



MEMORANDUM

DATE: September 3, 2025

TO: City Commission

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

THRU: Doc Dougherty, City Manager

SUBJECT: Ordinance No. 32-2025, A request to amend the Official Zoning map to rezone ± 7.93 acres of land located along the East Howland Boulevard Corridor north of Pine Ridge High School from Commercial (C-1) to Mixed-Use Planned Unit Development (MPUD). (Quasi-judicial – Public Hearing) (Brandon Hatch, Project Manager)

REFERENCES: Code of Ordinances, Comprehensive Plan, and Future Land Use Element

REQUEST: The applicant requests to amend the Official Zoning Map to rezone approximately ± 7.93 acres of land located at 930 Howland Boulevard, along the East Howland Boulevard corridor north of Pine Ridge High School, from Retail Commercial (C-1) to Mixed-Use Planned Unit Development (MPUD).

DISCUSSION:

Subject Property and Background: The subject property comprises approximately 7.93 acres of vacant, wooded land currently zoned C-1 (Retail Commercial) with a Future Land Use (FLU) designation of Commercial. The proposed rezoning would facilitate the Blackfin Self Storage development, which includes a self-storage facility at the rear of the site and a commercial outparcel in the front.

Rezoning to Mixed-Use Planned Unit Development (MPUD) supports the City's objective of fostering integrated, mixed-use commercial developments in key areas. The MPUD designation would allow for non-residential uses across the entire site, promoting economic development and providing community benefits. Permitted principal uses include general offices, storage facilities, entertainment venues, restaurants, retail establishments, and other compatible commercial uses.

To preserve development quality and uphold aesthetic standards, the MPUD will prohibit certain uses including discount stores, stand-alone automotive oriented uses, and similar operations deemed incompatible with the City's land use goals.

In addition, per Chapter 74 of the Land Development Code, the applicant held a Community Meeting on May 22, 2025, at the Deltona Regional Library (2150 Eustace Avenue). No members of the community attended. The applicant did receive one email from an adjacent property owner who resides out of state asking general questions about the proposed project.

TRANSPORTATION: A Transportation Impact Analysis (TIA) was conducted to evaluate the impact of the proposed 930 Howland Boulevard development on the surrounding roadway

network. The study found that no intersection or segment improvements are required within the study area. However, queue length and turn lane analysis identified one turn lane that may be deficient due to project generated trips at the intersection of Howland Boulevard and Newmark Drive. Specifically, the northbound left turn lane is projected to require a maximum length of 475 feet during the PM peak hour, resulting in a 25 foot deficiency compared to existing lane lengths. Site access will be provided via a full access driveway along Howland Boulevard. Turn lane requirements were evaluated using Volusia County's Land Development Code, the FDOT Design Manual, and the posted speed of 45 mph. A northbound right-turn lane and a southbound left turn lane, each 240 feet in length (including deceleration and taper), will be required, and a portion of the existing two-way left-turn lane will be restriped to accommodate the exclusive southbound left turn lane. Based on the analysis, the development's access, circulation, and traffic impacts are acceptable.

STANDARDS FOR REZONING: Per Section 74-14, of the Land Development Code, all development within the City must conform to the Comprehensive Plan and the regulations set forth in Chapter 74. Section 74-14 (4) outlines that rezoning proposals must be analyzed based on the following criteria:

a. Whether the proposed change would be consistent with the intent, goals, objectives, policies, guiding principles and programs of the Comprehensive Plan.

The proposed MPUD amendment is consistent with the intent, goals, objectives, and policies of the Deltona Comprehensive Plan. It supports the Future Land Use Element by promoting mixed-use commercial development and aligns with the City's vision for economically diverse and infrastructure-efficient growth. Additionally, the proposal supports the goals of the Economic Development and Transportation Elements goals by expanding commercial opportunities, fostering job creation, and contributing fairly to infrastructure improvements.

b. Whether the proposed change would be compatible with the existing land use pattern and designated future land uses.

The proposed MPUD is compatible with both existing and future land use designations. The property is currently zoned retail commercial and has a future land use designation of commercial. The proposed MPUD uses are consistent with uses typically found in commercially zoned properties.

c. Whether the proposed change would have an impact on the availability of adequate public facilities, services and infrastructure consistent with the level of service standards adopted in the Comprehensive Plan.

The development will undergo a full Traffic Impact Analysis review by both the City and Volusia County to ensure compliance with adopted level of service standards. An agreement with Volusia County will provide for adequate support to Howland Boulevard. Coordination with both jurisdictions ensures that impacts on road capacity, water, and sewer systems will be properly addressed through the standard development review procedures.

d. Whether the existing district boundaries are illogically drawn in relation to existing conditions on the property proposed for change.

The existing district boundaries are not logically drawn and consistent with the current conditions of the property.

e. Whether the proposed change will adversely influence living conditions in the neighborhood.

The proposed rezoning is not expected to negatively impact living conditions in the surrounding area. The property is surrounded bordered by commercial and publicly zoned lands. Furthermore, the developer, as outlined in the development agreement, will include community amenities such as open space and a recreational trail around the storm water pond, as illustrated in Exhibit C, the master development plan.

f. Whether there are substantial reasons why the property cannot be used in accord with existing zoning.

Although the property can be used under its current zoning, the proposed rezoning offers a broader range of commercial development opportunities, enhancing economic viability and flexibility.

g. Whether the proposed change would create adverse impacts in the adjacent area or the City in general.

No adverse impacts are anticipated. A community meeting has been held to gather and address resident concerns. The proposed zoning aligns with the property's future land designation and complements the surrounding commercial area.

h. Whether the subject parcel is of adequate shape and size to accommodate the proposed change.

The parcel is of sufficient size and configuration to support the proposed uses, consistent with the development agreement and the typical scale of commercially zoned properties.

i. Whether ingress and egress to the subject parcel and internal circulation would adversely affect traffic flow or safety or control, or create types of traffic deemed incompatible with surrounding land uses.

Ingress and egress will be evaluated and approved during the site development phase to ensure compliance with traffic flow and safety standards. The property's location along a major corridor is well suited to commercial uses, and no adverse traffic impacts are anticipated. Coordination with City and County staff will ensure safe and compatible traffic patterns.

j. Whether school capacity has been adequately addressed, including on-and off-site improvements.

The proposed development does not include residential uses and will therefore have no impact on school capacity.

COMPREHENSIVE PLAN CONSISTENCY: The proposed amendment has been reviewed and determined to be consistent with the City of Deltona Comprehensive Plan. It supports the City's overarching goals of fostering intentional mixed-use commercial development, promoting strategic economic growth, and maintaining concurrency with infrastructure and transportation systems.

The amendment aligns with multiple elements of the Comprehensive Plan, including the Future Land Use, Economic Development and Transportation Elements, as outlined below:

Future Land Use Element

- Objective FLU1-2: Encourages compact, mixed use development in appropriate locations to reduce sprawl and promote energy efficient land use.

- Policy FLU1-2.3: Supports expansion of commercial, industrial, and mixed-use developments in appropriate areas.
- Policy FLU1-2.4: Promotes higher density residential and commercial uses near employment centers
- Objective FLU1-7: Promotes a balanced variety of land uses to meet current and future needs.
 - Policy FLU1-7.7: Requires use of buffers and transitions to ensure compatibility between commercial and residential uses.
 - Policy FLU1-7.23: Encourages a strong mixed-used component in new development that is design-unified.
 - Policy FLU1-9.2: Commercial/mixed-use developments should be located in planned centers, not on local streets, and provide adequate buffering, infrastructure and pedestrian linkages.

Economic Development Element

The amendment directly supports the City's economic development strategy to grow and diversify its employment and commercial base.

- Goal ED1: Aims to foster a stable and healthy economic environment that improves quality of life and expands public services.
 - Objective ED1-2: Supports pursuing target businesses and industries to diversity economic opportunities.
 - Policy ED1-2.1: Endorses land use entitlements that facilitate economic development
 - Policy ED1-2.2: Permits economic incentives for job creation and commercial growth.
- Goal ED2: Focuses economic development within key commercial corridors and activity centers.
 - Objectives ED2-1: Prioritizes development in appropriately zoned areas, such as along Howland Boulevard.
 - Policy ED2-1.3: Encourages development and redevelopment of sites that support economic expansion.

Transportation Element

The proposal aligns with the City's transportation objectives by supporting safe, efficient, and coordinated transportation infrastructure.

- Goal T1: Ensures that land use decisions are supported by adequate transportation and multimodal transportation infrastructure.
 - Objective T1-1: Encourages coordination with FDOT, Volusia County, and the TPO to support efficient traffic flow.
 - Policy T1-1.2: Promotes access management for state and county systems.
 - Policy T1-1.1.5: Requires right-of-way dedication or proportionate share contributions for transportation improvements.
 - Policy T1-1.7: Incentivizes compact, energy-efficient, multi-modal urban development.
 - Objective T1-4: Maintains level of service standards for peak traffic hours.
 - Objective T1-6: Ensures transportation planning is coordinated with environmental

and land use policies to minimize impacts.

Development Agreement: The proposed rezoning is governed by a Development Agreement for the Blackfin Self Storage project, approved concurrently with the MPUD zoning. The agreement establishes the following commitments and standards:

- **Project Scope:** Development of a self storage facility with approximately 800 units, 57 covered RV/boar parking spaces, and 1,280 square feet of office space on Lot 5 (5.11 acres). A 2.82 commercial outparcel on Lot 2 to be developed in Phase II.
- **Phasing:** The project will be constructed in two phases with preliminary plat approval for both lots. Each phase will require a separate Final Site Plan. Until Phase II begins, undeveloped areas will be maintained with enhanced landscaping and open space.
- **Parking:** A reduction from the City's standard requirement of 80 parking spaces to 30 spaces for self-storage and 5 space (including two ADA-accessible) for the office use, justified by Institute of Transportation Engineers (ITE) and Urban Land Institute (ULA) parking generation data.
- **Open Space:** At least 25% common open space will be provided. Recreational amenities, including walking trails around the stormwater pond, will count toward the open space requirement.
- **Setbacks & Buffers:** A minimum 35-foot front yard setback along Howland Boulevard, 20-foot buffers on most property edges, and enhanced perimeter landscaping. Buffers will include natural and planted vegetation adjacent to the public school and any nearby residential uses.
- **Fencing:** A minimum 6-foot masonry wall with architectural features will be installed around the storage facility, along with a gated entrance.
- **Design Standards:** Buildings will feature 360-degree architectural treatment with a consistent design theme and full compliance with City design standards.
- **360 degree architectural treatment, a consistent theme across all buildings, and compliance with City design standards.**
- **Environmental Protections:** Stormwater systems will meet City and St. Johns River Water Management District (SJRWMD) requirements. The storage of hazardous materials will be prohibited, and constructions will follow National Pollutant Elimination System (NPDES) best management practices.
- **Transportation:** The project is projected to generate 1,828 daily trips (171 AM peak, 132 PM peak). A Traffic Impact Analysis (TIA) has been completed, and access design will ensure the maintenance of level of service standards on Howland Boulevard.
- **Economic Impact:** Estimated creation of 100 construction jobs, 4 operational jobs, and 15 indirect jobs. The project also addresses local demand for self storage, with Deltona currently providing 2 square feet per capita compared to the national average of 6.3 square feet.
- **Prohibited Uses:** The Development Agreement prohibits uses deemed incompatible with the project's intent and the City's long term land use objectives. The applicant has stipulated to the prohibition of:
 - Discount retail
 - Stand-alone automotive uses (except tire and part sales)
 - Large-format retail
 - Other uses inconsistent with the project's state development goals.

Staff initially recommended prohibiting car washes and full service drive through restaurants to better align with the City's economic development strategy for the Howland Boulevard

corridor. Staff's rationale for prohibiting car washes is that these uses typically generate lower job density, minimal capital investment relative to the site, and limited pedestrian activity, which conflicts with the City's goal of promoting higher value, mixed use, pedestrian friendly development that enhances market appeal and sustains economic activity. Full service drive through restaurants present similar concerns, as they are auto oriented and do not contribute to the corridor's long term mixed use vision.

At the August 20, 2025 Planning and Zoning Board meeting, staff updated the recommendation and the Board inquired about including potential restrictions on the minimum building size of quick service restaurants. The applicant agreed to a minimum building size of 2,000 square feet for any quick service restaurant but declined to stipulate a prohibition on car washes. As a result, the MPUD zoning will allow these uses unless they are specifically restricted through future action. The City Commission may consider prohibiting car washes and maintaining the 2,000 square foot minimum for quick service restaurants during its review to ensure the project aligns with the City's long term economic development and land use objectives.

COMPLIANCE WITH SECTION 110-319: The proposed MPUD meets the requirements of Section 110-319 of the Land Development Code as follows:

- Minimum Parcel Size: Exceeds the 5-acre minimum with a total of 7.93 acres.
- Unified Ownership and Control: Entire site is under unified ownership, meeting the application requirement.
- Commercial Square Footage: Required minimum is 12,000 square feet; proposed plan includes 71,741 square feet (storage and restaurant).
- Pedestrian Priority Design: Incorporates 6-foot sidewalks and brick paver crosswalks for safe internal movement and pedestrian friendly features.
- Architectural/Urban Design: Development Agreement requires 360-degree architectural treatment, consistent theme, and screening of storage uses, in compliance with Chapter 111 design standards.
- Open Space: Provides 2.15 acres (26%) open space, exceeding the 25% minimum; includes common space and landscaped areas.
- Stormwater Landscaping: Landscaped stormwater pond with 4-foot buffer, maintained hedge, and bald cypress plantings every 50 feet, as required. This is stipulated within the Development Agreement and is required which complies.
- Public Benefits and Amenities: Recreational trail with bench seating area, enhanced landscaping, and common public space.
- Transportation and Traffic: Traffic Impact Analysis required for projects over 1,000 daily trips; TIA will be coordinated with Volusia County and the City to ensure compliance.

PLANNING AND ZONING BOARD: At their regular meeting on August 20, 2025, the Planning and Zoning Board voted 4-3 to recommend that the Mayor and City Commission deny Ordinance No. 32-2025. Reasons cited for the recommendation included that the project is not a good fit for the neighborhood and concerns regarding traffic and safety near the high school.

STAFF RECOMMENDATION: Staff recommends the City Commission conduct a public hearing of Ordinance No. 32-2025.

NEXT STEPS: The Mayor and City Commission will hear this item for 1st reading on September 3, 2025 and the second reading on October 6, 2025.

ATTACHMENTS:

- Ordinance No. 32-2025 with Exhibits A-D
- MPUD Development Agreement
- Community Participation Plan Meeting Summary
- Maps