



# Staff Report

**To:** Planning and Zoning Board  
**From:** Ron A. Paradise, Director, Community Development  
**Date:** November 29, 2021  
**Re:** Project No. RZ21-0006, Ordinance No. 01-2022, Island Walk North RPUD

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## Summary of Application:

**Applicant:** William Barfield, P.A.

**Request:** Rezone a parcel totaling  $\pm 19.84$  acres from Single Family Classification (R-1) to Residential Planned Unit Development (RPUD).

**Tax Parcel No.:** 8103-00-00-0250

**Property Acreage:**  $\pm 19.84$  acres

**Property Location:** The property is located on the east side of Parma Drive, just east of the Lake Helen Osteen Road corridor.

**Legal Description:** See the attached Exhibit B – Legal Description

**Existing Zoning:** Single Family Classification (R-1)

**Background:** The subject property is vacant, undeveloped and forested.

The applicant is proposing a Planned Unit Development (PUD) of approximately 19.84 acres for a residential subdivision, creating 52 lots with a minimum lot size area of 4,800 square feet. Primary access will connect to Parma Drive and an emergency access will be provided to Fox Chapel Court.

## Support Information, Public Facilities:

1. Potable Water: Deltona Water
2. Sanitary Sewer: Deltona Water
3. Fire Protection: Deltona Fire (Station 65)
4. Law Enforcement: Volusia Sheriff's Office (VSO)
5. Electricity: Duke Energy

**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:

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

The Future Land Use designation of this property is Low Density Residential (LDR) (0-6 dwelling units per acre) and the proposed Residential Planned Unit Development proposes a maximum gross density of 2.62 dwelling units per acre, which is consistent with the Future Land Use Element of the Comprehensive Plan.

The applicant is proposing 52 units as part of this rezoning. The density thresholds of the LDR, or any land use designation are expressed in gross terms. There are physical features like open water bodies, other physical features, and easements that may result in a reduction of actual density. In addition, dedications, infrastructure like stormwater and environmental constraints can impact the final density associated with a project. The project density of 2.62 units per acre is consistent with the Future Land Use Map.

The project was also reviewed in light of the City Comprehensive Plan goals, objectives, and policies. The following provisions and related analysis are appropriate:

***Policy FLU1-4.2***

*The City, as a FEMA NFIP and CRS designated community, shall discourage development within any known flood plains as identified by the best available data, such as FEMA flood maps; and **Policy FLU1-6.3** The City of Deltona shall encourage the clustering of development to preserve environmentally sensitive and other open space areas.*

A portion of the property is located within the 100-year floodplain. No lots in part or whole will be platted or created within the 100-year floodplain. In addition, all non-passive development like road rights-of-way and stormwater ponds shall be directed away from the 100-year floodplain area as much as possible. Any unavoidable impact to the 100-year floodplain shall be subject to all applicable City regulations including the provision of compensating storage.

Part of the property is wetlands. The wetlands account for 3.45 acres of the Island Walk North RPUD property. The wetland is part of a larger wetland/shallow pond system extending generally north and south of the site. Wetlands will be afforded a 25-foot upland buffer as per City wetland protection regulations.

***POLICY FLU1-6.3***

*The City of Deltona shall encourage the clustering of development to preserve environmentally sensitive and other open space areas.*

The Island Walk North RPUD is proposing 52 lots 40 feet wide with a minimum lot size of 4,800 square feet (40'X120'). The recent residential subdivision trend within Deltona and Central Florida is for lots smaller than the typical 10,000 square foot Deltona Lakes subdivision tract. During the past five years the City has approved a series of RPUD applications with similar development characteristics to the Island Walk North RPUD. Examples of these developments are Courtland Park, Doudney RPUD (Osprey Estates), and Three Island Lake South, all with lots featuring a minimum width of 40 feet. The design of the Island Walk North project can be considered a cluster type subdivision where smaller lots are created to afford a high level of safeguard to natural resources.

The above objective preserves the environment and the open space areas by clustering the project to the area suitable to support development.

**Policy FLU1-7.8**

*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.*

Land use compatibility is a very important planning goal. Land use compatibility can be created by establishing buffers and transitions.

- 1) The Island Walk North RPUD is mostly forested with a mixture of oaks and pines. A portion of the property (3.45 acres) is wetland. The wetland will not be impacted and will be afforded a 25-foot upland buffer as per City wetland protection regulations. The wetland and required wetland buffer located along the southern portion of the property will serve as a buffer.
- 2) To provide a separation from the residential lots to the north the RPUD will provide/maintain a 5-foot wide natural buffer of native vegetation. These lots (more than one acre each) are mostly developed with dwellings.
- 3) On the east and southeast of the property a 5-foot buffer will be afforded in accordance with City Code. The property to the east of the proposed RPUD is zoned R1(Single Family – maximum density six dwelling units per acre) and contains approximately 60 acres of vacant land.
- 4) Per City Code a 25-foot landscape buffer will extend along the Parma Drive frontage.

**Policy FLU1-7.9**

*The residential density guidelines for each Future Land Use category represent an acceptable range and the allowable density shall be based upon the following minimum criteria:*

- a. *Reducing sprawl by providing options for higher residential densities in appropriate locations;*
- b. *Environmental constraints, as established in the Conservation Element;*

- c. *Land use compatibility;*
- d. *Availability of public facilities and services at acceptable levels of service;*
- e. *Character of an area;*
- f. *Energy efficient design such as the provision of pedestrian and transit oriented access and options, and the use of efficient subdivision and construction standards; and*
- g. *Other policies of this Comprehensive Plan or Land Development Code, which establish more stringent density requirements.*

The proposed 52-unit project at 2.62 units per acre is well within the density range of the Low Density Residential land use category (0-6 dwelling units per acre). The Island Walk North RPUD maximizes existing land resources and does not constitute urban sprawl. The project is well designed to promote land use compatibility with existing uses. There is infrastructure and school capacity to support the project.

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

The property contains about 3.45 acres of wetlands. The wetland areas located within this project will not be developed. To enhance protection, all development will be setback at least 25 feet from the wetland. The 25-foot area bounding the wetland will remain natural.

The wetlands on site are part of a hydro-ecological corridor connecting the Three Island Lakes system and larger forested wetland areas situated to the north of the Island Walk North project. The hydrological connection has been enhanced in the past by the creation of a drainage way connecting Three Island Lakes and the wetland systems both on and off of the Island Walk North project.

The conceptual design of the Island Walk North project can be considered a cluster type subdivision where smaller lots are created to afford a high level of natural resource safeguard. However, each cluster area of Island Walk North will be connected by the creation of a local road accessing Parma Dr. The roadway has been strategically located to minimize impacts to wetlands and wetland buffers. Minor impacts to wetlands and wetland buffers will be mitigated as per the City Land Development Code and other wetland permitting agencies, as applicable.

The wetland crossing involves the aforementioned drainage way connecting Three Island Lakes and other wetland areas located in the northeastern section of the City. This connection is critical for maintaining drainage in the northeastern area of the City. In addition, the connection is mostly natural and acts as a wildlife corridor for amphibians, reptiles and small/medium size mammals.

In order to ensure appropriate drainage and to protect wildlife movement, the crossing shall be designed in a manner that allows applicable water conveyance and promotes the movement of wildlife under the roadway. Wildlife underpasses are documented to minimize vehicle/wildlife collisions. However, the underpass

needs to be designed as to maximize wildlife use. Some wildlife underpass concepts which need to be considered regarding the creation of the wildlife underpass are as follows:

- 1) The underpass needs to be of significant height and width to allow wildlife to see light on each side.
- 2) The bottom grade of the underpass shall mimic the existing topography.
- 3) Since the underpass will also facilitate water conveyance, the underpass shall be designed to allow wildlife access during high water events.
- 4) Fencing shall be used to channelize wildlife movements to the underpass.

The area of the property proposed to be developed is associated with well drained soils suitable for development – Astatula fine sand and Tavares fine sand. In addition, portion of the area proposed to be developed contains the Myakka fine sand (the soil permeability is rapid in the surface layer and moderate in the subsoil). Per the Environmental Assessment Report conducted by Bio-Tech Consulting (BTC), no active or inactive gopher tortoise burrows were observed at the site. In addition, no Florida Scrub-jays were observed within the site during the cursory wildlife survey conducted by BTC. Therefore, the property probably does support common wildlife species like raccoons, red cardinal and eastern gray squirrel.

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

The proposed project will initially provide local and regional homebuilding trade type jobs. Real estate services associated with land transfers will benefit as well. In addition, the ad valorem taxes, connection fees and telecommunication/service tax revenue for the City will increase with new home construction and population increase.

The City will be responsible for providing services to the new residents including police and fire protection. Also, the City will assume greater road and utility maintenance obligations.

The project is a new project with amenities afforded. Notwithstanding smaller lot sizes planned, the property values associated with the project should be higher than the City average. Since the City derives about 17% of its general fund revenue from telecommunication and service taxes, more connections equate to more revenue.

**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:** Schools serving the Island Walk North RPUD include Deltona High, Galaxy Middle and Volusia Pines Elementary. According to a letter from the Volusia County School District, all schools have workstation capacity to serve

students anticipated to be generated from the 52-unit Island Walk North project.

- b. **Sewage Disposal:** Sanitary sewer (Deltona Water). The City has the wastewater management capacity to serve the project but sewer service is not readily available. Therefore, before a plat application is accepted by the City for review, a pioneer agreement needs to be finalized with the City and a schedule for sewer installation needs to be determined.
- c. **Potable Water:** Central water (Deltona Water). The City has the potable water capacity, both physical and permitted, to serve the Island Walk North project.
- d. **Drainage:** Appropriately designed and constructed on-site drainage facilities will address stormwater run-off.
- e. **Transportation Systems:** The project is a single use development with 52 detached single-family dwellings on 4,800 square feet individual lots. As part of the rezoning process, the applicant submitted a traffic impact analysis (TIA). The TIA was prepared by Traffic Planning and Design, Inc. (TPD) dated September 2021. According to the TIA, the project will generate 570 daily trips, which will be distributed through Catalina Blvd. and Lake Helen Osteen Rd. Traffic on Lake Helen Osteen Rd. generated from the project will split with 26% going north, 42% going south, and 32% going west at the intersection of Lake Helen Osteen Rd and Catalina Blvd. The majority of the north/west bound trips are expected to utilize Lake Helen Osteen Rd. to access destinations outside of the City.

Parma Drive is a City road and will serve as the access for the proposed project. Per the TIA, this road is projected to operate at satisfactory Level of Service, even with the traffic generated by the 52 units.

A southbound left turn lane shall be provided at the Lake Helen-Osteen Road/Parma Drive intersection. The existing striped median shall be restriped to provide a minimum 100-foot (50-foot taper included) left turn lane, which will allow left turning traffic to queue out of the through travel lane. Lake Helen-Osteen Road is a County maintained road. Therefore, coordination with Volusia County Traffic Engineering during the development process of this site is necessary. In addition, Volusia County will make the final determination regarding the design and dimensions at the required left turn lane.

A gated emergency access will be provided at Fox Chapel Court. This access involves the improvement of off-site publicly owned areas to access the Fox Chapel Court cul-de-sac. The Homeowner Association (HOA) will be responsible for the installation and maintenance of the proposed emergency access and gate. In addition, the proposed Development Agreement Section 6V is requiring that the Homeowner Association documents contain a provision to set aside at least \$20,000 for maintenance of the access and all applicable improvements.

Access management is consistent with the City Comprehensive Plan Policy T1-1.4, *“The City of Deltona shall maintain land use regulations, including, but not limited to, access control/management and cross access easements, to facilitate safe and efficient mobility on the City transportation network.”*

The traffic engineering firm BCC Engineering provided peer review services for the TPD TIA. The peer review generated technical comments, all addressed by TPD. Therefore, the engineering firm TPD has updated the TIA based on the BCC comments (please refer to the attached TIA Report dated September 2021).

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

There are no changes that affect the area.

**Any mistakes in the original classification.**

None.

**Its effect upon the public health, safety, or welfare.**

The proposed Residential Planned Unit Development (RPUD), incorporating the protections in the staff-amended RPUD Development Agreement and depicted on the Master Development Plan (MDP), is unlikely to have any detrimental impact on the public health, safety, or welfare. This project is planned with development standards and amenities.

Some comments, notes, and observations are intended to ensure the project, after development, will be a functional neighborhood into the future. The comments are as follows:

- 1) The minimum lot size is 4,800 square feet featuring a minimum width of 40 feet. The City has recently approved a sister project, Three Island Lake South, with 4,800 square foot lots. Island Walk North RPUD will have similar yard requirements including the following: Front yard: 20 feet; Side yard: 5 feet; Side street yard: 15 feet; Rear yard 10 feet.
- 2) The required parking standards proposed for each dwelling unit in this development is a two-car garage set back at least 25 feet from the property boundary. In addition, each driveway will have a width of no less than 18 feet. No vehicles or equipment will be allowed to be parked/stored on non-paved areas of a lot. Also, no boat, RV, or trailer shall be parked/stored in a driveway. To provide extra parking, the project will be designed with strategically located overflow/visitor parking lots with at least six (6) spaces to serve the new neighborhood. The overflow parking areas shall comply with the landscaping and design requirements of the City Land Development Code. In addition, the City will not be responsible for maintaining any of the pavement or other elements of the overflow/visitor parking areas.
- 3) The project is designed with an emergency access located southeast of the property, accessing Fox Chapel Court cul-de-sac. To reach the Fox Chapel Court right-of-way, the emergency access will occupy an unimproved city drainage right-of-way as per the Deltona Lakes Plat. The City has

determined the drainage right-of-way will not be needed in the foreseeable future. Therefore, the City does not object to the use/conversion of this area to accommodate the emergency access. The emergency access shall be graded such that stormwater runoff shall be directed westward towards the existing natural drainage retention area. Maintaining the emergency access as an open and passable stabilized, all weather access shall be the responsibility of the Homeowners Association (HOA). In addition, the emergency access will be gated, secured with a chain or locked latch, and a Knox padlock shall be installed for Fire Department access. The HOA shall be responsible for maintaining the gate.

- 4) The project will have active amenities including a playground to be located on Tract C.
- 5) A homeowner's association (HOA) will be established to manage project amenities, implement architectural standards, establish/maintain street lights, ensure landscaping is sustained, and maintain the stormwater management system and emergency access.

Staff proposed changes to the Development Agreement are presented in an underline and ~~strikethrough~~ format.

**Conclusion/Staff Recommendation:**

The Island Walk North RPUD proposes a 52-unit single family residential subdivision on approximately 19.84 acres located on the east side of Parma Drive. The proposed minimum lot size area is 4,800 square feet with a 40-foot width either at the frontage or at the setback line. Forty (40) foot wide lots have been developed or entitled within the City of Deltona during the past three (3) years, as an example the Courtland Park RPUD (196 units), Doudney RPUD (220 units), and Three Island Lake South RPUD (61 units). The proposed 40-foot wide lot size expands housing choice and lifestyle opportunities within the City.

Approximately 3.45 acres of the Island Walk North RPUD property are considered wetland. Minor impacts to wetlands and wetland buffers will be mitigated as per the City Land Development Code and other wetland permitting agencies, as applicable. In addition, language has been added to the DA to manage the wetland crossing that involves a drainage way connecting Three Island Lakes and other wetland areas located in the northeastern section of the City (please refer to Section 15 of the proposed DA).

The project at 2.62 units per acre is consistent with the Comprehensive Plan and the Low-Density Residential land use designation. Furthermore, the project at the density requested will create more compact development patterns and more efficiently use existing City and public infrastructure and land resources.

The following options are applicable to this request:

- 1. Recommend APPROVAL of the Island Walk North RPUD rezoning request from R-1 to RPUD with the proposed changes to the Development Agreement.**

**Advantages:** The approval of this project will result in the entitlement of a 52-unit residential development intended to be fully serviced by utilities and other

infrastructure. The natural features of the site are integrated with the proposed development. The subdivision will be managed by a Homeowner Association (HOA).

**Disadvantages:** A portion of the property is located within the 100-year floodplain. According to the MDP, lots, streets, and stormwater infrastructure are proposed to be located within the 100-year floodplain. The proposed project involves minor impacts to wetlands and wetland buffers that will be mitigated as per the City Land Development Code and other wetland permitting agencies, as applicable.

**2. Recommend DENIAL of the Island Walk North RPUD rezoning request from R-1 to RPUD.**

**Advantages:** The area will remain unchanged. There will be less traffic in the area, and wetland areas will remain in a natural stage.

**Disadvantages:** There will be no infill, compact development. Under the existing zoning classification of the site (R1 – Single Family maximum density six dwelling units per acre) no development agreement is required between the city and the property owner/developer. The PUD development agreement contains the obligations of the owner/developer and the City, and lays out the various conditions and standards that will control the development of the property (i.e. amenities, overflow parking, Homeowner Association, environmental protection requirements, etc.).

City staff recommends to the Planning and Zoning Board to recommend to the City Commission approve the Island Walk North RPUD rezoning request from R-1 to RPUD with the proposed changes to the Development Agreement as discussed.

Attachments: Maps Series  
Traffic Impact Analysis (TIA) dated September 2021