



Staff Report

To: Planning and Zoning Board

From: Ron A. Paradise, Director, Planning and Development Services

Date: May 6, 2021

Re: Project No. RZ 20-0020, Ordinance No. 02-2021, Portland Industrial Park
IPUD

Summary of Application:

Applicant: Jason Lewis, P.E, Kimley-Horn and Associates, representing DOT Properties NV.

Request: Rezone ±129.02 acres from Activity Center Industrial to Industrial Planned Unit Development (IPUD).

Tax Parcel No.: 8106-04-00-0840 and 8107-00-00-0020

Property Acreage: ±129.02 acres

Property Location: The property features multiple parcels and has not been addressed but will carry an address off of N. Normandy Blvd. In general, the property is located on the east side of N. Normandy Blvd. situated south of the Epic Theater property.

Legal Description: 7-18-31- LOTS 83 THRU 89 & LOTS 93 THRU 100 & LOT 103
THRU 110 LYING E OF N NORMANDY BLVD YOURLANDO
FARMS & GROVES MB 10 PGS 227-228 PER OR 2252 PG 0918
PER OR 7792 PG 3447
AND
7-18-31 S 1/2 OF LOT 7 PER OR 2252 PG 0918

Existing Zoning: Industrial (Activity Center)

Background:

The property is located within a special planning area of the City known as the Deltona Activity Center. To ensure consistency with the Comprehensive Plan, Policy FLU 2-1.5 states all projects within the Activity Center are required to be

processed as a Planned Unit Development. A Planned Unit Development zoning classification involves the application of customized uses and development parameters to a specific property which will further Comprehensive Plan provisions, improve land use compatibility, protect infrastructure level of service, and promote the economic goals of the City. The requested Industrial Planned Unit Development (IPUD) represents an industrial subdivision with options for ancillary uses. Primary uses include distribution activities and light manufacturing options. The IPUD also allows very limited commercial service uses such as fast food restaurants and convenience stores. Commercial service uses are capped at 15,000 square feet of building area. Every PUD zoning is associated with a written Development Agreement (DA) and a Master Development Plan (MDP) graphic, which generally depicts development areas including lots, buildings, internal circulation, and other site design elements. The IPUD Development Agreement outlines allowed land uses, lot sizes, land use intensities, proposed and required transportation improvements, aesthetic requirements, etc. The development conditions outlined in the DA will be discussed in detail as part of this staff report.

As has been stated, the property proposed to be rezoned is located within the Deltona Activity Center. The Activity Center is recognized as a special planning area within the City's Comprehensive Plan. The planning effort associated with the Activity Center is in recognition of the strategic importance of the area representing a significant undeveloped land resource situated in close and accessible proximity to a major interstate interchange. The strategic importance of land near the Interstate-4/SR 472 interchange was recognized by Volusia County as part of the formulation of the County's 1990 Comprehensive Plan. More planning activity occurred through the years with the 1994 creation of the Southwest Activity Center (SWAC) land use overlay and the eventual establishment of an Areawide Development of Regional Impact (DRI) in the 2000s. As a result of a lack of development activity, in 2010, the Areawide DRI within the City of Deltona expired. The Activity Center planning area and related goals, objectives, and policies included as part of the City's Comprehensive Plan have remained in effect.

The Portland Industrial Park IPUD proposal is to create six outparcels and two larger land reservations for distribution and light manufacturing uses. There are modern distribution type uses included as options within the IPUD, including a high-cube parcel hub warehouse. These novel distribution type operations are different from traditional warehouse uses in the fact the facilities are highly automated, and building mass is usually more than 1,000,000 square feet. There is anticipation the industrial/distribution areas of the property will be occupied by large, high volume, logistics-oriented users. The large logistic facilities will feature

numerous cargo bays and ample drive aisles needed to accommodate incoming and outgoing delivery utilizing a range of vehicle classes, including heavy trucks. Parking and internal circulation will most likely be segregated by vehicle type, weight class, and access purposes (i.e. employee access/parking, local deliveries, and long-haul deliveries).

There are six outparcels planned as part of the Portland Industrial Park (PIP). Three of the outparcels front on N. Normandy Blvd. and the remaining outparcels are situated along the northern terminus of the property abutting a planned internal roadway. The outparcels with N. Normandy Blvd. frontage will probably be used for supporting commercial uses like a fast food restaurant, convenience store/fueling station, or other retail/service activities. The larger and more internalized outparcels may be developed with stand-alone office or flex space facilities. Smaller industrial/manufacturing uses may also be established on the internal outparcels. Office, flex space, and manufacturing uses occurring on the outparcels will be oriented towards serving a more local market. The uses planned for the Portland Industrial Park, when built, will represent a substantial private investment and will create numerous jobs. Many of the uses proposed for Portland Industrial Park, especially the large-scale operations, are envisioned to operate 24 hours a day under at least two shifts.

Support Information:

1. Potable Water: Volusia County Utilities – Deltona North
2. Sanitary Sewer: Volusia County Utilities – Deltona North
3. Fire Protection: Deltona Fire (Station 65)
4. Law Enforcement: Volusia County Sheriff's Office (VCSO)
5. Electricity: Duke Energy

Matters for Consideration:

Section 110-1101, Code of City Ordinances, states that the City shall consider the following matters when reviewing applications for amendments to the Official Zoning Map:

Whether it is consistent with all adopted elements of the Comprehensive Plan.

The area proposed to be rezoned to IPUD is designated on the Future Land Use Map as being located within the Activity Center. There are several sub-land use designations under the overarching Activity Center designation which are intended to provide general guidance regarding the application of actual land uses. The area proposed to be rezoned is designated within an Industrial/Business Park land use subcategory. However, to ensure consistency

with all provisions of the Comprehensive Plan, all development (with very few exceptions) must be processed as a Planned Unit Development. Therefore, the proposed IPUD rezoning application is consistent with the following policy and the underlying Activity Center sub-land use designation:

Policy FLU2-1.5

Future development within the Activity Center shall require rezoning to a Planned Unit Development (PUD) or amendment to an existing PUD. Provided, however, that any development of an existing parcel that is 0.5 acres or less in size and which is permissible by the existing zoning classification assigned the parcel shall not require rezoning to PUD if the existing zoning classification is consistent with the Activity Center Plan future land use designation.

The Activity Center' is earmarked for high intensity development including, but not limited to, commercial, service, and industrial uses. The Activity Center's goal is to encourage economic growth and the "development of a key employment area...". The proposed principle uses within the proposed IPUD include distribution and light manufacturing and an option for limited service/commercial. The Activity Center plan establishes guidelines and intensity standards for various land use opportunities within the Activity Center, and the following guideline articulates the City expectation for industrial uses within the Activity Center:

INDUSTRIAL GUIDELINE

Industrial areas should facilitate a wide range of light manufacturing, distribution, and warehousing type of uses. Also envisioned are research facilities and various flex space uses. Industrial uses shall be located in areas that have a full range of transportation and utility services. Maximum FAR – 1.0

The distribution and manufacturing uses proposed within the IPUD are consistent with the above guideline. In addition, the IPUD Development Agreement will establish a floor area ratio (FAR) below the 1.0 threshold as the maximum land use intensity applicable for the property.

COMMERCIAL USE GUIDELINES:

a) To facilitate the development of a major regional-scale facility(s) offering the residents a wide variety of goods and services which can reduce the need for West Volusia consumers to travel outside Volusia County to obtain such goods, and enjoy such shopping experiences. Other more locally oriented uses and uses to serve the traveling public, such as convenience stores and gas stations, may also be situated within the Activity Center.

b) Maximum FAR 0.55

The service/commercial uses are intended to be secondary in nature and the FAR is limited to 0.35. In addition, service/commercial uses are anticipated to

serve residents, individuals doing business within the Portland Industrial Park, and the traveling public.

The land use structure within the City has traditionally been oriented to residential. However, the City has sought to diversify the land use base. Deltona land use diversity goals are summed up as follows: 1) Provide a greater range of readily available goods and services for residents. 2) Improve and enhance local employment opportunities. 3) Expand the tax base so there is less burden on residential property. With the above goals, the City has articulated a clear metric regarding land use diversification, including the promotion of industrial uses within the following Comprehensive Plan provision:

Policy FLU1-7.22

The City shall seek to ensure that its Future Land Use Plan Map provides for a minimum of fifteen acres of commercial lands and two acres of industrial lands per 1,000 residents.

The City has yet to implement the two acres per 1,000 residents for existing industrial land uses. However, Portland Industrial Park will certainly assist the City in diversifying its land use base and help to achieve the stated goal in the above policy.

Even before the incorporation of the City of Deltona, the property proposed to be rezoned to IPUD was entitled for industrial uses. In addition, the property is strategically situated near a major interstate interchange and is well positioned for industrial development. Therefore, the IPUD rezoning request represents the next logical step in realizing the development potential of an area long planned for industrial uses. The IPUD rezoning is consistent with the below policy:

Policy FLU1-7.10

The City of Deltona shall encourage the development and improvement of appropriate existing industrial areas.

Land use compatibility is a major theme of the City's Comprehensive Plan and is a primary driver of how land use entitlements are allocated and land development is managed within the City. The Portland Industrial Park site proposed to be rezoned to IPUD is located well away from existing or planned residential areas. Therefore, impacts to neighborhoods will be minimal. In the context of the Activity Center, the Portland Industrial Park IPUD is located on the east side of N. Normandy Blvd. across the thoroughfare from the 1.4 million square foot Amazon Fulfillment Center. To the east, the industrial park abuts land owned by the County used to support the Deltona North utility system. Other land located along the eastern margin of the Portland Industrial Park is within the City Activity Center and is earmarked for industrial and business park uses. At the

closest point, Portland Industrial Park is located about 1/3 of a mile from the nearest residential neighborhoods. These residential areas are located along and near the W. Seagate Dr. corridor in the vicinity of the Wolf Pack Run and Catalina Blvd. intersection. The residential areas are separated from the proposed IPUD by institutional land uses, including the aforementioned Deltona North wastewater management complex and the YMCA. To the north, Portland Industrial Park shares a boundary with the Deltona Village project. The Deltona Village project is about 129 acres in size and is zoned Business Planned Unit Development with an emphasis on commercial entitlements. Deltona Village is currently developed with a movie theater, a fast food restaurant, and a convenience store with multiple fueling bays. However, light industrial and limited multifamily entitlements were granted as options by the City as part of the Deltona Village BPUD. To the south, the Portland Industrial Park abuts vacant land. This land is located within the City Activity Center and according to the City Future Land Use Map land use options for the vacant land to the south of the proposed IPUD property include industrial, business park, and mixed-use options. To the south, the Portland Industrial Park is over .25-mile away from established residential development situated along the Firwood Dr. corridor.

The level of separation between the Portland Industrial Park IPUD and existing residential areas is extensive. Based on the distances involved, this greatly reduces detrimental impacts to residential areas. However, there is recognition that site impacts could be associated with the IPUD. The most obvious potential off-site impact could be vehicular traffic and more specifically heavy truck traffic. To address truck traffic, heavy truck travel patterns will be managed and otherwise encouraged for heavy trucks to use the SR 472/Interstate-4 interchange. The intent is to direct heavy truck traffic away from neighborhoods by a combination of access management, ingress/egress design, signage, and active enforcement. Compatibility, including minimizing off-site impacts associated with heavy truck traffic, is consistent with the following provision:

Policy FLU1-7.11

Review of industrial development proposals shall include consideration of compatibility between industrial and surrounding land uses.

Within the Comprehensive Plan, the City has detailed land use location guidelines for common uses including industrial. The guidelines are listed below in *italics* and analyzed in light of the proposed IPUD.

Policy FLU1-9.3

INDUSTRIAL

1. *Be located with all structures outside of the 100-year flood plain;*
None of the property is located within the 100-year floodplain.

2. *Have vehicular access to one or more major transportation systems such as: major thoroughfare routes, rail, or airport;*

The property has ready access to Interstate-4 by way of the SR 472/Interstate-4 interchange using City and County thoroughfares.

3. *Be accessible only to thoroughfare roadways, either by direct access or via an internal street system within a planned industrial area;*

The 129-acre IPUD Industrial Park has direct access to City thoroughfare N. Normandy Blvd.

4. *Be located in a manner that will not cause through traffic in nearby residential neighborhoods;*

The IPUD site is located away from residential areas, and heavy truck traffic will be channeled to the Interstate-4/SR 472 interchange.

5. *Be within commuting time of the labor force and accessible to the labor force via the thoroughfare system;*

The City of Deltona has a population of over 92,000 people. 57% of the City population are of working age. Currently, 66% of the sizable and significant City workforce commutes to jobs outside the City. The IPUD allows both large and moderate scale uses. The larger uses and collectively the more moderate sized operations will constitute a major employment opportunity within the City. Portland Industrial Park will address a longstanding and significant housing/jobs imbalance associated with the City.

6. *Be served by central utilities and services;*

The project will be served by central water and sewer provided by the County.

7. *Be located on parcels of land large enough to adequately support the type of industrial development proposed and minimize any adverse effects upon surrounding properties;*

The 129-acre parcel is fully developable with limited development constraints – no wetlands, floodplains, severe slopes, etc. and is of ample size to accommodate the use in compliance with all City land development code requirements.

8. *Encourage research and development uses to locate at premium and high visibility sites;*

Portland Industrial Park is oriented to distribution, logistics, and/or light industrial uses. However, there are smaller land allocations planned which will facilitate smaller scale flex space users including manufacturing upstarts. The IPUD represents a premiere, contemporary industrial park within the City, dovetailing with the logistics niche already established by Amazon while also providing opportunities for smaller manufacturing and flex users to operate within the City.

9. *Have intensity dependent upon type of use;*

Building mass, lot sizes, and development intensity are commensurate with the type and nature of the use proposed.

10. Industrial operations shall minimize or, where possible eliminate, the following impacts on the environment:

a. Odor, fumes, vapors, and gases.

The IPUD will be an active use. Personnel, equipment, traffic, and inventory, and/or manufactured goods will be in almost constant, carefully choreographed, and efficient motion. There will be emissions associated with the use from trucks and other vehicles. However, more intensive uses proposed including industrial and manufacturing will be light industrial, mostly internalized, and low emission.

b. Erosion and stormwater runoff.

Portland Industrial Park activity and uses will be engineered and developed in a manner as to not cause erosion or stormwater impacts.

c. Noise.

The site is located well away from residential areas. Noise associated with the IPUD will be attenuated by buffers, off-site forested areas, and adjacent non-residential uses.

d. Fire and explosion hazards.

The IPUD will only be used for distribution, light manufacturing, office, and limited commercial uses. Typically, explosive handling and flammable processes are located within heavy industrial areas and will not be an allowed IPUD use.

e. Radioactive elements.

There will be no radioactive materials associated with the IPUD beyond what is typically associated with household goods.

f. Electromagnetic interference.

The IPUD will not emit electromagnetic interferences.

g. Smoke, dust, and dirt.

The IPUD is planned to be used for distribution and light industrial activities only. Both activities are not considered 'smoke stack' industries. In addition, processing and related activity associated with the 129-acre Portland Industrial Park will be internalized within a building. Vehicle parking, staging, and access will occur on paved areas. Therefore, there will be no dirt or dust created as part of the IPUD.

h. Vibrations.

The IPUD site is located well away from residential and other sensitive land uses. In addition, the IPUD only allows lower intensity industrial

uses – light manufacturing and distribution. Those types of uses are not associated with extreme vibrations.

i. Glare.

Most of the manufacturing and distribution activity will occur within enclosed buildings. There will be no outside processing, welding, or other activities involving glare.

j. Hazardous wastes.

The direct processing or management of hazardous wastes will not be part of the allowed IPUD light industrial and distribution uses.

k. Toxic waste.

Toxic wastes will not be a direct element of the light industrial or distribution uses allowed within the IPUD.

l. Petroleum contaminants.

There will be no processing, refining, or distribution of petroleum products.

m. Trespass lighting.

The site plans for individual developments within the Portland Industrial Park will address trespass lighting. According to the Land Development Code, no lighting rated at or beyond one candle power can illuminate off site properties.

11. Sites for individual industrial land uses shall be at least one acre in size;

The IPUD site involves several lots all larger than two acres.

12. Industrial land use shall be reviewed for compatibility with surrounding land uses;

Portland Industrial Park is well removed from residential and nearby business uses, and there will be land development requirements, including access management which will minimize the impacts on adjacent uses.

13. Shall meet all applicable land development regulations; and

The project will comply with all City Land Development regulations as the project progresses through the land development review process.

14. Shall be light industrial.

The uses within the IPUD are limited to distribution and light manufacturing which represent lower intensity type industrial uses.

Its impact upon the environment or natural resources.

The 129-acre IPUD project can be described as forested and undeveloped. The forested condition is characterized by either a dense, mature stand of sand pines or a xeric oak hammock. Trees include sand pine, longleaf pine, sand live oaks, and myrtle oaks. On site soils are sandy, well drained, and are suitable to support urban development. The soils are classed as follows: Astatula fine sand, Orsino fine sand, Paola fine sand, and Tavares fine sand.

The property does provide habitat for gopher tortoises. However, as a result of years of fire suppression, the vegetation on the property is very dense. Densely vegetated land, notwithstanding well drained soils, is not conducive tortoise habitat. Thick vegetation typically limits herbaceous vegetation, which tortoises forage, and the dense vegetation reduces tortoise fecundity.

Therefore, the site will probably not support a high tortoise per acre population. The property will be surveyed for tortoises, and any tortoises found on site will be relocated to a mitigation bank with suitable habitat. The site may also support scrub jays. However, the ideal scrub jay habitat is low canopy xeric oak scrub with open patches of sand interspersed throughout the scrub oak. As has been mentioned, the property is forested with a significant overstory component of mature pine trees. Jays do not occupy these densely forested landscapes. Predation and competition from other wildlife – including hawks and blue jays - is too intense. Jays may be present on the property persisting in sub-optimal habitat along the margins of roadways and cleared areas. This is known in biological parlance as the edge ecotone effect. While the condition of the property does not represent what would be considered prime scrub jay habitat, the property will be surveyed and if present the owner/developer will be responsible for working with the U.S. Fish and Wildlife Department to initiate a habitat conservation plan for the jays on site. The property is located in an area where there is other undeveloped or lightly developed land (pasture) in the area. Therefore, the property probably supports deer, hog, and other game animals. Other wildlife would include common species such as raccoons, opossums, and songbirds.

Its impact upon the economy of any affected area.

The construction of the Amazon Fulfillment Center has created a level of synergy in the area. Portland Industrial Park represents a logical continuation of the trend initiated by Amazon. The Amazon Fulfillment Center is an approximately 1.4 million square foot facility situated on approximately 85 acres of land. Portland Industrial Park is situated on about 129 acres of property which as designed can accommodate over 2,000,000 square feet of non-commercial logistics and manufacturing uses. Many economic thinkers in the last 30 to 40 years have posited the American economy has transitioned from an industrial/manufacturing model to an information and service-oriented market. Under the information and service economic paradigm, there is less reliance on manufacturing and centralized employment centers. While there is no doubt the U.S. economy has transitioned where service and information industries have grown, there is still growth within the logistics and light manufacturing sectors. These logistic and light industrial uses tend to be

located where there is ready access to transportation systems and major markets. These uses also require adequate labor resources.

Portland Industrial Park is an example of what is known in planning practice as the 'multiple nuclei theory'. The multiple nuclei theory, articulated by C. Harris and E. Ullmann in 1945, postulates certain guidelines which can drive the location of land uses. The following guidelines are applicable: 1) Land uses may require highly specialized facilities. In the case of Portland Industrial Park, the square footage allocation of approximately two (2) million square feet of floor area. There will be ample room to provide parking and freight logistic areas. 2) Certain uses can cluster taking advantage of supply chains, access availability to major arteries like Interstate-4. The proximity of Portland Industrial Park to the existing Amazon Fulfillment Center certainly has the potential to enhance an economy of scale associated with clusters of manufacturing and logistic uses. 3) Conversely, the separation of land uses can be driven by inherent incompatibilities. Incompatibilities can come in various forms, including competition for scarce resources like affordable land or traffic capacity, emissions, noise, etc. The fact the proposed IPUD property is well removed from sensitive land uses such as residential areas reinforces the multiple nuclei theory.

There are several metrics of which to evaluate the impact of the IPUD project on the economy of the area. Portland Industrial Park featuring approximately two (2) million square feet of floor area represents an impressive private capital investment. Currently, the 129 acres generate a little over \$34,000 in property taxes a year. However, using the Amazon Fulfillment Center across N. Normandy Blvd. as a comparable, the City could generate in excess of \$650,000 a year in ad valorem revenue.

Perhaps the most remarkable benefit the proposed use will have on the local economy is a dramatic expansion of the job base. At buildout, the Portland Industrial Park will have multiple users generating numerous jobs. Some of the larger users within the Park will employ multiple shifts. In the manufacturing and logistics sectors, entry salaries tend to be competitive, with room for career growth. In addition, the jobs associated with the Portland Industrial Park development program will provide an opportunity for workers within the City to obtain local employment. As evidenced by the high percentage of workers employed outside of the City, there is a significant jobs/housing imbalance. This project will help alleviate the City's jobs/housing imbalance. The starting salaries associated with many manufacturing/logistic centers are often entry level especially for those with lower skill sets. However, a more developed and robust job base creates local employment

opportunities and workers will not have to incur high commuting costs expressed in terms of money (fuel), vehicular depreciation, and lost time.

While manufacturing and logistics starting salaries may be somewhat modest, there can be other valuable employment-oriented considerations that are possibilities: health insurance and other benefits. Many types of employment opportunities within the City are geared to the service sector and do not offer comprehensive benefit packages. A labor force covered by health insurance will result in a healthier population. There will be less household economic stress with regard to the cost of medical care. The demand for public services such as indigent health care will be lessened as well.

For many years, there has been a demand for sit-down restaurants and higher scale services within the City. While the service sector within the City has expanded, many restaurateurs have been reluctant, even in a pre-COVID-19 context, to locate within the City citing a lack of a ready customer base of which to serve lunch. The lacking of a lunch customer base is directly related to the fact that nearly 50% of the population works outside of the City. However, the project will represent a new major local employment center which will grow the lunch customer base needed by the casual dining restaurant industry.

The use will be a positive for the economy of the City and local area. However, the City and other public agencies will still have to make investments in public safety, transportation, education, and other infrastructure to support uses that will emerge within the Portland Industrial Park.

Notwithstanding the provisions of Article XIV of the Land Development Code, Ordinance No. 92-25 [Chapter 86, Code of Ordinances], as it may be amended from time to time, its impact upon necessary governmental services, such as schools, sewage disposal, potable water, drainage, fire and police protection, solid waste or transportation systems.

- a. **Schools:** The IPUD will not directly generate the need for new student workstations.
- b. **Sewage Disposal:** Sanitary sewer (Volusia County Utilities). The County has the wastewater management capacity to serve the project.
- c. **Potable Water:** Central water (Volusia County Utilities). The County has the potable water capacity, both physical and permitted, to serve the IPUD. In addition, according to the County, there is ample flow for fire suppression purposes. However, individual users within the Portland Industrial Park may be required to provide on-site fire suppression tanks.

- d. **Drainage:** Appropriately designed and constructed on-site drainage facilities will address stormwater run-off. Any off-site drainage will be addressed within the written Development Agreement.
- e. **Transportation Systems:** Traffic patterns associated with the project represent unique transportation dynamics and an opportunity to maximize existing traffic infrastructure. Understandably, transportation is a critical component of the Portland Industrial Park project based on the use magnitude and juxtaposition of the Portland Industrial Park to the existing Amazon Fulfillment Center. Therefore, to more effectively address transportation, this narrative will be broken down into five sections: Traffic Characteristics of the City and the IPUD Project; Mitigation Measures; Access Management; Needed Transportation Improvements; and Facilitating Improvements.

Traffic Characteristics of the City and the IPUD Project: The City's land use base is mostly residential with supporting commercial and institutional uses (schools) representing a smaller segment of the developed landscape. The Amazon Center represents a diversification in land use type with the construction of the 1.4 million square foot Fulfillment Center. While Amazon is a major local employer, most of the Deltona workforce still commutes to jobs outside of the City. Traffic patterns within the City during the COVID-19 event, have not been typical. Businesses shut down, people worked from home, shopping became more remote and school attendance was reduced. The long-term impacts of COVID-19 on local transportation patterns have yet to be fully understood. Will the pandemic result in greater virtual school attendance? Will working from home remain a viable long-term option for some? These are questions yet to be answered.

In a pre-pandemic context, the land use mix and the commuting characteristics created traffic patterns that closely corresponded to the normal daytime business cycle – 8:00 am to 5:00 pm. For the purposes of transportation planning, the most congested times within the City have been the mornings when people are driving to work and school and, in the evenings, when commuters are returning from work. This traffic pattern is typically evident on any weekday along major thoroughfares within the City (like Howland Blvd. or Saxon Blvd., especially near Interstate-4). In 2018, the City hired a traffic consultant to study City traffic patterns with the intent of more effectively and efficiently guiding transportation capital planning and managing development to maximize roadway capacity. Traffic counts on City thoroughfares were also a component of the study. Based on the COVID-19 event the 2018 traffic counts are considered to be the best available data. Some of what the City 2018 study documented/reinforced were significant

traffic spikes associated with the aforementioned AM and PM peak times. What was also elucidated by the study, was the use of the main City roadway network on an hourly basis. The hourly finding was evidence of ample capacity on City thoroughfares during non-peak times. To clarify, traffic volume spikes, AM peak times within the City would be generally considered between the hours of 7:00 am and 9:00 am, and PM peak times would be from 4:00 pm and 6:00 pm.

The engineering firm Kimley-Horn performed a Traffic Impact Analysis (TIA) for the Portland Industrial Park project. The TIA first quantified and then characterized the traffic generated by the IPUD uses. The project as proposed is projected to generate 5,407 total trips per day. 848 of the 5,407 trips will consist of heavy cargo trucks – 18 wheelers. The traffic generation rates were derived utilizing International Traffic Engineers (ITE) Manual land use trip generation rates. To put the IPUD traffic generation in perspective, a 570-unit residential subdivision would generate approximately the same number of trips less the presence of heavy truck traffic. The non-hauler, commuter traffic generated by the Portland Industrial Park is projected to be distributed along major transportation arteries within Deltona, Orange City, and the southeast Deland area. 52% of the trips are projected to travel north on N. Normandy Blvd. where the trips are dispersed east and west along Graves Av. Westbound Graves Av. trips extend into Orange City. Other trips will utilize Interstate-4 (I-4) or continue northwest along the Dr. Martin Luther King Jr. Blvd. and SR 472 right-of-ways into the greater Deland area. Approximately 14% of those trips will be heading east along the Howland Blvd. corridor accessing other areas of Deltona. 48% of the light duty vehicle trips are projected to be southbound along the N. Normandy Blvd. corridor. Those trips will be disseminated eastward along the Elckam Blvd. and Saxon Blvd. thoroughfares. According to the TIA, heavy truck traffic is evenly split east and west on Interstate-4 exclusively utilizing the SR 472 and I-4 interchange. The TIA indicates the I-4 westbound trucks will travel west along Graves Av. over interstate and traverse northward on Kentucky Av. The trucks would then turn right on SR 472 to access the I-4 westbound ramp. The eastbound I-4 truck traffic is projected to utilize SR 472 via N. Normandy Blvd. to Graves Av. and then left through the SR 472/Howland Blvd. Graves Av. intersection. No trucks are proposed to travel south on N. Normandy Blvd.

Mitigation Measures: As far as traffic generation rates, a comparison was made between the IPUD and a hypothetical 570-unit residential subdivision. The approximate total trips are similar, but the characteristics of how the trips impact the transportation network are very different. Traffic from a typical residential subdivision is evident during the day and directly contributes to the

AM and PM traffic peaks. In contrast, the largest users – high-cube warehouse and smaller warehouse uses - within the Portland Industrial Park will be operating on a 24-hour cycle with two shifts staffing the facility. Each shift will probably be scheduled for 12-hours. Truck traffic will also be entering and exiting the industrial park on a 24-hour schedule. The 24-hour nature of the larger Portland Industrial Park land uses and related shift cycles creates a condition where the IPUD traffic impacts can be offset by shift changes not directly corresponding with the AM and PM peak traffic demands. The shift changes can mitigate traffic congestion in which traffic generated from the use can occur at times of low transportation demand. Roadway capacity is measured at peak times – typically AM and PM demand periods.

Furthermore, roadway capital improvement programs tend to be driven by the need to address peak hour congestion. As has been stated, roadways within the City have adequate capacity to support traffic during off-peak hours. The use of the non-peak roadway capacity represents an efficient use of existing public infrastructure and creates a condition where the need for extensive capital improvements are minimized and, in some cases, deferred until there is a demonstrated need predicated on background traffic expansion and future development. Shift changes sometimes referred to as a traffic demand management (TDM) strategy are intended to be flexible. The shift change guidelines after thresholds are met, are only to be applied to 24-hour users with a gross floor area of 250,000 square feet or larger. In addition, the shift changes guidelines take effect when total project trip counts reach 570 PM peak hour trips. The shift guidelines for the workforce associated with the larger Portland Industrial Park Users are as follows:

Evening Shift - Outgoing	Day Shift - Incoming	Day Shift - Outgoing	Evening Shift - Incoming
3:00 – 4:00am	5:00 – 6:00am	4:00 – 5:00pm	4:00 – 5:00 pm

As has been stated, the AM peak traffic in the City is between 7:00 am and 9:00 am, and the PM peak is 4:00 pm to 6:00 pm. There is really no overlap with normal AM peak times and a slight overlap with the first hour of the PM peak time. The above shift changes are also programmed to not conflict with the shift change guidelines associated with Amazon. Finally, linking the trip threshold for 570 PM peak hour trips is intended to better manage traffic flow during the PM peak times.

The shift characteristics of the use and the prevailing traffic flows indicate, there should be minimal impact during the AM peak period. However, the afternoon shift change does occur during the PM peak return cycle. To better understand the traffic dynamic during the PM peak, the type and nature of the afternoon shift change will be analyzed in detail. The afternoon shift change will involve 526 peak hour trips – 193 incoming and 333 outgoing.

Based on the general flow of traffic within the City, most of the PM peak trips are heading east, traveling from Interstate-4 to home. Therefore, the incoming trips from residential areas of the City to the Portland Industrial Park IPUD site will not greatly influence the prevailing PM peak traffic easterly movement. The outbound trips associated with the project could impact the PM peak traffic sequence. To better gauge the outgoing afternoon shift traffic the Kimley-Horn traffic distribution, the percentages, as illustrated in the TIA, will be used to quantify how the trips will be distributed on the City roadway network.

Of the 333 trips leaving the IPUD facility in the afternoon, 173 will traverse to the north on N. Normandy Blvd. and 160 trips will head south on N. Normandy. Of the 173 northbound trips, 83 will make a left hand turn on to Graves Av. and head west across Interstate-4. 47 of the 173 trips will head east on the Howland Blvd. corridor to destinations within the City. The remaining trips are forecasted to access SR 472 and be absorbed as background traffic on Interstate-4 or SR 472 towards the Deland area. The nearest traffic split for the 160 southbound N. Normandy Blvd. trips is the intersection of N. Normandy Blvd. and Elkcam Blvd. 30 cars will travel eastbound on Elkcam Blvd. 120 trips will continue traveling south along N. Normandy where the traffic splits again at the intersection of N. Normandy Blvd. and Saxon Blvd. A significant percentage of the southbound N. Normandy Blvd. trips are absorbed into the network of local roads like Vicksburg St. and Antoinette St. before the intersection of N. Normandy Blvd. and Elkcam Blvd.

The above-mentioned traffic distribution scenario clearly indicates the City transportation matrix and land use structure is very effective at distributing traffic. Furthermore, the actual traffic volumes, after trip distribution, on City thoroughfare streets resulting from the outgoing IPUD afternoon shift change is not very significant. In the context of the eight (8) trip impact on Elkcam Blvd. the volume equates to no more than three new houses being built near the corridor.

Traffic projections from existing (Amazon) and planned developments (i.e. unbuilt portion of Deltona Village) indicate the N. Normandy Blvd. two lane

segment from Energy Av. to South St. will not operate within an acceptable level of service. Currently, the two-lane segment has the capacity to support 13,600 trips per day but this capacity is not enough to support the eventual build out of Portland Industrial Park and the development programs of other projects in the area. The solution is to improve the segment of N. Normandy Blvd. from Energy Av. south to South St. to a four lane facility.

The need to add lanes to the subject segment of N. Normandy is not unexpected. However, the actual need will be in the future as the development from Portland Industrial Park comes online and existing entitled development programs mature. Therefore, the City needs to plan to improve the roadway to maintain mobility within the area. The estimated costs to add the extra travel lanes to the subject segment of N. Normandy Blvd., which is a little more than a mile long, in year 2021, is approximately \$4,000,000. The City fair share amount of this improvement associated with the Portland Industrial Park development is \$889,344.40. From a legal standpoint, developments are only responsible for paying the fair share proportionate to the impact of the project proposed. There is anticipation the fair share amount will be incrementally collected as individual projects within the park develop.

Looking into the future, there will be other transportation improvements occurring, such as the Rhode Island Av. extension flying over I-4 to connect to N. Normandy Blvd. that will provide greater mobility options in the area. In addition, there have been discussions initiated with FDOT to study the potential for a full interchange at Rhode Island Av. Also, the City is proposing to extend Rhode Island Av. to the east of N. Normandy Blvd. then north to intersect with Howland Blvd. The goal of the Rhode Island Av. extension east of N. Normandy Blvd. is to provide a parallel facility to relieve traffic on Graves Av. and to a lesser extent lessen traffic on the Saxon Blvd. and Elcam Blvd. corridors. The subject Rhode Island Av. extension will also open up more land for economic oriented development (industrial, office, etc.)

The shift changes will essentially distribute much of the traffic to off-peak hours. Though there will be some overlap with the PM peak, those trips will be efficiently distributed through a network of the thoroughfare and local roadways. The shift changes will help efficiently utilize already existing investments in public infrastructure and would be consistent with the following Activity Center Local Plan objective:

OBJECTIVE FLU2-2

Promote development and programs, which are designed to alleviate traffic congestion.

The use of Votran service within the City has historically been low. The land use pattern of the City is low density and spread out. The most feasible type of mobility in use currently within the City is an individual passenger car. This is not to suggest the City cannot be served by transit. Projects like Amazon and Portland Industrial Park create a centralized employment center that represents a destination well suited to transit service. Transit service to the Portland Industrial Park may be facilitated by bus or even a vehicle with less ridership like a pool van. In any event, agreements between Votran and individual end users will be needed to address the right of entry and design parameters for transit stops and circulation. The requirement for the project to be serviced by transit is outlined as part of the IPUD Development Agreement. The requirement to address transit service within the IPUD Development Agreement is consistent with the following provision:

Policy T1-8.2

The City of Deltona shall coordinate with the River to Sea TPO, VOTRAN, and other entities as deemed appropriate to explore meaningful ways to ensure the transportation disadvantaged population is adequately served by transit. These may include implementation of service standards, reevaluation of routing based on demographic and land use information, implementation of special transit services, etc.

Access Management: Access management associated with the project involves the appropriate location and design of the Portland Industrial Park ingress and egress. Access management is needed to protect the capacity on City roadways and to promote transportation safety. Access management and related costs are the sole responsibility of the owner/developer to construct and finance. Three (3) driveways planned will directly intersect with the southerly three (3) Amazon driveways. Heavy truck access will also be a component of the access management requirements. The goal is to direct all truck traffic to the SR 472/Interstate-4 interchange. Truck traffic management will be discussed later in this report. All work within City right-of-way areas will need to be appropriately permitted by the City. Access management improvements shall be completed before the first Certificate of Occupancy (C/O) (permanent or temporary) for the Portland Industrial Park project is granted. The improvements described from north to south are as follows:

- a. **Driveway One (1) (North):** Driveway One (1) will align with the existing Project Normandy/Amazon Driveway two (2). The intersection will remain signalized and provide full access to N. Normandy Blvd. The signal shall be a mast arm design and will need to be appropriately synchronized with adjacent traffic signals on N. Normandy Blvd. Constructed with Driveway One (1) will be a

northbound right turn lane of at least 315 feet and a southbound left turn lane of 315 feet. The right turn lane shall be curbed and guttered.

A City goal, in light of existing traffic infrastructure, is all heavy truck traffic accessing the Portland Industrial Park (PIP) project originate from and be directed to the Interstate-4/SR 472 interchange.

Therefore, heavy truck traffic associated with the operation of industrial and distribution oriented uses within the PIP project is to be prohibited from utilizing the N. Normandy Blvd. corridor south of Driveway Three (3) (southern entrance). Heavy truck circulation will need to be reassessed if and when future transportation improvements, including the Rhode Island Av. extension and a potential new interchange at Rhode Island Av. and Interstate-4, are constructed. To enforce expected heavy truck movements, the intersection approach to N. Normandy Blvd. shall be adequately posted with signage directing all heavy trucks to the north and raised island truck deterrents constructed to discourage egress heavy truck movement from turning south. These deterrents shall be constructed at the same time the driveway cut is built. To aid in the enforcement of heavy truck movement, the Developer will be responsible for the installation of an Opticon monitoring and license plate reader device at the intersection of Driveway One (1) and N. Normandy Blvd. The Opticon and license plate reader shall be installed before the first Certificate of Occupancy is issued.

- b. **Driveway Two (2) (Center):** Driveway Two (2) will align with the existing Project Normandy/Amazon Driveway three (3). The intersection will be stop-controlled on the minor approaches and provide right in, right out, and left in entrance/exit movements. Constructed with Driveway Two (2) will be a northbound right turn lane of at least 315 feet and a southbound left turn lane of at least 315 feet. The right turn lane will be curbed and guttered. To maintain traffic control, a raised curb with a 'pork chop' design shall be constructed to limit egress traffic to a right turn movement only.
- c. **Driveway Three (3) (South):** Driveway Three (3) will align with the existing Project Normandy/Amazon Driveway four (4). Driveway Three (3) will be signalized and will provide full access to N. Normandy Blvd. According to the Project Normandy Development Agreement (Nov. 4, 2019), there was to be a signal warrant study completed to determine the need for signalization. With the Portland Industrial Park project, this access point will need to be fully signalized featuring the use of mast arms. The signal shall be fully synchronized with adjacent traffic signals on N. Normandy Blvd. Constructed with Driveway Three (3) will be a northbound right turn lane of at least 315 feet and a southbound left turn lane of at least 315 feet. The right turn lane will be curbed and guttered.

The intent is all heavy truck traffic accessing the PIP project originate from and be directed to the Interstate-4/SR 472 interchange. Therefore, non-local heavy truck traffic associated with the PIP project is to be prohibited from utilizing the N. Normandy Blvd. corridor south of Driveway Three (3) (southern entrance). Heavy truck circulation will need to be reassessed if and when future transportation improvements, including the Rhode Island Av. extension, and a potential new interchange at Rhode Island Av. and Interstate-4 are constructed. To enforce expected heavy truck movements, the Driveway Three (3) intersection approach to N. Normandy Blvd. shall be adequately posted with signage directing all heavy trucks to the north and raised island truck deterrents constructed to discourage the egress of heavy trucks from turning left (south). These deterrents shall be constructed at the same time the driveway cut is built. To aid in the enforcement of heavy truck movement, the Developer will be responsible for the installation of an Opticon monitoring and license plate reader device at the intersection of Driveway Three (3) and N. Normandy Blvd. The Opticon and license plate reader shall be installed before the first Certificate of Occupancy is issued.

The implementation of effective access management is consistent with the following Comprehensive Plan policies:

Policy T1-1.4

The City of Deltona shall maintain land use regulations, including, but not limited to, access control/management and cross access easements, to facilitate safe and efficient mobility on the City transportation network.

Policy T1-3.2

The City of Deltona shall maintain land use regulations, including access management, which provide for the continued safe and efficient movement of local traffic. Such regulations also maintain and enhance roadway level of service, capacity, and mobility.

Policy T1-5.2

The City of Deltona shall strategically review and study signalized intersection operations. This information will be used to determine and prioritize intersection improvements including but not limited to turn lane additions/modifications, signal timing, etc.

Truck Traffic: Freight traffic is a significant component of the Portland Industrial Park IPUD. As has been stated, the goal is for truck traffic to ingress and egress the site by utilizing the SR 472/Interstate-4 interchange. When the City reviewed the Project Normandy/Amazon development, much attention was focused on discouraging trucks from traveling along the N. Normandy Blvd. corridor south of the Amazon site. The City has discouraged truck traffic along the segment of N.

Normandy Blvd. between Amazon and Saxon Blvd. by implementing the access management terms of the Project Normandy Development Agreement, promoting driver education, and acting on complaints quickly. One very effective thing the City did was have the electronic direction application to the Amazon facility updated to direct traffic to SR 472/I-4 interchange in lieu of the Saxon Blvd./Interstate-4 interchange. The position of City staff with regard to the freight traffic usage of N. Normandy Blvd. is identical to the City policy regarding Amazon: No truck traffic traveling north or south should be using N. Normandy Blvd. south of the PIP site. Discouraging the use of the segment of N. Normandy south of PIP/Amazon is also a goal of the Portland Industrial Park IPUD. Methods to direct truck traffic to the SR 472/I-4 interchange include the installation of 'truck deterrents' to channel truck traffic exiting the project to the north. The routes will be adequately signed to further direct truck traffic. To assist in the enforcement of truck directional movements, the Developer will install Opticon and license plate readers. These observation tools will be monitored by the City to assess truck movements and to enforce truck prohibitions as necessary. As has been mentioned, there will be truck deterrents installed to discourage southbound N. Normandy movements. These deterrents will consist of a raised concrete median strategically placed in the throat of the driveway cut. The median will be a drop shaped tapering to an elevated curb as the deterrent transitions into the driveway as a drive lane separator. The southbound left turn lanes will be narrower to discourage truck left turn movements.

Needed Transportation Improvements: To assist in the review of the Portland Industrial Park IPUD project, the City hired BCC Engineering to review the Kimley-Horn TIA and to provide assistance in the formulation of appropriate access management requirements and traffic mitigation. The BCC review of the TIA revealed various technical insufficiencies including traffic volume assumptions, intersection synchro data, signal timing, etc. The Kimley-Horn TIA has since been updated with the goal of technically reconciling the document. Many of the recommendations regarding access and mitigation have been coordinated with BCC and the County.

City staff has worked with Volusia County Traffic Engineering staff to comprehensively manage traffic associated with the Portland Industrial Park. Based on those interactions, the Kimley-Horn list has been refined to address improvements to a City roadway – N. Normandy Blvd. Project Normandy was approved and set up to accommodate one end user – Amazon. Conversely, Portland Industrial Park will have space for numerous end users. Some of those users will be large distribution/high-cube warehouse type of activities. Other developments within Portland Industrial Park will be smaller scale projects. In addition, there is no timeframe for any lot within Portland Industrial

Park to develop. Therefore, while the City can receive fair share payments which the City will offset with impact fee credits, the City can expect the payments will be submitted to the City incrementally. The incremental payment of fair share mitigation will deprive the City of a large infusion of funds that can be applied to the improvement of N. Normandy Blvd. It has been determined the fair share amount to help facilitate the four (4) lane improvement of the N. Normandy Blvd. corridor between Energy Av. and Rhode Island Av. is \$889,344.40. However, to ensure costs reflect future conditions, the City will require projects to monitor and model traffic trends. Depending on impact fee schedules and local traffic volumes, it is possible the City could derive greater fair share or impact fee payments as future development is proposed. The suggested improvements to N. Normandy Blvd. do not represent a stand-alone traffic management solution. The off-site improvements combined with the shift changes and access management are part of an integrated approach to efficiently use the existing transportation network and protecting roadway mobility. The N. Normandy Blvd. improvement is described generally as follows:

North Normandy Blvd.

Widen N. Normandy Blvd. from two (2) to four (4) lanes from Energy Av. to South Av. All improvements will be designed and constructed at urban cross section standards. The four (4) lane improvement will also include intersection stub-outs for the anticipated Rhode Island Av. extension. The City will grant transportation impact fee credits for all development within the Portland Industrial Park project in exchange for the developers making proportionate share payments. The proportionate share estimate for this improvement is \$889,344.40 based on Volusia County fair share calculations. The City will enter into fair share agreements, as per individual development, to reserve fair share contributions intended to be applied to the N. Normandy Blvd. widening. Depending on the timing of the N. Normandy widening, fair share payments obtained incrementally will be used to reimburse the City for performing the improvements to N. Normandy Blvd.

Future Transportation Improvements: The Activity Center where the Portland Industrial Park is located has been planned to be developed with high intensity uses, like industrial, for decades. There has been a realization that eventually the transportation network supporting the Activity Center development program was going to need to be updated with expanded and new roadway corridors. As early as the 1990s there have been plans to extend the Rhode Island Av. corridor within Orange City to the east flying across Interstate-4 to at least join N. Normandy Blvd. Eventually, in the 2000s the Rhode Island Av. corridor was discussed to be extended eastward of the N. Normandy corridor with a transition to the north to connect to Howland Blvd. The aforementioned plans for the Rhode Island Av. extension still have merit. The County has designated on its

thoroughfare plan the extension of Rhode Island Av. from Veteran's Memorial Parkway to N. Normandy Blvd. The County has also acquired some of the right-of-way needed to accommodate the extension.

In light of the Amazon development and the extensive development program associated with Portland Industrial Park, the importance of the Rhode Island Av. extension to Howland Blvd. for adequate traffic management, including freight traffic, comes into focus. Therefore, to facilitate the eventual extension of Rhode Island Av., the City, as part of the Portland Industrial Park Development Agreement requiring a dedication of a 70-foot corridor along the southern margin of the PIP property. The 70-foot dedication will be combined with an existing 30-foot platted right-of-way to form a 100-foot wide corridor that aligns with the existing County Rhode Island Av. right-of-way extending between N. Normandy Blvd. and Interstate-4. The aforementioned dedication will not provide enough right-of-way to facilitate the entire extension of Rhode Island Av. to Howland Blvd. However, the dedication will assist in the establishment of the eastern segment of the Rhode Island Av. extension.

Other Portland Industrial Park transportation improvements include the dedication of an east/west roadway extending through the northern section of the PIP property. This roadway will be developed within a 60-foot right-of-way. To accommodate utilities, pedestrian facilities, and drainage a ten (10)-foot easement on each side of the road will be created when the property is platted. The east/west roadway will at first be developed with two (2) travel lanes and a center turn lane. Eventually, as traffic counts warrant, this roadway can be expanded to accommodate four (4) travel lanes. As part of the PIP project, the road will terminate at the eastern boundary of the Portland Industrial Park property. However, with this corridor being dedicated to the City, the City will have the ability to extend the road to the Rhode Island Av. extension when the eastern segment of Rhode Island Av. is built. The subject east/west road will help create a grid network of streets connecting main north/south thoroughfares (N. Normandy Blvd. and the extended Rhode Island Av.). The east/west grid network will provide parallel alternatives to the use of Graves Av. and to a limited extent Saxon Blvd.

Any changes in circumstances or conditions affecting the area.

The most significant change in the area is the construction and opening of the 1.4 million square foot Amazon Fulfillment Center. The development of the Amazon center creates a focal point, which other warehouse and distribution facilities will tend to locate in a synergistic manner.

Any mistakes in the original classification.

None. The Comprehensive Plan Future Land Use Map has designated the approximately 129- acre IPUD property for industrial type uses for many years.

Its effect upon the public health, safety, or welfare.

The Portland Industrial Park IPUD represents another distribution/warehouse large scale development within the City. As with all Planned Unit Developments, there is a written Development Agreement (DA). The DA represents development conditions determined by the City and the applicant/developer. The goal of the IPUD DA is to allow compatible development forms consistent with the Comprehensive Plan, which do not impact the health, safety, or welfare of the community. Portland Industrial Park is a larger project than the Amazon development and has the opportunity for smaller scale office and flex space uses and large box distribution/warehouse operations. In fact, the warehouse uses do contemplate a more modern, highly automated format referred to as a high-cube warehouse.

As has been mentioned, the function of a high-cube warehouse is a highly automated operation. Therefore, a large staff is not required to operate such a facility. From a land development standpoint, greater automation and lower staffing requirements translate to a reduced need for parking to accommodate light duty vehicles typically driven by a commuting staff. The Planned Unit Development zoning is intended to allow for innovative land development formats but the City Code clarifies the PUD process is not to be used to reduce parking requirements. The high-cube warehouse is a novel land use and has recently emerged with the growth of online shopping. The City Code has parking requirements for various land uses, including traditional warehousing, but the Code does not articulate a parking ratio for high-cube warehouse use. The Code does have a provision of which the City can reconcile the parking needs for non-listed uses. As per Sec. 110-828(f) allows the “zoning enforcement official” to determine appropriate parking requirements for uses not listed in the land use/parking rubric. However, the Code is clear the parking requirements need to be predicated on an appropriate study utilizing appropriate methodology and professional standards. The applicant’s consultant Kimley-Horn prepared an extensive study regarding parking ratios for high-cube warehouses utilizing sources such as the Institute of Transportation Engineers (ITE) and other local government high-cube warehouse parking standards. Kimley-Horn also reviewed other high-cube facilities to determine actual parking ratios. The end result of this study, authored by numerous transportation and civil engineers, some of which are considered to be authorities in the field of warehouse and distribution center development, is the high-cube warehouse format does not require extensive parking associated with traditional warehouse uses. As part of the Kimley-Horn study, there was an analysis regarding a conversion of a high-cube warehouse to a normal warehouse use. The analysis indicates a high-cube format could be retrofitted to accommodate the parking associated with normal warehouse use.

Based on the study, and the provision within the City Land Development Code Sec. 110-828(f), the high-cube warehouse format will be required to afford a parking ratio of 0.35 spaces per 1,000 square feet of gross floor area.

With regard to the effect of the IPUD on the health, safety and welfare of the community, there is anticipation that more local job opportunities will reduce commuting times and increase wage rates throughout the City. In addition, many of the warehouse/distribution type of jobs do provide benefit packages, including healthcare for employees and their families. More job opportunities and the prospect of benefit packages with acceptable wage rates will be positive for the community.

Conclusion/Staff Recommendation:

The Portland Industrial Park represents a continuation of a distribution trend established by Amazon. Portland Industrial Park also portends a significant private investment within the City.

As with any land use decision, there are alternatives for policymakers to contemplate. In the case of the Portland Industrial Park IPUD rezoning, basic alternatives include approval of the rezoning request or denial. The City may attempt to the modify terms of the development which would result in the development being approved.

The two following alternatives, including some advantages, disadvantages, and evidentiary rationales for each approach are offered for the appointed and elected officials to consider:

1) Deny the IPUD request.

Advantages: The property will remain forested and undeveloped. There will be less traffic, including heavy truck traffic on City roadways, and the City will not have to make roadway improvements in the short term. The City will not have to provide fire and law enforcement services to the project.

Disadvantages: The jobs/housing imbalance associated with a good number of the working population commuting for work outside of the City will remain. The City will not receive an increase in the tax base from the investment associated with Portland Industrial Park.

Rationale for Denial – Findings of Fact:

The property has environmental resources, including wildlife habitat.

Development of the property will result in the loss of open space.

Truck traffic on City roadways will not be increased.

The City can further delay the need for improving roads since vacant land does not generate traffic.

2) Approve the IPUD Request.

Advantages: The City has earmarked the PIP land for years for industrial, employment oriented development. The project will address the jobs/housing imbalance and bring well-paying jobs to the City, likely featuring benefit packages. The City tax base will be increased. Also, the land proposed to support the Portland Industrial Park is suitable the support intensive urban development. The property does not have wetlands or floodplains, and the soils are sandy and well drained. Finally, the project can be served with public facilities like roadways and utilities.

Disadvantages: The project will create traffic, including heavy truck traffic on City roads. The City will have to make eventual investments in the transportation network, including upgrading N. Normandy Blvd. The development of the property will result in a loss of open space.

Rationale for Approval – Findings of Fact:

Portland Industrial Park will create jobs within the City and help address the jobs/housing imbalance.

Most jobs created will be in distribution and manufacturing, which are higher paying than most service sector jobs.

Distribution and manufacturing jobs are more likely to have benefits like healthcare coverage.

Portland Industrial Park, utilizing Amazon as a comparable, would generate approximately \$650,000 per year in taxes at present millage rates.

The project can be served by public facilities like roads utilizing existing capacity or making fair share payments.

Portland Industrial Park is located on land long planned for intensive uses and employment oriented development; is situated in an area of existing and planned commercial and industrial development; and is located well away from residential neighborhoods.

The project is consistent with the City Economic Development Goals.

The Portland Industrial Park IPUD is consistent with the City Comprehensive Plan.

Weighing the two alternatives, Staff recommends alternative two (2) – approve the IPUD rezoning request. The Portland Industrial Park IPUD is consistent with the Comprehensive Plan and is compatible with existing and planned land uses in the area. There will be upgrades to transportation infrastructure, which will benefit the project and expand capacity on City roads. In addition, the project will be managed to efficiently maximize existing investments in City infrastructure. Other infrastructure like water and sewer service is in place to serve the IPUD. The IPUD is located well away from residential areas but is in close proximity to the City labor force. Finally, the Staff recommendation is predicated on an extensive review of City Policies and Codes, traffic impact reports, and other planning data; therefore, based on substantial, professional, and competent evidence.

Attachments:

Map Series
Transportation Impact Analysis