



A NEW DAY.

# City of Jacksonville, Florida

*Donna Deegan, Mayor*

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January 23, 2025

The Honorable Randy White  
The Honorable Kevin Carrico, LUZ Chair  
And Members of the City Council  
117 West Duval Street  
Jacksonville, FL 32202

**RE: Planning Commission Advisory Report / Ordinance No. 2024-0826/Application No. L-5966-24C**

Dear Honorable Council President White, Honorable Council Member and LUZ Chairman Carrico and Honorable Members of the City Council:

Pursuant to the provisions of Section 650.405 *Planning Commission Advisory Recommendation and Public Hearing*, the Planning Commission **APPROVED** Ordinance 2024-0826 on January 23, 2025.

P&DD Recommendation                      APPROVE

PC Issues:    None

**PC Vote:    8-0 APPROVE**

Michael McGowan, Chair	Aye
Lamonte Carter	Aye
Amy Yimin Fu	Aye
Charles Garrison	Aye
Julius Harden	Aye
Moné Holder	Aye
Ali Marar	Aye
Tina Meskel	Aye

Planning Commission Report  
January 23, 2025  
Page 2

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

Sincerely,



**Helena A. Parola, MAURP**  
***Chief of Community Planning***  
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**Report of the Jacksonville Planning and Development Department**

**Small-Scale Future Land Use Map Amendment – November 15, 2024**

**Ordinance/Application No.:** 2024-826 / L-5966-24C

**Property Location:** 6810, 6820, and 0 Greenland Ridge Lane North, between Greenland Ridge Lane North and Philips Parkway Drive East

**Real Estate Number(s):** 167828-1010 (a portion of), 167829-0000, 167829-0030, 167829-0040, 167829-0046, 167859-0500 (a portion of)

**Property Acreage:** 10.60 acres

**Planning District:** District 3, Southwest

**City Council District:** Council District 11

**Applicant:** Cyndy Trimmer, Esquire

**Current Land Use:** Low Density Residential (LDR)

**Proposed Land Use:** Light Industrial (LI)

**Development Area:** Suburban Development Area

**Current Zoning:** Rural Residential-Acre (RR-Acre) (10.5 acres)  
Residential Low Density-90 (RLD-90) (0.1 acres)

**Proposed Zoning:** Planned Unit Development (PUD)

**Recommendation:** ***Approve***

**APPLICANT’S JUSTIFICATION FOR THE LAND USE AMENDMENT**

The land use amendment is filed to permit light industrial uses consistent with the overall industrial development pattern in the surrounding area.

**BACKGROUND**

The applicant is requesting an amendment from LDR to LI. The land use change would expand the existing industrial park to the west and south.

The companion rezoning from RR-Acre and RLD-90 to PUD is pending concurrently with this land use amendment application pursuant to Ordinance 2024-827.

The area surrounding the amendment site is a mix of industrial and single-family residential uses, and vacant and/or undeveloped land.

The adjacent land use categories, zoning districts and property uses are as follows:

North: Land Use: Low Density Residential (LDR)  
 Zoning: Rural Residential-Acre (RR-Acre), Residential Low Density-90 (RLD-90)  
 Property Use: Undeveloped, Interstate 295, undeveloped

South: Land Use: Light Industrial (LI)  
 Zoning: Industrial Light (IL)  
 Property Use: Warehouses

East: Land Use: LDR, LI  
 Zoning: RR-Acre, IL  
 Property Use: Single-family residential, undeveloped, warehousing

West: Land Use: LI, LDR,  
 Zoning: RR-Acre, Industrial Business Park (IBP), IL  
 Property Use: Warehouses

## **IMPACT ASSESSMENT**

Potential impacts of a proposed land use map amendment have been analyzed by comparing the Development Impact Standards for the subject site’s existing vs. proposed land use categories unless maximum density/intensity is noted on the Annotated FLUM or is in a site specific policy. Development Impact Standards are detailed in FLUE Policy 1.2.16, *Development Standards for Impact Assessment*. These standards produce development potentials as shown in this section.

### **Impact Assessment Baseline Review**

<b>Development Analysis</b>	<b>10.6 acres</b>
Development Boundary	Suburban Area
Roadway Frontage Classification / State Road	Unclassified
Plans and/or Studies	Southeast Vision Plan

<b>Development Analysis</b>		<b>10.6 acres</b>
Site Utilization	Current: single family, undeveloped	Proposed: warehousing
Land Use / Zoning	Current: LDR/RLD-90 and RR-Acre	Proposed: LI/PUD
Development Standards for Impact Assessment	Current: 5 dwelling units/acre	Proposed: 0.4 FAR
Development Potential	Current: 53 dwelling units	Proposed: 184,694.4 square feet
Net Increase or Decrease in Maximum Density	Decrease of 53 dwelling units	
Net Increase or Decrease in Potential Floor Area	Increase of 184,694.4 square feet	
Population Potential	Current: 140 people	Proposed: 0 people
<b>Special Designation Areas</b>		
Aquatic Preserve	N/A	
Evacuation Zone	N/A	
Airport Environment Zone	N/A	
Industrial Preservation Area	Situational Compatibility	
Cultural Resources	N/A	
Archaeological Sensitivity	Low	
Historic District	N/A	
Coastal High Hazard	N/A	
Adaptation Action Area	N/A	
Groundwater Aquifer Recharge Area	N/A	
Wellhead Protection Zone	N/A	
Boat Facility Siting Zone	N/A	
Brownfield	N/A	
<b>Public Facilities</b>		
Potential Roadway Impact	399 new net daily trips	
Potential Public School Impact	N/A	
Water Provider	JEA	
Potential Water Impact	Decrease of 7412.07 gal/day	
Sewer Provider	JEA	
Potential Sewer Impact	Decrease of 5559.05 gal/dal	
Potential Solid Waste Impact	Increase of 434.75 tons/year	
Drainage Basin/Sub-basin	Julington Creek/Big Davis and Sweetwater Creeks	
Recreation and Parks	N/A	
Mass Transit Access	N/A	

<b>Development Analysis</b>		<b>10.6 acres</b>
<b>Natural Features</b>		
Elevations	23ft – 29ft	
Land Cover	1100: Residential, low density - less than 2 dwelling units/acre 4410: Pine plantation 1550: Other light industrial	
Soils	32 – Leon Fine Sand 71 – Urban Land-Leon-Boulogne	
Flood Zones	N/A	
Wetlands	N/A	
Wildlife (applicable to sites greater than 50 acres)	N/A	

**Utility Capacity**

The calculations to determine the water and sewer flows contained in this report and/or this spreadsheet have been established by the City of Jacksonville Planning and Development Department and have been adopted by JEA solely for the purpose of preparing this report and/or this spreadsheet. The method of calculating water and sewer flows in order to properly size infrastructure shall continue to be based on JEA’s Water, Sewer and Reuse for New Development Projects document (latest edition).

The JEA letter states that while there is a 12-inch water main 1000ft from the site and a 4-inch sewer main 1100ft away, the properties are landlocked without access to mains. In order to connect to JEA central water and sewer, the construction of a JEA easement as well as a temporary construction easement would be required. It is JEA’s recommendation that the applicant remains on well and septic.

Policy 1.2.8      Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:

- a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
- b. Each lot is a minimum of ½ acre unsubmerged property.
- c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

According to Florida Statutes Chapter 381, construction permits may not be issued for an onsite sewage treatment and disposal system in any area used or zoned for industrial or manufacturing purposes where a publicly owned or investor owned sewage treatment system is available (located within one-fourth mile) or where the system will receive toxic, hazardous, or industrial waste. The applicant should contact the Florida Department of Environmental Protection for additional information.

### **Transportation**

The subject site is 10.60 acres and is accessible on Greenland Ridge Lane North, a private roadway, located south of I-295 and east of Phillips Highway (US-1). The proposed land use amendment is located within the Suburban Development Area and Mobility Zone 1. The applicant proposes to change the existing land use from Low Density Residential (LDR) to Light Industrial (LI).

### **Comprehensive Plan Consistency:**

The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

### Transportation Element

Objective 2.4 The City shall plan for future multi-modal transportation needs, including the need for right-of-way, in order to support future land uses shown on the Future Land Use Map series.

Policy 1.2.1 The City shall use the Institute of Transportation Engineers *Trip Generation Manual*, latest edition, to determine the number of trips to be produced or attracted to a particular land use when assessing a traffic impact.

Policy 2.4.2 The City shall amend the adopted Comprehensive Plan to incorporate the data and analysis generated by a periodic regional transportation model and study and facilitate the implementation of the study recommendations.

### **Trip Generation Estimation:**

Table A provides the daily trip generation comparison between the current and proposed comprehensive plan land uses and the potential transportation impacts on the roadway network. The current LDR land use would result in 500 daily trips. If the land use is amended to allow for this proposed LI development, this will result in 899 daily trips.

**Transportation Planning Division RECOMMENDS the following:**

The difference in daily trips for the proposed land use amendment is 399 net new daily trips when compared to the existing land use. The Transportation Planning Division recommends ongoing coordinating efforts with the City of Jacksonville Traffic Engineer to determine if a traffic operational analysis is needed.

Table A						
Trip Generation Estimation Scenarios						
Current Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
LDR	210	53 DUs	T= 9.43 (X)	500	0	500
				<i>Total Trips for Existing Land Use-Scenario</i>		500
Proposed Land Use-Scenario	ITE Land Use Code	Potential Number of Units	Estimation Method	Gross Trips	Less Diverted & Pass-By Trips	Daily Trips
LI	110	184,694.4 SF	T = 4.87 (X) / 1000	899	0	899
				<i>Total Trips for Proposed Land Use-Scenario</i>		899
			Scenario 1 Difference in Daily Trips			399

Source: Trip Generation Manual, 11th Edition, Institute of Engineers

**Archaeological Sensitivity**

According to the Duval County Archaeological Predictive Model, the subject property is located within an area of low sensitivity for the presence of archaeological resources. If archaeological resources are found during future development/redevelopment of the site, Section 654.122 of the Code of Subdivision Regulations should be followed.

Historic Preservation Element

Policy 1.2.2 The City shall continue to review new development for the potential of archeologically significant sites. The City shall utilize the most current version of the Archeological Sensitivity Predictive Model to identify areas of high probability for artifact concentrations.

Policy 1.2.5 The Planning and Development Department shall maintain and update for planning and permitting purposes, a series of GIS data layers and



maps depicting recorded archaeological sites, historic districts and local landmarks.

### **Industrial Situational Compatibility Overlay**

The subject property is in an area identified on the Industrial Preservation Map as an Industrial Situational Compatibility Zone. Industrial Situational Compatibility Zones are areas identified on the Industrial Preservation Map as areas that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements. Industrial uses are crucial to the long-term economic well-being of the City and these areas are presumed to be appropriate for land use map amendments to industrial categories, subject to FLUE Objective 3.2 and supporting policies as well as other applicable objectives and policies.

The site is being amended from a residential land use category to an industrial land use category. The proposed amendment is consistent with the ITAC Situational Compatibility Overlay.

### **Future Land Use Element**

Policy 3.2.18 The City shall prohibit expansion or new development of non-industrially designated land uses in industrially designated areas unless the use is determined to be an accessory and complementary use to the industrial area, unless otherwise provided for herein. The Land Development Regulations include standards and/or criteria for location and intensity of these types of non-industrial uses.

Policy 3.2.22 The area shown on the Industrial Preservation Map as “Industrial Sanctuary” or “Areas of Situational Compatibility” are presumed to be appropriate for land use map amendments to industrial categories, subject to a case-by-case review of consistency with State and regional plans and the Comprehensive Plan.

Policy 3.2.24 Where there is not an adopted neighborhood plan and/or study recommending the contrary, within the “Area of Situational Compatibility”, as shown on the Industrial Preservation Map, lands designated Heavy Industrial, Light Industrial or Water Dependent/Water Related on the Future Land Use Map that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements, shall not be converted to a non-industrial land use category unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of industrial uses. Reasonable demonstration for suitability of industrial uses may include but is not limited to the following: access to arterial road network, access to rail, proximity to existing residential, industrial vacancy rates in the vicinity, size of parcel and potential for redevelopment. Conversion of these lands shall only be

permitted for development that supports and is compatible with nearby industrial uses.

## **PROCEDURAL COMPLIANCE**

Upon site inspection by the Planning and Development Department on November 4, 2024, the required notices of public hearing signs were posted. Thirty-two (32) notices were mailed out to adjoining property owners informing them of the proposed land use change and pertinent public hearing and meeting dates.

The Citizen Information Meeting was held on October 28, 2024. Two members of the public attended to express concerns of industrial encroachment and potential traffic impacts.

## **CONSISTENCY EVALUATION**

### **Consistency with 2045 Comprehensive Plan Goals, Objectives and Policies**

#### **Future Land Use Element (FLUE)**

##### *Development Area*

*Suburban Area (SA):* The SA is the third tier Development Area and generally corresponds with the urbanizing portions of the City in areas that have usually been developed after consolidation. Development should generally continue at low densities with medium density development at major corridor intersections and transit stations. Development at these locations should promote a compact and interconnected land development form and is therefore encouraged to employ urban development characteristics as defined in this Plan.

#### **Future Land Use Element (FLUE)**

Goal 1 To ensure that the character and location of land uses optimize the combined potentials for economic benefit, enjoyment, wellness and protection of natural resources, while minimizing the threat to health, safety and welfare posed by hazards, nuisances, incompatible land uses and environmental degradation.

Objective 1.1 Ensure that the type, rate, and distribution of growth in the City results in compact and compatible land use patterns, an increasingly efficient urban service delivery system and discourages proliferation of urban sprawl through implementation of regulatory programs, intergovernmental coordination mechanisms, and public/private coordination.

Policy 1.1.9 Promote the use of Planned Unit Developments (PUD) zoning districts, cluster developments, and other innovative site planning and smart growth techniques in order to allow for appropriate combinations of complementary land uses, densities and intensities consistent with the underlying land use category or site specific policy, and innovation in site

planning and design, subject to the standards of this element and all applicable local, regional, State and federal regulations. These techniques should consider the following criteria in determining uses, densities, intensities, and site design:

- Potential for the development of blighting or other negative influences on abutting properties
- Traffic Impacts
- Site Access
- Transition of densities and comparison of percentage increase in density above average density of abutting developed properties
- Configuration and orientation of the property
- Natural or man-made buffers and boundaries
- Height of development
- Bulk and scale of development
- Building orientation
- Site layout
- Parking layout
- Opportunities for physical activity, active living, social connection, and access to healthy food

Policy 1.1.21 Rezoning and amendments to the Future Land Use Map series (FLUMs) shall include consideration of their potential to further the goal of meeting or exceeding the amount of land required to accommodate anticipated growth and the projected population and to allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and business with the intent that this balance of uses shall:

- A. Foster vibrant, viable communities and economic development opportunities;
- B. Address outdated development patterns; and/or
- C. Provide sufficient land for future uses that allow for the operation of real estate markets to provide adequate choices for permanent and seasonal residents and businesses and is not limited solely by the projected population.

The projected growth needs and population projections must be based on relevant and appropriate data which is collected pursuant to a professionally acceptable methodology. In considering the growth needs and the allocation of land, the City shall also evaluate land use need based on the characteristics and land development pattern of localized areas. Land use need identifiers include but may not be limited to, proximity to compatible uses, development scale, site limitations, and the likelihood of furthering growth management and mobility goals.

Policy 1.1.22 Future development orders, development permits and plan amendments shall maintain compact and compatible land use patterns, maintain an increasingly efficient urban service delivery system and discourage urban sprawl as described in the Development Areas and the Plan Category Descriptions of the Operative Provisions.

Policy 1.2.8 Require new development and redevelopment in the Central Business District (CBD), Urban Priority Area (UPA), Urban Area (UA), and Suburban Area (SA) to be served by centralized wastewater collection and potable water distribution systems when centralized service is available to the site.

Development on sites located within the UPA, UA and SA are permitted where connections to centralized potable water and/or wastewater are not available subject to compliance the following provisions:

1. Single family/non-residential (estimated flows of 600 gpd or less) where the collection system of a regional utility company is not available through gravity service via a facility within a right-of-way or easement which abuts the property.
2. Non-residential (above 600 gpd) where the collection system of a regional utility company is not within 50 feet of the property.
3. Subdivision (non-residential and residential) where:
  - a. The collection system of a regional utility company is greater than 1/4 mile from the proposed subdivision.
  - b. Each lot is a minimum of 1/2 acre unsubmerged property.
  - c. Installation of dryline sewer systems shall be installed when programmed improvements are identified in the Capital Improvements Element which will make connections the JEA Collection Systems available within a five (5) year period.

Goal 3 To achieve a well-balanced and organized combination of residential, non-residential, recreational and public uses served by a convenient and efficient transportation network, while protecting and preserving the fabric and character of the City's neighborhoods and enhancing the viability of non-residential areas.

Objective 3.2 Promote and sustain the viability of existing and emerging commercial and industrial areas in order to achieve an integrated land use fabric which will offer a full range of employment, shopping, and leisure opportunities to support the City's residential areas.

Policy 3.2.1 The City shall encourage development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.

Policy 3.2.6 The City shall apply the locational criteria in the land use categories and the operative provisions of this element when reviewing commercial and industrial development and redevelopment for consistency with the character of the areas served, the availability of public facilities, and market demands.

Policy 3.2.17 The City shall permit business parks in locations adjacent to, or near, residential areas, subject to Development Areas and the Plan Category Descriptions of the Operative Provisions and applicable Land Development Regulations.

### Property Rights Element

Goal 1 The City will recognize and respect judicially acknowledged and constitutionally protected private property rights in accordance with the Community Planning Act established in Chapter 163, Florida Statutes.

Objective 1.1 Local decision making shall be implemented and applied with sensitivity for private property rights and shall not be unduly restrictive.

Policy 1.1.1 The City will ensure that private property rights are considered in local decision making.

Policy 1.1.2 The following rights shall be considered in local decision making:

1. The right of a property owner to physically possess and control his or her interests in the property, including easements, leases, or mineral rights.
2. The right of a property owner to use, maintain, develop, and improve his or her property for personal use or for the use of any other person, subject to state law and local ordinances.
3. The right of the property owner to privacy and to exclude others from the property to protect the owner's possessions and property.
4. The right of a property owner to dispose of his or her property through sale or gift.

The applicant seeks to amend the subject site from Low Density Residential to Light Industrial.

According to the Future Land Use Element (FLUE), Low Density Residential (LDR) is a category intended to provide for low density residential development. Generally, single-family detached housing should be the predominant development typology in this category. Mixed use developments utilizing the Traditional Neighborhood Development (TND) concept, which is predominantly residential but includes a broad mixture of

secondary recreational, commercial, public facilities and services may also be permitted. New residential subdivisions in LDR should be designed in such a way as to reduce the number of Vehicles Miles Traveled, and cul-de-sacs should be avoided. The maximum density allowable in the LDR land use category in the Suburban development area is 7 units per acre provided that JEA water and sewer serve the development.

Light Industrial (LI) is a category which provides for the location of industrial uses that are able to be performed in such a manner as to control the external effects of the process, such as smoke, noise, soot, dirt, vibration, odor, etc. Uses within this category, other than outside storage, shall be conducted within an enclosed building. Generally, light industrial uses involve materials that have previously been prepared, or raw materials that do not need refining. These uses do not create a noticeable amount of noise, dust, odor, smoke, glare or vibration outside of the building or on the site in which the activity takes place.

The applicant seeks the amendment to permit an industrial park with an outdoor storage yard and maintenance buildings. It would provide new industrial business space within an ITAC Situational Compatibility area, and less than half of a mile away from an FDOT Principal Arterial Roadway, Philips Highway. The site is within the ITAC Situational Compatibility overlay and is being amended to an industrial land use category. According to the companion PUD site plan, the retention pond for the site will be located on the east side of the property, creating a buffer with the neighboring residential use. The PUD provides for a transition of the intensity of uses as the property nears residential development, minimizing the impact to surrounding properties and providing consistency with Goal 3 and Policy 1.1.9. Therefore, the proposed amendment is consistent with Goals 1 and 3, Objectives 1.1 and 3.2, and Policies 1.1.21, 1.1.22, 1.2.8, 3.2.1, 3.2.6, and 3.2.17.

The JEA letter states that while there is a 12-inch water main 1000ft from the site and a 4-inch sewer main 1100ft away, the properties are landlocked without access to mains. In order to connect to JEA central water and sewer, the construction of a JEA easement as well as a temporary construction easement would be required. It is JEA's recommendation that the applicant remains on well and septic. According to Florida Statutes Chapter 381, construction permits may not be issued for an onsite sewage treatment and disposal system in any area used or zoned for industrial or manufacturing purposes where a publicly owned or investor owned sewage treatment system is available (located within one-fourth mile) or where the system will receive toxic, hazardous, or industrial waste. The applicant should contact the Florida Department of Environmental Protection for additional information. Therefore, the application is consistent with FLUE Policy 1.2.8.

The proposed amendment does not hinder the private property rights of the owner of record; has no impact on the right of the property owner to possess or control his or her interest in the property; maintains the owner's ability to use, maintain, develop and improve the property; protects the owner's right to privacy and security; and maintains the ability of the property owner to dispose of the property at their discretion. Therefore, the amendment is consistent with PRE Goal 1, Objective 1.1 and Policies 1.1.1 and 1.1.2.

### **Vision Plan**

The application site lies within the boundary of the Southeast Jacksonville Shared Vision and Master Plan. The plan does not identify specific recommendations for the subject site. The focus of the plan is to create centers to increase development and redevelopment within the district while protecting existing neighborhoods. The proposed changes including infill of undeveloped property promotes a use consistent with abutting and surrounding uses and does not intrude into the existing residential uses. Therefore, the amendment is consistent with the Vision Plan.

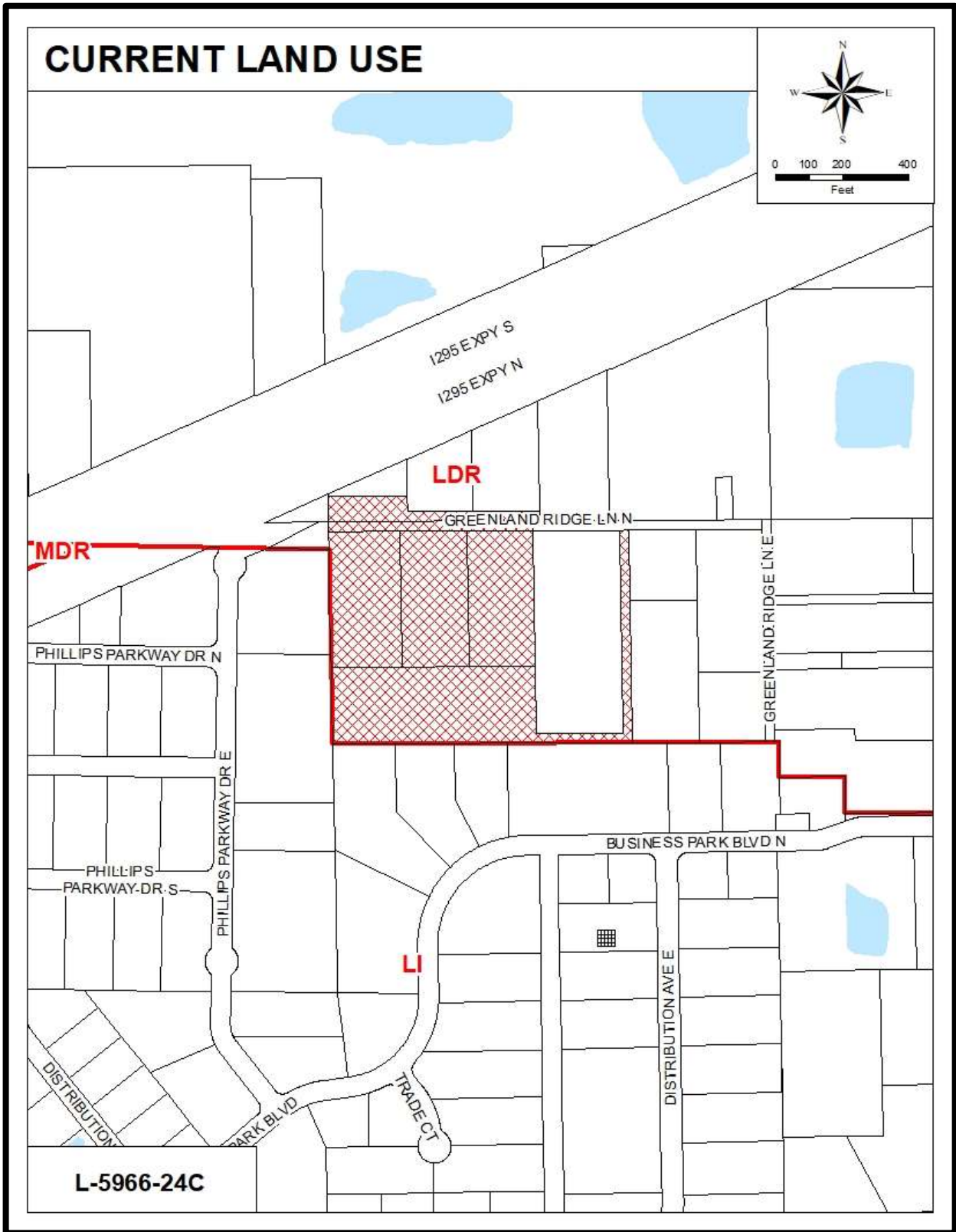
### **Strategic Regional Policy Plan**

The proposed amendment is consistent with the following Policy of the Northeast Florida Regional Council (NEFRC) Strategic Regional Policy Plan (March 2021), Regional Transportation Element Goal, Objective, and portions of Policy 4:

- Goal            Create efficient connectivity within the Region, and with state, national, and global economies. Include centers of population and jobs that are well-connected, limit commute times for most residents and provide opportunities for all residents of the region to work if they choose.
- Objective      Integrated Planning: The link between land use, resources and mobility.
- Policy 4        The Region supports strategies identified by the Regional Community Institute as they worked on First Coast Vision, including:
- Maintenance of a diversity of land use in the region.
  - Infill and redevelopment.

The proposed land use amendments promote the more logical use of LI as it is abutting existing LI land use. The amendment to BP will protect LDR to the west from potential expansion of the LI category.

# LOCATION AND CURRENT LAND USE MAP





# LAND UTILIZATION MAP

