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May 7, 2026

DATA, ANALYSIS, AND CONCURRENCY REPORT

FOR CZ 26-01

An Application to Amend the Official Zoning
Atlas of the Land Development Code for the City of Williston's
Cornelius Williams Park.

Prepared for:



Levy County
Planning & Zoning Board &
Board of County Commissioners

Applicant/Agent:

City of Williston, owner

Prepared by:



Eryn N. Mertens, JD, Planner
North Florida Professional Services, Inc.



General Project Information

SUBJECT: CZ 26-01 – A request to amend the Official Zoning Atlas of the Levy County Land Development Code from Industrial (“I”) to Public Institutions and Facilities (“PF”) for any and all permitted uses, including a Sports Complex and museum facility. The subject property contains approximately 24.53 acres, more or less, as described by metes and bounds legal description, and is currently an underutilized public park. The subject property is located at: 21000 NE 40th Street, Levy County, Florida 32696. Tax Parcel Number: 0503700000.

APPLICANT/AGENT: Laura Jones, of JBPro, for City of Williston

PROPERTY OWNER(S): City of Williston

LOCATION: Southeast of the City of Williston municipality boundary. West of Lincoln Heights Mobile Home Subdivision, South of East Williston Mobile Home Subdivision, Levy County, Florida.

PARCEL ID NUMBER(S): 0503700000

ACREAGE: ±24.53-Acres

EXISTING FLUM Industrial (“I”)

EXISTING ZONING Industrial (“I”)

PROPOSED ZONING Public Institution and Facilities (“PF”)

PROJECT PLANNER: Eryn N. Mertens, JD, Planner, North Florida Professional Services



SUMMARY

The applicant is requesting to amend the Official Zoning Atlas from Industrial (“I”) to Public and Institutional Facilities (“PF”), in accordance with Section 50-664 of the Land Development Code. The subject property contains approximately 24.53 acres, more or less, as described by the legal description on the deed, attached. The subject property is located at: 21000 NEW 40th Street, Levy County, Florida. Tax Parcel Number: 0503700000. Section 05, Township 13 South, Range 19, Levy County, Florida.

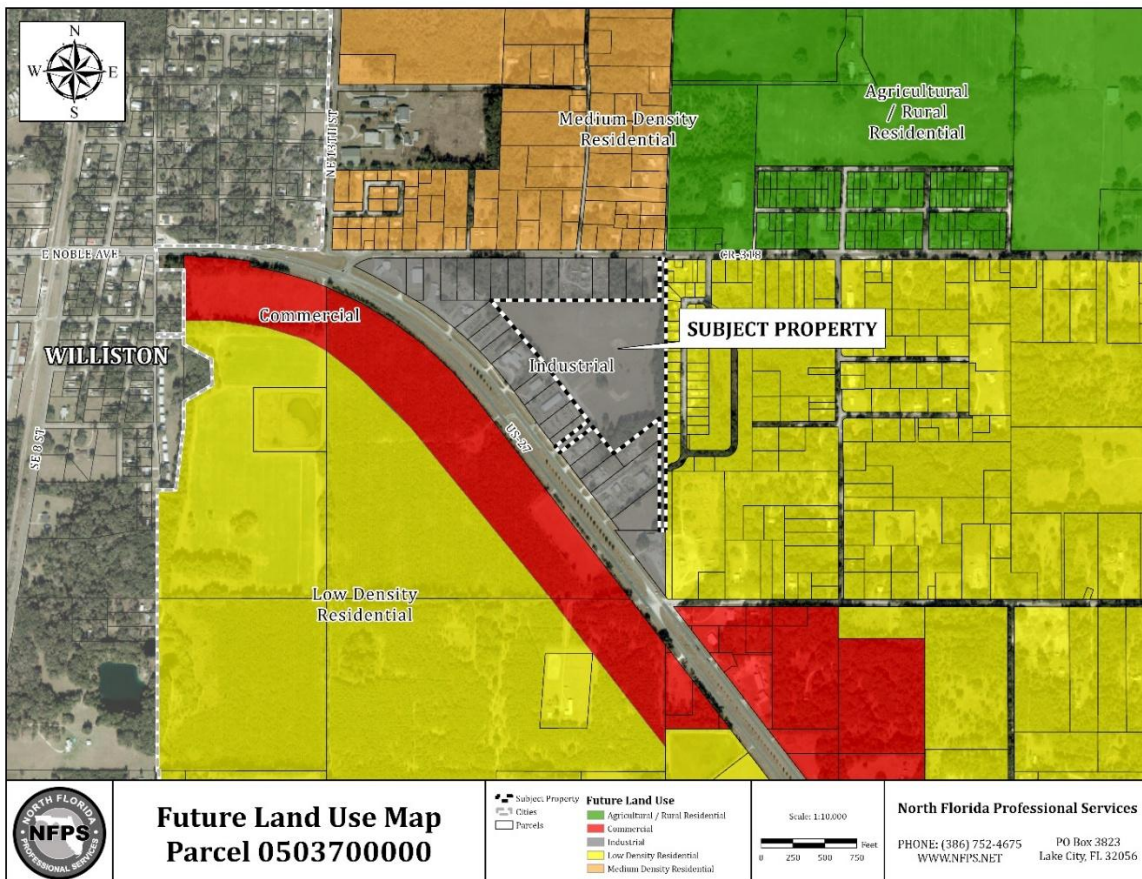
Future Land Use Map Designation of the Subject Property

Policy 1.2 of the Future Land Use Element of the Comprehensive Plan defines the Industrial Future Land Use Map Designation as:

Industrial

This land use category provides for industrial uses ranging from light manufacturing to intensive activities and supportive uses, including accessory/subordinate commercial uses. Industrial land uses are described by levels of intensity of either Light Industry or Heavy Industry. This land use is permitted within an MSD. The minimum lot size is one (1) acre, and the maximum floor area ratio is 0.5. Lot coverage shall be based on and shall be required to meet all other local and state land development regulations.

Map 1. Future Land Use Map





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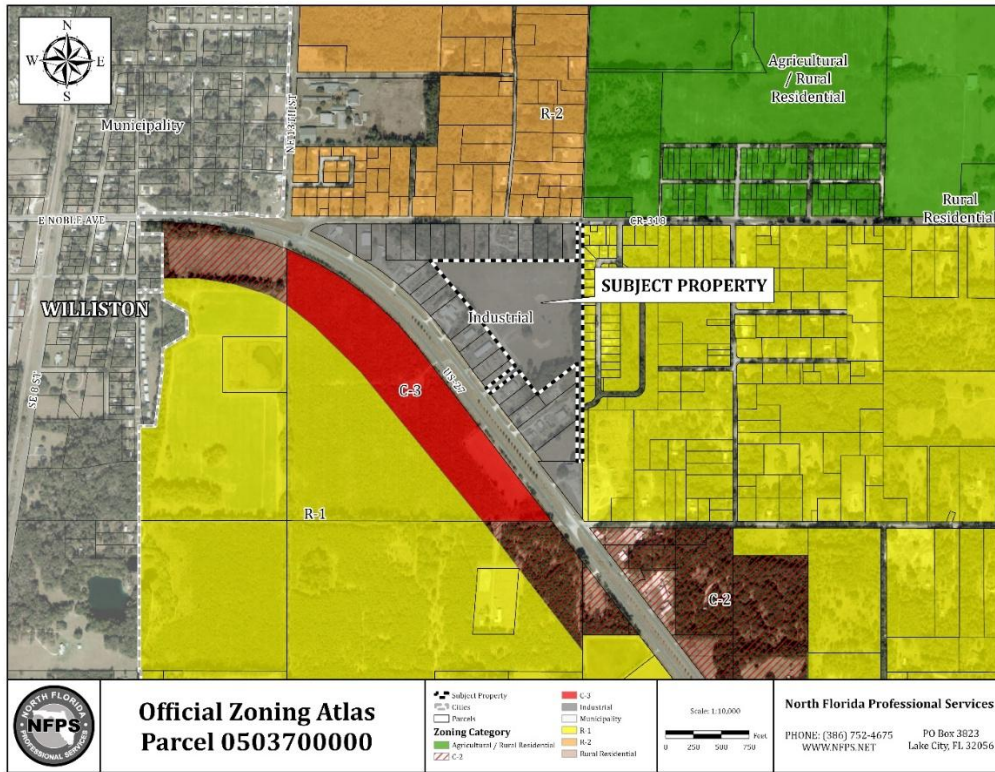


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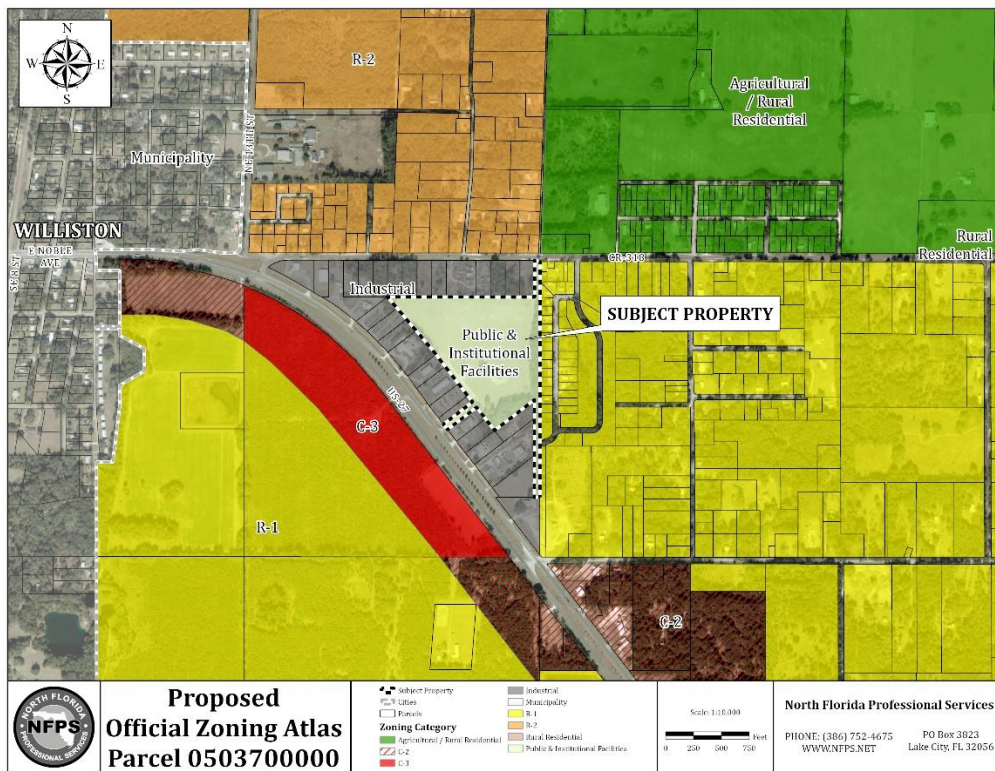


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Map 2. Existing Official Zoning Atlas



Map 3. Proposed Official Zoning Atlas





Proposed Official Zoning Atlas (Zoning) Designation of the Subject Property

Section 50-661 of the Land Development Code defines the Public and Institutional Facilities Zoning Designation as:

Public and institutional facilities (PF) district.

The PF district is intended to provide locations suitable for necessary public and quasi-public uses, functions and activities, such as government offices and facilities, libraries, and public and private utilities and public and private educational facilities.

Excerpt from Land Use Compatibility Table (Sec. 50-663)

Land Use Category	Zoning Districts
Industrial ("I")	I, C-1, C-2, C-3, C-4, NR-CON, REC, PF , PUD

ZONING DISTRICT COMPARISON

Land Use District:	Industrial ("I")	Public and Institutional Facilities ("PF")
Max. Gross Density:	N/A	N/A
Minimum Lot Area	1 acre	¼ Acre
Max Impervious (%)	50%	50%
Typical Uses*:	Manufacturing, Assembly, Processing, Packaging, Storage, and Distribution of Products without emissions of odor, noise, dust, smoke, vibration, or light; Warehousing; Wholesale Distribution Centers; Construction Contractors/Trades Offices; Self Storage, RV/Boat Storage; Government Offices and Facilities; Food Processing; Essential Public Utility Services	Hospital; Government Offices & Facilities; Public Recreation Uses; and, Essential Public Utility Services
Uses Permitted Only with a Special Exception	None	Educational Facilities
Uses Permitted Only with a Conditional Use	Junkyard, Scrapyard, or Recycling Center; Permanent Sawmill or Woodchipper; Portable Sanitation Services; Automotive Paint and Body; Sales or Service of Oil, Gasoline, Diesel, Petroleum, Bottled Gas, or Fuel Storage and Distribution; Automotive Sales, Service, and/or Repair (excluding paint and body); Manufactured and Modular Home Sales and Service; and, Communications Towers and Antenna	Communications Towers and Antenna

* The typical uses identified above are not intended to be a complete list of permitted uses, may be subject to use-specific standards which may not be met by the subject property, and may not reflect the actual requirements to which potential development may be subject.



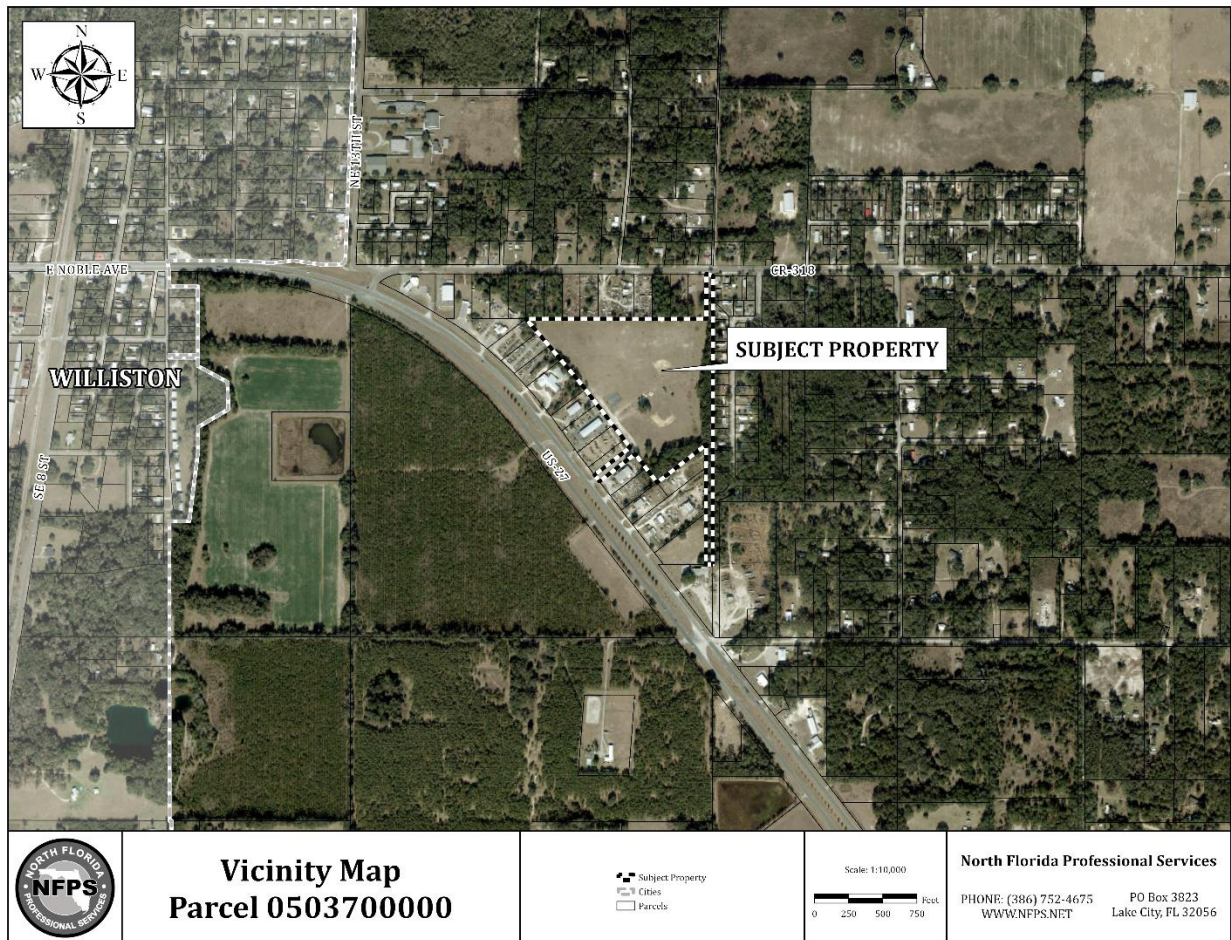
SURROUNDING USES

The existing uses and Future Land Use Map ("FLUM") Designations of the surrounding area are identified in Table 1. Map 1 provides an overview of the vicinity of the subject property.

Table 1. Surrounding Land Uses

Direction	Existing Use(s)	FLUM Designation(s)	ZONING Designation(s)
North	Auto Sales, Repair, and Service; Church; NE 40 th Street; Single Family Residences	Industrial ("I"); Medium Density Residential ("MDR"); Agricultural/Rural Residential ("A/RR")	Industrial ("I"); Single-Family Residential, Urban -2 ("R-2"); Agricultural/Rural Residential ("A/RR")
Southwest	Auto Sales, Repair, Salvage; NE Hwy 27; Commercial; Mineral Processing; Warehouse	Industrial ("I"); Commercial ("C"); Low Density Residential ("LDR")	Industrial ("I"); Commercial ("C"); Single-Family Residential, Urban -1 ("R-1")
East	Single Family Residences; Mobile Home Residences	Low Density Residential ("LDR")	Single-Family Residential, Urban -1 ("R-1")

Map 4. Vicinity Map





SECTION 50-665 ZONING MAP ATLAS AMENDMENT CRITERIA

According to Section 50-665 of the Land Development Code, the following criteria shall be considered by county staff, the planning commission and the board of county commissioners when reviewing an amendment to the zoning map atlas:

- 1) Consistency. The proposed rezoning is consistent with the comprehensive plan and this land development code.
- 2) Compatibility. The proposed rezoning is compatible with the present zoning pattern and conforming uses of nearby property and the character of the surrounding area.
- 3) Development patterns. The proposed rezoning shall result in logical and orderly development patterns.
- 4) Suitability. The property is suitable for the uses that are allowed in the proposed zoning district(s).
- 5) Adequate public facilities/services. The property is served by public facilities that are adequate for the uses that are allowed in the proposed zoning district(s).
- 6) Access. Available ingress and egress is adequate for the uses that are allowed in the proposed zoning district.
- 7) Public health, safety, and welfare. The uses allowed within the proposed zoning district shall not adversely affect public health, safety, and welfare.

Analysis of Zoning Map Atlas Amendment Criteria

Keeping in mind that the applicant is requesting a straight rezoning, consideration should remain broad and contemplate the most intense use permitted by the proposed zoning district, as the applicant is not committed to any specific use in a straight rezoning – even the one(s) they propose. With that in mind, the proposed zoning district, *Public and institutional facilities*, permits **hospitals, government offices and facilities, essential public utility services facilities, and public recreation uses** *by right*, and **educational facilities** *by special exception*. The following is an analysis of the 7 criteria to be weighed when considering a request like this one.

1) Consistency

Analysis:

The following Comprehensive Plan Elements have Goals, Objectives, and Policies (GOPs) that support the proposed Special Exception Application:

- Future Land Use Element, Policies 1.2, 1.3, and Objective 5
- Property Rights Element, Policies 1.1, and 1.2
- Recreation and Open Space Element, Policy 2.6

The application for an amendment to the Zoning Atlas Map has been reviewed for consistency with the Comprehensive Plan and the application is **consistent** with the Comprehensive Plan and the Goals, Objectives, and Policies (GOPs) therein.

2) Compatibility

Analysis:

“Compatibility” is defined in Chapter 163.3164(9), F.S. as “a condition in which land uses or conditions can coexist in relative proximity to each other in a stable fashion over time such that no use or condition is unduly negatively impacted directly or indirectly by another use or condition.”



The proposed use of a *public park* would be to continue the use that has existed on this property for many years. Today, the park stands largely empty and underutilized. Based on conversations with the applicant, the desire is to revitalize the neighborhood by redeveloping the park and making it a centerpiece of this neighborhood. The application interchanges the word “park” with the word “*sportsplex*”, the latter of which typically indicates a much more intense use than a park, and which may pose some compatibility issues with the surrounding area.

Having a sports complex behind the industrial uses to the west, and the commercial uses to the north, does not pose any significant compatibility issues, as the operating hours are largely opposite. However, there are some compatibility issues with the single-family homes immediately adjacent the subject property to the east. There are several challenges that should be considered.

Firstly, the potential *noise* from spectator games (i.e., the clinking of baseball bats), the PA system, or local groups using the facility as an entertainment venue are predictable nuisances to the neighboring residential neighborhoods to the east and also to the north. These issues could be resolved at the site plan phase with the installation of hours of operation restrictions, as well as some screening and buffering for sound mitigation, and/or by denying the use of a PA system altogether.

The Code does address these items; for example, Section 50-350(3) says, “[t]he operation, or causing or permitting the operation, of any loudspeaker, public address system or similar device, for any purpose, between the hours of 10:00 p.m. and 7:00 a.m. in such a manner as to be plainly audible ten feet beyond the property line of the property where the source of the sound is located, or, if the source of the sound is on a private or public right-of-way or public space at a distance of 50 from the source of the sound [is specifically prohibited].”

Section 50-352(2) of the Land Development Code (LDC) also provides that, “[p]laces of public and private recreational activities and entertainment. For places of public and private recreational activities and entertainment, the maximum level generated by any recreational activities or entertainment shall be 50 dBA between the hours of 10:00 p.m. and 7:00 a.m. No person shall operate or permit the operation of any loudspeaker or other source of noise in any enclosed or unenclosed place of public entertainment or at a recreational facility in such a manner as to create a noise disturbance.”

Under Section 50-534, if the property wants relief from the maximum sound level limits provided in the Code for special events, they can apply for a special permit. So, for example, if the sportsplex is to host a weekend softball tournament, they would need to apply for a special permit as they would be exceeding allowable noise levels.

Additional potential incompatibility may arise from *lighting* and glare experienced off-site as a result of stadium lighting and from vehicles in the parking areas. When this project comes back for site planning, the applicant will need to address the lighting proposed on site (such as under Section 50-778, regarding Lighting, which requires the lights to be directed and shielded). Currently, there is a mature natural buffer along the eastern perimeter of the subject property, where the desired main entrance is intended to be (off of NE 40th Street), and this could potentially help to mitigate the impacts of the stadium lighting from the fields onto the residential properties in the evenings.



There are positives resulting from the ability of the low residential uses to the east and the medium residential uses to the north (across NE 40th Street) to have more use of the existing park. Upgrading this park could serve as a support for the Williston Youth Athletic Association Field, which is 5 minutes around the corner to the northwest, off of Main Street (US 41 N), which has several baseball/softball fields, soccer fields, with a concession stand and stadium lighting. Expanding the recreational options for members of the community has proven health and economic benefits.

Additionally, a museum is proposed in the north, which would be a new use for this site. A *museum* is not listed expressly as a permitted use in the Public Facilities zoning district, therefore, according to Section 50-700 of the Land Development Code, the Zoning Official will need to make an interpretation that this use is permitted by right, is a conditional use, a use by special exception, a temporary use, an accessory use, or a prohibited use in this district based on, but not limited to, the following factors:

- 1) Hours of operation (including hours for service and deliveries);
- 2) Building and site arrangement relative to the neighboring permitted uses;
- 3) Types of vehicles used and parking requirements;
- 4) The number of vehicle trips generated; and
- 5) Whether the activity is likely to be found independent of the other activities on the site.

As stated in the Code, “each use must conform with all applicable requirements of this Code. A use may be listed in this table as allowed in a zoning district, but if a particular lot or structure does not meet the minimum requirements of this Code, the use will not be allowed on that lot or in that structure unless it is recognized as a legal non-conformity.” Section 50-700.

Further, the Code makes clear that this is not the last time the Board will get to review this project: “[a]ll uses, except for single-family dwellings, are subject to site plan review by staff in accordance with section 50-775, and other requirements, such as environmental provisions, contained in this Code.”

At this time, the applicant is only seeking a straight rezoning, so it is too early to address specific uses. The Board is only tasked with evaluating whether or not the proposed Public Facilities zoning district is the district for which this property is best suited based on several factors discussed herein. If approved, the applicant would be entitled to any and all uses permitted by right in this zoning district, including a museum, if interpreted later by the Zoning Official to include the use.

In conclusion, while there are some compatibility concerns, these concerns can be cured or mitigated at the site plan phase, and therefore the project, at this particular location, **could be found to be compatible** with the surrounding area, as defined by Chapter 163 of the Florida Statutes.



3) Development Patterns

Analysis:

The subject property is nestled in the middle of a platted commercial and industrial subdivision from 1981, with platted lots on its western boundary, between the subject property and US Hwy 27 running northwest to southeast, and platted lots on its northern boundary, between the subject property and NE 40th Street (also known as CR 318). These platted lots are currently occupied by salvage yards, auto sales and repair businesses, a mineral processing business, a warehouse, or they are vacant commercial. Along the subject property's eastern boundary are mostly manufactured homes and single-family homes in a low-density residential subdivision named Lincoln Heights.

Moving north and east away from the platted lots and subject property, the surrounding area is largely residential. Just around the corner is the old abandoned middle school that closed in 2021, Williston Middle School. That property is now approved for a medical marijuana grow house and is making its way through development approvals in the City of Williston. Moving west from there, you enter the City of Williston, where you find more single-family residential and west of SE 8th Street is a large RV Park, Williston Crossings West, a salt and peppering of manufactured homes, vacant parcels and small commercial (more auto salvage). Lots become smaller and the area becomes more dense moving in toward the center of the City. Moving east from the abandoned Middle School (north of the subject property) is more residential, and large agricultural properties, and the area becomes less and less dense.

In conclusion, with the exception of the proposed museum, the proposed use of a public park, while potentially more intense as proposed, has been an existing part of the community for several decades, and therefore **fits the development pattern** in the area.

4) Suitability

Analysis:

The City of Williston's Community Redevelopment Area Secondary District is located at the municipality boundary (NE 11th Street) less than a mile to the northwest of the subject property, and while this proposal is not located within the City of Williston's jurisdiction, the project seems to represent the continued efforts of the City to revitalize the area.

A sportsplex seems to provide a sufficient buffer between the lower density residential uses to the east of the subject property, and the industrial uses to the west of the subject property. Therefore this zoning district would be **suitable** at this location.

5) Adequate public facilities and services

Analysis:

The main public facilities impacted by the proposed project are potable water, sewer, and solid waste. After speaking with the engineering firm which assists Levy County in requirements for certain infrastructure installations and expansion planning (Two Fold Engineering), there is believed to be a City of Williston central water service line which extends some distance down NE 40th Street (past the abandoned middle school), however, the City proposes to keep this project on the existing well and septic that currently sources the property. Further, Levy County does not have a central water or sewer system available to service the subject property. The Applicant is currently responsible for removal of all solid waste from the site or for procuring solid waste removal services.

Any concerns about impacted public services can be addressed during site planning. Therefore, the proposed public facilities and services **can, until such time, be found to be adequate.**

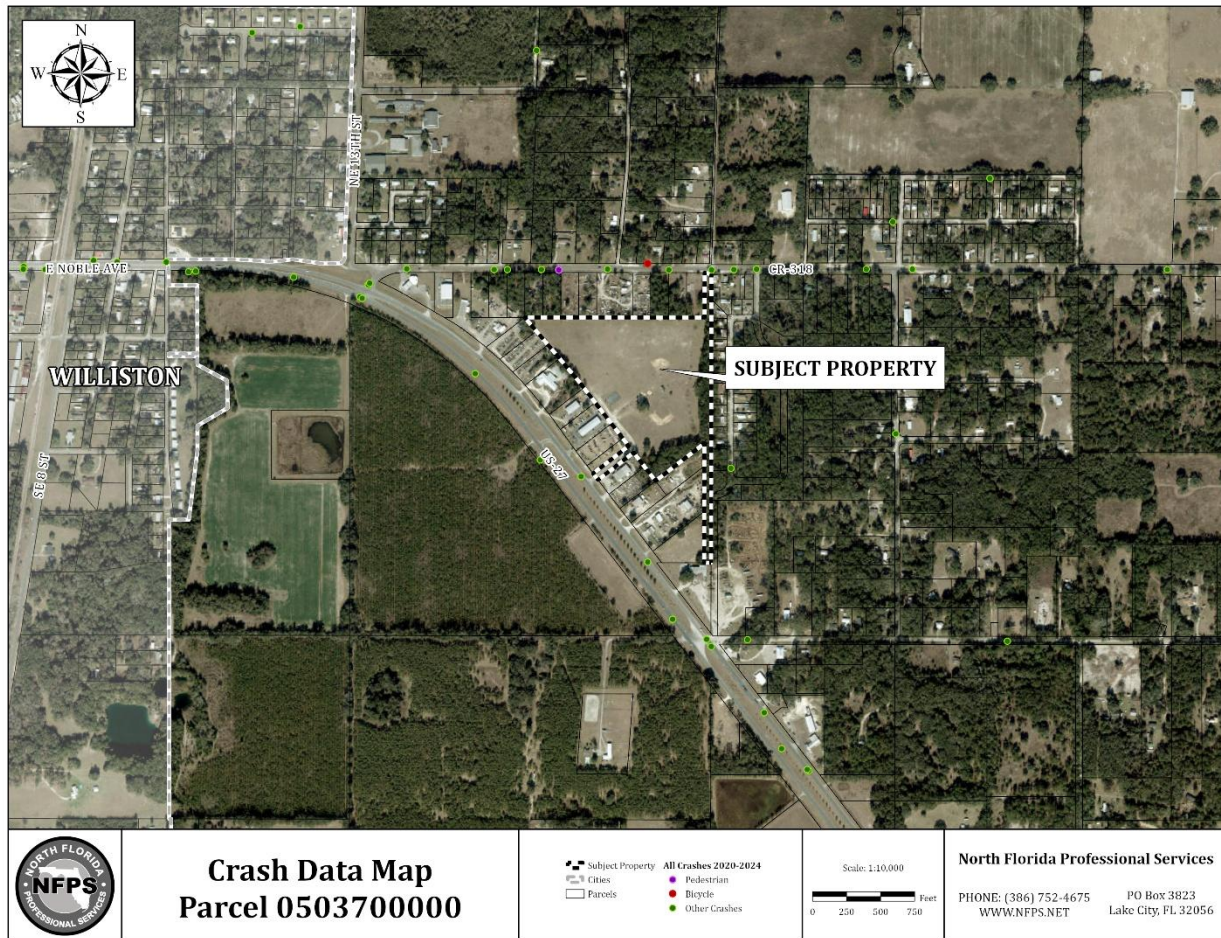
6) Access

Analysis:

The project currently utilizes one entrance to the facility, and it is off of US Hwy 27, which is a 4-lane intrastate highway that is part of the Strategic Intermodal System (SIS) of highways designated specifically by FDOT for the purpose of moving freight through the state. Therefore maintaining efficiency for freight traffic is of the utmost importance. In order for the applicant to utilize the access on Hwy 27, the applicant will need to get a permit from DOT, anyway. Northeast 40th Street is a paved, 2-lane local road, and the applicant's agent has indicated that the access off of this road will instead be the main/only access to the park.

Vehicle and pedestrian traffic volumes would also be increased in and around the residential neighborhood. **This is a concern which can be addressed during site planning.**

Map 5. Crash Data (Signal Four Analytics)



7) Public health, safety, and welfare

Analysis:

Levy County does not currently have any public sportsplex facilities; Cornelius Williams Park is the only one. Rehabilitating and upgrading the existing park will promote healthy recreational activity within the community, and therefore, if all concerns are adequately addressed at the site planning phase, the proposed project, if approved, **will promote positive impacts to Levy County's public health, safety, and welfare.**

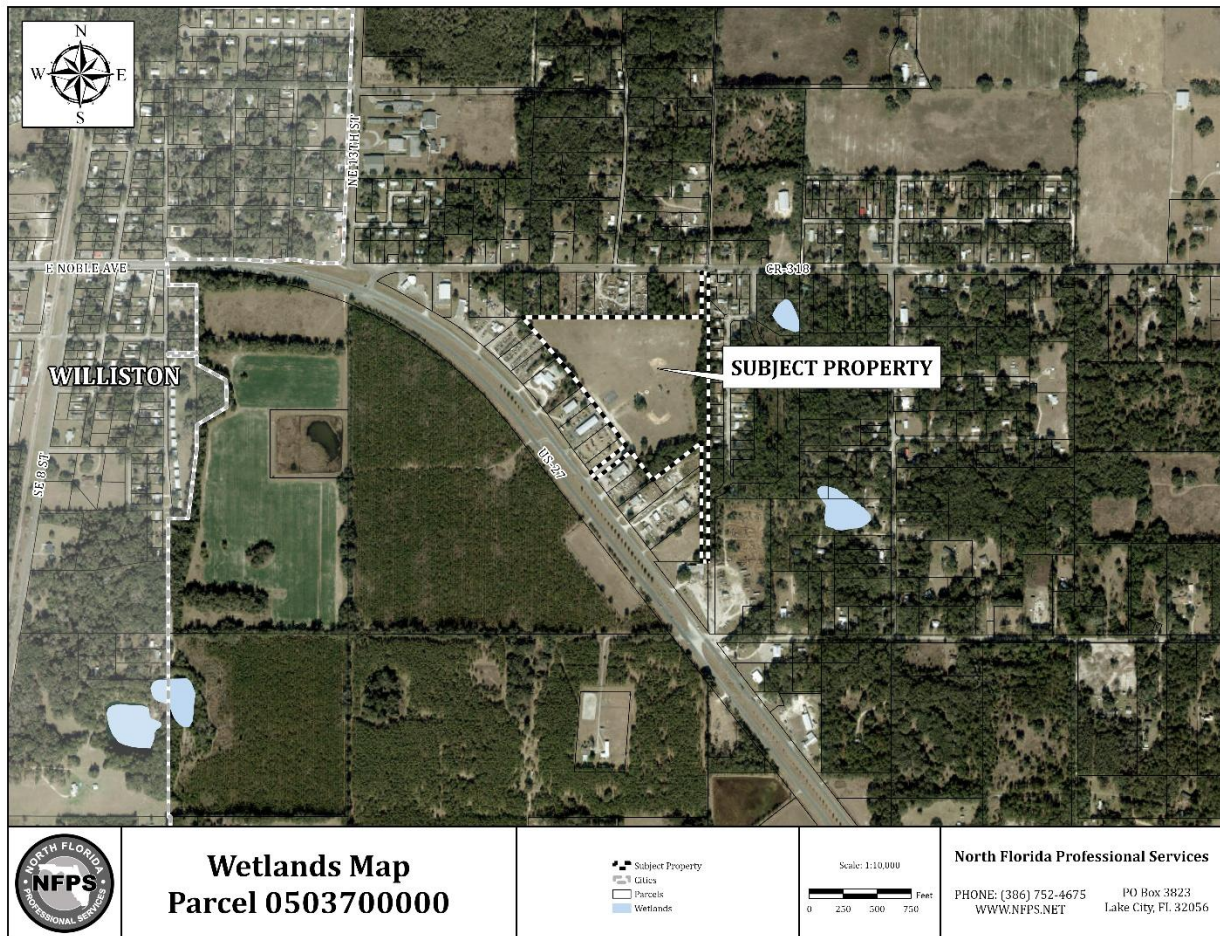
ENVIRONMENTAL CONDITIONS ANALYSIS

Wetlands

According to the National Wetlands Inventory, Wetlands from the Suwannee River Water Management District, dated 1995, there are no wetlands located on the subject property.

Evaluation: Given the subject property contains no wetlands, there are no issues related to wetland protection.

Map 6. Wetland Map

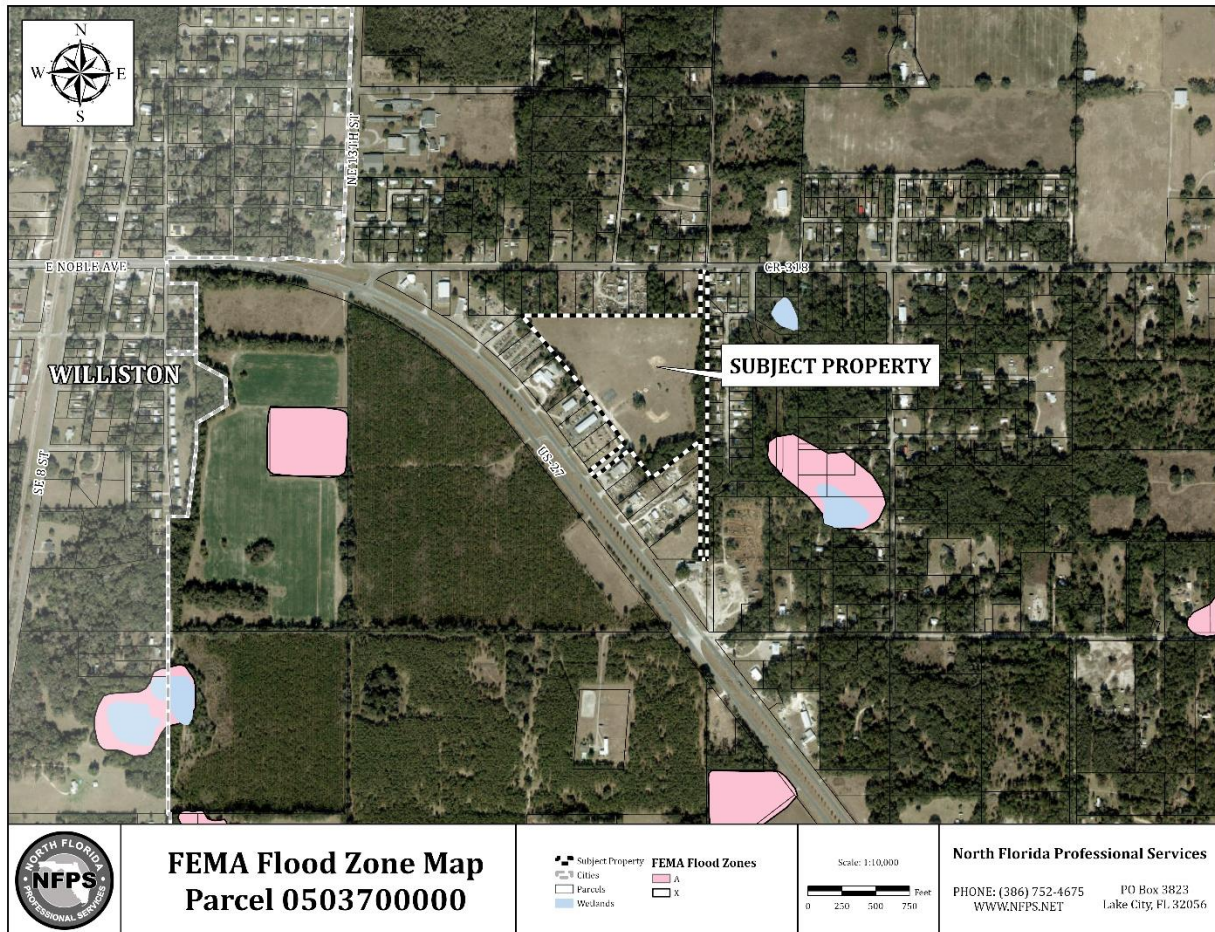


Flood Potential

Panel 12075C0245F of the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM) Series, dated November 2, 2012, indicates that the subject property is in Flood Zone "X" (areas determined to be outside of the 500-year floodplain).

Evaluation: Given the subject property is not located in an area designated to flood, there is no concern of flooding on the subject property.

Map 7. FEMA Flood Zone Map



Soil Survey

Each soil type found on the subject property is identified below. The hydrologic soil group is an indicator of potential soil limitations. The hydrologic soil group, as defined for each specific soil, refers to a group of soils which have been categorized according to their runoff-producing characteristics. These hydrologic groups are defined by the Soil Survey of Levy County, Florida, dated 2015. The chief consideration with respect to runoff potential is the capacity of each soil to permit infiltration (the slope and kind of plant cover are not considered but are separate factors in predicting runoff). There are four hydrologic groups: A, B, C, and D. "Group A" soils have a higher infiltration rate when thoroughly wet and therefore have a lower runoff potential. "Group D" soils have very lower infiltration rates and therefore a higher runoff potential.



There are two (2) main soil types found on the subject property, with a small sliver of a third soil type that is unlikely to impact the development of the site:

- 1) Jonesville-Otela-Seaboard complex (1 to 5 percent slopes) soil is well-drained. It is generally found in coastal plains areas. Typically, fine sand with marine deposits over bedrock. There's typically about 48 inches of depth before reaching a sandy clay layer, and 60-80 inches of depth before reaching lithic bedrock. This soil contains components that are part of hydrologic soil groups A, A, and D, it is also part of the moderately drained soil group, and has negligible runoff qualities. This soil has only slight limitations affecting sites for septic tank absorption fields, residential and commercial buildings, and local roads and streets. This soil is found in the central and eastern parts of the subject property, beginning in the northeastern area of the site, making up 44% of the site.
- 2) Pedro-Jonesville-Shadeville complex (0 to 5 percent slopes) This soil is generally found on coastal plains and marine terraces. Typically, the surface layer is sandy marine deposits. The underlying material is weathered bedrock to a depth of 21 inches and then at 25 inches, unweathered bedrock. This soil contains components that are a part of hydrologic soil groups D, A, and B, and has slight limitations affecting sites for septic tank absorption fields, residential buildings, and local roads and streets. This soil is found in the northern and southern parts of the subject property, surrounding the Otela soil like a glove, making up 55.9% of the site.
- 3) Shadeville-Otela complex (1 to 5 percent slopes) This soil is generally found also in coastal plans areas and is also fine sand with marine deposits over limestone. A part of the hydrologic soil groups B and A, is also moderately well drained, and in the negligible runoff class of soils. This soil is found in the northwestern-most corner of the site, making up 0.2% of the site.

Evaluation: The main soil types found on the subject property are Jonesville-Otela Seaboard fine sand, and Pedro-Jonesville Shadeville fine sand. Both sand soils are acceptable for rehabilitating and upgrading a park for public use. At this time, there are no issues related to soil suitability.

Stream to Sink

According to the Stream to Sink Watersheds, prepared by the Southwest Florida Water Management District, dated June 2, 2001, the subject property is not located within a stream to sink area.

Evaluation: At this time, there is no concern related to Stream to Sink Watersheds.

Minerals

According to the Levy County Economically Important Minerals Map, prepared by the Withlacoochee Regional Planning Council, 2015, the subject property is within an area known to contain Limestone.

Evaluation: There are no issues related to minerals.

Historic Resources

According to the Levy County Historical Resources Map, dated 2023, there are no known historic resources located on the subject property.

Evaluation: There are no issues related to historic resources.



Aquifer Vulnerability

According to the “Recharge to the Floridan Aquifer” data, prepared by the Suwannee River Water Management District, dated 2000, the subject property is located in a high aquifer recharge area.

Evaluation: While the subject property is located in a High Aquifer Recharge Area, the applicant has provided the required engineering and documentation to demonstrate that there should be no negative impacts on aquifer recharge. Therefore, it is anticipated that there will be no impacts to the Floridian Aquifer System as a result of the proposed mining operation.

PUBLIC FACILITIES IMPACT

Traffic Impact

The application requests a straight rezoning from Industrial to Public Facilities, which, if approved, will allow any and all uses on this site which are permitted in the Public Facilities zoning district, to include the proposed rehabilitation of an existing park with upgrades to an unknown intensity, and a museum facility.

Evaluation: The impacts generated by the development will be addressed in the site planning phase of the project; therefore, at this time, the demand generated by the development is considered acceptable, but will be limited by the maximum allowed intensity.

Potable Water Impacts

The proposed use is not anticipated to impact potable water; therefore, there is no impact to the Level of Service (LOS) for Potable Water Facilities.

Sanitary Sewer Impacts

The proposed use is not anticipated to impact sanitary sewer; therefore, there is no impact to the Level of Service (LOS) for Sanitary Sewer Facilities.

Solid Waste Impacts

The proposed use is not anticipated to impact solid waste; therefore, there is no impact to the Level of Service (LOS) of Solid Waste Facilities.

Recreation Facilities

The proposed use is not anticipated to impact recreational facilities; therefore, there is no impact to the Level of Service (LOS) of recreation facilities.

Public School Facilities

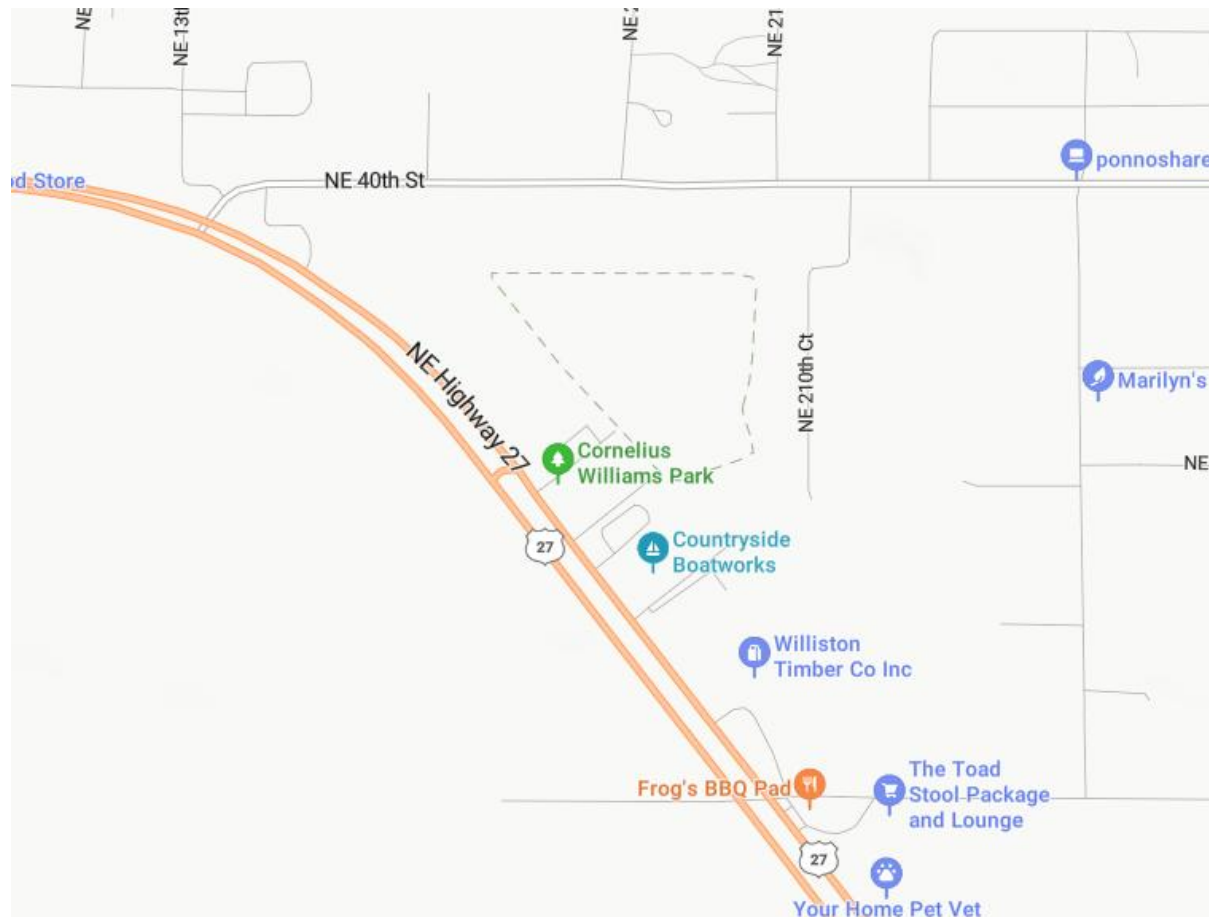
The proposed use will not impact public schools; therefore, there is no impact to the Level of Service (LOS) of public-school facilities.

CONCLUSION

The application request is found to meet all requirements of the Land Development Code for completeness and sufficiency, and as proposed, is found to be consistent with the Comprehensive Plan. In order to approve the request, planning staff, the Planning Board, and the Board of County Commissioners shall consider the following criteria:

- 1) Consistency. The proposed rezoning is consistent with the comprehensive plan and this land development code.
- 2) Compatibility. The proposed rezoning is compatible with the present zoning pattern and conforming uses of nearby property and the character of the surrounding area.
- 3) Development patterns. The proposed rezoning shall result in logical and orderly development patterns.
- 4) Suitability. The property is suitable for the uses that are allowed in the proposed zoning district(s).
- 5) Adequate public facilities/services. The property is served by public facilities that are adequate for the uses that are allowed in the proposed zoning district(s).
- 6) Access. Available ingress and egress is adequate for the uses that are allowed in the proposed zoning district.
- 7) Public health, safety, and welfare. The uses allowed within the proposed zoning district shall not adversely affect public health, safety, and welfare.

Map 8. Area Map, General





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Site Photos







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