



MEMORANDUM

DATE: November 17, 2025

TO: City Commission

FROM: Jordan Smith, AICP, PP Community 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 Howland Blvd. 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 prohibits discount retail stores; stand alone automotive uses such as fuel sales, vehicle repair, and car sales; car washes; large format retail; and other uses deemed inconsistent with the City's land use objectives.

The Development Agreement clarifies that the subject property shall consist of two platted lots totaling 7.93 acres: Lot 1 (5.11 acres) will contain approximately 800 storage units, 57 RV/Boat spaces, and 1,280 square feet of office space; Lot 2 (2.82 acres) is reserved for Phase II commercial development.

The project will be developed in two phases, each requiring a separate Final Site Plan. If a Final Site Plan, plat, or building permit is not approved within three (3) years of Final Site Plan approval,

the MPUD zoning shall automatically revert to its prior classification, unless extended once for an additional three years. Until Phase II development begins, the undeveloped lot will be maintained with enhanced landscaping and open space consistent with the Developer Agreement. Until Phase II development begins, the undeveloped lot will be maintained with enhanced landscaping and open space consistent with the Development Agreement.

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. One email was received from an out of state adjacent property owner inquiring about the project.

TRANSPORTATION: A Transportation Impact Analysis (TIA) attached evaluated the impact of the proposed development on the surrounding network. No intersection or segment improvements are required within the study area. However, queue length and turn lane analysis identified one potential deficiency at Howland Boulevard and Newmark Drive requiring a northbound left turn lane length of 475 feet.

Site access will be provided via a full access driveway on Howland Boulevard. A northbound right turn lane and a southbound left turn lane, are required, and a portion of the existing two way left turn lanes will be restriped to create the exclusive southbound left. Traffic impacts are acceptable and meet level of service standards.

STANDARDS FOR REZONING: Pursuant to Section 74-14 of the Land Development Code, rezoning requests must demonstrate consistency with the City's Comprehensive Plan and compliance with applicable evaluation 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 is consistent with the Comprehensive Plan's intent to promote compact, mixed-use commercial development. It advances policies supporting economic diversification, efficient infrastructure use, and coordinated corridor development.

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

The MPUD is compatible with the surrounding commercial and public land uses and remains consistent with the property's Commercial Future Land Use designation.

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 TIA and Development Agreement ensure that transportation and utility infrastructure will meet adopted level of service standards. All water, sewer, and stormwater facilities will connect to City systems in compliance with Deltona Water and SJRWMD standards.

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 MPUD is not anticipated to negatively affect nearby properties. The site design incorporates significant buffers and landscaping to screen the facility from adjacent commercial and public uses, including Pine Ridge High School.

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

While development could occur under the current C-1 district, the MPUD offers a more coordinated design framework and enhanced flexibility for complementary commercial uses.

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

No adverse impacts are anticipated. The community meeting process identified no objections.

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

At 7.93 acres, the parcel exceeds the minimum size and configuration needed for the proposed uses.

- 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.**

Access will be directly from Howland Boulevard, a designated arterial corridor. On site circulation will comply with County and City standards and maintain traffic safety,

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

No residential uses are proposed; therefore, no impacts to school capacity will occur.

COMPREHENSIVE PLAN CONSISTENCY: The proposal supports the City's adopted Comprehensive Plan and multiple policy objectives within the Future Land Use, Economic Development and Transportation Elements:

Future Land Use Element

- Objective FLU1-2: Promotes compact, mixed-use development and discourages sprawl.
- Policy FLU1-2.3: Encourages expansion of commercial and mixed-use projects in appropriate areas.
- Policy FLU1-7.7: Requires buffers and transitions to ensure compatibility.
- Policy FLU1-9.2: Promotes commercial/mixed-use development in planned centers with pedestrian linkages and adequate infrastructure.

Economic Development Element

- Goal ED1: Foster a stable, healthy economy to enhance quality of life.
- Goal ED2: Focus economic activity along major corridors such as Howland Boulevard.
- Policy ED2-1.3: Encourage development that supports long term economic expansion.

Transportation Element

- Goal T1: Ensure land use decisions are coordinated with adequate transportation and multimodal infrastructure.
- Policy T1-1.2: Support access management and right-of-way improvements to maintain level of service standards.

Development Agreement: The Development Agreement for the Howland Blvd. development establishes the regulatory framework and development standards, summarized as follows:

- Project Scope: Self-storage facility (800 units), 57 covered RV/Boat spaces, and 1,280 square feet of office space on Lot 5 (5.11 acres); 2.82 acre Lot 2 reserved for Phase II commercial use.
- Phasing: Two phase development with preliminary plat approval for both lots. Undeveloped portions maintained with enhanced landscaping until buildout.
- Parking: Reduction from 80 to 30 spaces for self storage and 5 for office, supported by ITE (6th Ed.) and ULI parking data.
- Open Space: Minimum 25% required; 2.15 acres (26%) provided, including a landscaped stormwater pond with walking trail and seating.
- Setbacks & Buffers: 35 foot front setback on Howland Boulevard; 20 foot buffers along property edges with enhanced landscaping adjacent to the school and residential areas.
- Fencing: Minimum six (6) foot high berm or vinyl or aluminum security fence that includes architectural enhancements and visual interest along the entire perimeter of the storage facility including a security gated entrance.
- Design Standards: 350 degree architectural treatment, a consistent theme across all buildings, and compliance with City design standards.
- Environmental Protections: Prohibits hazardous materials storage; requires NPDES compliant construction 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 100 construction jobs, 4 operational jobs, and 15 indirect jobs,
- Prohibited Uses: The Development Agreement prohibits uses deemed incompatible with the project's intent and the City's long term land use objectives, including
 - Discount retail stores
 - Stand along automotive oriented uses (except tire and parts sales)
 - Large format retail establishments
 - Car washes
 - Other uses inconsistent with the project's stated 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.

Following the Planning and Zoning Board meeting, the applicant submitted a revised Development Agreement that incorporated several modifications and clarifications consistent with issues discussed at that meeting. The revised Development Agreement now

includes a prohibition on car washes, consistent with staff's recommendation. The Planning and Zoning Board also inquired about establish a minimum building size for quick service restaurants. In response, the applicant agreed to a minimum 2,000 square foot building size with one lane drive through. Accordingly, the final MPUD prohibits car washes, while quick services restaurants with drive throughs are permitted, subject to the building size restriction. The City Commission may consider maintaining this 2,000 square foot minimum or imposing additional conditions to further ensure consistency with the City's long term economic development and land use objectives.

COMPLIANCE WITH SECTION 110-319: The MPUD meets all applicable standards under Section 110-319 of the Land Development Code. The project sits on 7.93 acres, exceeding the minimum 5 acre parcel size, and is under unified ownership and control. It provides 71,741 square feet of commercial development, far surpassing the 12,000 square foot minimum. The plan thoughtfully incorporates pedestrian connections, including six foot sidewalks and paver crosswalks, while fully complying with architectural and open space requirements. The development also includes a landscaped stormwater pond and public amenities, ensuring both functional and aesthetics quality for the community.

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.

FIRST READING: The City Commission voted 4-3 to approve Ordinance No. 32-2025 at first reading. The applicant agreed to prohibit residential uses, including single-family, multi-family, or other dwelling types. In addition, the applicant and staff will investigate cross access during site plan/engineering.

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

ATTACHMENTS:

- Ordinance No. 32-2025 with Exhibits A-D
- Community Participation Plan Meeting Summary
- Traffic Impact Analysis
- Maps