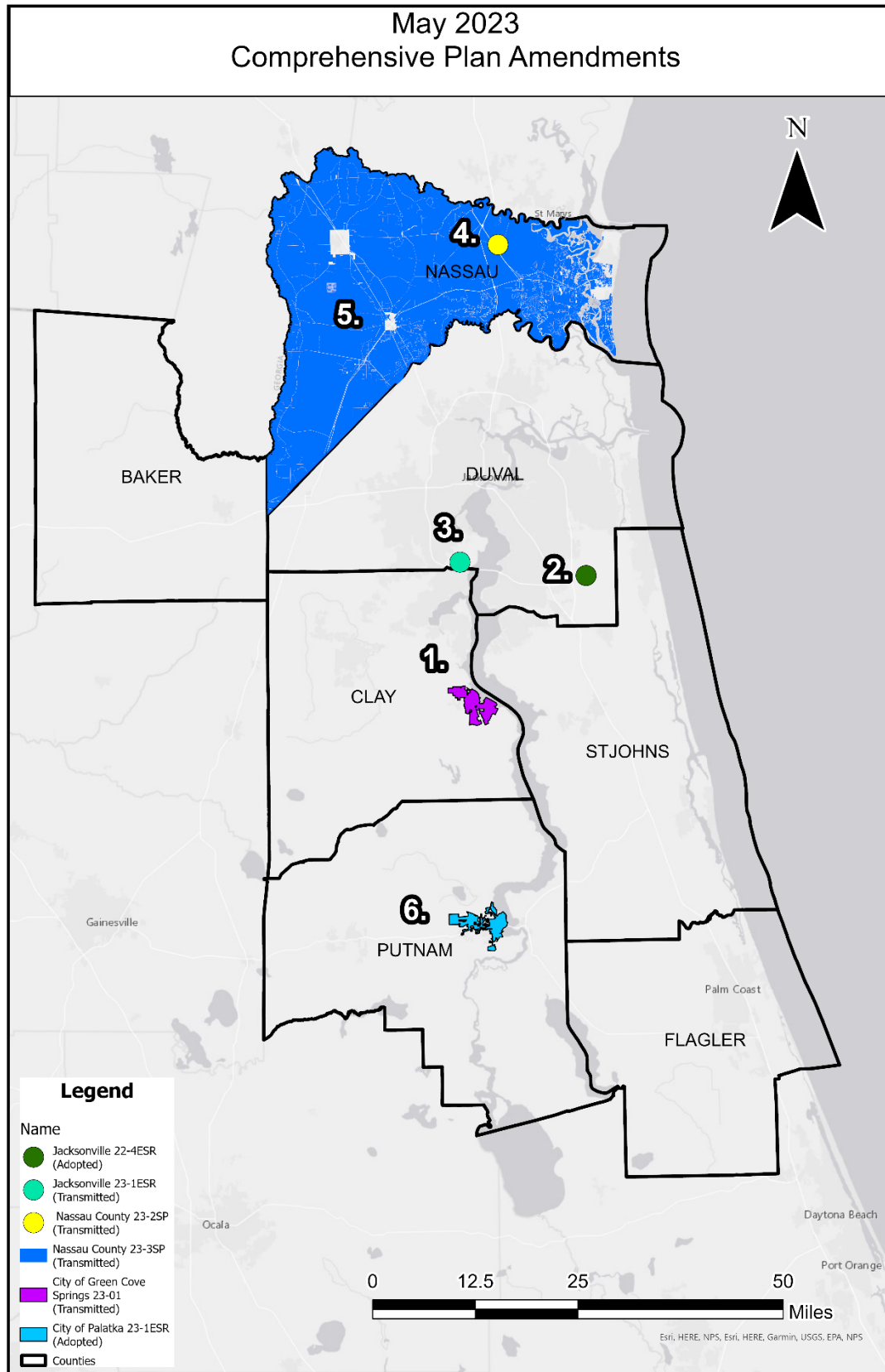
Based on our review of the submitted amendment package, the Department has found no provision that, if adopted, would result in adverse impacts to important state resources subject to the Department's jurisdiction.

Please submit all future amendments by email to Plan.Review@FloridaDEP.gov. If your submittal is too large to send via email or if you need other assistance, contact Lindsay Weaver at (850) 717-9037.



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REGIONAL MAP OF AMENDMENT LOCATION SITES



Local Govt. and Plan Amendment	Number on Regional Map	Proposed	Adopted	County Location	Due Date to be Mailed to Local and State Govt.	Local Govt. Item Number
City of Green Cove Springs 23-01ESR	1	X		Clay	5-5-2023	Green Cove Springs Comprehensive Plan Update

- **Type:** Text
- **Issue:** This amendment to the City of Green Cove Springs Comprehensive Plan includes updates to the Future Land Use Element, Transportation Element, and Capital Improvements Element. The purpose of the proposed update is to continue to manage the impacts of development by enacting a transportation mobility fee and moving to a more multimodal transportation system.
- **Background:** Currently, the City manages transportation concurrency through traffic impact analyses. Development applicants generating more than 40 or more new peak-hour trips must complete a traffic study to determine the impact of their development on area roadways and identify improvements necessary to mitigate the impact. However, traffic studies, on average, take approximately six months to complete, which can slow the process of development approval and may prove to be a hindrance to medium-sized development. To continue to manage the impacts of development and move toward a more multi-modal transportation system, the City hired Gannet Fleming to conduct a transportation mobility study to define the need for additional transportation investment, specifically multimodal; document the standards of service and ration for additional capacity; and ensure that there is a rational nexus between the payees of the mobility fee and the beneficiaries. This would provide more fee predictability for development applicants and shorter application timelines without needing a traffic study. This amendment potentially could support the City in using funds collected to improve multimodal transportation capacity by improving walking and biking facilities as well as vehicular traffic. This amendment to the Comprehensive Plan addresses the policies regarding multimodal development and mobility fees to ensure that the subsequent mobility ordinance in the Land Development Regulations is compatible with the Comprehensive Plan Policies in the Future Land Use, Transportation, and Capital Improvements Elements.
- **Impacts:** No impacts to Resources of Regional Significance or extra-jurisdictional impacts that would be inconsistent with the Comprehensive Plan of an affected local government were identified.
- **Recommended Intergovernmental Coordination:** No intergovernmental coordination is recommended for this amendment.

Local Govt. and Plan Amendment	Number on Regional Map	Proposed	Adopted	County Location	Due Date to be Mailed to Local and State Govt.	Local Govt. Item Number
City of Jacksonville 22-04ESR	2		X	Duval	5-5-2023	Ordinance 2023-67-E

- **Type:** Future Land Use
- **Issue:** This amendment to the City of Jacksonville's (COJ) Comprehensive Plan changed 6,174 acres of undeveloped land from Low-Density Residential (LDR) to Mixed Use (MU). The LDR land use is subject to site-specific Future Land Use Element (FLUE) Policies 4.4.11 and 4.4.12, while the MU is subject to site-specific FLUE Policy 4.3.22. Please refer to Maps 1-2 in the Appendix.
- **Background:** The property is located in the Southeast Planning District between J. Turner Butler Boulevard, Interstate 295, and near the St. Johns County line. Most of the site is located within the Rural Development Area with portions along the western boundary being located in the Suburban Redevelopment Area.

In 2020, approximately 5,300 acres of the property were amended from various agriculture land use categories to LDR. The FLUE Policies 4.4.11 and 4.4.12 required that the developer submit a conceptual master plan for review and approval by the COJ Planning Commission. The master plan was a long-range development plan that included elements like densities and intensities of residential and non-residential development which were similar to those in the MU land use category; the two land-use map amendments formed the basis for creating the current MU land use standards.

Based on this amendment from LDR to MU, FLUE Policy 4.3.22 was revised to increase single-family residential dwelling units from 5,889 to 6,103. Moreover, other revisions to the FLUE Policy included decreasing townhome residential dwelling units from 2,913 to 2,420; multi-family residential dwelling units from 2,938 to 2,052; and the gross square footage of commercial/office uses from 1,225,000 to 915,000.

- **Impacts:** The subject site is accessible from Phillips Highway (a major arterial) and is a Transportation Resource of Regional Significance. A Daily Trip Generation Comparison between the previous and current Comprehensive Plan land uses and the potential transportation impacts on the roadway network were conducted by the City's Transportation Planning Division. The previous land use resulted in 291,114 daily trips, and the current land use (amended to MU with a site-specific policy) is expected to result in 114,880 daily trips. The difference in daily trips for the current land use (amended to MU with a site-specific policy) will result in no net increase in daily trips compared to the previous land use.

Further, given the site is adjacent to the Pablo Creek Conservation Area, a Natural Resource of Regional Significance, the COJ's Parks, Recreation, and Community Services Department provided the following comments:

- Part of the management of the Preserve may include timber harvesting, prescribed burns for resource enhancement, and a reduction in wildfire impacts. Prescribed burning will create smoke, which may temporarily impact neighborhoods and surrounding areas. However, such efforts for the management of these lands for wildlife, resource protection, and recreation uses are necessary.

- The area is currently natural, so the planned development may have wetland, stormwater, and groundwater impacts in the Pablo Creek Watershed. The Department recommended that an environmental assessment be conducted to inventory listed or imperiled plant and animal species. If listed species are found, the Department recommended following a habitat conservation plan for protection or mitigation alternatives. The applicant submitted three Listed Wildlife and Habitat Assessment Reports on file with the City's Planning and Development Department.
- The Department also requested that at least a 50-foot natural, vegetated buffer be maintained along the development property's boundary with the Preserve. The Conceptual Master Plan was submitted for review in the adoption phase on November 2, 2022, and depicts an interconnected network of greenways and conservation lands that define the edges of residential neighborhoods and provide wildlife habitat corridors.

Based on the complete City's staff report for the amendment (some of which are highlighted here), there were no identified adverse effects to Significant Regional Resources and Facilities for the NEFRC Strategic Regional Policy Plan. Further, NEFRC staff also do not find any impacts inconsistent with the comprehensive plans of other municipalities in the county or counties in the region.

- **Recommended Intergovernmental Coordination:** The NEFRC recommended that the COJ coordinate with the St. Johns County Planning Department given the proximity of the site to St. Johns County. The COJ provided information for the amendment on several occasions.

Mailed notice of the proposed amendment and public hearing dates were provided to the St. Johns County Growth Management Department for review concurrent with the submittal of the amendment package to FDEO and the State Review Agencies. Moreover, the COJ emailed the St. Johns County Growth Management Department on August 2, 2022, in response to the NEFRC comments; and the department did not express any concerns.

Local Govt. and Plan Amendment	Number on Regional Map	Proposed	Adopted	County Location	Due Date to be Mailed to Local and State Govt.	Local Govt. Item Number
City of Jacksonville 23-1ESR	3	X		Duval	5-5-2023	Ordinance 2023-116-E

- **Type:** Future Land Use Amendment
- **Issue:** This amendment to the City of Jacksonville's Comprehensive Plan changes the Future Land Use of 127.95 acres located between Roosevelt Blvd. and Ortega Bluff Parkway from Light-Industrial (LI), Medium-Density Residential (MDR), and Residential-Professional-Institutional (RPI) to just Medium-Density Residential (MDR) and Residential-Professional-Institutional (RPI) to allow for commercial and multi-family uses. Please refer to Maps 3-4 in the Appendix.
- **Background:** The 127.95-acre subject site is located west of the railroad tracks along Roosevelt Boulevard, a major arterial road, with frontage along the north side of Collins Road, a collector road. The site is mostly undeveloped with two single-family residential units located along the Collins Road portion of the subject site. A companion rezoning application is not required for the transmittal round of legislation and will be processed during the adoption round of this amendment.
- **Impacts:** The subject site is 127.95-acres and is accessible from Roosevelt Blvd (U.S. 17) and Collins Road, a major arterial and collector facility, and U.S. 17 are considered a Transportation Resource of Regional Significance. A daily trip comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network was conducted by the Transportation Planning Division. The current land use would result in 12,092 or 11,441 daily trips, depending on the scenario. If the land use is amended, this will result in 28,556 or 14,493 daily trips, depending on the scenario. The difference in daily trips for the proposed land use amendment will result in 16,464 or 3,082 net new daily trips when compared to the existing land use. The U.S. 17 is subject to the Florida Department of Transportation (FDOT) review and access management requirements. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed. The subject site is located within the 150-foot and 300-foot Height and Hazard Zones for the Jacksonville Naval Air Station, a Transportation Resource of Regional Significance. City zoning will limit development to a maximum height of less than 150 feet and 300 feet, respectively, unless approved by the Jacksonville Aviation Authority or the Federal Aviation Administration. No impacts to Resources of Regional Significance or extra-jurisdictional impacts that would be inconsistent with the Comprehensive Plan of an affected local government were identified.
- **Recommended Intergovernmental Coordination:** The subject site is within proximity to the Town of Orange Park and Clay County. The NEFRC recommends that the City of Jacksonville coordinate with the Town of Orange Park's Economic and Community Development Department and the Clay County Planning and Zoning Department in the adoption phase.

Local Govt. and Plan Amendment	Number on Regional Map	Proposed	Adopted	County Location	Due Date to be Mailed to Local and State Govt.	Local Govt. Item Number
Nassau County 23-2SP	4	X		Nassau	5-5-2023	CPA 22-012

- **Type:** Future Land Use
- **Issue:** This proposed amendment to the Comprehensive Plan Future Land Use Map (FLUM) is comprised of 45 parcels totaling almost 15,000 acres and occupies a strategically located area between US 17 and Chester Road, in the rapidly growing Yulee area. The property is currently designated on the FLUM as Multi-Use, which includes several customized future land use subcategories. The applicant is requesting a map change to the FLUM that adjusts the boundaries of the currently adopted land use subcategories and revises the East Nassau Community Planning Area (ENCPA) mobility network. Please refer to Maps 5-7 and Table 1 in the Appendix.
- **Background:** This amendment is primarily concerned with the revision of the FLUM, specifically changes to the location and distribution of the land use subcategories. Accompanying revisions to the roadway network (Future Transportation Map Series/FTMS) are included with the companion amendment CPA22-013. Map changes include revisions to the road system and adjustments to subcategory areas as shown in the Table included in the appendices. The proposed land use sub-category mix has increased the average 2.5 dwelling units/acres suburban Residential Tier 2 subcategory by almost 25%, shifting most of those units from the rural Tier 3 subcategory. The remaining land use subcategories have been modified to better define boundaries in relation to the realigned road network. The County supports the final land use mix as a workable compromise that provides for market-driven suburban development while retaining the denser development in and around the Village Centers and in the resort. The Village Center, Resort, and Tier 1 still maintain an important 27% share of non-Conservation Habitat Network (CHN) acreage. The only other proposed change is a gain of over 200 acres into the CHN, which Staff also supports. This amendment has the following companion development application in CPA 22-013, which is an amendment to the Transportation Element and Future Transportation Map Series.
- **Impacts:** No impacts to Resources of Regional Significance or extra-jurisdictional impacts that would be inconsistent with the Comprehensive Plan of an affected local government were identified.
- **Recommended Intergovernmental Coordination:** No intergovernmental coordination is recommended for this amendment.

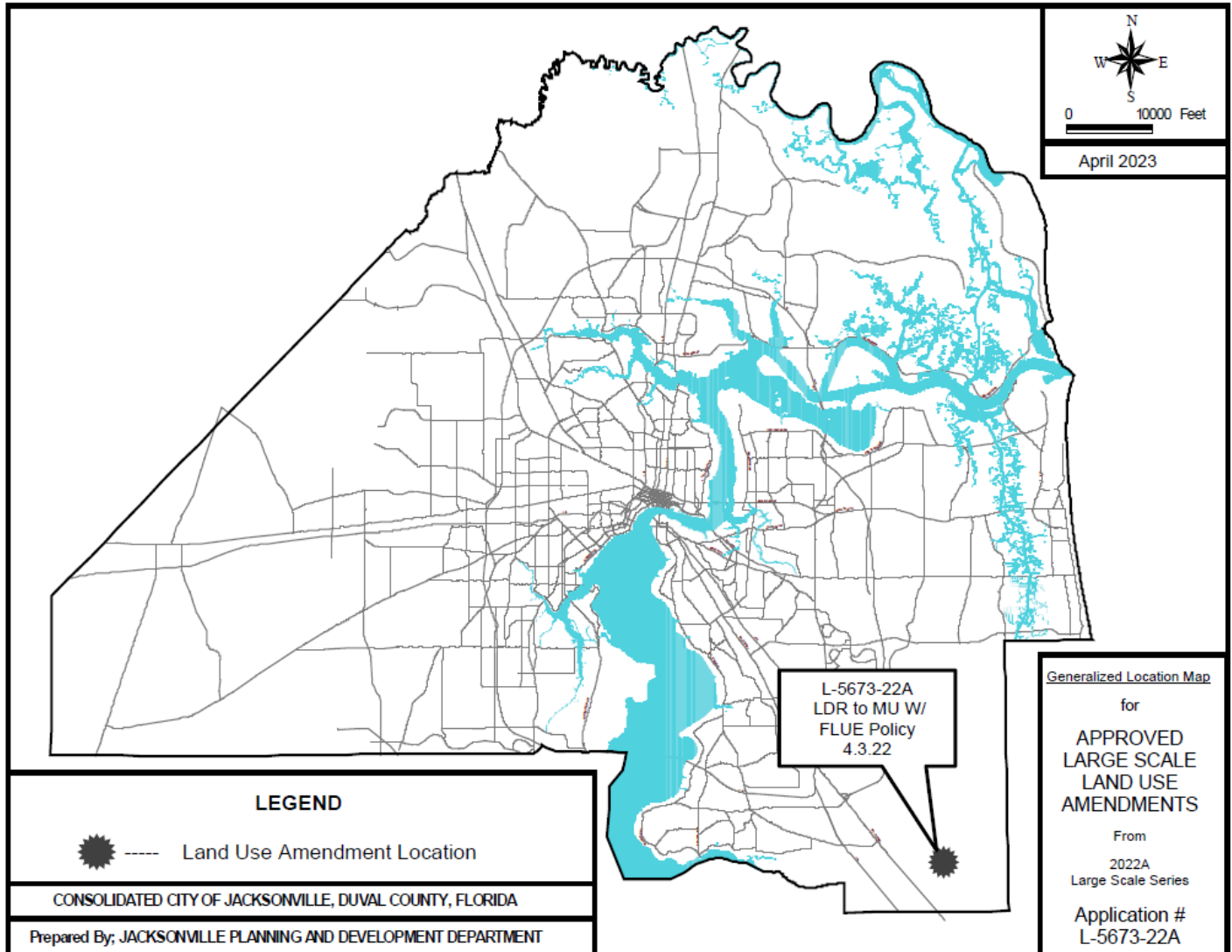
Local Govt. and Plan Amendment	Number on Regional Map	Proposed	Adopted	County Location	Due Date to be Mailed to Local and State Govt.	Local Govt. Item Number
Nassau County 23-3SP	5	X		Nassau	5-5-2023	CPA 22-013

- **Type:** Text Amendment
 - **Issue:** This proposed amendment is an update to the Transportation Element to reflect project updates and changes made to the ENCPA Wildlight Mobility Network by Comprehensive Plan Amendment CPA 22-012. The approximate boundary includes the area north of Pages Dairy Road East, East of US 17, south of the St. Mary's River, and west of Chester Road. Please refer to Maps 8-11 in the Appendix.
 - **Backgrounds:** As required by Florida Statute Chapter 163.3177(6)(b)1, Nassau County's Comprehensive Plan Transportation Element addresses traffic circulation, including the types, locations, and extent of existing and proposed major thoroughfares and transportation routes, including bicycle and pedestrian ways. The element also includes maps showing the general location of the existing and proposed transportation system features and is coordinated with the plans and programs of any applicable metropolitan transportation planning organization (TPO), transportation authority, and the Department of Transportation adopted work program. The current Transportation Element and Transportation Element Future Transportation Map Series (FTMS) was amended in 2020 to be consistent with the North Florida TPO's 2045 Long-Range Transportation Plan (LRTP) and serve as a basis for the update to the County's adopted Mobility Plan and the ENCPA Sector Plan Mobility Network. The proposed amendment would update the Transportation Element to:
 1. Amend FTMS-5, Nassau County Needs Network 2045; FTMS-6, Nassau County Cost Feasible Network 2045; FTMS-7, Nassau County Bicycle Facilities; and FTMS-8, Nassau County Trail Facilities to reflect project updates and changes made to the ENCPA Wildlight mobility network by Comprehensive Plan Amendment CPA22-012. The approximate amendment boundary includes the area north of Pages Dairy Road, East of US 17, south of the St. Mary's River, and west of Chester Road.
 2. Provide clarification and correct typographical errors.
 3. Recognize the purpose of the adopted fee-in-lieu program for sidewalks and trail construction.
 4. Amend policies to add Nassau Transit to the list of local and regional agencies that include a transit component.
 - **Impacts:** No impacts to Resources of Regional Significance or extra-jurisdictional impacts that would be inconsistent with the Comprehensive Plan of an affected local government were identified.
- Recommended Intergovernmental Coordination:** No intergovernmental coordination is recommended for this amendment.

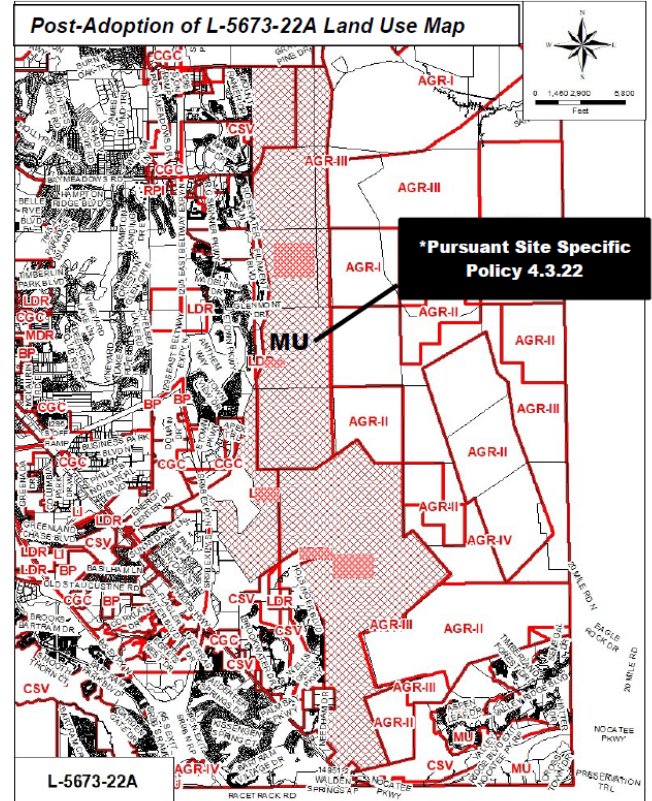
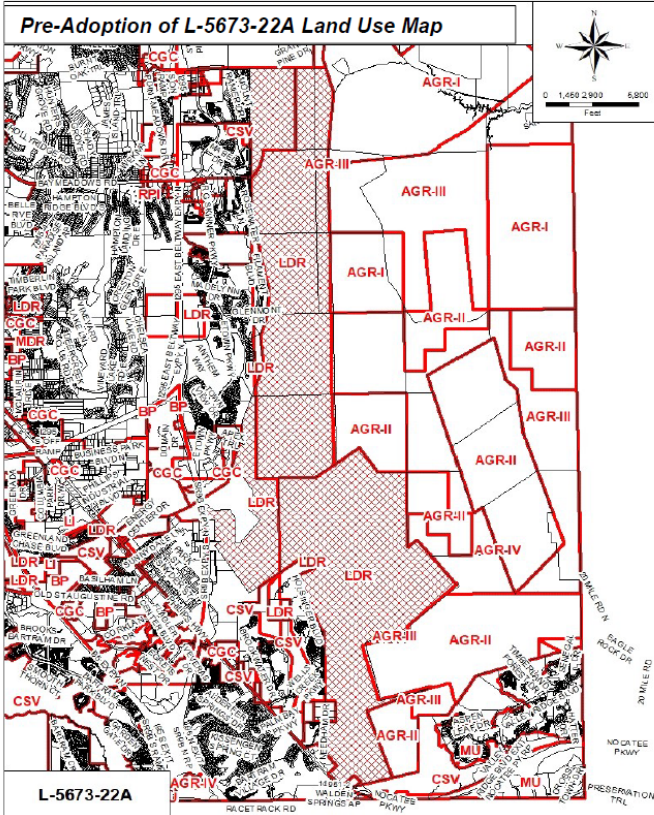
Local Govt. and Plan Amendment	Number on Regional Map	Proposed	Adopted	County Location	Due Date to be Mailed to Local and State Govt.	Local Govt. Item Number
City of Palatka 23-1ESR	6		X	Putnam	5-5-2023	Ordinance 2023-06
<ul style="list-style-type: none"> • Type: Text Amendment • Issue: The City of Palatka, under Section 163.3187(1) adopted an amendment to the Capital Improvements Element of the City's Comprehensive Plan. • Background: This amendment updated the City's Capital Improvements Element to reflect changes to the City's 2022 Five-Year Capital Improvements Plan (CIP). The new CIP includes capital improvements the City intends to fund, in whole or part, with development impact fees and other funds and for other purposes. • Impacts: No impacts to Resources of Regional Significance or extra-jurisdictional impacts that would be inconsistent with the Comprehensive Plan of an affected local government were identified. • Recommended Intergovernmental Coordination: No intergovernmental coordination is recommended for this amendment. 						

Appendix

Map 1: City of Jacksonville 22-4ESR (Location Map)



Map 2: City of Jacksonville 22-4ESR (Existing and Proposed Future Land Use Map)



Request for Large Scale Land Use Amendment to Future Land Use Map Series



From: Low Density Residential (LDR) Subject to Site Specific Policies 4.4.11 and 4.4.12

To: Multi-Use (MU) With Site Specific Policy 4.3.22

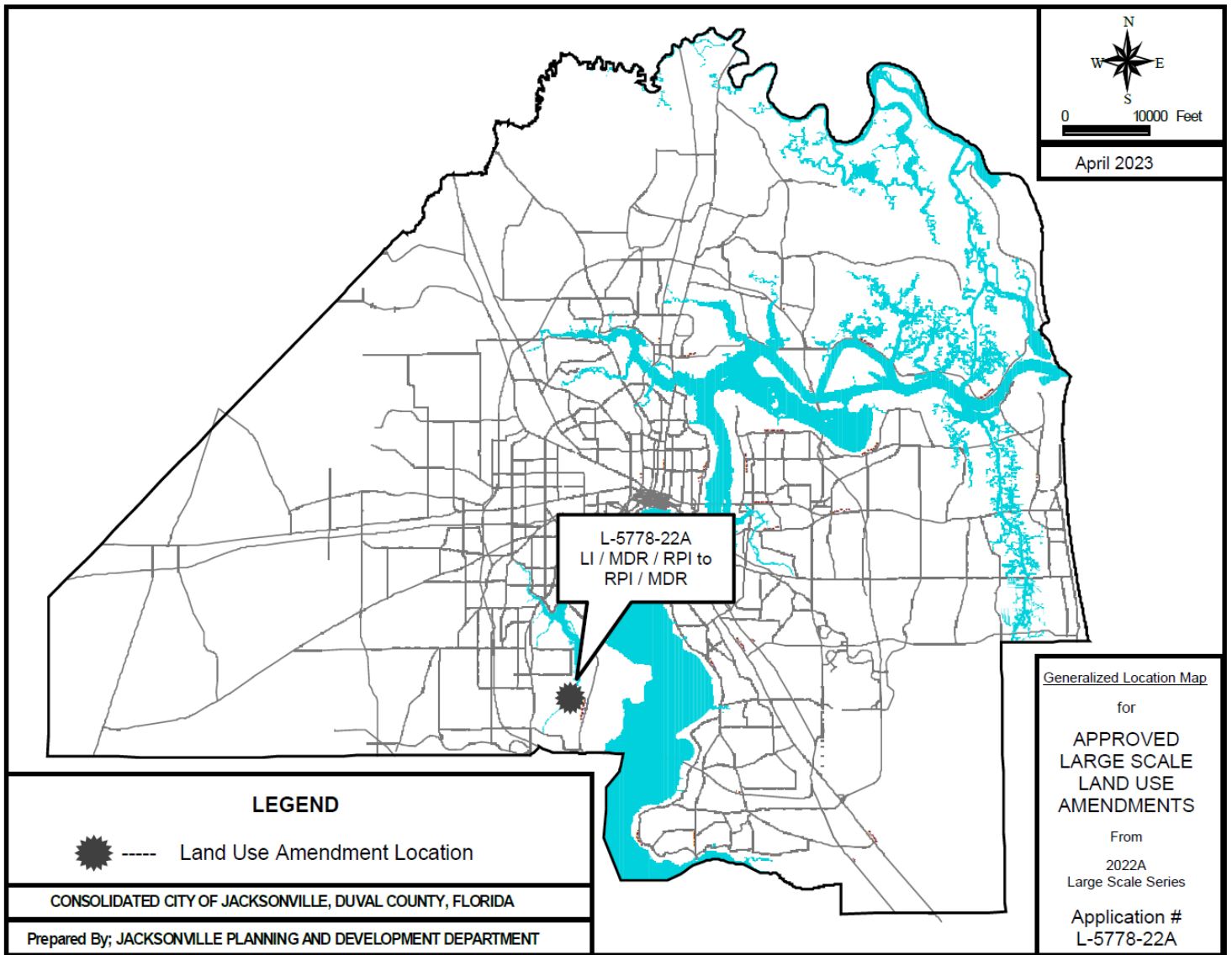
Planning District: 3

Identification Number: L-5673-22A

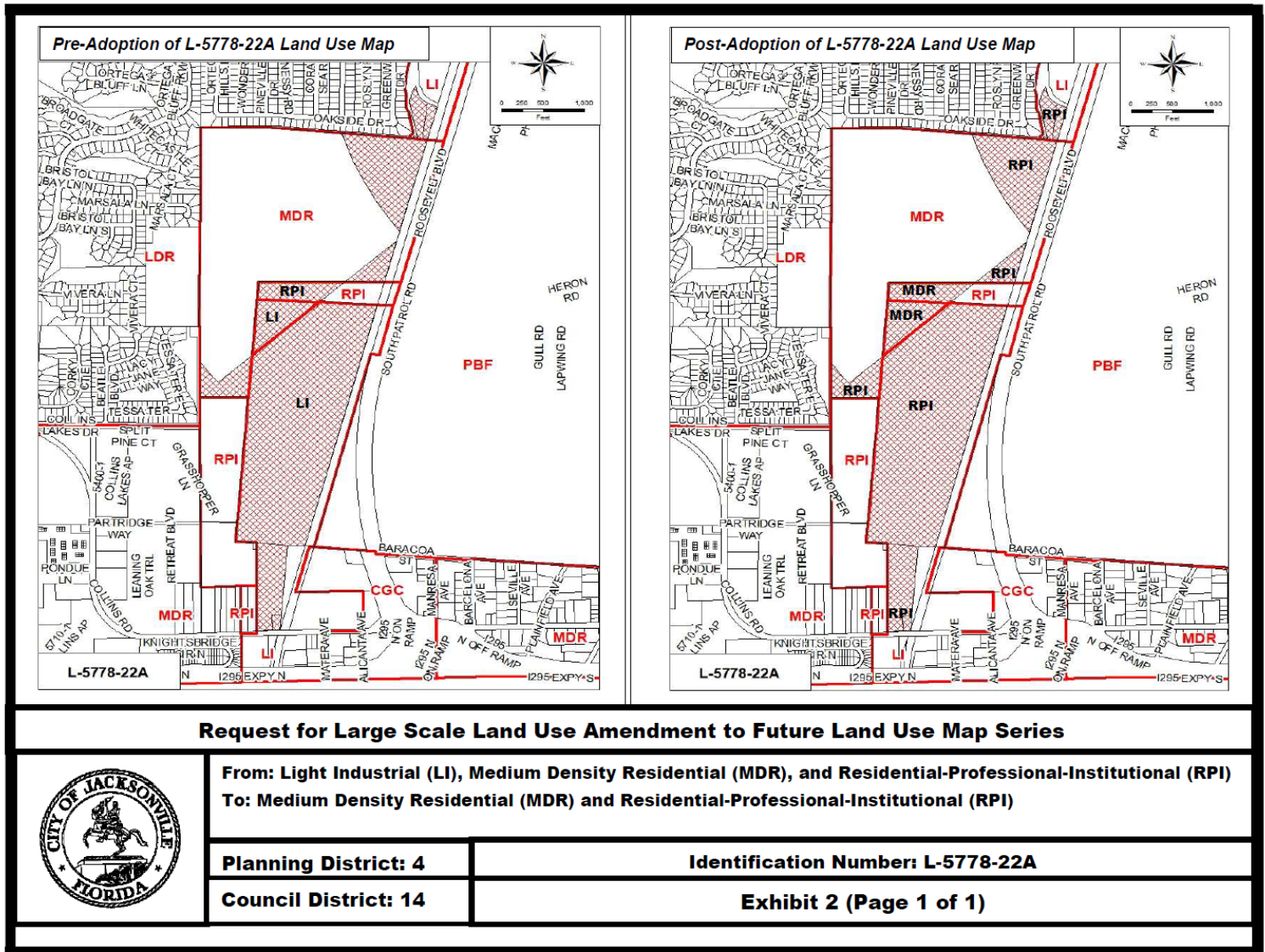
Council District: 11

Exhibit 2 (Page 1 of 1)

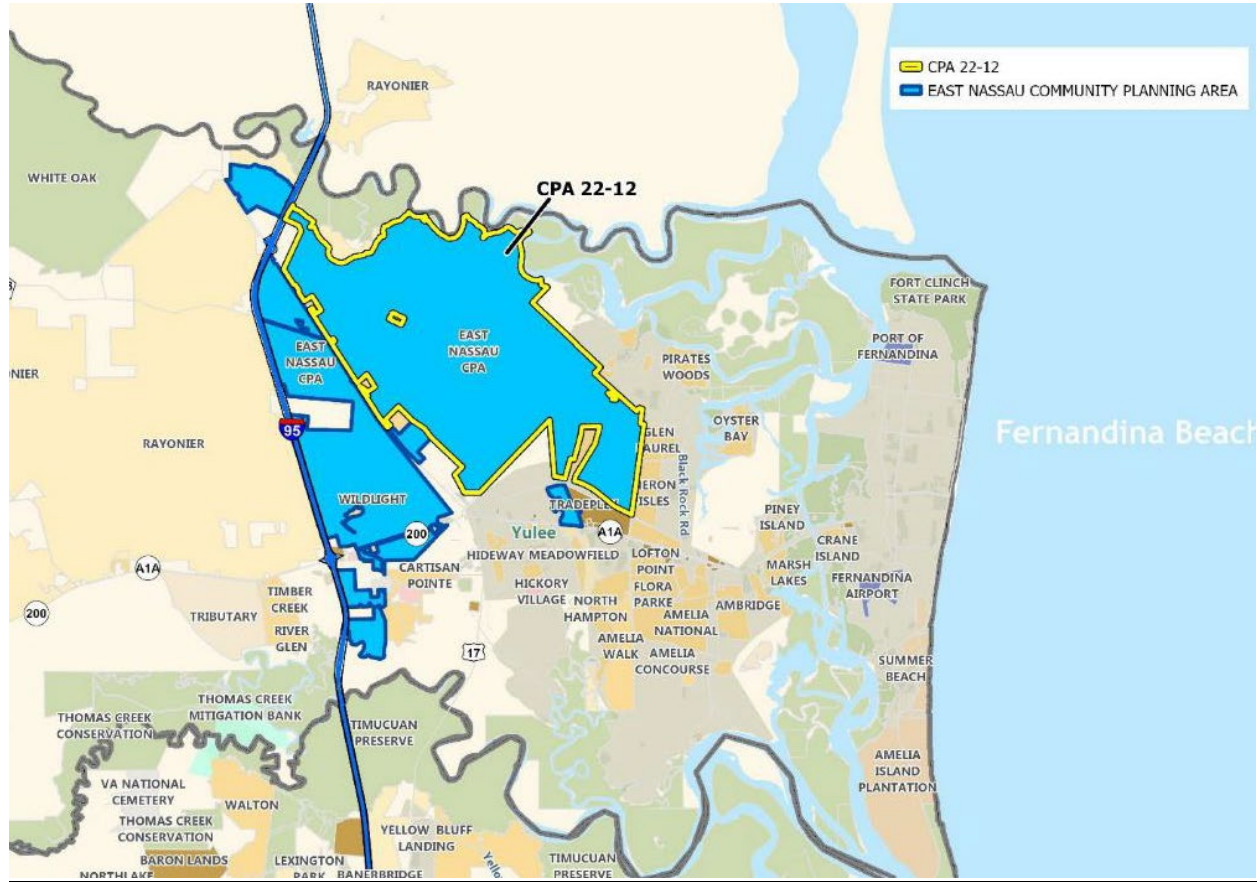
Map 3: The City of Jacksonville 23-1ESR (Location Map)



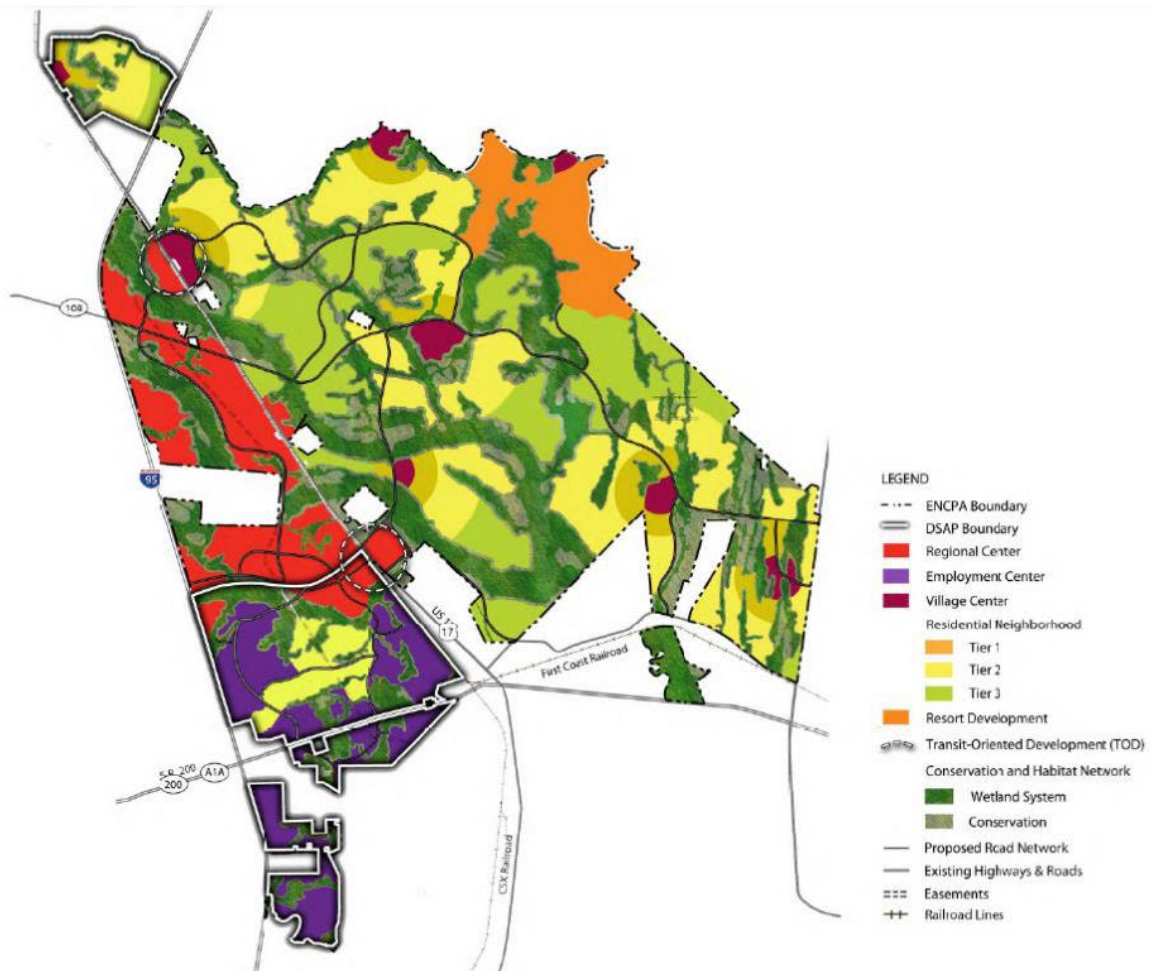
Map 4: The City of Jacksonville 23-1ESR(Existing and Proposed Future Land Use)



Map 5: Nassau County 23-2SP (Location Map)



Map 6: Nassau County 23-6SP (Existing Future Land Use Map)



Map 7: Nassau County 23-2SP (Proposed Future Land Use Map)

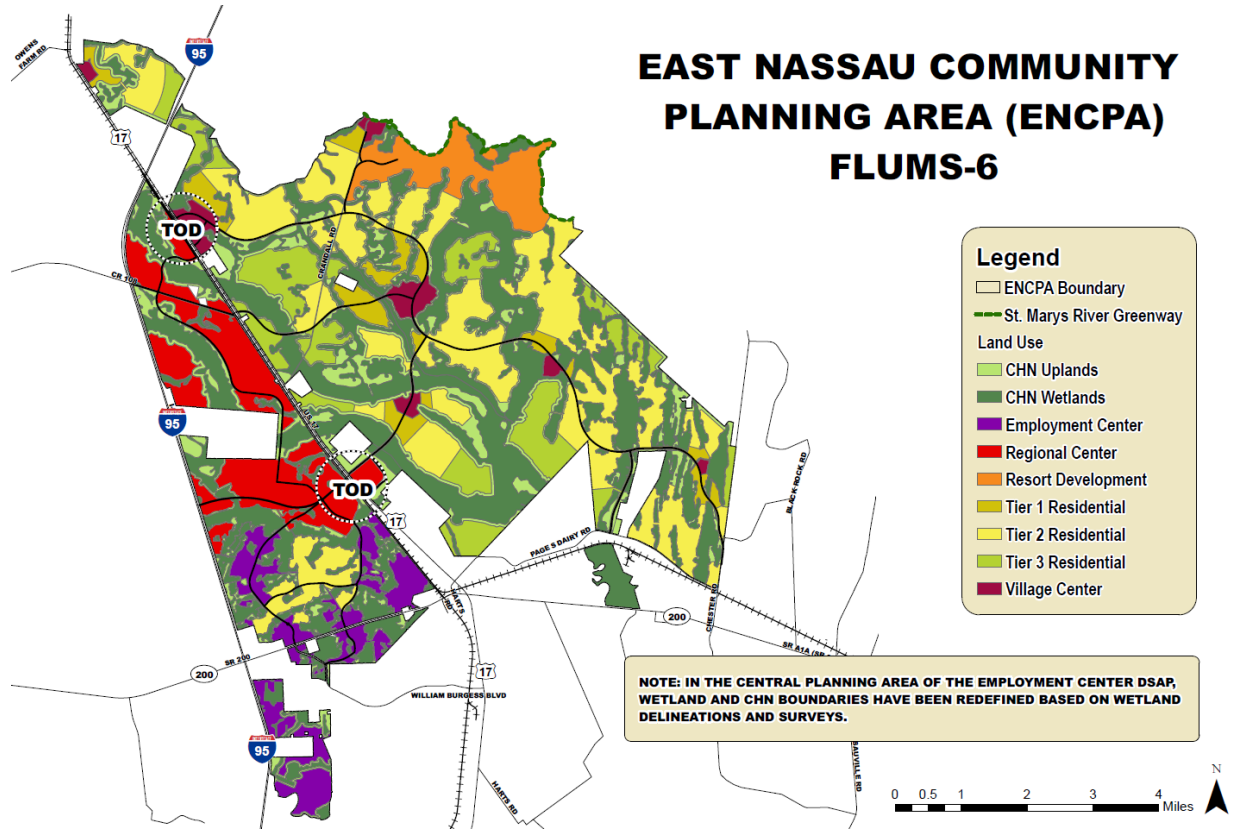
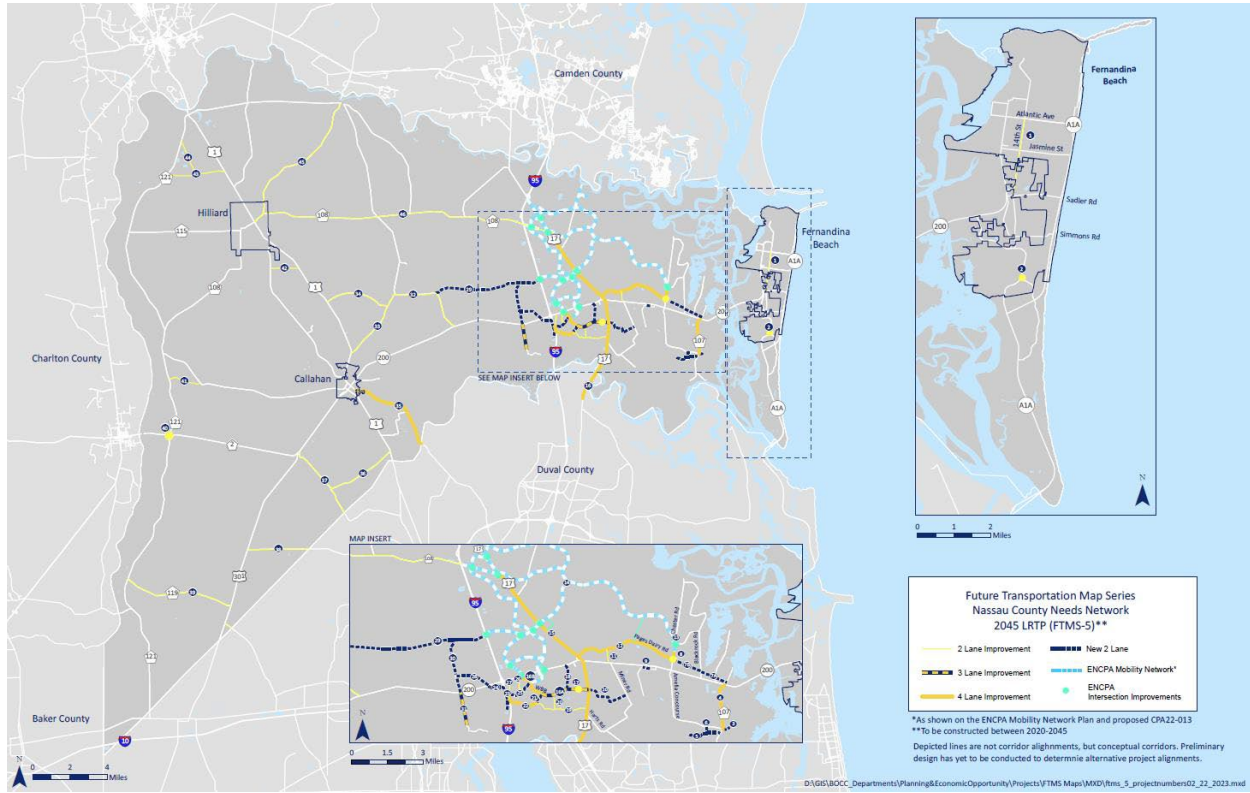


Table 1: Nassau County 23-2SP (CPA 2022-12 Adopted and Proposed Land Use Subcategories)

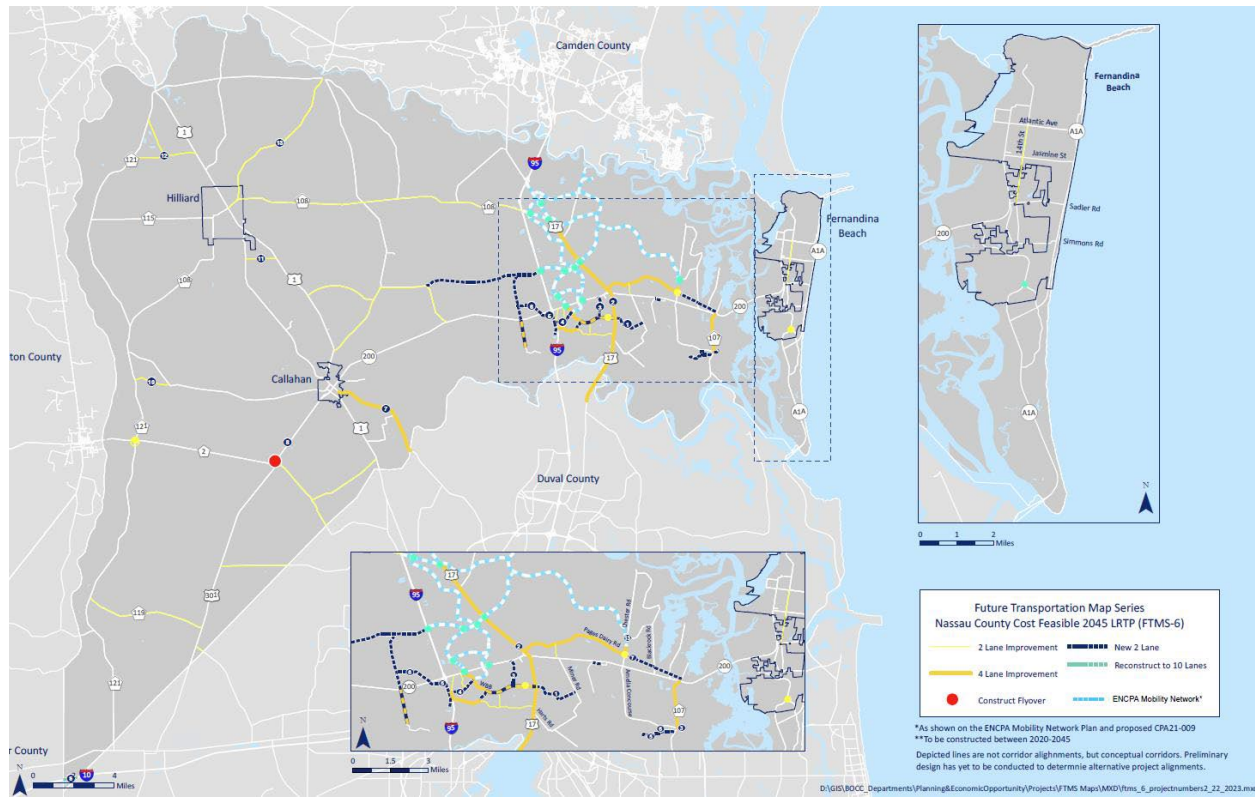
Table 1: CPA22-012 adopted and proposed land use subcategories

Type	Adopted Acreage	Proposed Acreage	Change in Acreage	% Change from Adopted to Proposed
Village Center	467	429	(38)	(8.14%)
Resort Development	1,001	943	(58)	(5.8%)
Regional Center	37	0	(37)	(100%)
Residential Tier 1	750	744	(6)	(0.8%)
Residential Tier 2	3,110	3,855	745	23.95%
Residential Tier 3	2,713	1,859	(854)	(31.45%)
CHN	6,801	7,049	248	3.65%
TOTAL	14,879	14,879	0	

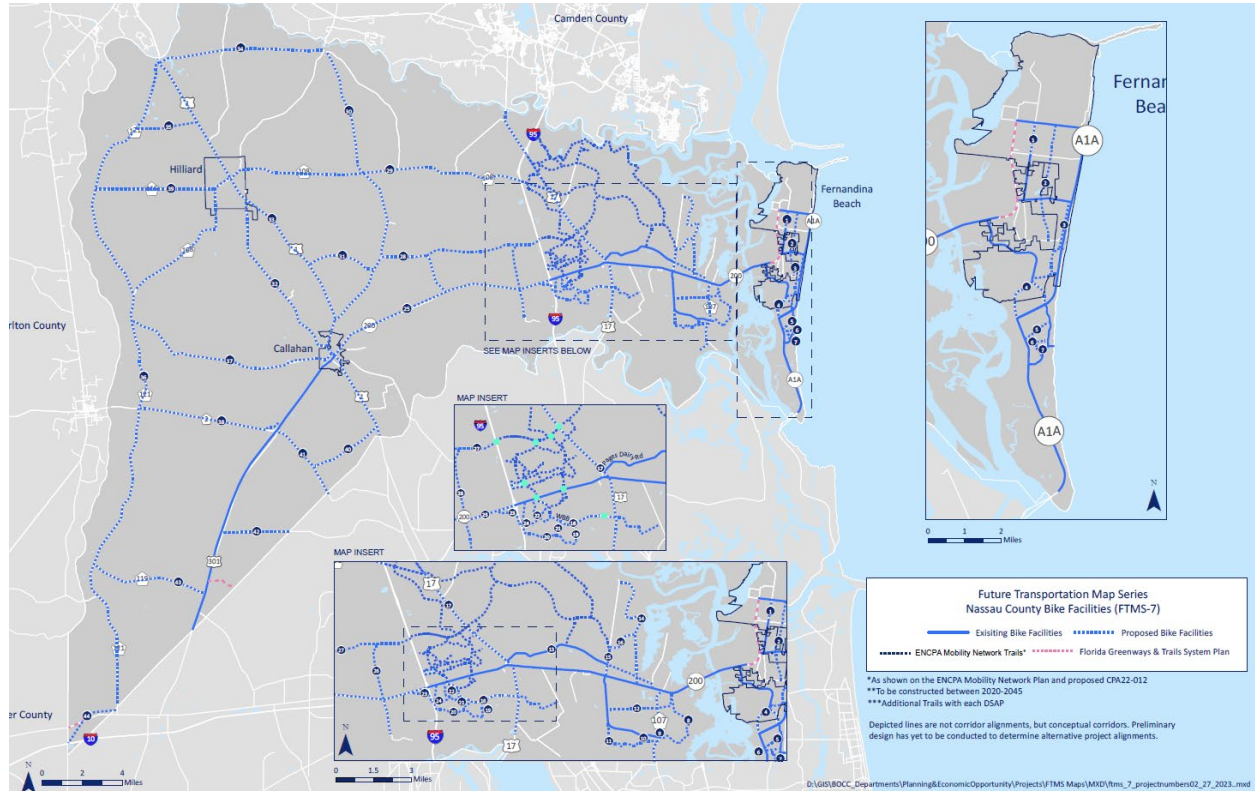
Map 8: Nassau County 23-3SP (Nassau County Needs Network LRTP)



Map 9 Nassau County 23-3SP (Nassau County Cost Feasible Network LRTP)



Map 10: Nassau County Bike Facilities



Map 11: Nassau County Trail Facilities

