



ALACHUA COUNTY BOARD OF COUNTY COMMISSIONERS STAFF REPORT

Project Number: DR24-000055

Preliminary Development Plan for Ironwood Industrial Park

SUBJECT: Ironwood Industrial Park

APPLICANT/AGENT: NV5, Inc.

PROPERTY OWNER: Ironwood Industrial, LLC.

PROPERTY INFORMATION: Address: 6505 N County Rd 225 and 6310 NE
Waldo Road
Parcel Numbers: 07872-010-000 and
07872-004-000
Future Land Use: Heavy Industrial
Zoning: Manufacturing and Processing Industrial
(MP)
Acreage: 137.5

CHRONOLOGY: Application submittal: 09/30/2024
Insufficiency Reports: 10/29/2024, 11/26/2024,
02/12/2025, 03/28/2025
Sufficiency Determination: 05/21/2025
BoCC Hearing: 07/08/2025

STAFF RECOMMENDATION: Approval with conditions

BACKGROUND AND SUMMARY OF PROPOSED PLAN:

This application proposes a Preliminary Development Plan for 1,400,000 square feet of non-residential (industrial) space on approximately 137.5 Acres. The properties are in the Urban Cluster/Urban Services Area.

The purpose of the Preliminary Development Plan is for the Board of County Commissioners and the applicant to determine the specific characteristics of a site that will influence its design. The Preliminary Development Plan shall detail regulated natural resources that exist on site, approximate access points, and location of utilities that will serve the site. Minimum open space areas, and tree protection defined with the Preliminary Development Plan shall be utilized with the Final Development Plan per Unified Land Development Code (ULDC) Section 402.43 *Development plan review steps*.

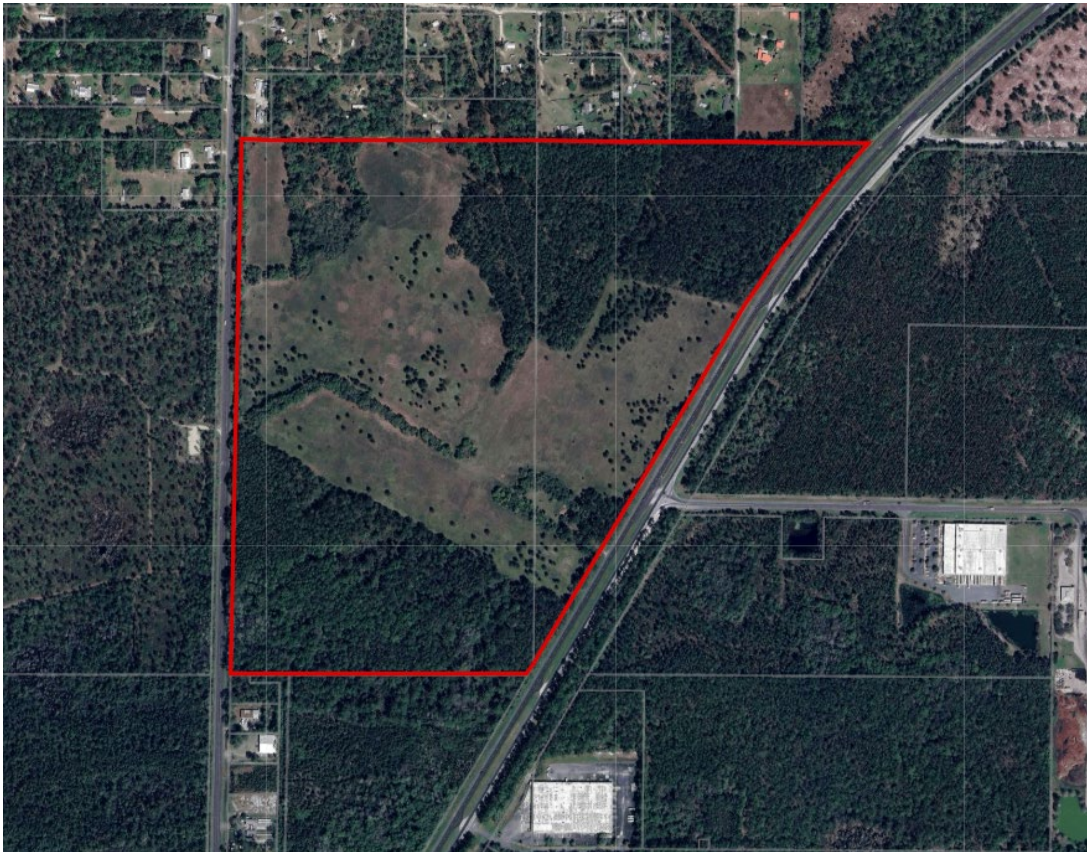


Figure 1: Aerial of the site

CONSISTENCY ANALYSIS:

Following is an analysis of the consistency of the proposed plan with the applicable policies of the Comprehensive Plan and Land Development Regulations.

COMPREHENSIVE PLAN ANALYSIS:

Future Land Use Element

The parcels carry the Heavy Industrial Future Land Use designation.

Objective 4.1 provides general policy for Industrial Future Land Use and states that “Industrial land use categories shall be established to allow for a range of light and heavy industrial activities, subject to the policies and standards contained in the Chapter [industrial policies]. Industrial developments are characterized by the fabrication, manufacturing, transporting, warehousing or distribution of goods as well as facilities for research, development, or experimental laboratories.”

Policy 4.1.2 states that “a range of choice in land area and locations for the different types of industry shall be provided to meet the anticipated expansion of industry in the County and to meet the objectives of the Economic Element of this Plan. Sufficient area for industrial land use shall be identified in appropriate locations on the Future Land Use Map in an effort to create a supply of land which has the proper zoning already in place, which is therefore immediately available for such uses. The County has identified a number of potential locations with suitable infrastructure, including parcels with rail access, interstate access, or proximity to cargo terminals, and suitable environmental characteristics for such uses. “

Policy 4.1.4 states that “industrial operations shall meet the performance standards established in the Unified Land Development Code in order to eliminate or, where possible, minimize impacts on public health and environment.”

Comprehensive Plan Objective 4.4 states that the Heavy Industrial Future Land Use is established to accommodate traditional industrial uses that are dependent on transportation and large volumes of raw materials.

Policy 4.5.1 outlines specific design and site standards for industrial facilities and states that facilities shall group together in planned industrial districts.

(a) topography and soils-land having stable, well-drained soils, free from flooding;

There is flood plain on the site (see Figure 2, pg. 6) and specific engineering requirements regarding modifications to the flood plain will be evaluated with the final development plan.

- (b) *climate--prevailing wind direction that does not impact adjacent residential areas;*

This will be evaluated at Final with any potential user. More information on potential users is in the Zoning District section of this report.

- (c) *accessibility--access to arterials and highways and, where possible, rail facilities;*

- (d) *utilities--availability of water, sewer, electricity or natural gas in adequate quantities;*

Utilities are available to extend into the site.

- (e) *size--large enough for proper site design.*

The site is over 100 acres in size.

Policy 4.5.2 states that industrial sites shall be designed to provide for:

- (a) *adequate off-street parking to meet the needs of the operation;*

The final development plan will evaluate the needs of off-street parking per the parking schedule in Chapter 407, Article II – Parking, Loading, and Stacking.

- (b) *adequate buffering along roadways and adjacent uses to minimize the effects of lighting, noise and signing.*

The preliminary development plan identifies all buffers that are required by the zoning district and landscape code. Specific plantings and screening will be evaluated with review of the final development plan.

Policy 4.6.1 states that industrial development shall be located only in areas where adequate facilities and services exist or will be provided prior to occupancy. These facilities include, but are not limited to:

- (a) *roadways.*

The PDP proposes multiple connections on SR 24/Waldo Road, which is controlled by the Florida Department of Transportation. The PDP proposes a single access point to NE 39th Street, which is a county maintained Major Collector. The single access point is identified as an emergency access point, but the applicant may request full access with the Final Development Plan. More information regarding the stipulations of full access to NE 39th Street is included in the transportation section of this staff report.

- (b) *fire service.*
- (c) *water supply.*
- (d) *street lighting.*
- (e) *solid waste collection and disposal.*
- (f) *sewage collection and disposal.*
- (g) *storm water drainage and disposal.*
- (h) *emergency medical service.*

Adequate facilities for items b through h exist and will be evaluated further with the final development plan.

UNIFIED LAND DEVELOPMENT CODE:

Zoning District and Use Regulations

The property is designated with the Manufacturing and Processing Industrial (MP) zoning district. This district implements heavy industrial future land use policies per Section 403.14 *Industrial district descriptions*.

The PDP does not propose specific industrial uses. Rather, it proposes establishing entitlements of 1.4m square feet of industrial uses. The specific use or uses will be evaluated with the final development plan.

Some of the uses allowed by right identified in Chapter 404 Use Table include vehicle sales and service uses, wholesaling/warehousing/storage and distribution, building supply and lumber sales, construction and maintenance services. The Use Table also includes several uses that are only allowed by Special Exception or Special Use Permit, like waste related services, asphalt or concrete batching plants, junk, salvage, or recycled metal yards, and storage, transfer, or treatment of hazard waste. These heavy industrial uses are associated with greater impacts and would require additional analysis by staff and board consideration, if proposed. Some of these uses may be limited further, or prohibited by, Objective 4.5 of the Comprehensive Plan's Conservation Element and the Murphee Wellfield Code and Hazardous Materials Management Code.

In addition to the County's comprehensive plan and code requirements, industrial development on this site must meet requirements set forth by Gainesville Regional Utilities, with respect to the proper storage of hazardous materials and the pre-treatment of wastewater.

NATURAL AND HISTORIC RESOURCES PROTECTION

Conservation Areas and Management Plan

The 137.5-acre subject site contains commercial pine forest, mixed hardwood uplands, mixed forested, shrub, and herbaceous wetlands, as well as a single-family residence. The surrounding land uses include Waldo Road (S.R. 24) to the east; North County Road 225 (NE 39th Street) to the west; and low-density single family residential to the north and northwest. Alachua County's Buck Bay Flatwoods Preserve Buck Bay Flatwoods Strategic Ecosystem overlay is located west of the Project adjacent to NE 38th street.

There are portions of five forested, shrub, and marsh wetland systems within the subject site (dark green, below figure) The wetland boundaries were delineated by CHW environmental staff and reviewed in 2023 by the St. Johns River Water Management District (SJRWMD). The delineations were approved in November 2023 through the Formal Wetland Determination process (FWD). EPD staff visited the site during 2024 & 2025.

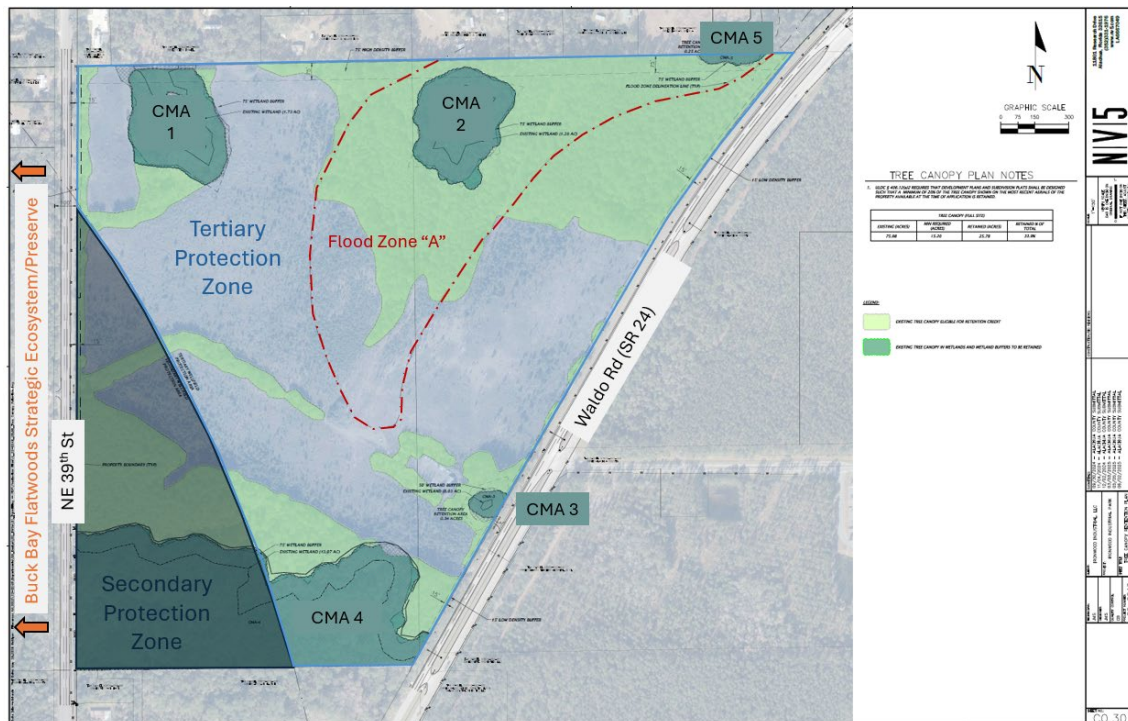


Figure 2 – Natural Resources

The wetlands are bordered by mixed hardwood/conifer uplands, except for Wetland 2. It is buffered by planted pine uplands and designated CMA 2. The upland tree canopies are depicted in light green. The proposed plan preserves the wetlands and adjacent wetland buffers. The buffers will be 75 ft in width, except for CMA 3, which only requires 50 ft because Wetland 3 is less than a total of 0.5-acres.

The proposed project is located within both the Fairbanks Groundwater Contamination Zone and the Murphree Wellfield Protection Zones. As such, it must comply with all applicable regulations outlined in Chapter 355, *Murphree Wellfield Management Code*, Chapter 353, *Hazardous Materials Management Code* and Chapter 406, Article X, *Wellfield Protection Code*, to avoid further adverse impacts on the groundwater system.

As part of the final development review, any stormwater retention ponds must either be sited outside the contaminated groundwater plume (see Figure 3 below), with appropriate modeling to demonstrate no adverse effects to the plume or be constructed with a protective stormwater pond liner to prevent any impacts to the existing groundwater contamination.



Listed Species

A literature review and field survey were conducted by the applicant to determine if the subject site is being utilized by species identified by the Florida Fish and Wildlife Conservation Commission (FWCC) and the U.S. Fish and Wildlife Service (USFWS) as endangered or threatened, and species that have a state element rank of S1, S2, or S3 by the Florida Natural Areas Inventory(FNAI). A pedestrian transect survey was conducted by CHW ecologists on June 7-9th, 2023 to locate any listed species that might be utilizing the subject site. The survey was conducted by walking parallel east-west transects spaced approximately 150 feet apart (Exhibit 21). During the survey a minimum of 15% of potential gopher tortoise habitat was observed. Five potentially occupied gopher tortoise burrows were located on the subject site. Utilizing the formula obtained from the FWC Gopher Tortoise Permitting Guidelines, an estimated 15 gopher tortoises are projected to be on the subject site. All upland habitat acres were considered in this estimation, however during the CHW site visits, potentially occupied burrows were only found in one upland area. As a condition of the FDP," applicant shall follow all Florida Fish and Wildlife Conservation Commission guidelines and obtain any required state permits regarding Gopher Tortoise protection, prior to clearing vegetation, grading, or filling the site [Sec. 406.05, ULDC; Sec. 406.28, ULDC]. Copies of GT-related on-site protection requirements, relocation approvals, etc. will be required to be provided to EPD and approved prior to receiving pre-construction approval., GT transect surveys will be required within the 90-day period prior to commencing construction."

In addition, the subject site was surveyed for plant species listed by the Florida Department of Agriculture and Consumer Services (FDACS) and the USFWS as endangered, threatened, or commercially exploited. A listed plant species (hooded pitcher plant) is located within a wetland proposed for preservation so there will not be any potential impact of the species.

Historical and Paleontological Resources

The Florida Department of State Division of Historical Resources Master Site File does not identify any previously recorded cultural resources on the Project (Exhibit 17). There are no sites or structures within two miles of the project that are identified by the National Registry of Historic Places.

Open Space

Non-residential development is not required to provide Open Space, unless there are conservation resources present on site (ULDC 407.52 Minimum open space requirement). The PDP includes 25.44 acres or 18.5 percent Open Space, consistent with the total acreage of the Conservation Management Areas referenced above.

Tree Preservation

Section 406.12(a)(2) requires all development plans to retain a minimum of 20 percent of the existing tree canopy. The tree canopy preservation plan sheets show retention of 25.78 acres or 33.9 percent of the existing eligible canopy. These trees are located within the Conservation Management Areas referenced above.

There are no live oaks, greater than 45 inches, proposed to be removed with this application. The high-quality, large live oaks on site are in the Conservation Management Areas.

GENERAL DEVELOPMENT STANDARDS

Setback and Height Restrictions

Section 403.15 outlines specific standards for industrial zoning districts. According to Table 403.15.1, the MP zoning district has a 75-foot rear or side setback when adjacent to residential uses. The PDP identifies a 75-foot setback along the northern boundary of the subject parcel which is adjacent to residential development.

Buildings may be a maximum of 60 feet tall in the MP zoning district. This restriction will be evaluated with the final development plan.

Landscaping and Buffering

Section 403.16(b) requires a high-density buffer where developments in the industrial zoning districts are adjacent to residential uses. The plans identify this buffer along with the 75-foot setback referenced above.

Section 403.16(e) states that at least half of any public street frontage in industrial development must provide a low-density buffer. The plans identify a 15-foot side, low density or arterial/collector road buffer along SR 24/Waldo Road and NE 39th Street.

Specific planting requirements for the buffers, paved vehicular use areas, and stormwater management facilities will be evaluated with the final development plan.

Access Management

The plans propose multiple access points on SR 24/Waldo Road which is controlled by the Florida Department of Transportation. A single, restricted (gated and emergency only) access point is proposed on NE 39th Street. Section 407.140(a)(5) requires a minimum of two functional access points on different sides of the development. However, the County Engineer has restricted access to emergency only on NE 39th Street due to road safety and functionality concerns.

Note 11 on Sheet C0.50 states that access to NE 39th Street is restricted but allows the developer to propose full access at final development plan. This would trigger the need for a revised traffic impact analysis and may result in improvements to the network that are the developer's responsibility. The following conditions of approval are included in this report:

1. The applicant must submit a revised Traffic Impact Analysis that analyzes the roadway network impacted by any final development plan that proposes a full access connection to NE 39th Street. The TIA must outline the appropriate improvements on NE 39th Street including mitigation strategies for the intersections of NE 39th Street and NE 53rd Avenue, and NE 39th Street and NE 55th Place, for evaluation by the County. The improvements/mitigation strategy must be implemented in the final development plan.
2. The County will only permit one common access driveway or street connection on NE 39th Street at final development plan if full access is proposed.

The PDP does not identify a specific street network internal to the site. Instead, the following comment for final is included in the report:

If the Excluded Facilities conditions are not met per ULDC 407.141.(b), and if full access connection is permitted and utilized on NE 39th St, roads built to code standard per ULDC 407.141. shall be provided within the development providing East/West connection through the site.

Stormwater Management

Stormwater management facilities will be evaluated with the final development plan.

Water and Wastewater Services

The development is within the Urban Cluster and is therefore required to connect to central water and sewer services by Policy 2.1 of the Potable Water and Sanitary Sewer Element of the Comprehensive Plan.

DEVELOPMENT PLAN EXPIRATION:

Pursuant to ULDC 402.74 (a) *Time limitation for expiration of development plans*, an approved preliminary development plan or phase of a development plan shall expire unless a complete application for final development plan approval has been accepted by the department within 12 months of the date of preliminary approval.

STAFF RECOMMENDATION:

Staff has found the proposed Preliminary Development Plan consistent with the Comprehensive Plan and requirements of the Unified Land Development Code.

Staff recommends **approval with conditions** of the Preliminary Development Plan for Ironwood Industrial Park.

CONDITIONS:

1. The applicant must submit a revised Traffic Impact Analysis that analyzes the roadway network impacted by any final development plan that proposes a full access connection to NE 39th Street. The TIA must outline the appropriate improvements on NE 39th Street including mitigation strategies for the intersections of NE 39th Street and NE 53rd Avenue, and NE 39th Street and NE 55th Place, for evaluation by the County. The improvements/mitigation strategy must be implemented in the final development plan.
2. The County will only permit one common access driveway or street connection on NE 39th Street at final development plan if full access is proposed.

COMMENTS FOR FINAL:

Growth Management: Transportation Planning:

1. If the Excluded Facilities conditions are not met per ULDC 407.141.(b), and if full access connection is permitted and utilized on NE 39th St, roads built to code standard per ULDC 407.141. shall be provided within the development providing East/West connection through the site.

Environmental Protection Department:

2. Facility must comply with the Alachua County Hazardous Materials Management Code (HMMC), Chapter 353 of the Alachua County Code. Contact the Alachua County Environmental Protection Hazmat Manager – Chris Gilbert at 352-264-6842 or cgilbert@alachuacounty.us for specific information on the HMMC requirements.
3. A listed plant species (pitcher plant) exists on the property. All development activities are prohibited in these areas without prior authorization by the Alachua County Environmental Protection Department [Article IV, Chapter 406, ULDC].
4. The two parcels are within the Fairbanks Ground Water contamination zone. No irrigation or potable wells permitted on the portions of the parcel withing that zone. Dependent on the location of the retention ponds, they may need to be lined or the site

designed to ensure they are not in proximity to the groundwater plume, to ensure no impact to the plume. Contact Chris Gilbert, Alachua County Hazardous materials Program Manager for more information. Contact at 352-264-6842 (office) • 352-213-4981 (mobile) or cgilbert@alachuacounty.us.

5. The project is located within the tertiary and secondary Murphree Well field protection zones and will need to comply with all applicable regulations.
6. Debris, litter, and hazardous materials shall be removed from the property and properly disposed of. The contractor shall provide documentation indicating the proper management of any hazardous materials removed from the site. Typical hazardous materials waste streams include: lead paint, lamp ballasts, fluorescent and high-intensity bulbs, mercury switches, batteries, chemicals and electronic waste. Asbestos-containing materials shall be identified and managed in accordance with the applicable State and Federal regulations.

Environmental Protection Department: Chapter 77 Stormwater Treatment

7. Project lies within HUC 12 for Impaired WBIDs 2695- Little Hatchet Creek and 2688- Hatchet Creek and so must meet performance standards in Sec 77.27 (c). Projects within watersheds of Verified Impaired Water Bodies or Water Bodies with Adopted Nutrient Total Maximum Daily Loads (TMDLs) – Must either reduce both the post-development annual average stormwater total nitrogen load by at least 70% and the annual average stormwater total phosphorus load by at least 80% or reduce the post-development average annual nitrogen and phosphorus load to at least 10 percent less than the pre-development average annual nitrogen and phosphorus load, whichever provides the highest amount of average annual nutrient load reduction.
8. Per Sec 77.28 of the Stormwater Treatment Code Please submit o (a) Project site plans clearly indicating the proposed BMPs used to meet stormwater treatment performance standards; o (b) Calculated nitrogen and phosphorous load reductions for each of the BMPs used and for the overall stormwater management system, including supporting documentation and data; o (c) Operation & maintenance requirements for each BMP used and the entity responsible for the implementation of the requirements; o (d) An affidavit from a registered professional engineer, architect or landscape architect in the State of Florida certifying that the stormwater system meets all of the requirements of the Alachua County Stormwater Treatment Code.

Environmental Protection Department: Chapter 77 Water Conservation

9. On the final landscape plans, please include "Establishment irrigation notes" reflecting updated Landscape code (Chapter 407, Article IV) – template irrigation notes document can be emailed upon request (contact Eliana Bardi, ebardi@alachuacounty.us).
10. On the final landscape plans, per Section 407.42(b)1, demonstrate total site area, impervious area and permeable area as defined in Section 77.03. A template calculations table is provided on the Irrigation Code website and can be emailed upon request.
<https://alachuacounty.us/Depts/epd/WaterResources/WaterConservation/pages/irrigation-efficiency-design-and-maintenance-code.aspx>

Public Works

11. The following should be noted, requests for new access or changed access to NE 39th Street can be made in the future, however, future access or changed access is not approved with approval of the PDP. Future requests will necessarily consider the development as a whole not in individual pieces excised from the whole.