

**Report of the Jacksonville Planning and Development Department**

**Application for Change to the  
Belfort Station Development of Regional Impact (DRI) – January 5, 2023**

**Ordinance:** 2022-887

**General Location of DRI:** The DRI is located on Philips Highway (US 1), southeast of the intersection with Philips Highway (US 1) and J. Turner Butler Boulevard (SR 202).

**Planning District:** District 3, Southeast

**City Council District:** District 11

**Applicant:** Dr. Renard Rawls, Careamor Rawls, LLC

**RE# of Site Specific Changes:** 152578-1040

**Requested Action:** **Modify the development order to allow a site specific conversion of land uses from office/warehouse uses to commercial uses; and modify the Map H to allow commercial uses on a 2.04 acre site at the southern boundary of the DRI.**

**RECOMMENDATION: APPROVE**

**BACKGROUND/SUMMARY**

The Belfort Station Development of Regional Impact (DRI) is approximately 101 acres in size; DRI approval was received from the City of Jacksonville in 1974 with DRI Development Order Resolution 74-690-243. As originally approved, the Belfort Station DRI permitted regional shopping center, commercial, warehouse, light industrial, and office uses. In 1988, Substantial Deviation Resolution 88-358-165 identified acreage within the DRI that was re-designated as the Galleria DRI. The Galleria DRI is now separate from the Belfort Station DRI. The Belfort Station DRI includes a mix of office, warehouse and light industrial uses and is located southeast of the intersection with Philips Highway (US 1) and J. Turner Butler Boulevard (JTB) (SR 202). Just north of the DRI at the southeast quadrant of the JTB and Philips Highway intersection is the Galleria DRI which encompasses 63.43 acres of retail, office and commercial uses. To the south of the DRI along Philips Highway, are offices and showrooms. West of the DRI is a mix of commercial and industrial uses.

The proposed changes to the DRI require an application adopted through local legislation. Companion changes to the Planned Unit Development (PUD) zoning will be made through Minor Modification Application 22-19. The minor modification hearing process will be scheduled after the approval for the change to the DRI. The parcel of land within the DRI associated with the subject change is located in the Business Park (BP) land use category; commercial retail sales and service establishments are allowed as a secondary use within this category.

A similar change to the DRI was approved with Ordinance 2018-416-E. This application was approved for commercial uses on the abutting parcel that fronts Philips Highway. The Map H was modified to accommodate the commercial use and a conversion from office/warehouse uses to commercial uses was approved.

The proposal does not change the types of uses permitted within the DRI, and there will not be an increase in the overall development rights allowed within the DRI. Also, likely due to the timing of the DRI approval (1974), the development order to the DRI did not include phasing or build out dates, nor a conversion of uses table.

The proposed modifications to the City's Belfort Station DRI Development Order include the following:

Conversion of Existing Office/Warehouse Development Rights to Commercial Development Rights

A site specific conversion from 94,000 square feet of office/warehouse uses to 25,199 square feet of commercial uses solely for the subject 2.04 acre site is identified in the application. A trip conversion table showing the proposed conversion will not increase peak hour trips is provided as Exhibit E of the Application.

As previously stated, the Belfort Station DRI development order does not include a conversion of uses table. Therefore, the applicant provided a trip conversion table in order to accommodate commercial uses on the subject office/light industrial site within the DRI with a net effect of zero traffic impacts. When utilizing the conversion table, the increase of commercial uses is accompanied by a proportional decrease in office/warehouse uses. The trip conversion table is based on the ITE Trip Generation Manual and Trip Generation Handbook.

Master Plan Map H Modification

The Master Plan Map H for the DRI would be amended to include an additional area for commercial development. The proposed Map H identifies the area for the proposed commercial uses along the southern boundary of the DRI. The identification on the Map H of the parcel would be amended from "Office/ Light Industrial" to "Commercial/Office/Light Industrial"

See attached location, land use and Map H maps for further clarification.

## **Review and Analysis**

### **Transportation Division**

The Planning and Development Department's Transportation Division reviewed the proposed modifications to ensure the conversion of uses would not negatively impact external traffic to the DRI. The applicant submitted trip generation calculations with the proposed conversion table to address these concerns. The Transportation Division reviewed the data provided and supports the proposed changes. The Trip Generation Analysis is consistent with most recent version of the Transportation Element (TE) of the City of Jacksonville Comprehensive Plan (TE Objective 2.4 and Policies 1.2.1 and 2.4.2).

### **Vision Plan**

The site is located within the boundaries of the Southeast Jacksonville Vision Plan. This DRI is located in an area the plan identifies as an Activity Center for office and mixed uses along a Major Transportation Corridor, Philips Highway. The Vision Plan encourages redevelopment in this area of existing commercial and industrial uses; Guiding Principle Two describes redevelopment in this area as one of the greatest opportunities to support growth in the District. Additionally, the proposed changes are consistent with the Vision Plan's Guiding Principle Four to "provide for economic growth". This principle focuses on integrating and coordinating this area of the district into an area-wide plan of commercial, industrial, and residential and therefore, contributes to economic growth as encouraged under Guiding Principle Four.

### **Industrial Zones**

The Belfort Station DRI is located within the "Industrial Situational Compatibility" Zone. Industrial Sanctuary and Industrial Situational Compatibility Zones are areas identified on the Industrial Preservation Map (Map L-23) of the Future Land Use Element of the 2030 Comprehensive Plan as strategically located industrial lands that may be suitable for future industrial expansion and economic development. While Future Land Use Element Policy 3.2.33 addresses the protection of Light Industrial (LI) and Heavy Industrial (HI) designated lands, the policy does not address the protection of Business Park (BP) designated lands.

### **Future Land Use Element**

Policy 3.2.33 Where there is not an adopted neighborhood plan and/or study recommending the contrary, within the "Area of Situational Compatibility", as shown on the Industrial Preservation Map (Map L-23), lands designated Heavy Industrial or Light Industrial on the Future Land Use Map that are strategically located to provide access to rail facilities or trucking routes; serve ports; or serve airport multi-modal requirements, shall not be converted to a non-industrial land use category unless the applicant demonstrates to the satisfaction of the City that the site cannot be reasonably used for any of industrial uses. Reasonable demonstration for suitability of industrial uses may include but is not limited to the following: Access to arterial road network, access to rail, proximity to existing residential, industrial vacancy rates

in the vicinity, size of parcel and potential for redevelopment. Conversion of these lands shall only be permitted for construction of mixed use development consistent with the requirements for job creation as defined by Policy 3.2.34.

### Land Use Categories

The Business Park (BP) land use category of the Future Land Use Element of the 2030 Comprehensive Plan is intended to accommodate commercial, office and light industrial uses with commercial retail sales and service establishments permitted as a secondary use in the Urban Priority Development Area. The proposed commercial uses are consistent with the BP land use category.

In order to allow for commercial uses on the subject site, companion changes to the Planned Unit Development (PUD) zoning will be made through Minor Modification Application 22-19.

### 2030 Comprehensive Plan

The proposed Application for Change to the DRI is consistent with the following Objective and Policies of the **Future Land Use Element** of the 2030 Comprehensive Plan.

- Policy 1.1.11      Encourage that new non-residential projects be developed in designated nodal and corridor development areas as provided in the Plan Category Descriptions of the Operative Provisions, in appropriate commercial infill locations, or as a Transit Oriented Development (TOD), as described in this element.
- Policy 3.2.1      The City shall promote development of commercial and light/service industrial uses in the form of nodes, corridor development, centers or parks.
- Policy 3.2.2      The City shall promote, through the Land Development Regulations, infill and redevelopment of existing commercial areas in lieu of permitting new areas to commercialize.
- Policy 3.4.2      The City will evaluate opportunities to promote and encourage development and redevelopment opportunities for mixed and multi-use projects. The Land Development Regulations should be amended, as appropriate, to incorporate such incentives.

The proposed change to DRI is consistent with the following Policy of the **Transportation Element** of the 2030 Comprehensive Plan.

- Policy 2.3.8      The City shall encourage, through the development review process, development that will minimize external trip generation through the integration of land uses by requiring such measures as interconnecting land uses, sharing access drives and off-street

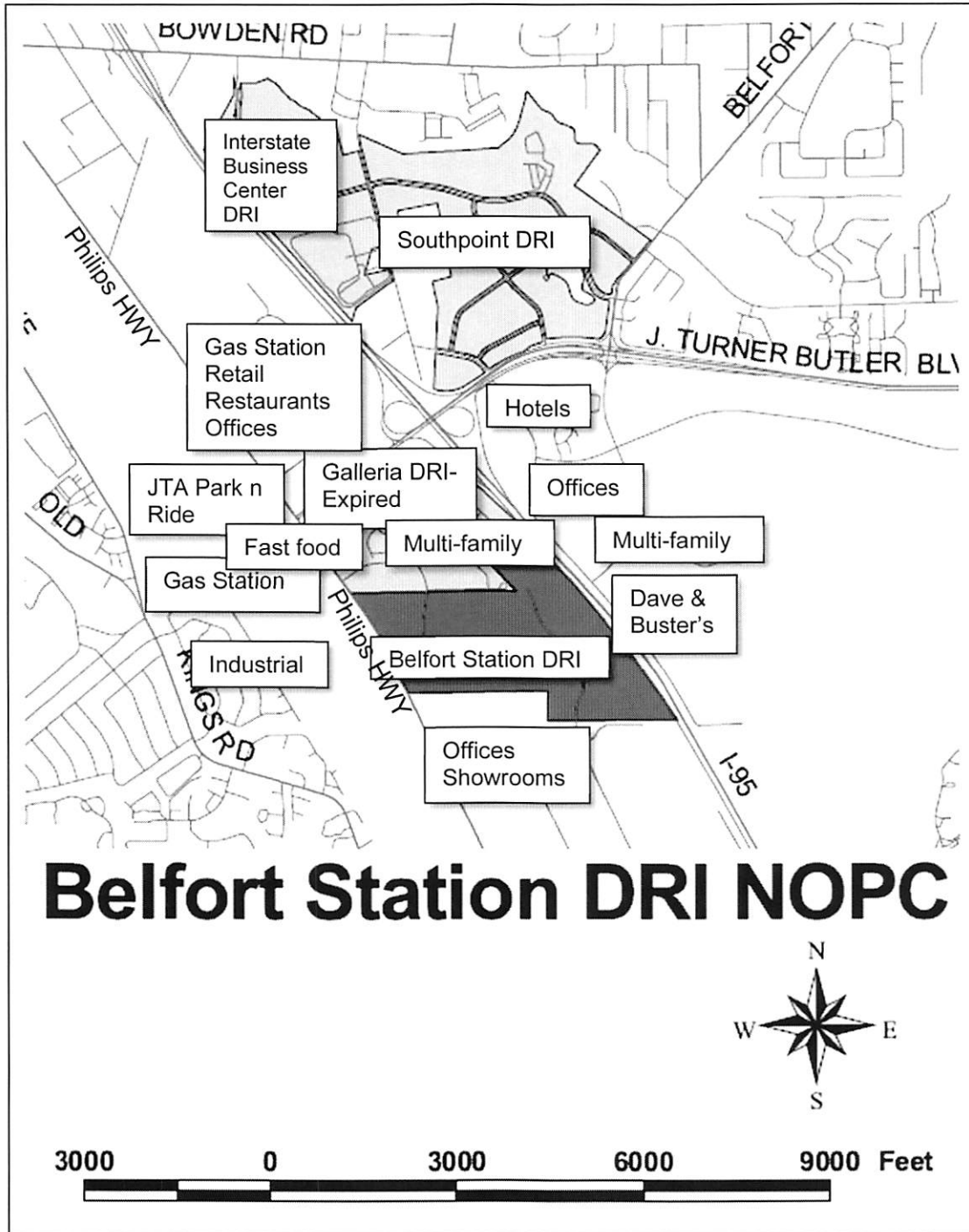
parking areas, and encouraging planned unit developments. The City's Land Development Regulations shall be revised as necessary to enforce this policy.

The proposed changes facilitate continued development of the Multi-Use DRI by offering a change in the allowable location of commercial uses within the DRI furthering the project's consistency with Policies 1.1.11, 3.2.1, 3.2.2 and 3.4.2 of the Future Land Use Element.

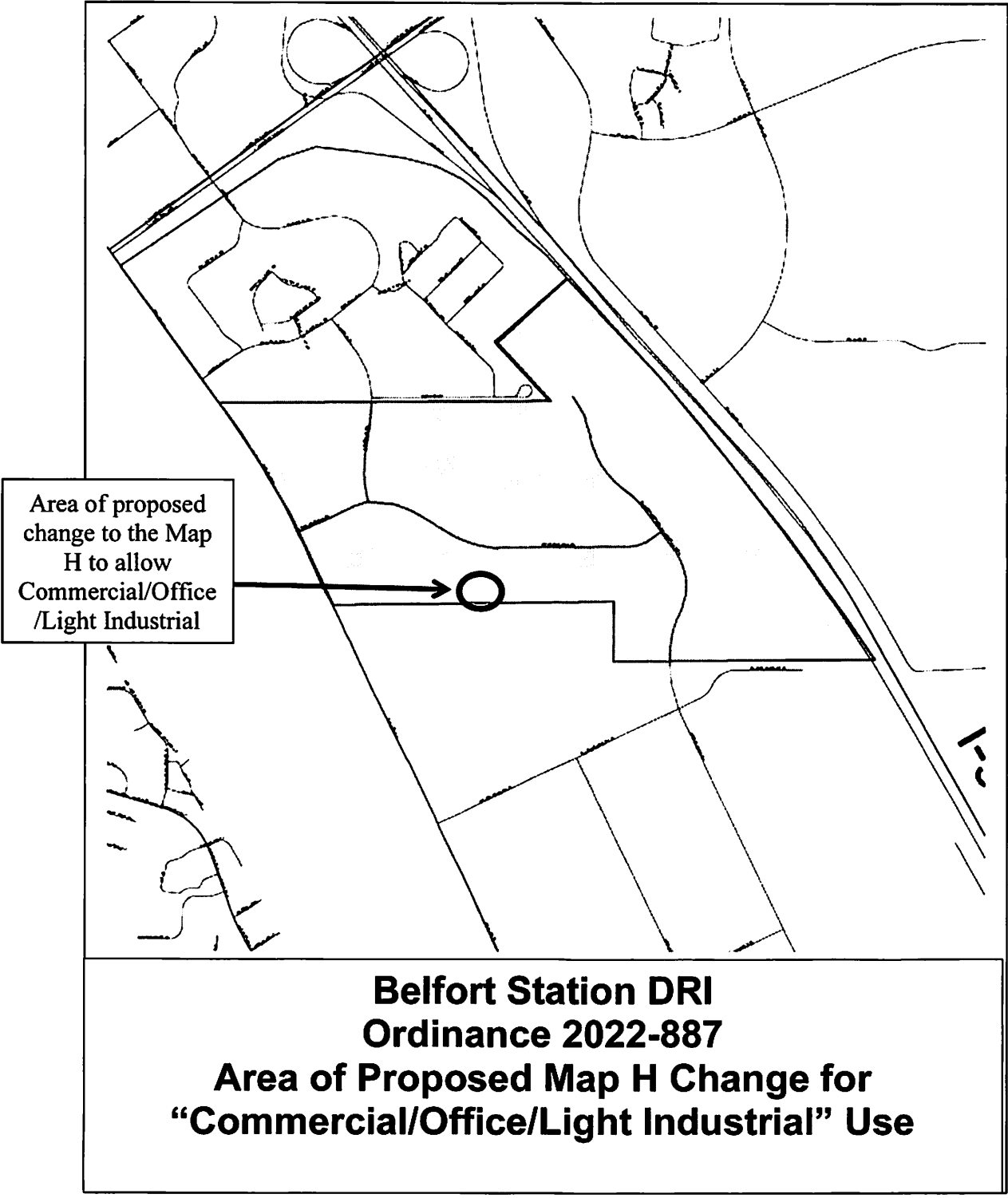
The conversion from office/warehouse to commercial development rights in the DRI requires a compensation of uses based on the trip conversion table provided in the application. The conversion of uses as shown in the trip conversion table creates a net effect of zero traffic impacts; the increase of commercial uses will be accompanied by a proportional decrease in office/warehouse uses. Therefore, the proposed DRI changes are consistent with FLUE Policies 3.2.1 and 3.4.2.

Additionally, the changes in the allowable location of commercial use within the DRI continue the original plan to provide a mix of uses to serve the area. The proposed changes would not result in any significant impact on the roadway network. Therefore, the proposed DRI amendment is consistent with Policy 2.3.8 of the Transportation Element.

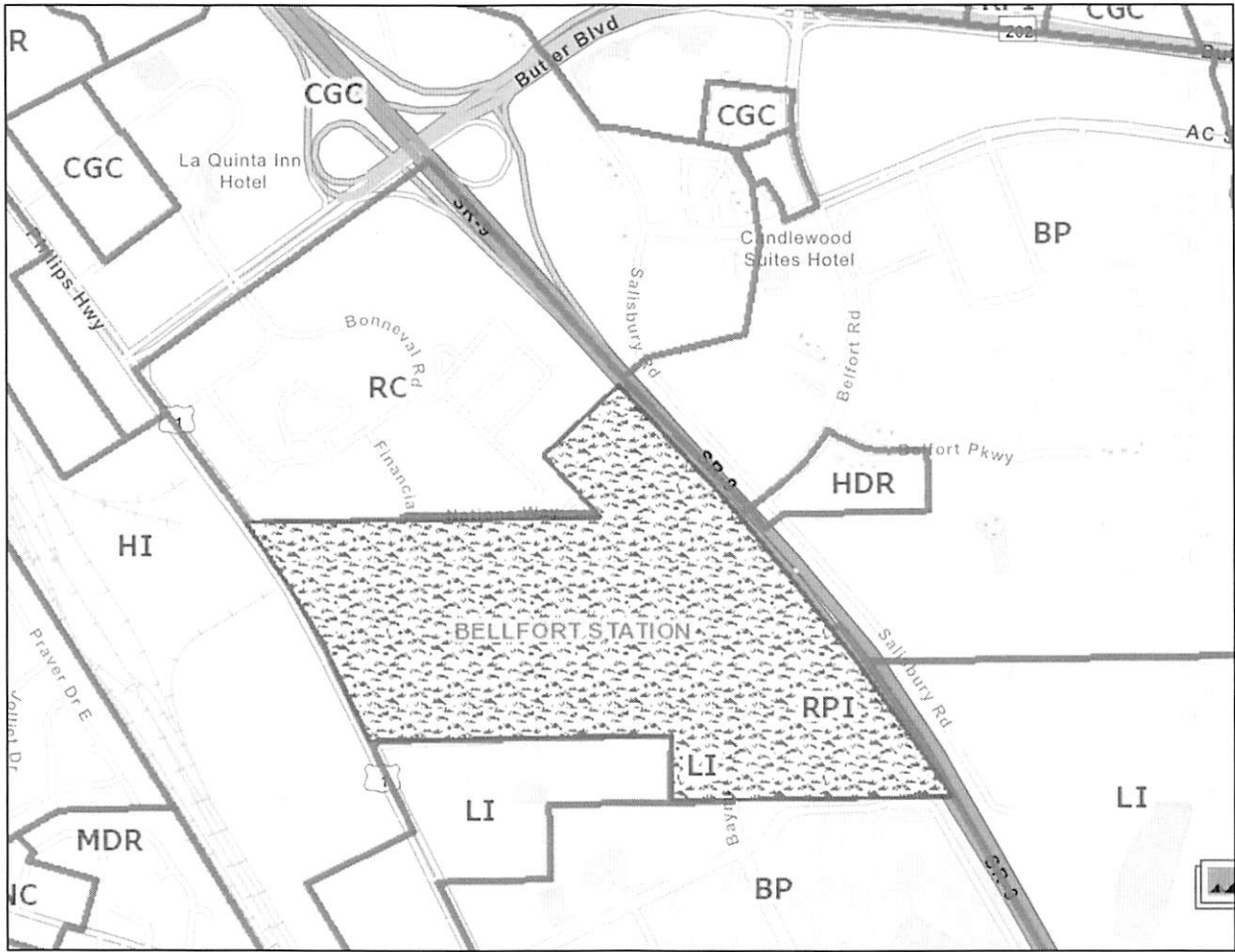
Location/Field Map to the Belfort Station DRI



Area of Proposed Change to the Belfort Station DRI



Current Land Use Map to the Belfort Station DRI










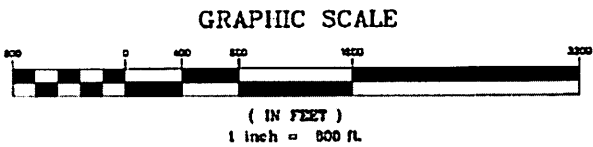
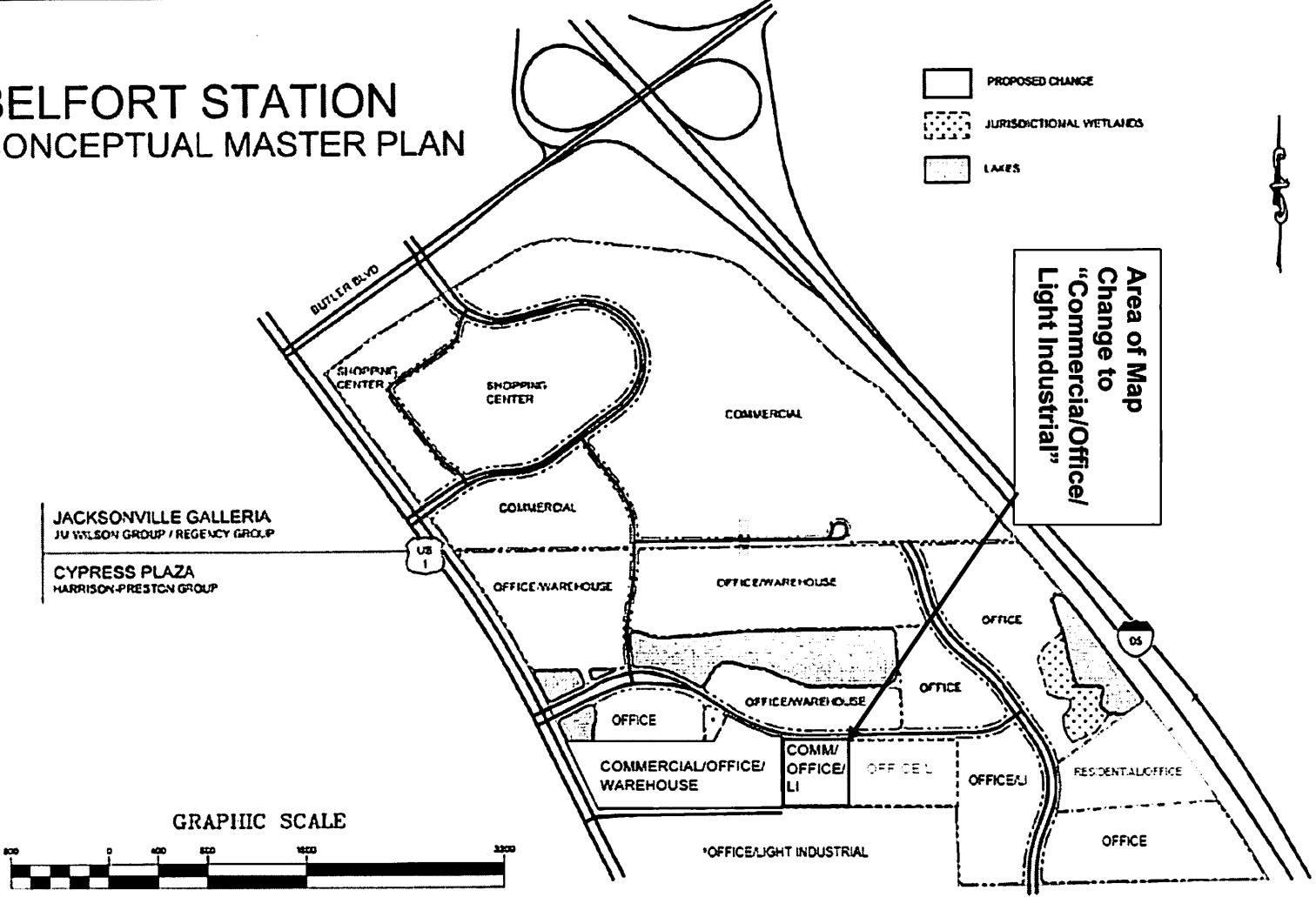
MAP H  
CYPRESS PLAZA

PROPOSED

BELFORT STATION  
CONCEPTUAL MASTER PLAN

-  PROPOSED CHANGE
-  JURISDICTIONAL WETLANDS
-  LAKES

Area of Map  
Change to  
"Commercial/Office/  
Light Industrial"



November 2022