



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Department of Public Works
214 N. Hogan Street, 10th Floor
Jacksonville, FL 32202
(904) 255-8786
www.jacksonville.gov

April 3, 2024

The Honorable Ronald B. Salem
City Council President
and Members of the City Council
117 West Duval Street, Suite 425
Jacksonville, Florida 32202

RE: Renewal/Modification Application for Certificate of Public Convenience and Necessity
Greenland Biomass, LLC
Clean Debris & Yard Trash Recycling Facility
11651 Davis Creek Road East
Jacksonville, Florida 32256

Dear Council President Salem and City Council Members:

In accordance with the provisions of Section 380.105 (d) of the City of Jacksonville Ordinance Code, the Public Works Department hereby provides its' comments and recommendations regarding the above-referenced renewal/modification application as follows:

Section 380.105 (d) (1) – Quantity of solid waste in the City requiring management or disposal:

The quantity of construction and demolition debris (C&DD) generated in Duval County is estimated at 1,189,555 tons per year (not including asphalt). The quantity of yard trash generated in Duval County is estimated at 271,395 tons per year.

Section 380.105 (d) (2) – Capacity of the existing facilities and the capacity of the proposed operation:

The Greenland Biomass, LLC facility proposes to accept up to 3,000 tons of clean debris, yard trash and clean wood per operating day. Listed below are the facilities that hold a Certificate of Public Convenience and Necessity within Duval County to recycle and/or landfill clean debris and yard trash:

Facility Capacity	Operation
Action Recycling 1,200 tons per day	Clean Debris Recycling Facility
ACET Recycling, LLC 1,000 tons per day	Clean Debris Recycling Facility
Coastal Recycling Services, LLC 1,000 tons per day	C&DD Recycling Facility (including yard trash)
Custom Concrete, Inc. 910 tons per day	Clean Debris Recycling Facility
Duval Asphalt Products, Inc. 12 th Street Location 825 tons per day (550 of which is clean debris)	C&DD Recycling Facility (clean debris & asphalt shingles)
Duval Asphalt Products, Inc. Philips Highway Location 550 tons per day	Clean Debris Recycling Facility
Hrustic Brothers, Inc. Edgewood Avenue Location 1,200 tons per day	Clean Debris Recycling Facility
Hrustic Brothers, Inc. Fayal Drive Location 1,200 tons per day	Clean Debris Recycling Facility
ACC Florida, LLC 5,000 tons per day	Clean Debris Recycling Facility
Whitehouse Recycling 2,000 tons per day	C&DD Recycling Facility (including yard trash)
Jones Road C&DD Disposal Facility 3,000 tons per day	C&DD Disposal/Recycling Facility (including yard trash)
Masters Road, LLC 1,500 tons per day	Clean Debris Recycling Facility

Mulliniks Recycling, Inc. 1,500 tons per day	Clean Debris Recycling Facility
Old Kings Road C&DD Disposal Facility 3,000 tons per day	C&DD Disposal/Recycling Facility (including yard trash)
Otis Road Landfill, LLC 2,000 tons per day	Class III Landfill/Recycling Facility
Outdoor Depot, Inc. 1,000 tons of clean debris per day 275 tons of yard trash per day	Clean Debris & Yard Trash Recycling Facility
Realco Recycling Co., Inc. 1,400 tons per day (1,000 of which is reserved for clean debris)	C&DD Recycling Facility
Trail Ridge Landfill 5,000 tons per day	Class I Landfill
United Brothers, Inc. 250 tons per day	Clean Debris Recycling Facility
Gaston Tree Debris Recycling, LLC Philips Highway Location 800 tons per day	Yard Trash Recycling Facility
Greenland Biomass 2,000 tons per day	Yard Trash Recycling Facility
Mulch Manufacturing, Inc. 1,360 tons per day	Yard Trash Recycling Facility
Shaw's Land Clearing, LLC 675 tons per day	Yard Trash Recycling Facility
Sunshine Organics & Compost, LLC 200 tons per day	Composting & Yard Trash Recycling Facility

Section 380.105 (d) (3) – Availability of alternate methods of management or disposal:

Alternate methods of disposal and/or processing are available within the county for these waste streams. Depending on the type of construction and demolition material, it is typically disposed or processed in one of the following manners: landfilled, concrete/block can be processed into mid-size pieces for use as rip rap, processed into small pieces for use in roadways or parking areas or utilized on construction projects for various structural and drainage considerations, metal

can be separated and sent to metal recyclers. Yard trash and clean wood is typically disposed or processed in one of the following manners: landfilled, processed into mulch for landscaping purposes or size reduced for use as boiler fuel or landfill cover material.

Section 380.105 (d) (4) – Potential sites best suited to serve the City:

The Greenland Biomass Site is located south of Interstate 295 and east of Philips Highway on Davis Creek Road East in the southeastern portion of the City. The location of this Facility is well suited to serve the southeastern portions of the City of Jacksonville.

Section 380.105 (d) (5) – Availability of regional facilities that are operating, or are projected within five years to be constructed and operating, that do or will accept the type and quantity of waste to be disposed or managed by the proposed facility:

The facilities that currently have a certificate to landfill or otherwise process these waste streams are listed in a previous section of this letter report. One other facility, owned by Kenzie Recycling, LLC, has submitted an initial application to the Solid Waste Division for the processing of yard trash in the Imeson Business Park area. No other facilities are known to be planned for Duval County at this time.

Section 380.105 (d) (6) – Whether the waste to be disposed or managed is generated within Duval County:

Based upon the type of waste received by the facility and the location of the facility operations, the majority of the waste delivered to this facility is expected to be generated in southeastern Duval County.

Section 380.105 (d) (7) – The current rate of waste generation and the projected generation rate in Duval County over the next five years:

The average rate of waste generated in Duval County for the construction and demolition debris waste stream over the past 5 years has been estimated at 1,120,000 tons per year (not including asphalt). As listed in an earlier section of this report, it is estimated that 1,189,555 tons of this waste stream is currently generated annually in Duval County.

The average rate of waste generated in Duval County for the yard trash waste stream over the past 5 years has been estimated at 275,000 tons per year. As listed in an earlier section of this report, it is estimated that 271,395 tons of this waste stream is currently generated annually in Duval County.

The projected generation rates of these waste streams over the next five years are anticipated to remain steady but may change depending on economic conditions or natural disasters in the area over this time period.

Section 380.112 (a)

Attached are agency responses from the Solid Waste Division, the Environmental Quality Division, the Planning and Development Department and the Florida Department of Health in Duval County. All reviewing agencies have recommended that the renewal and modification application be approved.

Section 380.112 (d)

This site has not had any payable citations related to its CON and is in compliance.

Section 380.112 (f)

Based on an on-line review of the Duval County Tax Collector's website, the applicant has no outstanding taxes or liens due to the City of Jacksonville.

Section 380.111

In accordance with the provisions of Section 380.111 of the City of Jacksonville Ordinance Code, the above-referenced facility is requesting to modify certain Specific Conditions of their current CON, which is identified by City of Jacksonville Ordinance number 2012-187-E-R1. The requested modification is specific to the facility's hours of operation. Below is the facility's current CON language along with the proposed modification language.

The facility's current hours of operation language (Specific Condition 11):

The hours of operation shall be from 6:00 A.M. to 7:00 P.M., Monday through Saturday, excluding Thanksgiving and Christmas. There shall be no truck traffic to or from this site outside the hours of operation.

The facility's proposed hours of operation language (Specific Condition 11):

The standard hours of operation shall be from 6:00 A.M. to 7:00 P.M., Monday through Saturday, excluding Thanksgiving and Christmas. The Facility may receive and process materials during the standard hours of operation consistent with its engineering plan documented in the CON application. At all times outside of the standard hours of operation, excluding Thanksgiving and Christmas, the Facility may receive and stockpile incoming materials. All conditions surrounding the receipt of materials outside of the standard operating hours shall apply, including but not limited to, weighing and proper inspection of incoming material.

The requested modification is not contrary to any local, state or federal regulation applicable to the facility, including the facility's current zoning.

Section 380.112 (c)

In accordance with the provisions of Section 380.112 (c) of the City of Jacksonville Ordinance Code, the above-referenced facility is proposing changes to the Specific Conditions of their current CON, which is identified by City of Jacksonville Ordinance number 2012-187-E-R1. The requested modification is specific to the facility's authorized material types and capacities. Section 380.111 does not allow for administrative changes to a facility's authorized material types and capacities; therefore, this modification will require City Council approval. Below is the facility's current CON language along with the proposed modification language.

The facility's current authorized materials and capacity language (Specific Condition 3):

The Greenland Biomass Site is only authorized to accept and process yard trash as defined in City of Jacksonville Ordinance 380, Part 1 and clean wood as defined in City of Jacksonville Ordinance 380, Part 1. The Facility may accept up to 2,000 tons per operating day based on six days a week and up to 311 working days per year.

The facility's proposed authorized materials and capacity language (Specific Condition 3):

The Greenland Biomass Site will accept and process at the Facility only clean concrete, brick, ceramics, rock and other items that meet the definition of clean debris as defined in City of Jacksonville Ordinance 380, Part 1. Greenland Biomass, LLC is also permitted to accept and process at the Facility yard trash and clean wood as defined in City of Jacksonville Ordinance 380, Part 1. The Facility may accept up to a total of 3,000 tons of clean debris, yard trash and clean wood per operating day. The amount of material accepted at the Facility shall be delivered, stored and processed in a manner consistent with the Facility's engineering plan submitted as part of the CON application.

The requested modification is not contrary to any local, state or federal regulation applicable to the facility, including the facility's current zoning. The Solid Waste Division has also incorporated the following into the Specific Conditions: language for permit consistency, current regulatory reference updates and any Environmental Quality Division suggested inclusions. Except for those listed in the previous two sections of this letter, no other changes have been made to the Specific Conditions and they are provided as Exhibit I.

Section 380.105 (d)(8) – Other considerations:

The modification of the existing CON to include clean debris (concrete, brick, block, etc.) processing/recycling is in part due to the consolidation of two CON facilities into one. The Greenland Biomass CON holder also previously held a CON for the processing/recycling of clean debris under the name Bayard One authorized by ordinance 2012-643-E which was located approximately 1500 feet west-southwest of Greenland Biomass at 11669 Philips Highway. The CON holder chose not to renew the Bayard One CON and instead consolidate the two facilities into one location.

Transmitted herewith are agency responses from the Solid Waste Division, the Environmental Quality Division, the Planning and Development Department and the Florida Department of Health in Duval County, which have been incorporated into the conditions, listed in Exhibit I attached hereto.

Based upon the determination of need for this facility and the approval of the requested modification by the City Council, the Public Works Department supports the issuance of the renewal/modification of the Certificate of Public

Convenience and Necessity for the Greenland Biomass, LLC – Clean Debris & Yard Trash Recycling Facility under the conditions specified in Exhibit I. The enacted resolution shall serve as the certificate and the resolution number shall serve as the certificate number. The effective date of this certificate renewal/modification shall be the date the resolution is signed by the Mayor or it becomes effective without his/her signature. This certificate shall be valid for a period of five years from the effective date. Should the applicant desire to renew the certificate, a renewal application shall be submitted to the City of Jacksonville’s Solid Waste Division no later than six (6) months prior to the certificate expiration date.

If there are any questions regarding this matter, please contact me at your convenience.

Sincerely,

Nina C. Sickler, P.E.
Director of Public Works Department

Attachments

cc: Steven D. Long, Jr., P.E., Public Works Department
Will Williams, M.B.A., Solid Waste Division
Eric B. Fuller, Solid Waste Division
Cletus Kuhn, Solid Waste Division

Attachment A

Review Letters from:

Florida Department of Health in Duval County
Planning and Development Department
Environmental Quality Division
Solid Waste Division

Mission:

To protect, promote & improve the health of all people in Florida through integrated state, county & community efforts.



Ron DeSantis
Governor

Joseph A. Ladapo, MD, PhD
State Surgeon General

Vision: To be the Healthiest State in the Nation

July 20, 2023

Mr. Cletus Kuhn
Solid Waste Specialist
Department of Public Works
1031 Superior Street
Jacksonville, FL 32254

**RE: Greenland Biomass Site
11651 Davis Creek Road E
Jacksonville, FL 32256
Major Modification Application for Certificate of Public Convenience and Necessity (CON)**

Dear Mr. Kuhn:

In accordance with Chapter 380.105, City Ordinance Code, the Florida Department of Health in Duval County, Environmental Health and Safety Division, hereby forwards its comments regarding the above referenced application.

According to the above-mentioned CON application for **11651 Davis Creek Road E, Jacksonville, FL 32256**, the facility utilizes an onsite limited use well (Permit 16-57-00092) and an onsite sewage treatment and disposal system permitted by FDOH, annual operating permit number 16-QJ-1382000, for use by employees and authorized visitors.

Based on the above information, the Florida Department of Health in Duval County offers no objection to this Application for Certificate of Public Convenience and Necessity.

If you have any questions concerning this letter, please contact me at (904) 253-2550.

Sincerely,

John Cordy
Environmental Manager

Cc: William Powell

Florida Department of Health in Duval County
Division of Environmental Health and Safety
921 N. Davis Street • Bldg. B, Suite 350 (MC-45)
Jacksonville, FL 32209
PHONE: 904-253-1280 • FAX: 904-253-2390
FloridaHealth.gov



Accredited Health Department
Public Health Accreditation Board

Revised Exhibit 2

Rev Letters

June 17, 2024 - NCSPHS

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ONE CITY. ONE
JACKSONVILLE.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning and Development Department
214 North Hogan Street, Suite 300
Jacksonville, FL 32202
(904) 630-CITY
www.coj.net

MEMORANDUM

TO: Eric B. Fuller, Environmental Programs Manager
Public Works Department, Solid Waste Division

FROM: William B. Killingsworth, Director
Planning and Development Department

RE: Application for Renewal of Certificate of Public Convenience and Necessity (CON)
Greenland Biomass
11651 Davis Creek Road East
Jacksonville, FL 32256

DATE: July 21, 2023

In accordance with the provisions of Section 380.105, Ordinance Code, the Planning and Development Department hereby forward its comments and recommendations regarding the above referenced application:

(1) Compliance with the Zoning Code.

The subject property is located east-northeast of Philips Highway, is currently zoned Planned Unit Development (PUD) with conditions and is currently in use as a facility to process yard waste. The renewed CON seeks to add processing of clean construction debris including concrete. The proposed use is allowed in the written description of the revised PUD Zoning District (2023-0038-E) and is therefore in compliance with the City's zoning code subject to PUD verification and the following condition:

- In the event JEA notifies the operator in writing that fugitive dust and/or fumes from concrete crushing operations on the site are interfering with JEA operations at the Greenland Energy Center, the operator will cease concrete crushing operations until all issues are remedied.

(2) The impact of the proposed facility on surrounding and nearby land uses including those impacts caused by the anticipated traffic patterns associated therewith.

The subject property is located off Philips Highway in an area dominated by undevelopable lands. To the east of the subject property is a JEA energy generating facility. To the south and west of the facility are undevelopable lands.

Revised Exhibit 2

Rev Letters

June 17, 2024 - NCSPHS

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To the north are warehouse and light industrial flex space uses. It is the opinion of the Planning and Development Department that the facility is generally consistent with the adjacent neighboring uses.

(3) *The consistency of the proposed facility with any duly adopted Comprehensive Plan and all land use regulations related thereto.*

The subject property is in the Heavy Industrial (HI) land use category. A facility located in this functional land use category is consistent with the Future Land Use Element (FLUE) of the City's 2045 Comprehensive Plan. This property is also located within the Industrial Sanctuary, Situational Compatibility Zone, enacted per Ordinance 2007-398-E.

(4) *Whether the entity submitting an application is currently a registered business in the City and has a current Certificate of Use for the proposed facility operations.*

According to the City of Jacksonville Zoning Administrator, there is a Certificate of Use (COU) on file for 11651 Davis Creek Road East for the processing of yard trash and concrete.

(5) *Such considerations as he/she deems relevant.*

The Planning and Development Director and the Current Planning Division Chief have identified no additional concerns.

Based on the preceding, it is the recommendation of the Planning and Development Department that the application for renewal of the "Certificate of Public Convenience and Necessity" for Greenland Biomass be **APPROVED**.

If there are any questions regarding this matter, please contact me at your convenience.

18309.0

Certificate of Use ID#

168068-1100

Real Estate #

CERTIFICATE OF USE Jacksonville, Florida

This document certifies that GREENLAND BIOMASS, LLC, located

At 11651 DAVIS CREEK ROAD EAST, is registered as a

Street Address

Unit #

RECYCLING OF YARD TRASH AND CONCRETE NOTE: COU IS FOR LAND USE ONLY

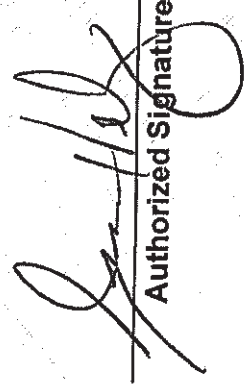
Type of Business/Use

This Certificate of Use confirms that the subject business/use is in compliance with
The City's Zoning Code, Building Code, and Fire Code, Pursuant to

Ordinance 2005-1355-E

AUGUST 11, 2023

Date


Authorized Signature



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Neighborhoods Department
Environmental Quality Division
214 N. Hogan St., 5th Floor
Jacksonville, FL 32202
(904) 255-7100
www.jacksonville.gov

March 6, 2024

MEMORANDUM

TO: Steven Long, P.E., Operations Director
Department of Public Works

FROM: Melissa M. Long, P.E., Chief *p.p. Terry Carr*
Environmental Quality Division

SUBJECT: Application for Major Modification of Certificate of Public Convenience and Necessity
Greenland Biomass, LLC Facility
11651 Davis Creek Road East (RE# 168068-1100)

The Environmental Quality Division (EQD) has reviewed the additional information received on January 29, 2024, February 14, 2024, and February 16, 2024, for the Greenland Biomass, LLC Facility Application for Major Modification of Certificate of Public Convenience and Necessity. This facility is located at 11651 Davis Creek Road East. The EQD review was conducted in accordance with the requirements of 380.105(a) and (e), City of Jacksonville Ordinance Code.

EQD has determined that the applicant has provided all information needed to complete its review, and the application provides reasonable assurance that the proposed project will comply with the state and local environmental regulations that are under its jurisdiction.

EQD staff requests that Solid Waste Division provide a copy of the draft certificate conditions for review and comment.

If you need additional information, please contact Charles Hubsch of EQD, at telephone number (904) 255-7217.



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Donna Deegan, Mayor

Department of Public Works
Solid Waste Division
1031 Superior Street
Jacksonville, FL 32254
(904) 255-7500
www.jacksonville.gov

TO: Nina C. Sickler, P.E., Director
Department of Public Works

FROM: Will Williams, M.B.A, Chief
Solid Waste Division

Cletus Kuhn, Solid Waste Environmental Specialist
Solid Waste Division

DATE: February 20, 2024

SUBJECT: Certificate of Public Convenience and Necessity Modification/Renewal Application
Greenland Biomass, LLC – Clean Debris & Yard Trash Recycling Facility
11651 Davis Creek Road East
Jacksonville, Florida 32256

The Greenland Biomass, LLC facility is located south of Interstate 295 and east of Philips Highway on Davis Creek Road East in the southeastern portion of the City. The facility lies within an area developed with business park/industrial type of uses and is currently zoned Planned Unit Development (PUD) with conditions and lies within the Heavy Industrial (HI) land use category. Greenland Biomass, LLC is currently permitted to accept and process yard trash and clean wood and is proposing to modify their existing certificate of public convenience and necessity (CON) to also accept and process clean debris at the facility.

In accordance with Chapter 380.105(b), City of Jacksonville Ordinance Code, the Solid Waste Division hereby forwards its comments and recommendations regarding the above referenced application:

(1) Whether the proposed method of operation will comply with the requirements of this Part and with the Florida Statutes and Florida Administrative Code.

The Greenland Biomass, LLC facility operation as described in the renewal application for Certificate of Public Convenience and Necessity, as submitted by Mechling Engineering & Consulting, Inc., will comply with current local, state and federal rules and regulations in regards to solid waste handling, storing, processing and disposal.

(2) Whether any hazard or menace to the public health would be created by the proposed use of the land involved or by the proposed method of operation.

The Greenland Biomass, LLC facility operation, when operated according to the approved operations plan submitted as part of the renewal application, will not create any hazard or menace to the public health.

(3) Whether the wastes to be disposed or managed are generated within Duval County.

Based upon the type of waste received by the facility and the location of the facility operations, the majority of the waste delivered to this facility is expected to be generated in Duval County.

(4) The rate at which the wastes to be disposed or managed are being generated in Duval County and the projected generation rate over the next five years.

The average rate of waste generated in Duval County for the yard trash waste stream over the past 5 years has been estimated at 275,000 tons per year. It is estimated that 271,395 tons of this waste stream is currently generated annually in Duval County.

The average rate of waste generated in Duval County for the Construction and Demolition Debris waste stream over the past 5 years has been estimated at 1,120,000 tons per year (not including asphalt). It is estimated that 1,189,555 tons of this waste stream is currently generated annually in Duval County (not including asphalt).

The projected generation rates of these waste streams over the next five years is anticipated to remain steady but may change depending on economic conditions or natural disasters in the area over this time period.

(5) The reasonably available means to reduce or eliminate the wastes requiring disposal or management.

The Greenland Biomass, LLC facility proposes to accept yard trash and clean debris for processing and subsequent recycling. Yard trash is typically generated by yard maintenance and land clearing projects. Clean debris is typically generated by construction and demolition projects. There currently exist no reasonable available means to reduce or eliminate these waste streams apart from recycling them as proposed by the facility operation.

Based upon review of the above listed solid waste related items, it is the recommendation of the Solid Waste Division that the modification/renewal application for a Certificate of Public Convenience and Necessity regarding the Greenland Biomass, LLC Clean Debris & Yard Trash Recycling Facility be **approved**.