



MEMORANDUM

DATE: May 19, 2025

TO: City Commission

FROM: Jessica Entwistle, Assistant Director, Planning and Development Services

THRU: Jordan Smith, AICP, PP Planning and Development Services Director

Re: RZ24-0004, Ordinance No. 12-2024, amending the Official Zoning Map to rezone ±36.46 acres of land located along the North Normandy Boulevard corridor south and east of the I-4 Logistics Park within the Activity Center from Single-Family Residential (R1-AA) to Mixed-Use Planned Unit Development (MPUD). (Quasi-judicial Hearing) (Jessica Entwistle, Project Manager) (Applicant, Scott Banta)

REFERENCES: City Comprehensive Plan and Code of Ordinances.

REQUEST: The City has received an application to amend the official zoning map from Single-Family Residential (R1-AA) to Mixed-Use Planned Unit Development (MPUD).

DISCUSSION:

The item was originally tabled at the November 18, 2024, City Commission meeting. During that meeting, the City Commission provided feedback and comments and subsequently moved to table Ordinance No. 12-2024.

On April 21, 2025, the Deltona City Commission voted 6 to 1 to approve Ordinance No. 12-2024 at first reading. The ordinance proposed the rezoning of approximately 36.46 acres of land located along the North Normandy Boulevard corridor, situated south and east of the I-4 Logistics Park within the designated Activity Center, from Single-Family residential (R1-AA) to Mixed-Use Planned Unit Development (MPUD). At the second reading held on May 19, 2025, the City Commission voted 4 to 3 to deny Ordinance No. 12-2024. As a result, the proposed rezoning did not receive final approval.

Following this decision, the applicant submitted a request for rehearing on May 28, 2025, citing that the City Commission overlooked or misapprehended certain facts or points of law in reaching its decision. The rehearing request was approved at the June 16, 2025, City Commission meeting.

On May 28, 2025, the Traffic Impact Analysis (TIA) submitted for the proposed rezoning was reviewed and found acceptable by Volusia County. The County anticipates a more detailed TIA at the site plan stage and will provide formal comments at that time. The current analysis evaluates the traffic impact of 320 proposed multi-family units, 271,000 square feet of office/showroom space, and a gas station with 14 fueling positions. The analysis included projected trip generation, roadway and intersection capacity, and access operations. Key findings from the TIA include:

- The proposed development is expected to generate 2,787 daily trips, with 209 AM and 184 PM peak-hour trips.

- Access will be provided via one full access and two right-in-only driveways onto Normandy Boulevard, and via the proposed extension of Amelia Avenue/Rhode Island Avenue/Ruth Avenue.
- Most study area roadway segments currently operate within their adopted Level of Service (LOS), although some segments are projected to fail regardless of the proposed development due to background traffic growth.
- Intersections analyzed in the study are projected to continue operating within acceptable LOS standards at full buildout.
- An exclusive 210-front southbound left-turn lane (including a 50-foot taper) is warranted at both Amelia Avenue/Rhode Island Avenue and the Main Project Access on Normandy Boulevard
- Per City staff, exclusive right-turn lanes will also be required at the site driveways due to the 45 mph speed limit on Normandy Boulevard.
- A proportionate fair share agreement will be developed in coordination with Volusia County for necessary improvements along Graves Avenue between Normandy Boulevard and Howland Boulevard.

The subject property remains approximately 36.46 acres, vacant and wooded, currently zoned R1-AA (Single Family Residential) with an Activity Center Overlay. The existing zoning is inconsistent with the long-range vision of the City's Comprehensive Plan.

Per the City's Comprehensive Plan, any future development within the designated Activity Center must proceed through a Planned Unit Development (PUD) or an amendment to an existing PUD. The proposed rezoning to Mixed-Use Planned Unit Development (MPUD) fulfills this requirement and advances the City's objective to encourage integrated, mixed-use development in key areas.

The proposal includes:

- Approximately 19.26 acres (52%) designated for non-residential uses, including industrial, office, and retail spaces to support economic development and job creation.
 - Lots 1-4: Permitted principal uses include flex space, offices, showrooms, restaurants and retail establishments.
 - Minimum lot size: 1.5 acres
 - Prohibited uses: Indoor/outdoor storage and similar uses to preserve quality and aesthetics.
 - Architectural standards will be enforced and truck traffic will be managed to avoid interference with residential areas.
- Lot 5 (17.20 acres): Reserved for the multi-family component, designed as a complex of buildings up to four stories in height.
 - Maximum density: 343 units.
 - Current plan: Construction of 320 units.

The applicant has actively coordinated with City staff and Volusia County to support necessary infrastructure upgrades including:

- Dedication of a 30-foot strip along the northern property boundary for the future extension of Rhode Island Avenue.
- Right-of-Way dedication along North Normandy Boulevard to support the County's planned roadway realignment.
- A proportionate fair share agreement will be required prior to issuance of any Certificates of Occupancy (COs).

The proposed rezoning to MPUD and the accompanying development plan are consistent with the City's Comprehensive Plan. The project introduces a balanced mix of residential and non-residential uses, promoting housing, employment, and retail opportunities in a well integrated and strategically located area. Staff finds the request to be appropriate and supportive of long term growth objectives for the City.

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:

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

The Comprehensive Plan serves as the City's long range master planning document, outlining goals, objectives and policies to guide growth and development in a manner that promotes viable land use patterns, a sustainable economy, and the efficient use of public infrastructure.

The proposed MPUD has been reviewed by City staff and found to be compatible with the Activity Center Future Land Use designation. As such, the proposed rezoning is consistent with the City's vision for the area and is expected to have a positive impact on the surrounding community by supporting a balanced mix of residential and non-residential uses.

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 subject MPUD rezoning request is consistent with the above-referenced policy. Requiring that development within the Activity Center be processed as a PUD ensures that the intent and vision of the Activity Center designation are fully implemented. This process allows for a comprehensive and coordinated approach to land use, infrastructure, and design standards, ensuring compatibility with surrounding uses and alignment with the City's long-term planning goals.

Policy FLU1-7.5

All new development shall provide the appropriate on-site parking for the proposed use in conjunction with providing safe and efficient traffic flow, consistent with City land development regulations.

Adequate parking for all proposed uses is provided within the Master Development Plan (MDP) and is also addressed in the Development Agreement ensuring compliance with City standards and the functional needs of the development.

Policy FLU1-7.7

Appropriate buffers and transition areas shall be utilized to ensure compatibility between residential areas and commercial and industrial developments in a manner that balances neighborhood protection and economic development goals.

The MPUD includes adequate buffering adjacent to the residential neighborhood to the south, with multifamily residential buildings serving as a transitional use along this boundary. No direct access will be provided to the existing neighborhood, ensuring privacy and minimizing traffic impacts. All vehicular access will be self-contained, with ingress and egress limited to North Normandy Boulevard and the future extension of Rhode Island Avenue.

Policy FLU1-7.23

The City shall encourage and promote strategies to ensure that new development and redevelopment contains a strong mixed-use component, defined as a mixture of at least two different land uses in a design-unified, vertically and/or horizontally integrated, pedestrian friendly environment, or otherwise demonstrably furthers the achievement of specific goals, objectives and/or policies of the Comprehensive Plan.

The proposed MPUD will accommodate a mix of uses, including multi-family residential, as well as warehouse, office, and retail space, supporting a balanced, mixed-use development.

Policy FLU1-7.24

The City shall seek to expand commercial, industrial and mixed-use development at appropriate locations.

Expanding commercial, industrial, and mixed-use development within the Activity center is appropriate and consistent with the City's planning goals, as the Activity Center is a designated employment hub intended to support economic growth, job creation, and a diverse range of land uses.

Policy FLU1-7.22

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

Although the City is home to nearly 100,000 residents, a significant portion of the population commutes outside the City for employment opportunities. The inclusion of light industrial and retail uses within the proposed MPUD will help address this imbalance by creating local job opportunities and supporting a more self-sustaining, live-work-play environment for Deltona residents.

Policy FLU1-8.5

The City shall seek opportunities through the Housing Element to provide for multi-family or other higher density residential uses in appropriate locations in order to provide additional opportunities for rental, workforce and/or affordable housing, and housing appropriate for residents and households at all stages of life.

The City currently lacks sufficient multi-family housing options to meet the needs of its growing population. The proposed multi-family complex within the MPUD will help address

this housing gap and provide convenient residential opportunities for workers employed within the Activity Center. This includes employees at the two Amazon facilities, the future I-4 Logistics Industrial Park, and the light industrial uses proposed for this site.

OBJECTIVE FLU2-1

Achieve an integrated and well-planned mixture of urban land uses within The Deltona Activity Center that encourages the creation of an employment center.

Policy FLU2-1.3

The Deltona Activity Center is intended to serve a portion of the retail/service/office/park/industrial needs generated by mixed use residential development within the southwest Volusia Sub-region.

The Synergy at Normandy MPUD will support the Activity Center's role as a multi-faceted employment hub by not only creating a variety of job opportunities through commercial and industrial uses, but also by providing walkable, multi-family housing within the same area. This integrated approach promotes a live-work-play environment, enhancing convenience and quality of life for residents and employees alike.

2. *Its impact upon the environment or natural resources*

The habitat on the subject property is not considered suitable for gopher tortoises, as it lacks sufficient herbaceous ground cover. During field surveys conducted along the north and south transects, three (3) burrows were observed: one abandoned and two potentially occupied. However, due to the disturbances from neighboring properties, it is possible that tortoises from surrounding sites may migrate onto this property. As a precautionary measure, a full survey should be conducted within 90 days prior to any land clearing to confirm that no active burrows will be impacted.

Additionally, five (5) site visits were conducted in March 2022, during which Florida Scrub Jay vocalizations were played in an effort to detect territorial activity or the presence of Scrub Jays along the edges of the dense pine forest. A follow-up survey was conducted in March 2023. No Scrub Jays were observed on the property during any of these surveys or site inspections.

3. *Its impact upon the economy of any affected area.*

The proposed rezoning will change the subject property's designation from residential to MPUD, allowing for a mix of light industrial, retail, and residential uses. This development is expected to have a positive impact on the local economy by creating job opportunities and stimulating economic growth. Staff has reviewed the City's Comprehensive Plan and determined that the proposed MPUD aligns with the following policies and goals:

GOAL ED1

Develop strategic resources to foster a healthy and stable economic environment, which will increase employment opportunities, provide for economic balance, improve, and expand public services, enhance the quality of life for both Deltona's citizens and the citizens of southwest Volusia County, and encourage the expansion of existing businesses within the City, concurrent with public services including full utility provision.

GOAL ED2

Focus economic development efforts within major City corridors, such as commercially zoned areas along Howland Boulevard and the Activity Center, as well as other non-residential zoned areas, with full concurrency.

Policy ED2-1.4

For the promotion of mixed-use development, the City shall encourage proposed projects within the Deltona Activity Center to be accompanied by a mix of uses, including multi-family residential.

Policy FLU2-1.25

Promote development which enhances the economic base of the City.

4. 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 Volusia County School Board has reviewed the proposed development and provided a school capacity determination, indicating no objections to the plan. In a letter dated April 25, 2024, the School Board stated:
“Pursuant to School Board Policy 612 and Section 206 of the County Charter, the school district has determined that, at this time, school capacity is adequate to serve the proposed increase in residential density.”
- b. **Sewage Disposal:** DelNorth, Volusia County Utilities.
- c. **Potable Water:** DelNorth, Volusia County Utilities.
- d. **Drainage:** Appropriately designed and constructed master on-site drainage facilities will address stormwater run-off.
- e. **Transportation Systems:** The subject fronts North Normandy Boulevard, a two-lane thoroughfare. The area proposed for rezoning is surrounded by existing developments, including a new Amazon warehouse and residential homes. Additional entrances and exits will be constructed once the Rhode Island Avenue Extension is completed. The chart below shows the ITE Trip Generation for the proposed uses:

Use Trip Generation Comparison Chart				
Use	Sq. Ft.	A.M. Peak Hour Trips	P.M. Peak Hour Trips	Total Daily Trips
General Light Industrial	230.6 KSF	171	150	1,123
Multi-Family (mid-rise)	320 Units	138	125	1,478

Gas Station with Convenience Market	14 FPs	225	258	3,712
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A full Traffic Impact Analysis (TIA) will be provided for review. The TIA is currently under review by both Volusia County and the City's Traffic Consultant, with comments having already been provided to the applicant. Language has been incorporated into the Development Agreement to ensure that the developers will adhere to any recommendations made by both the County and the City.

5. Any changes in circumstances or conditions affecting the area.

There are no known circumstances or conditions affecting the area.

6. Any mistakes in the original classification.

No known mistakes.

7. Its effect upon the use or value of the affected area.

The area proposed for the MPUD lies within the Deltona Activity Center, a designated zone for retail, office, and employment-based development according to the City's Future Land Use map. In recent years, this Activity Center has experienced significant growth, including the addition of service commercial, medical, and industrial/warehouse uses. This development pattern is in alignment with the intent of the City's Comprehensive Plan for the Activity Center.

The proposed MPUD enhances both existing and future development by establishing a cohesive land use connection between the I-4 Industrial Park and nearby residential neighborhoods. By integrating residential, office, light industrial, and commercial components, the MPUD fosters a balanced, connected community framework. As such, the proposed rezoning represents a logical and strategic implementation of the City's long-term vision for the Deltona Activity Center.

8. Its impact upon the public health, safety, or welfare.

Policy FLU1-7.7

Appropriate buffer and transition areas shall be utilized to ensure compatibility between residential areas and commercial and industrial developments in a manner that balances neighborhood protection and economic development goals.

Land use compatibility and neighborhood protection are core principles of the City's Comprehensive Plan and Land Development Code. These policies provide a framework for evaluating proposed land use changes to ensure they are compatible with surrounding uses. The proposed development will comply with the setbacks, buffers, and other design standards specified in the associated Development Agreement, ensuring compatibility with adjacent properties and preserving the character of the surrounding area.

RECOMMENDATION:

It is staff's recommendation that the Mayor and City Commission conduct a public hearing to determine if the proposed rezoning is consistent with the goals, objectives and policies of the City's Comprehensive Plan.

NEXT STEPS:

Ordinance No. 12-2024 was approved by the Mayor and City Commission on First Reading. In response to feedback provided during that meeting, the Development Agreement was revised prior to Second Reading to incorporate additional provisions intended to enhance compatibility with surrounding neighborhoods and address community concerns. The following revisions were made:

1. A minimum setback of 160 feet shall be maintained between the existing residential neighborhood to the south and the front elevation of any multi-family buildings.
2. Buildings fronting North Normandy Boulevard and Rhode Island Avenue shall feature storefront elevations that promote a human-scale design and walkability. Enhanced landscaping will be implemented to reduce visual impacts and improve the overall aesthetic.
3. All semi-truck traffic entering or exiting the property via North Normandy Boulevard shall be directed toward Interstate 4 using Graves Avenue and Howland Boulevard, avoiding nearby residential areas.

At the Second Reading held on May 19, 2025, the City Commission voted 4 to 3 to deny Ordinance No. 12-2024. As a result, the proposed rezoning did not receive final approval.

Following the denial, the applicant submitted a request for rehearing on May 28, 2025, citing that the Commission overlooked or misapprehended certain facts or points of law in reaching its decision. The rehearing request was approved by the City Commission at the June 16, 2025 meeting and is pending reconsideration.

ATTACHMENTS:

- Ordinance No. 12-2024 with Exhibits A-G.
- Maps