



A NEW DAY.

City of Jacksonville, Florida

Donna Deegan, Mayor

Planning Department
214 N. Hogan St., Suite 300
Jacksonville, FL 32202
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July 17, 2025

The Honorable Kevin Carrico
The Honorable Joe Carlucci, LUZ Chair
And Members of the City Council
City Hall
117 West Duval Street
Jacksonville, Florida 32202

RE: Planning Commission Advisory Report
Ordinance No.: 2025-0448

Dear Honorable Council President Carrico, Honorable Council Member and LUZ Chairperson Carlucci and Honorable Members of the City Council:

Pursuant to the provisions of Section 30.204 and Section 656.129, *Ordinance Code*, the Planning Commission respectfully offers this report for consideration by the Land Use and Zoning Committee.

Planning Department Recommendation: **Approve w/ Amendment**

1. Sec.656.1209: For industrial developments, when the total cumulative renovation of existing development within one year is equal to at least **70 50** percent of the assessed value of the lot improvements for the current year's value, according to the Property Appraiser, or the total square footage of a structure is expanded to **70 50** percent or greater, as well as any cumulative square footage expansions totaling **70 50** percent, the project will be deemed a Qualified Project, then this Subpart shall be applicable to existing development and the expansion.

Planning Commission Recommendation: **Approve w/ Amendment**

1. Sec.656.1209: For industrial developments, when the total cumulative renovation of existing development within one year is equal to at least **70 50** percent of the assessed value of the lot improvements for the current year's value, according to the Property Appraiser, or the total square footage of a structure is expanded to **70 50** percent or greater, as well as any cumulative square footage expansions totaling **70 50** percent, the project will be deemed a Qualified Project, then this Subpart shall be applicable to existing development and the expansion.
2. Add to the legislation the option for developers to either use a Certified Appraiser to determine the assessed value of the lot improvements for the current year's value or use the Property Appraiser value.

Planning Commission Commentary: There were no speakers in opposition. While the commission supported the proposed parking reduction for industrial uses, it did not support increasing the 50% rule to 70%. The legislative representative, Chris Hagan, was willing to reduce the proposed increase to 60% and also suggested allowing developers to use a Certified Appraiser instead of relying solely on the Property Appraiser's assessed value. Commissioners agreed that allowing developers to seek a Certified Appraiser was appropriate, but they were divided on permitting 60% of renovations within a calendar year. Overall, the commissioners concurred with the Planning Department's concerns and voted to keep the 50% rule in place.

Planning Commission Vote: **8-0**

Mark McGowan, Chair	Aye
Tina Meskel, Vice Chair	Aye
Mon'e Holder, Secretary	Aye
Lamonte Carter	Aye
Amy Fu	Aye
Charles Garrison	Aye
Ali Marar	Aye
Dorothy Gillette	Aye

If you have any questions or concerns, please do not hesitate to contact me at your convenience.

Sincerely,



Erin L. Abney, MPA

Chief, Current Planning Division
Planning Department
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Jacksonville, FL 32202
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REPORT OF THE PLANNING DEPARTMENT

The Planning Department hereby forwards to the Planning Commission; Land Use and Zoning Committee; and City Council its comments and recommendations on:

ORDINANCE 2025-0448

AN ORDINANCE REGARDING INDUSTRIAL DEVELOPMENTS; AMENDING SECTION 656.604 (NUMBER OF OFF-STREET PARKING SPACES REQUIRED), SUBPART A (OFF-STREET PARKING, ON-STREET PARKING AND LOADING FOR MOTOR VEHICLES), PART 6 (OFF-STREET PARKING, ON-STREET PARKING AND LOADING REGULATIONS), CHAPTER 656 (ZONING CODE), ORDINANCE CODE, TO MODIFY THE PARKING REQUIREMENTS FOR INDUSTRIAL, WHOLESALE, WAREHOUSE, STORAGE AND SIMILAR USES; AMENDING SECTION 656.1209 (APPLICABILITY), SUBPART C (LANDSCAPING REQUIREMENTS), PART 12 (LANDSCAPE AND TREE PROTECTION REGULATIONS), CHAPTER 656 (ZONING CODE), ORDINANCE CODE, TO MODIFY LANDSCAPING REQUIREMENTS FOR INDUSTRIAL DEVELOPMENT; PROVIDING FOR CODIFICATION INSTRUCTIONS; PROVIDING AN EFFECTIVE DATE.

GENERAL INFORMATION

This bill amends Section 656.604, Subpart A, Part 6, Chapter 656, Ordinance Code, to modify parking requirements for industrial, wholesale, warehouse, storage, and similar uses. The bill also amends Section 656.1209, Subpart C, Part 12, Chapter 656, Ordinance Code, to modify landscaping requirements for industrial development.

Currently parking requirements related to industrial developments (Sec.656.604) are required at a ratio of one space per 2,000 square feet of gross floor area. The proposed changes will decrease the required parking to one space per 5,000 square feet of gross floor area.

The amendment adds language that specifies the applicability of landscaping requirements within Subpart C for industrial developments. For industrial developments, when the total cumulative renovation of existing development within one year is equal to at least 70 percent of the assessed value of the lot improvements for the current year's value, according to the Property Appraiser, or the total square footage of a structure is expanded to 70 percent or greater, the project will be deemed a Qualified Project, and the Subpart shall be applicable. It also clarifies that for nonindustrial development Qualified Projects, 20 percent of the project cost shall be applied to meet the requirements in Subpart C. For all other industrial development Qualified Projects, 5 percent of the project cost shall be applied to meet the requirements in Subpart C. Finally, the amendment provides that industrial developments shall have two years to come into compliance with the landscaping requirements.

EVALUATION

A. The need and justification for the change

The proposed changes to the parking ratio for industrial, wholesale, warehouse, storage, and similar uses are driven by consistently observed parking demand that is significantly lower than the minimum requirements outlined in the current zoning code. This mismatch has led to an increase in Administrative Deviation applications requesting reduced parking requirements. Aligning parking standards more closely with actual operational needs will reduce impervious surface coverage and advance the City's sustainability goals. The proposed changes would also bring the City's requirements in closer alignment with the Institute of Transportation Engineers (ITE) parking standard of 0.18 spaces per 1,000 square feet of gross floor area.

Staff consulted with Development Services Division and the Office of Resilience regarding the proposed amendments to Landscaping requirements of Part 12 for industrial projects. The Department has no concerns about the removal of the three-year threshold for industrial projects and the provision requiring 5% of project cost to be allocated toward meeting the requirements of this subpart for qualifying industrial projects. There is a preference that this requirement be applied consistently across all land uses, not just industrial. While the current change is acceptable as-is, broader application of the 5% standard would ensure equitable treatment across project types.

However, the Department strongly opposes the proposed change that would raise the threshold for renovations of industrial projects to qualify as a "qualified project" from 50% to 70% of assessed building value. Concerns include:

- The existing 50% threshold is consistent with standards used in other jurisdictions; raising it to 70% would make the City one of the most lenient in the state, based on research conducted on Florida cities.
- A higher threshold would discourage reinvestment in site landscaping when significant building improvements are made.
- Reducing landscaping obligations would negatively impact aesthetics, urban heat island mitigation, and overall site quality.
- The proposed change could lead to fewer trees being planted and an increase in heat retention across industrial zones.

B. The relationship of the proposed amendment to the Comprehensive Plan and the work of the Department with appropriate consideration as to whether the proposed amendment will further the purposes of the Zoning Code and Comprehensive Plan.

With recommended changes below, the proposed ordinance does not conflict with the 2045 Comprehensive Plan and overall supports the goals of the Planning Department and Zoning Code, which aim to promote the health, safety, morals, and general welfare of the public, regulate land use, and implement the Comprehensive Plan.

I. RECOMMENDATION

The Planning Department recommends that Ordinance 2025-0448 be **APPROVED with Amendment.**

Proposed Amendment:

Sec.656.1209: For industrial developments, when the total cumulative renovation of existing development within one year is equal to at least ~~70~~ 50 percent of the assessed value of the lot improvements for the current year's value, according to the Property Appraiser, or the total square footage of a structure is expanded to ~~70~~ 50 percent or greater, as well as any cumulative square footage expansions totaling ~~70~~ 50 percent, the project will be deemed a Qualified Project, then this Subpart shall be applicable to existing development and the expansion.

Introduced by Council Member White:

ORDINANCE 2025-448

AN ORDINANCE REGARDING INDUSTRIAL DEVELOPMENTS;
AMENDING SECTION 656.604 (NUMBER OF OFF-STREET
PARKING SPACES REQUIRED), SUBPART A (OFF-STREET
PARKING, ON-STREET PARKING AND LOADING FOR MOTOR
VEHICLES), PART 6 (OFF-STREET PARKING, ON-STREET
PARKING AND LOADING REGULATIONS), CHAPTER 656
(ZONING CODE), *ORDINANCE CODE*, TO MODIFY THE
PARKING REQUIREMENTS FOR INDUSTRIAL, WHOLESALE,
WAREHOUSE, STORAGE AND SIMILAR USES; AMENDING
SECTION 656.1209 (APPLICABILITY), SUBPART C
(LANDSCAPING REQUIREMENTS), PART 12 (LANDSCAPE
AND TREE PROTECTION REGULATIONS), CHAPTER 656
(ZONING CODE), *ORDINANCE CODE*, TO MODIFY
LANDSCAPING REQUIREMENTS FOR INDUSTRIAL
DEVELOPMENT; PROVIDING FOR CODIFICATION
INSTRUCTIONS; PROVIDING AN EFFECTIVE DATE.

BE IT ORDAINED by the Council of the City of Jacksonville:

**Section 1. Amending Section 656.604 (Number of off-street
parking spaces required), Subpart A (Off-Street Parking, On-Street
Parking and Loading for Motor Vehicles), Part 6 (Off-Street, On-Street
Parking and Loading Regulations), Chapter 656 (Zoning Code),
Ordinance Code.** Section 656.604 (Number of off-street parking spaces
required), Subpart A (Off-Street Parking, On-Street Parking and
Loading for Motor Vehicles), Part 6 (Off-Street, On-Street Parking
and Loading Regulations), Chapter 656 (Zoning Code), *Ordinance Code*,
is hereby amended to read as follows:

1 CHAPTER 656 - ZONING CODE

2 * * *

3 PART 6. - OFF-STREET PARKING, ON-STREET PARKING AND LOADING
4 REGULATIONS

5 * * *

6 SUBPART A. - OFF-STREET PARKING, ON-STREET PARKING AND LOADING FOR
7 MOTOR VEHICLES

8 * * *

9 Sec. 656.604. - Number of off-street parking spaces required.

10 Off-street parking spaces shall be provided and maintained in
11 all districts. The parking standards provided herein are minimum
12 requirements, however, except as set forth in subsections (e), ~~and~~
13 (f) and (g) below, the maximum number of off-street parking spaces
14 permitted for any use shall be the minimum required plus 20 percent
15 of the required spaces for parking lots with less than 100 spaces,
16 or ten percent of the required spaces for parking lots with more than
17 100 spaces. There shall be no maximum number of off-street parking
18 spaces for single-family dwellings. Parking spaces located in parking
19 garages do not apply toward the determination of the maximum number
20 of parking spaces. Additional increases in parking, beyond the
21 allowed, shall require an Administrative Deviation and parking demand
22 analysis.

23 * * *

24 (g) *Industrial, wholesale, warehouse, storage and similar*
25 *uses: One space per 2,000 square feet of gross floor area.*
26 ~~However, the parking ratios for the Off-Street Parking~~
27 ~~Overlay, under Section 656.361.16 shall be calculated based~~
28 ~~upon one space for each 5,000 square feet of gross floor~~
29 ~~area, or one per employee on the peak shift, whichever is~~
30 ~~greater.~~

31 * * *

1 **Section 2. Amending Section 656.1209 (Applicability),**
2 **Subpart C (Landscaping Requirements), Part 12 (Landscape and Tree**
3 **Protection Regulations), Chapter 656 (Zoning Code), Ordinance Code.**
4 Section 656.1209 (Applicability), Subpart C (Landscaping
5 Requirements), Part 12 (Landscape and Tree Protection Regulations),
6 Chapter 656 (Zoning Code), *Ordinance Code*, is hereby amended to read
7 as follows:

8 **CHAPTER 656 - ZONING CODE**

9 * * *

10 **PART 12. - LANDSCAPE AND TREE PROTECTION REGULATIONS**

11 * * *

12 **SUBPART C. - LANDSCAPING REQUIREMENTS**

13 **Sec. 656.1209. - Applicability.**

14 This Subpart shall be applicable to all new landscapes and
15 irrigation systems for public agency projects and private development
16 projects, including, but not limited to, industrial, commercial,
17 recreational, multi-family residential developments and single family
18 residential developments that have not had a plat recorded and have
19 not been accepted for maintenance by the City before April 4, 2011,
20 or to the expansion or renovation of any existing development,
21 including property in government use. Except for industrial
22 developments, within ~~Within~~ any three-year period, when the total
23 cumulative renovation of existing development is equal to at least
24 50 percent of the assessed value of the lot improvements on the start
25 of the three-year period, according to the Property Appraiser, or the
26 total square footage of a structure is expanded to 50 percent or
27 greater, as well as any cumulative square footage expansions totaling
28 50 percent, the project will be deemed a Qualified Project then this
29 Subpart shall be applicable to existing development and the expansion.
30 For industrial developments, when the total cumulative renovation of
31 existing development within one year is equal to at least 70 percent

1 of the assessed value of the lot improvements for the current year's
2 value, according to the Property Appraiser, or the total square
3 footage of a structure is expanded to 70 percent or greater, as well
4 as any cumulative square footage expansions totaling 70 percent, the
5 project will be deemed a Qualified Project, then this Subpart shall
6 be applicable to existing development and the expansion. If the
7 Qualified Project includes alterations to parking areas or exterior
8 areas where landscaping improvements are required, the area where
9 such project is planned shall also be brought into full compliance
10 with this Subpart. For all other non-industrial development Qualified
11 Projects, 20 percent of the project cost shall be applied to meet the
12 requirements of this Subpart. For all other industrial development
13 Qualified Projects, 5 percent of the project cost shall be applied
14 to meet the requirements of this Subpart. If full compliance with
15 this Subpart is not achieved through the improvements described
16 herein, priority for improvements shall be given to areas that are
17 visible from public rights-of-way and other public areas and
18 improvements providing internal parking lot shade. All property used
19 for right-of-way is specifically exempted from the provisions of this
20 Subpart. No building permit shall be issued in violation of any of
21 the provisions hereof. Landscape materials installed in addition to
22 the minimum requirements of this Subpart, shall meet all criteria of
23 this Subpart except for plant size and quantity. Property located in
24 any single-family Residential District (RR, RLD, or single family
25 residential portion of a PUD) and used as such or property used for
26 agriculture or single-family residential in an Agriculture (AGR)
27 district is excluded from the requirements of Sections 656.1214,
28 656.1215 and 656.1216. Owners of single family residences within
29 residential subdivisions that have not had a plat recorded and have
30 not been accepted for maintenance by the City before April 4, 2011,
31 shall follow the Best Management Practices for Florida-Friendly

1 landscape, Efficient Irrigation and Water Wise Principles, but shall
2 have flexibility in meeting the requirements as set forth in this
3 Subpart. Industrial developments shall have two years to come into
4 compliance with this Subpart.

5 **Section 3. Codification Instructions.** The Codifier and the
6 Office of General Counsel are authorized to make all chapter and
7 division "table of contents" consistent with the changes set forth
8 herein. Such editorial changes and any other changes necessary to
9 make the *Ordinance Code* consistent with the intent of this legislation
10 are approved and directed herein, and the changes to the *Ordinance*
11 *Code* shall be made forthwith and when inconsistencies are discovered.

12 **Section 4. Effective Date.** This Ordinance shall become
13 effective upon signature by the Mayor or upon becoming effective
14 without the Mayor's signature.

15
16 Form Approved:

17
18 /s/ Dylan Reingold

19 Office of General Counsel

20 Legislation Prepared By: Dylan Reingold

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