

CITY OF ORMOND BEACH

FLORIDA

PLANNING

MEMORANDUM

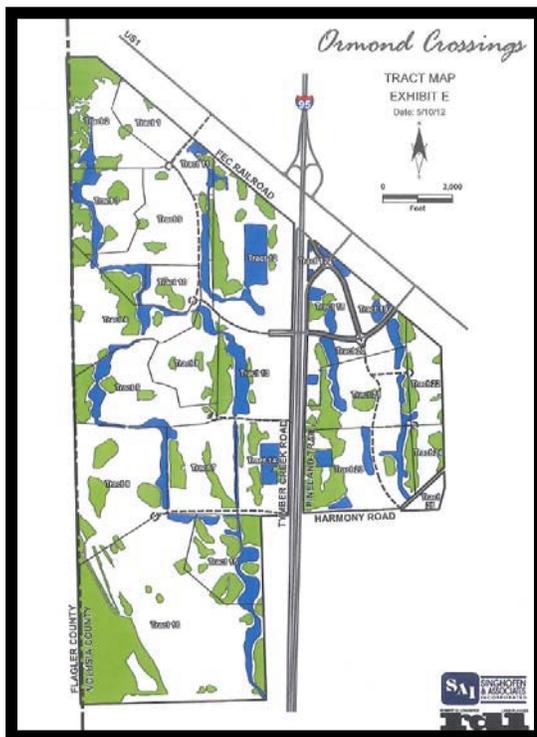
TO: Chairman Thomas and Planning Board members

FROM: Ormond Beach Planning Department

DATE: June 8, 2012

SUBJECT: Ormond Crossing Workshop Discussion

INTRODUCTION: This memorandum supplements the May 15, 2012 information (agenda, memorandum, and DRAFT Ormond Crossings Master Development Plan). The workshop on June 18, 2012 is to discuss the rezoning of ±2,924 acres, known as Ormond Crossings owned by Tomoka Holdings, LLC. The rezoning is from various Volusia County zoning designations to PMUD (Planned Mixed Use Development) and incorporates a Master Development Plan that shall regulate land development and uses within the proposed Ormond Crossings project. The project is located west and south of the F.E.C railroad, east of the Flagler County boundary line, and north of Durrance Lane (west of I-95) and Harmony Avenue.



Ormond Crossings Project Area

The summary is broken into two parts:

1. **Actions to date:** this summary discusses the (a) legislative actions (annexation, land use changes, and project development agreement), (b) environmental studies, and traffic analysis.
2. **Master Development Plan analysis:** this summary discusses the contents of the Master Development Plan required by the Planned Mixed Use Development rezoning.

ACTIONS TO DATE

The land planning for Ormond Crossings dates back to 2002 and represents a significant effort to master plan future development. The area that incorporates Ormond Crossings was platted in the early 1900's for dense residential lots with the potential of the land being sold off in large parcels within the jurisdiction of the County of Volusia in the early 2000's. The City Commission and staff worked with the County Council and the property owner, Tomoka Holdings, to annex the property into the City in 2004. One primary purpose of the City's interest in this property was the ability to establish a commerce park of approximately 1,000 acres that would provide for future economic development opportunities for the residents. Below is a summary of the major actions that have occurred for the project to date:

Legislative Approvals

Annexation:

The City of Ormond Beach initiated the annexation and land use planning for 3,095 acres in 2004. The property owner also has ±171 acres of land between US 1 and the F.E.C. railroad which are not included in the Ormond Crossings project or this rezoning. The total land area for Ormond Crossings is 2,924 acres.

Community Redevelopment Area district:

The establishment of a Community Redevelopment Area district (CRA) to assist in funding infrastructure improvements was identified as one of the critical elements for successful completion of this economic development project. On July 8, 2004, the Volusia County Council approved Resolution No. 2004-131, which granted redevelopment powers to the City in order to establish a CRA for this property.

On January 17, 2006, the City Commission adopted:

1. Resolution 2006-35, which found the existence of blighted areas within the project area (Findings of Blight);
2. Resolution 2006-36, which created the community redevelopment agency known as the North Mainland/Ormond Crossings Community redevelopment Agency (CRA); and
3. Resolution 2006-37 which approved the Master Redevelopment Plan for the CRA.

The redevelopment plan consisted of several primary elements:

1. Elimination of faulty lot layout, diversity of ownership and defective/inadequate street layout;
2. Predominance of defective or inadequate street layout;
3. Aggregate Assessed values of real estate property in the area for ad valorem tax purposes have failed to show any appreciable increase over 5 years prior to the finding of such conditions; and

4. Faulty lot layout in relation to size, adequacy, accessibility, or usefulness and diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated area.

The Developer proposed several amendments to the development plan and road network that required an amendment to the CRA Master Plan. The developer determined that the costs of the intensity, density and phasing of the project were extensive, given the mitigation that would be required. The developer specifically indicated that infrastructure needs for the proposed I-95 and US 1 Collector-Distributor (CD) system made the project financially unfeasible. In 2007 and 2008 the extensive costs of the improvements to the road network, especially the proposed Collector-Distributor System, and the significant economic downturns prompted the Developer to initiate the following changes to the development plan:

1. Elimination of the third and fourth phases of the project;
2. Deletion of the land for the Collector Distributor system;
3. Revision to the development plan for the Flagler County portion of the project (deletion of approximately 700 dwelling units); and
4. Reduction in the intensity of development within the project.

On February 2, 2010, the City Commission adopted Resolution 2010-14 approving and adopting the Amendment/Update to the Master Plan for the CRA. On July 8, 2010, the Volusia County Council adopted Resolution 2010-114 restating the delegation of specific County redevelopment powers to the City of Ormond Beach for the North Mainland/Ormond Crossings CRA.

Comprehensive Plan Amendments:

In October 2004, Comprehensive Plan amendments were transmitted to the Department of Community Affairs (DCA) for review and were adopted by the City Commission in September 2005. In November of 2005, DCA issued a Notice of Intent to Find in Non-Compliance. After an administrative hearing in December of 2005, the DCA and the City agreed on the framework in August 2006 to adopt remedial amendments to the Comprehensive Plan Amendments to address DCA objections.

The City adopted a Stipulated Settlement Agreement, Resolution 2010-13 and Remedial Comprehensive Plan Amendments were adopted on February 16, 2010 with Ordinance 2010-06. The amendments were approved by DCA and were effective on April 9, 2010.

The Comprehensive Plan amendments designated the Ormond Crossings project as “Activity Center” and established the parameters for development. The development parameters are located within Objective 1.7 of the Future Land Use Element of the City’s adopted Comprehensive Plan.

Development of Regional Impact:

Based on the project size and scope, the Ormond Crossings project was originally approved as a Development of Regional Impact (DRI) by the City on December 19, 2006 with Resolution 2006-269. Based on the 2009 Community

Renewal Act enacted by the Florida Legislature, the project was exempted from the DRI threshold. The Ormond Crossings DRI Development Order was rescinded by the City Commission on February 16, 2010, with Ordinance 2010-08.

Development Agreement:

On February 16, 2010, the City Commission approved a Development Agreement with Ordinance 2010-07 which was a condition of the land use approval. The Development Agreement detailed intensity/density permitted, capital facility planning, and allowed for the provision of adequate public facilities for development. The following intensity/density maximums were established, consistent with the Comprehensive Plan amendments:

Intensity/Density Maximums		
Uses	Square Feet	Units
Retail Commercial	200,000	-
Office	900,000	-
Business/Flex-space	350,000	-
Industrial	800,000	-
Storage	240,000	-
Warehouse/Distribution	560,000	-
Public/Institutional	165,000	-
Residential	-	2,950
US 1 Frontage (estimate)	1,655,000	-
Total	4,870,000	2,950

Economic Development:

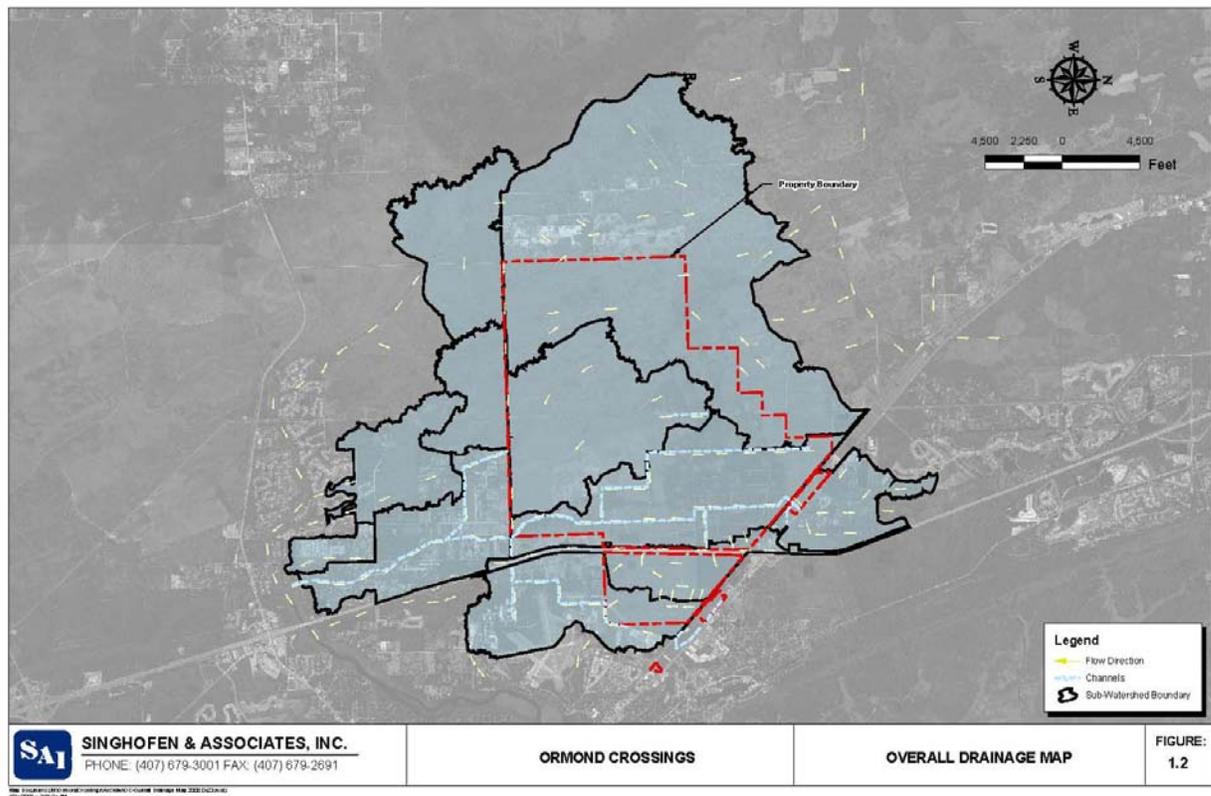
As stated in Policy 1.7.7. of the Comprehensive Plan, “ the primary goal of the Ormond Crossings development is to provide an opportunity for the development of industrial uses on the east side of I-95 that is integrated with other commercial, office, and residential uses.” The updated Fiscal Impact Analysis indicates that there will be significant financial benefits and employment opportunities generated by Ormond Crossing over the next 25 years and beyond. According to the fiscal impact analysis conducted by Strategic Planning Group, economic development consultants for Tomoka Holdings, Ormond Crossings will generate approximately 11,000 new permanent jobs and approximately 2,500 new construction related jobs at build out. The assessed property value for the Ormond Crossings CRA was established in 2007 at approximately \$10 million. As development commences in 2013/14, it is projected that the property valuation will increase over the 25-year build-out period to \$1.7 billion. As a result of the increase in the property values, the cumulative tax revenues to the City are estimated to be \$64 million and approximately \$101 million for Volusia County.

Environmental Studies:

Tomoka Holdings has invested resources to study the effect that the proposed development will have on the environment both within the limits of Ormond Crossings and surrounding developed and undeveloped areas. The efforts taken by Tomoka Holdings can be classified more specifically into one of three areas of focus, Drainage, Wetlands, and Floodplain management.

Drainage:

The preliminary basis for the environmental study of Ormond Crossings is the *Ormond Crossings Drainage Study*, prepared for the Developer by the consulting engineering firm of Singhofen and Associates, Inc. and initially submitted to the City for review in June, 2008. This study utilized extensive survey data of the Ormond Crossings property and surrounding areas and created a model that based upon current topographic data, land use types, underlying soils data, and drainage features both natural and humanmade created a drainage model that represented this area under current conditions. The graphic below shows the limits of the study and its extent beyond the boundary of Ormond Crossings.



Upon completion of the existing condition study, the Developer engaged their consultant to prepare a similar model that, incorporating the proposed development and related improvements, shows the project will have minimal effect on the property in the developed condition and mimic hydrologic properties of the area in the undeveloped state. This post developed analysis was used in order to optimize the design of the drainage system for Ormond Crossings. This study was submitted to both the City of Ormond Beach and St. Johns River Water Management District (SJRWMD) for review. SJRWMD has provided approval for this model through the issuance of a construction permit for the

Phase 1 Commercial Development of the project (SJRWMD Permit # 4-127-116301-1).

Wetlands:

Tomoka Holdings has engaged the services of environmental consultants to locate and identify those wetlands located on-site. These identified wetlands have been included in the stormwater models previously mentioned, and formal determinations have been made and established through the issuance of Wetland Determination Permits by SJRWMD (Permits #16-127-11631-2 and 16-127-11631-3). Additionally, much of the identified wetlands have been permitted for perpetual preservation through the establishment of the Ormond Crossings Mitigation Bank which will be used for mitigation of wetland impacts that may occur in the development of the site.

Floodplains:

A third means of environmental impact analysis that was performed by Tomoka Holdings is the submittal of a Floodplain study to the Federal Emergency Management Agency (FEMA). The Developer submitted the stormwater models developed for the site (undeveloped and developed conditions) to FEMA for review. This study proved to be the first extensive study of this flood behavior of this area and resulted in the issuance of a Letter of Map Revision (LOMR) for the study area which established more precise mapping of the boundary of the special flood hazard areas and the establishment of base flood elevations for this area. This LOMR resulted in the issuance of revised map panels for Ormond Crossings and much of these findings were incorporated in the FEMA Map Modernization process currently underway for the issuance of revised Flood Maps for Volusia County.

Environmental Conclusion:

By performing the surveying and environmental assessment for the project area, a substantial amount of groundwork has already been completed. This work will allow a comprehensive knowledge of geographic issues whereas individual development would only provide disjointed pieces of analysis. The work completed to date will expedite future development for this project and assist end users to complete projects faster.

Traffic:

The impacts of proposed development have been a key issue since the beginning of the project. There have been multiple traffic studies reviewed by Florida Department of Transportation, Volusia County, and Ormond Beach staff. The proposed mitigation for the project impacts are contained within the Future Land Use Element and the Development Agreement for the project and are as follows:

Proposed Mitigation:

The City amended its comprehensive plan to incorporate two traffic concurrency exception areas (TCEAs) as part of the Mobility Plan and Strategy that was approved by the Department of Community Affairs. Goal five of the City's

transportation element outlines the mitigation strategies acceptable to the City for offsetting transportation demand within the TCEA. Following this paragraph, Figure 1 represents the specific improvements and strategies that will be employed by the developer.

Planned Intersection Improvements:

The analysis demonstrated that certain intersections are expected to be deficient under 2025 build and no build conditions. The developer worked with City staff to identify improvements consistent with mitigation strategies identified in the City's comprehensive plan. The developer and City have agreed upon mitigation and the improvements are as follows:

- US 1 at Hull Road - signalize
 - Southbound - construct an exclusive right-turn lane
 - Northbound - increase the length of the left-turn lane to 600 ft.
 - Construct a directional southbound left-turn into the Ormond Lakes subdivision to remove the U-turns from the Hull Road intersection
- US 1 at Pine Tree Road/Crossings Boulevard S. – signalize
 - Northbound - construct dual left-turn lanes
 - Eastbound – construct dual left-turn lanes, a shared through/right-turn lane, and an exclusiveright-turn lane
 - Southbound - construct an exclusive right-turn lane
- US 1 at Broadway Avenue – signalize
 - Eastbound – construct a left-turn lane, a through lane, and a right-turn lane
 - Southbound - construct a right-turn lane
- US 1 at Crossings Boulevard N. – signalize
 - Eastbound – construct an exclusive left-turn and right-turn lane
 - Northbound - construct a northbound left-turn lane
 - Southbound - construct a southbound right-turn lane



**2025 Build-Out M Peak Hour Level of Service – Improved Intersections
Ormond Crossing PMUD**

Intersection Adopted		PM Peak Hour		
		Delay (sec)	LOS	Max V/C
LOS				
US 1 @ Nova	D	54.1	D	1.07
US 1 @ Hull	D	51.9	D	1.12
US 1 @ Pine Street/Crossings Blvd S	D	46.5	D	0.98
US 1 @ Broadway/Plantation Oaks Blvd	D	163.6	F	2.01
US 1 @ Crossings Blvd N.	D	18.6	B	0.85

As indicated in the table above, the intersections along US 1 are expected to operate within the adopted LOS with the exception of US 1 at Broadway Avenue/Plantation Oaks Boulevard. The following additional lanes are needed to achieve an acceptable LOS: northbound right-turn lane, exclusive westbound left-, through, and right-turn lane, and dual southbound left-turn lanes. These improvements provide direct access to the Plantation Oaks development.

Planned Roadway and Traffic Operations Improvements:

There are two primary roadway that are expected to be deficient under 2025 build and no build conditions, US 1 and SR 40 (W. Granada Boulevard). Both are multimodal corridors the City identifies in its Comprehensive Plan and Mobility Strategy as being candidates for transit service expansion. The developer has made commitments to improve several roadways to facilitate north/south and east/west travel. The improvements are described in detail below and are outlined in Policy 5.1.3 (p) through (v) of the City’s Transportation Element of the adopted Comprehensive Plan.

- The developer will significantly upgrade Tymber Creek Road, unless constructed sooner by Volusia County, from Airport Road to the I-95 underpass. Tymber Creek Road will serve as a north/south alternative to US 1 and I-95.
- The developer will upgrade Pineland Trail from the southern project limits to Broadway Avenue and Harmony Avenue from Pineland Tail to Hull Road. These two improvements will facilitate internal mobility allowing project trips to access US 1 at the southernmost point. Since a large portion of the project trip distribution is to the south, it is important to provide north/south alternatives to relieve US 1.
- Crossings Boulevard will be constructed from US 1 to a collector roadway west of I-95. The collector roadway will intersect US 1 north of the I-95 interchange. An overpass of I-95 will be included in the construction. This

network of improvements will provide southbound trips from the west part of the project with an alternative to US 1, thereby relieving the interchange area.

- The developer will make a \$500,000 cash payment to FDOT for funding of a Project Development and Environment PD&E) study of SR 40 (W. Granada Boulevard), west of I-95. The limits of the PD&E study will be at the discretion of FDOT.
- The developer will fund a traffic signal system timing and implementation study along US 1 from Pine Tree Drive/Crossings Boulevard to Crossings Boulevard N. The anticipated signalized intersections will be spaced less than 1/2-mile from each other and will benefit significantly from a coordinated signal system.
- The developer will add a second southbound I-95 to southbound US 1 left turn lane, convert the existing inside left turn lane to a shared through/left turn lane and extend the southbound I-95 to northbound US 1 right turn lane to 550 feet.
- The developer will add a second I-95 northbound to US 1 southbound left turn lane and extend the northbound I-95 to north bound US 1 right turn lane to 550 feet.
- Developer will make adjustments to existing traffic signals if necessary in connection with the improvements to the I-95 northbound and southbound interchange ramps.

Planned Transit and Transportation Demand Management (TDM) Improvements:

Policy 5.1.3, (p) through (v) of the Transportation Element of the City's adopted Comprehensive Plan address transit and Objective 4.1 addresses the TDM strategies. No reduction in PM peak hour project trips have been considered by the applicant as result of transit ridership, ridesharing, or TDM implementation.

A recent report released by FDOT in November 2009 shows positive trends towards decreasing vehicle-miles traveled (VMT) by commuters in Florida. As stated previously, no reductions in project traffic or background traffic have been assumed due to anticipated shifts in mode split. Two analysis scenarios were prepared to evaluate the impact of a successful mode shift and implementation of TDM strategies.

The first scenario assumed that TDM strategies are effectively implemented so that 30 percent of the employment center traffic occurs outside of the typical PM peak hour. The reduced PM peak hour trip generation of these specific uses results in a 14.1 percent reduction of the total PM peak hour trips, or 641 trips. Under this scenario, two of the deficiencies identified on Table 11 are no longer deficient: Tymber Creek Road and Broadway Avenue. The second scenario assumed a 15 percent mode shift in person-trips for the entire project. An across-the-board assumption of 1.2 persons per vehicle results in a reduction of 704 person-trips, or 586 vehicle-trips. The total reduction in net external trips resulting from a sizable mode shift and effective TDM strategies is 1,228 vehicle trips, or

27 percent of the analyzed trip generation. These are initial goals set by the developer and the City.

The following mobility improvements are proposed:

- As part of the Ormond Crossings Activity Center mobility strategy, the City will emphasize the use of a multi-modal transportation district for the project and surrounding area that includes, but is not limited to transit services, facilities and amenities as well as transit oriented development practices and principles to accommodate growth in the area. Ormond Crossings shall adhere to transit oriented development design principles and concepts within an area appropriate for future transit (see "Accessing Transit, design handbook for Florida Bus Passenger Facilities," FDOT, Version II 2008). The Developer shall provide annual reports based on methodology acceptable to the City. The City shall use the annual reports to determine if changes to the transportation demand management or multimodal system are warranted. The City shall provide the annual reports to Volusia County and Votran to ensure a coordinated effort for the multimodal improvements and operations. Prior to the issuance of the first certificate of occupancy, the Developer shall enter into an agreement which addresses roadway and transit capital, operations and maintenance funding. This agreement shall be reviewed and updated five years after the original approval by the City and Votran, and thereafter shall be reviewed and updated as part of the annual reports required as part of the Activity Center designation.
- In the interest of safety, and to promote alternative forms of transportation, the Developer shall provide the following bicycle and pedestrian systems:
 1. The on-site bicycle systems shall be connected into any adjacent external bicycle systems existing at the time of construction;
 2. Covered walkways shall be designed into the front of non-residential structures to the maximum extent practicable.
 3. In all areas of Ormond Crossings where cycling will be accomplished on both sidewalk/bikeways and streets, appropriate signage identifying bike routes will be installed;
 4. Connections for bicyclists and pedestrians shall be provided between residential neighborhoods, employment centers and commercial areas to the maximum extent practical; and
 5. Bicycle support facilities (e.g., parking and lockers) shall be provided at commercial areas and all work areas.
- The following transit related actions are required:
 1. Bicycle lockers or bicycle racks, transit passenger shelters and transit parking bays shall be constructed where necessary to augment and facilitate the operations of transit service to the site as determined by the City in consultation with Votran;

2. Transit pull-out bays and transit shelters as required by the City in consultation with Votran shall be constructed on-site by the Developer;
 3. A site shall be provided for multiple future transit stops to accommodate buses at a location determined by the City in consultation with Votran and the Developer at the time of site plan approval;
 4. At the City's request, the Developer shall enter into an agreement with the City in consultation with Votran in order to determine the appropriate number and location of pull-out bays, transit shelters, covered walkways and their location on the site, the size of a future transit super-stop if determined by the City to be appropriate for the estimated ridership, and the viability of a CDD operated internal tram system to provide transportation to destinations and transit stops within the project; and
 5. When studies are conducted to implement bus service, the Developer shall fully cooperate with the City in donating necessary right-of-way that may be necessary for the route, transit stations, park & ride facilities and other accoutrements deemed warranted by Votran, in consultation with the City.
- The Developer shall promote and encourage variable work hours and flextime participation by on-site employers. The Developer, employers and owners shall make known to tenants and residents that Ormond Crossings has access to an existing ride-sharing program operated by Votran. Transit and current ride-sharing information shall be prominently displayed in all public gathering areas, in employment centers and other areas as suggested by Votran and the City. Transit access on public rights-of-way, if necessary, shall be provided to meet Votran specifications to facilitate transit to the site. To reduce peak hour trips, the Developer (CDD) or property owners associations) may designate a part-time ride sharing coordinator who is responsible for working with the area transit provider, conducting employee ridesharing campaigns within the project, publicity, processing applications, distribution information (including transit information).
 - The Developer shall coordinate with the City, Votran, the CDD and any property owners associations to ensure the provision of park and ride spaces on site and construct an area for use as a rideshare lot to lessen the overall impacts on regional roadways. Spaces for at least 200 vehicles shall be provided and may be shared with parking for commercial land uses. The park and ride spaces shall be proximate to the bus transit stops when established. Park and ride spaces shall be aggregated into groupings of not less than 25 spaces per designated park and ride area, which shall be indicated with appropriate signage. The Developer shall coordinate with City and Votran to accomplish these requirements at the time of site development.
 - In order to minimize impacts to the roadway network, roads within Ormond Crossings shall, subject to environmental constraints, be interconnected to

the maximum extent feasible as determined by the City. The project will generally be connected to existing neighborhoods and will tie into local streets, where feasible and as deemed appropriate by the appropriate local government.

- The transportation mitigation projects and other mitigation activities to reduce vehicle miles traveled from and to Ormond Crossings are sufficient for the impacts of the project, including impacts on Volusia County roadways. The City hereby acknowledges and agrees that by complying with the provisions of this mitigation strategy, the Developer shall be entitled to fully and completely develop Ormond Crossings without further transportation improvements. If any of the transportation mitigation projects are unnecessary because they were or are being undertaken by a third party or are not possible because they are not approved by the entity with jurisdiction or for any other reason, the Developer shall make alternative traffic related improvements or contributions to operations that have the effect of reducing vehicle miles traveled from and to Ormond Crossings as directed by the City, provided that any alternative mitigation of offsite transportation impacts shall not exceed the cost of the individual transportation mitigation projects being replaced.

Summary:

The following points summarize the impacts the proposed development will have on area transportation systems.

- The project will be accessible via Tymber Creek Road, Pineland Trail, Hull Road, Broadway Avenue, and two proposed connections to US 1. The south connection will intersect opposite Pine Tree Road and the north connection will be approximately 1/2-mile north of I-95. Anticipated build-out of the project is year 2025;
- The project is expected to generate 5,959 total PM peak hour two way trips with 4,551 of those being external to the project;
- All unsignalized intersections, with the exception of US 1 at Hull Road, are currently operating within the adopted LOS. All signalized intersections, with the exception of SR 40 (W. Granada Boulevard) at US 1 and SR 5A (Nova Road) at Hand Avenue are operating within the adopted LOS;
- All roadway segments within the project study area are currently operating within the adopted LOS with the exception of SR 40 (W. Granada Boulevard) from Tymber Creek Road to SR 5A (Nova Road);
- The City of Ormond Beach is processing a comprehensive plan amendment to designate the Ormond Crossings development as the Ormond Crossings Activity Center Traffic Concurrency Exception Area;
- Under 2015 build and no build conditions, seven segments of SR 40 are expected to be deficient. Five of the segments are within the City's TCEA. The developer will mitigate impacts on SR 40 by employing multi-modal design principles within the site and exploring TDM strategies. The mitigation is consistent policies under Objectives 1.6 and 1.7 of the City's comprehensive plan;

- Under 2025 build and no build conditions, three of the six study area unsignalized intersections are expected to fail;
- Under 2025 build and no build conditions, 11 of the 14 study area signalized intersections are expected to fail. The intersection of US 1 at I-95 NB Ramps is expected to operate satisfactorily under no build conditions and is expected to fail under build conditions;
- Under future no build conditions, all roadway segments within the study area are expected to operate within the adopted LOS with the exception of segments on US 1 and SR 40;
- Under future build-out conditions, all roadway segments within the study area are expected to operate within the adopted LOS with the exception of segments on US 1, SR 40, Tymber Creek Road, and Broadway Avenue;
- The future roadway capacity analysis shows that approximately 9.75 miles of roadway will be deficient at build-out of the project. The developer has committed to construction on approximately 6.87 miles of roadway. The developer has committed to funding engineering studies and right-of-way purchase on another 3.15 miles of roadway. The total length of roadway on which the developer has committed funding is 10.02 miles, which exceeds the total length of deficient roadway segments;
- The proposed planned mixed-use development is consistent with the City's comprehensive plan in that transportation mitigation includes roadway construction, traffic operations improvements, transit provisions and design considerations, sidewalks, trails, bike paths, transportation demand management strategies, park-and-ride consideration, and an overall commitment to reduce vehicle-miles travelled; and
- The overall mitigation plan associated with the Ormond Crossings Activity Center TCEA is consistent with the City's mobility plan.

Master Development Plan Analysis

The purpose of this section is to detail the Master Development Plan (MDP) submitted by the property owner, Tomoka Holdings LLC, for the 2,924 acre project know as Ormond Crossings.

PROCESS:

1. Based on the “Activity Center” land use, the project is required to be rezoned to Planned Mixed Use Development (PMUD) (Section 2-38 of the Land Development Code).
2. The Planned Mixed Use Development is a rezoning of the subject property. The rezoning shall be advertised per the City Land Development Code regulations with a public hearing before the Planning Board and two public hearing before the City Commission.
3. The Planned Mixed Use Development does not require engineered site plans based on the size and scope of the project area.
4. The Planned Mixed Use Development (Section 2-38.D of the Land Development Code) requires a Master Development Plan. The Master Development Plan (LDC) requires the following information:
 - a. Land Use Plan
 - b. Permitted Uses and Dimensional Standards
 - c. Design Standards
 - d. Development Processing and Phasing Plan
 - e. Supplemental Standards
5. The rezoning requires a Finding of Adequate School Capacity prior to the adoption of the rezoning as determined by the Volusia County School Board. Tomoka Holdings is currently working on obtaining this finding, however, it is not expected to be completed prior to the Planning Board action on the rezoning request. It is understood that the Finding of Adequate School Capacity needs to be place prior to final action by the City Commission.

MASTER DEVELOPMENT PLAN ANALYSIS: Below is a summary of the major sections of the Master Development Plan. The Master Development Plan requirements are included in Exhibit 1:

<p>Section 4 Site Plan Review Procedures</p>	<p>Page 5</p>	<ul style="list-style-type: none"> • This Section establishes the review process for site construction. • Establishes preliminary site plan. Plans consistent with the concept plan would be minor modifications. Plans that do not qualify as minor modifications would require City Commission approval. • Final site plan is consistent with the City’s Site Plan Review Committee process and plan submittal.
<p>Section 5 Land Use Plan</p>	<p>Page 7 Exhibit D</p>	<ul style="list-style-type: none"> • Consistent with Master Development Plan requirements (page 50 of LDC), item 1: Land Use plan. • This Section establishes the land uses within the project including the Business Park Area, Town Center/Business Park Area, Institutional, Park/School Areas, and residential areas. • A key part of the Ormond Crossings project is that incompatible land uses are not abutting each other. For example, industrial and business park areas are not abutting single-family areas. Much of the current Land Development Code setback and landscape standards seek to reduce impacts of non-compatible uses. The land use plan (exhibit D) attempts to separate incompatible uses for the project with natural areas, roadways, or water features.
<p>Section 6 Permitted Development Uses</p>	<p>Page 10</p>	<ul style="list-style-type: none"> • Consistent with Master Development Plan requirements (page 53 of LDC), item 2: Permitted Uses and Dimensional Standards. • The uses in this table are consistent with the limits established by the Comprehensive Plan amendments and in the approved Development Agreement.
<p>Section 7 Tract Map</p>	<p>Page 11 Exhibit E</p>	<ul style="list-style-type: none"> • Consistent with Master Development Plan requirements (page 50 of LDC), item 1: Land Use plan. • The tract map details the where the land uses are proposed by tracts of land.
<p>Section 8 Land Use Compatibility</p>	<p>Page 12</p>	<ul style="list-style-type: none"> • Consistent with Master Development Plan requirements (pages 51-53 of LDC), item 1: Land Use plan. • This Section is designed to reduce compatibility issues if they were to arise and is copied from Table 3 of the PMD Section on page 53.
<p>Section 9 Use Restrictions</p>	<p>Pages 13-18</p>	<ul style="list-style-type: none"> • Consistent with Master Development Plan requirements (page 53 of LDC), item 2: Permitted Uses and Dimensional Standards. • The uses in the table shall control the allowed uses with the tracts. The total permitted uses cannot exceed the maximums established in Section 6 – for example a maximum of 200,000 square feet of retail commercial uses. • City staff and the property owner have reviewed the uses and have come an agreement regarding the uses. A majority of uses are similar to what the Land Development Code allows. There are some differences, such as mobile vendors and bars with no minimum distance requirements.
<p>Section 10 Development Phasing</p>	<p>Pages 18-21</p>	<ul style="list-style-type: none"> • Consistent with Master Development Plan requirements (page 54 of LDC), item 4: Development Processing and Phasing Plan. • Establishes the planned phasing for the project. The Section acknowledges that the phasing may vary depending on market opportunities, permitting, or development costs.
<p>Section 11 Development Standards</p>	<p>Pages 21-24</p>	<ul style="list-style-type: none"> • Consistent with Master Development Plan requirements (page 53 of LDC), item 2: Permitted Uses and Dimensional Standards. • Establishes dimensional standards and setbacks based on land use categories. • Requires a 200’ buffer along south property line abutting Durrance Lane. • Requires a 50’ wide setback along Harmony Road.

Section 12 Road and Street Design	Pages 24-26	<ul style="list-style-type: none"> Establishes the dimensional street standards for roadways within Ormond Crossings. Establishes the sidewalk and multi-modal trail requirements and widths. Establishes where on-street parking is allowed.
Section 13 Multi-Modal Trail System	Page 26	<ul style="list-style-type: none"> Requires trail system for pedestrians, cyclists, and possibly golf carts.
Section 14 Open Space	Page 26	<ul style="list-style-type: none"> Requires 20% of the land area to be held as open space.
Section 15 Underground utilities	Page 27	<ul style="list-style-type: none"> Consistent with Master Development Plan requirements (page 53 of LDC), item 3: Design Standards Requires all utility lines, mains, pipes, wires, and conduits to be placed underground.
Section 16 GREEN Development Objectives	Pages 27-29	<ul style="list-style-type: none"> Consistent with Master Development Plan requirements (page 53 of LDC), item 3: Design Standards Provides green development requirements for the residential and non-residential structures. All residential construction within Ormond Crossings shall utilize energy saving techniques consistent with the Energy Star standard for new homes. Management plan for preserved wetland areas.
Section 17 Design Standards	Page 29 Exhibit "G"	<ul style="list-style-type: none"> Consistent with Master Development Plan requirements (page 53 of LDC), item 3: Design Standards Exhibit G replaces the City's design standards.
Section 18 Land Development Code Applicability	Pages 30-36	<ul style="list-style-type: none"> This Section states that the LDC applies to the project unless different standards exist in the Master Development Plan. This Section combines a number of different regulations. Some key regulations include (b) Stormwater system based on St. Johns River Water Management District standards. (k) Mixed use easement (MUE) – includes landscaping, signage, sidewalks/bike paths, lighting, berms, utilities, fencing and walls, and street furniture. (v) Sign regulation including prohibition on pole signs, exemptions for monument signs with 8 ' in height, wayfinding signage, interstate visibility signs, three icon signs.
Section 19 Maintenance	Pages 36-37	<ul style="list-style-type: none"> Consistent with Master Development Plan requirements (page 54 of LDC), item 5: Supplemental Standards Provides maintenance responsibilities for private owned properties, common areas not owned by the public, and improvements within the public right-of-way.
Section 20 General Provision	Page 37	<ul style="list-style-type: none"> Provides 113 units of affordable housing based on housing analysis performed.

<p>Exhibit G</p>	<p>Part B, Architectural Design Standards</p>	<ul style="list-style-type: none"> • Consistent with Master Development Plan requirements (page 53 of LDC), item 3: Design Standards • Replaces City’s architectural design standards. • Applies to residential and non-residential. City’s LDC has very limited residential design standards, whereas the proposed MDP has extensive residential design guidelines. • Architectural styles permitted include Spanish, Mission, Mediterranean, Italianate, Colonial, Neoclassical, Greek Revival, Modern, Craftsman, Florida Vernacular. • Examples and guidelines for each architectural style are included. • Pictures (allowed and not allowed) include for a variety of architectural features including massing, articulation, fenestration, shutters, awnings, roofs, and lighting. • Finished metal wall material only allowed on industrial buildings on Tracts 22 and 24 that do not front on a public roadway.
<p>Exhibit G</p>	<p>Part C Landscaping</p>	<ul style="list-style-type: none"> • Consistent with Master Development Plan requirements (page 53 of LDC), item 3: Design Standards. • No tree survey will be required as the area is a pine mono-culture and requires mass clearing and filling (3-4' +/-). • Greenbelt Buffer standards Current LDC: (1) Lot depth less than 200' must provide a 25' landscape buffer (2) Lot depth greater than 200' must provide a 36' landscape buffer (3). Lot abutting I-95 must provide a 60' landscape buffer. LDC requires 1 tree per 200 square feet of buffer area. 60% of area requires native shrubs and groundcover. No more than 40% of area can be lawn. Ormond Crossings Design Standards - 25' mix use easement with 4 Trees, 40 shrubs and 40 ground cover per 100 linear feet. Project proposes layering of landscaping in the right-of-way, see pages 82-84. • Landscape buffers Current LDC: Front - 10' or 20' depending on roadway classification or 25' or 36' if designated greenbelt. Side and rear – depends on abutting use. Ormond Crossings Design Standards: Front – 25' Mixed Use Easement with landscaping in right-of-way. Side and rear – depends on abutting use. • Foundation plantings Current LDC: 5' minimum planting bed when abutted by access drive or parking area. Ormond Crossings Design Standards: Front – 25' Mixed Use Easement with landscaping in right-of- 4' minimum planting bed around 80% of facade or elevation. • Landscape islands Current LDC: 180 square feet with 3.5" caliper shade tree . Ormond Crossings Design Standards: 250 square feet with 2.5" caliper shade tree . • Same requirements: Sign landscaping, retention ponds, screen plantings, plan submittal, irrigation , street tree plantings, tree and plant size, and prohibited invasive plant material.

CONCLUSION: This is a discussion item to introduce the Planning Board to the Ormond Crossings project including the history and the Master Development Plan. The Master Development Plan is the zoning document that regulates the development of the Ormond Crossings property including allowed uses, setbacks, site plan approval, landscaping, and building architecture.

A key distinction of the Ormond Crossings project is the method of master planning which includes environmental attributes, the location of uses, and transportation planning. The purpose of this discussion item is to provide an opportunity for Board member input on the proposed standards contained within the Master Development Plan. The next step would be the rezoning review of the project by the Planning Board after public notification by letter to abutting property owners within 300' of the site, site postings, and newspaper advertisement. The final action is the City Commission review and approval of the rezoning after the Planning Board recommendation.

EXHIBIT 1

Master Development Plan and Development Requirements

serve the entire project and shall be constructed at a time where there are adequate response times from the various public safety providers.

C. **Land Use.** The PMUD must provide for a balance of uses within a framework of transportation, social and economic connectivity. The following guidelines will be applied to all proposed PMUD's:

1. There shall be an industrial component located near major transportation facilities to provide for employment opportunities and expansion of the city's economic base. The development within these areas shall focus on manufacturing, distribution, and warehousing. Other ancillary uses may be allowed provided they are compatible with the industrial uses.
2. There shall be commercial retail and offices located at critical points to serve local and regional needs. Local retail uses shall be integrated within both residential and non-residential areas, for example, within industrial and office complexes the integration of convenience shopping and restaurant uses will be encouraged. The development of town centers shall be identified so that vertical integration of office, retail and residential uses shall be massed in a compact urban form. Lastly, the location of regional retail centers should be located and developed in a manner that does not prohibit the development of industrial and office uses, nor shall it be inconsistent with efforts to develop compact town centers.
3. There shall be a town center component to provide for a focal point of retail commercial, office and residential uses. The town center shall be located such that it is easily accessible to all of the residential, commercial, office and industrial uses. The town center should reflect a transit oriented design such that parking and automobile oriented uses are discouraged or otherwise redesigned to accommodate pedestrian and transit modes of travel.
4. Residential uses shall be integrated throughout the development at varying levels of density to encourage a multitude of residential development. Affordable housing shall be included as a vital part of the project and shall be mixed in with market-rate housing to promote economic and socially diversified communities or neighborhoods. High density residential shall be encouraged in the town center.
5. The integration of public sites for recreation, open space and education shall be coordinated to ensure efficiency through joint-use of facilities. The location of the facilities shall also be coordinated with the land use patterns to ensure compatibility and maximize accessibility through different means of travel (pedestrian, bicycle, transit and auto).

D. **Master Development Plan and Development Requirements.** There shall be a master development plan (MDP) approved as part of the Development Order for the PMUD. The PMUD MDP shall identify and establish all development processing and requirements for the project. The MDP shall provide, at a minimum, the following information:

1. **Land Use Plan.** A map and table reflecting the location, size and type of land uses allowed within the PMUD. The plan shall reflect the location of roads, public facilities, preservation/conservation areas, and natural geographic features (open water, major stream, etc.). The plan shall provide for specific methods of assessing compatibility between land uses to ensure that the development of one land use will not have a negative impact on an adjoining land use. The compatibility standards will provide for specific methods of buffering lower intensity uses, such as single-family dwellings, from more intense uses, such as a manufacturing/distribution center.

The plan shall provide for a method of assessing the potential impacts of more intense uses and establish minimum performance standards to ensure compatibility with any adjoining, less intense uses. The following are minimum methods of assessing the compatibility of uses included within PMUD's. The MDP shall utilize the following for assessment of impacts upon community character and the local roadway network, while identifying potential land use conflicts.

- a. **Community Character.** The MDP shall demonstrate sensitivity to the surrounding environment and adjacent communities relative to design, scale, bulk, height, and orientation.
- b. **Traffic Impacts.** The MDP shall be designed so additional traffic generated does not cause adverse impacts on the road system and surrounding community.
- c. **Land Use Conflicts.** Typical land use conflicts between existing and proposed uses frequently involve odors, noise stormwater runoff and placement of facilities handling said stormwater, access, safety, privacy, and nondescript building design. The site and building(s) as shown on the MDP shall be appropriately designed so that such conflicts are avoided or effectively mitigated.
- d. **Compatibility Assessment.** Table 1 provides guidance in identifying and quantifying the scale of conflict between different types of uses. The Tables should be used as a first tier of assessment of conflicts and nothing herein should be construed to prevent use adjacencies, provided identified impacts are mitigated.

Table 1
Compatibility Matrix

Use	SF	MF	Institutional	Office	Commercial	Industrial
Single-Family	H	M-H	L-M	M	L-M	L
Multi-Family	M-H	H	M	M-H	M-H	M-L
Institutional	L-M	M	H	H	M-H	M-L
Office	M	M-H	H	H	M-H	M-L
Commercial	L-M	M-H	H	H	H	M
Industrial	L	M-L	M-L	M-H	M-H	H

Compatibility Scale – High (H); Medium (M); Low (L)

By asking the following questions, initial conflicts between uses can be easily identified by using Table 2 as a further screening tool:

- (1) Are traffic/pedestrian access and/or safety problems created?
- (2) Are unsightly views created for surrounding properties?
- (3) Is noise created that is not common to adjacent areas?
- (4) Does the use create glare or light spillover onto adjacent properties?
- (5) Are odors created from dumpsters or other proposed features?
- (6) Is there a potential for loss of privacy for adjoining properties?

(7) Are created shadows blocking natural light intermittent or constant?

Table 2
Potential Conflicts Matrix

Conflicts	SF	MF	Institutional	Office	Commercial	Industrial
Noise	U	U	U	U	L	L
Odors	U	U	U	U	L	L
Glare	U	U	L	L	L	L
Shadows	U	L	L	L	L	L
Unsightly Views	U	L	L	U	L	L
Privacy	U	L	L	U	L	L
Traffic Access	U	U	L	U	L	U
Traffic Safety	U	U	U	U	L	U
Nondescript Design	L	L	L	L	L	L
Pedestrian Access	U	U	L	L	L	L

L = Likely to create potential conflict; U = Unlikely to create potential conflict

Table 3 identifies mitigation techniques that could resolve an identified land use conflict and bring about compatibility.

Table 3
Conflict Mitigation Matrix

Created Conflict	Mitigation
Traffic Access or Safety Problems	* Improve road * Control access to road * Upgrade intersection * Propose new road link
Unightly Views	* Screen view using vegetation * Increase distance * Relocate or redesign offending design element
Noise	* Attenuate sound through barriers * Increase distance through buffer
Glare	* Screen * Use specialized light fixtures
Odors	* Enclose * Increase distance through buffer
A Loss of Privacy	* Screen * Relocate or re-orient building * Raise windows and permit light only
Building Design is Nondescript	* Implement design standards
Natural Light Block	* Reorient building * Reduce building bulk
Pedestrian Access	* Separate pedestrian access from road, parking lots, etc. * Parking perpendicular to buildings

2. **Permitted Uses and Dimensional Standards.** The PMUD MDP shall incorporate a section that describes with sufficient details the types of uses allowed within the various land use categories specified on the land use map. There also shall be a listing of accessory uses allowed within the land use categories. The MDP shall also provide for dimensional standards to be used in the development of land within the various land use categories, including, but not limited to building setbacks, minimum open space, maximum building coverage, minimum landscape buffers and other dimensional standards (densities, FAR's, maximum building height).
3. **Design Standards.** The MDP shall reflect innovative development standards that emphasize critical needs, such as "Green" development, affordable housing, water-wise and fire-wise standards. The MDP shall include standards that establish minimum design standards for all of the land use classifications to include, but not limited to:
 - a. Landscaping Plans shall reflect the minimum standards used to integrate and coordinate the landscaped areas for the project.
 - b. Architectural and Site Design Standards. There shall be conceptual plans and descriptions to ensure that the buildings and the layout of the sites used for the various uses can be established and carried out throughout the life of the project.

- c. Transportation. The transportation plan shall incorporate sufficient details as to the location and general design of all modes of transportation.
 - d. Utilities and Public Facilities. There shall be plans reflecting the location and general details for all needed public facilities, including but not limited to potable water, sanitary sewer, reuse water (if available), stormwater management, garbage and recycling, schools, public safety and general governmental uses. The plan shall also coordinate with franchise utilities such as telephone, electric, gas and/or cable.
 - e. Environmental Protection. An environmental assessment report is required to ensure that the proposed land use plan is providing for the most effective development of the land that minimizes potential impacts to natural resources within the development. The plan shall provide information as to the location, type and quality of various features, including but not limited to wetlands, floodplain, endangered species and resource preservation.
4. **Development Processing and Phasing Plan.** The MDP shall include a phasing plan to reflect the approximate geographic area that will be developed and the timing of the public improvements needed to serve that development. The phasing plan shall ensure that the particular phase is self-sustaining in that all improvements will be place. The phasing plan will also reflect how the earlier phases shall be designed to provide for the orderly progression of future phases.
 5. **Supplemental Standards.** The PMUD MDP shall include provisions to ensure the continued maintenance and upkeep of all privately owned property. The MDP shall also address transfer of property to ensure consistency with the MDP as property is developed and transferred.

E. Application and Review

1. A written application, consistent with the requirements of Article 4, Chapter II, for PMUD shall be made to the Planning Department, using the application form provided by the City. The application shall be processed as required in Chapter 1, Article II (*Administration and Enforcement*).
2. **Applications shall include the following:**
 - a. Draft Master Development Plan.
 - b. Special studies including, but not limited to Traffic Impact Study, Environmental Assessment Report, Fiscal and Economic Impact Assessments and utility impact assessment and improvement plan as required by this Land Development Code.
3. Following approval of rezoning to PMUD and issuance of a development order, the applicant may submit final site plan drawings or make application for preliminary plat approval in accordance with Chapter 4, Article II of this Code.
4. In considering an application for a PMUD, the Planning Board may recommend approval, approval with conditions, or disapproval and the City Commission may base its conditions of approval or denial of the issuance of a development on the following criteria.
 - a. Does the proposed PMUD provide for the integration of land uses in an efficient manner?