THE CITY OF NEW SMYRNA BEACH - PLANNING DEPARTMENT

SP-08-26: CONSIDER THE REVIEW AND APPROVAL OF A CLASS III SITE PLAN FOR SHOPS OF NSB, A NEW SHOPPING CENTER AT THE SOUTHEAST CORNER OF SOUTH MYRTLE AVENUE AND STATE ROAD 44.

October 27, 2026

Background:

Applicant: Scott Cole, 9010 Overlook Boulevard, Brentwood, TN 37027
Property Owner: NSB 103 Development LLC, 1215 Gessner Drive, Houston, TX 77055
Subject Parcel: 507 S. Myrtle Avenue, New Smyrna Beach, FL 32168 Parcel ID #: 7419-23-00-0041
Request: Class III Site Plan approval

Findings:

1. **Property History.** The subject site is part of the larger former Florida East Coast Railway property along South Myrtle Avenue. The approximately 103-acre property historically supported railroad operations, including a locomotive repair and roundhouse facility that was an important part of the City's industrial and employment history. The 11.37-acre Shops of New Smyrna Beach site represents redevelopment of a portion of this former industrial property.

The property also has a documented environmental history associated with its former railroad use. Environmental records identify 507 South Myrtle Avenue as the Florida East Coast Railway Locomotive Maintenance – South Yard and document prior environmental remediation activities. Redevelopment of the former railroad property has been contemplated by the City for many years. The City's Comprehensive Plan specifically identifies the FEC railroad property within the traditional core as an opportunity for infill and redevelopment and contains policies encouraging mixed-use centers, compact development, multimodal transportation, and high-quality pedestrian-oriented design in the area. The U.S. 1 Community Redevelopment Area Master Plan also recognizes redevelopment as an economic-development tool and notes the City's use of

a designated economic enhancement area to encourage redevelopment of underutilized properties.

2. **PUD History.** The property was previously zoned Industrial One (I-1) with a future land use of Industrial Mixed Use (IMU), which requires development through a Planned Unit Development. PUD-08-25 established the permitted uses, development standards, architectural requirements, transportation commitments, and other conditions governing redevelopment of the property. The Planning and Zoning Board reviewed the PUD on April 7, 2025, and voted 4-1 to recommend approval. The City Commission subsequently approved the PUD and associated Master Development Agreement. Traffic, pedestrian safety, neighborhood compatibility, tree preservation, and architectural character were among the principal issues considered during the public review process.

3. **Commission Site Plan Review.** One condition of the PUD approval requires the final site plan to be reviewed and approved by the City Commission rather than proceeding through the City's customary site plan approval process with the Planning and Zoning Board. This provides additional public oversight and allows the Commission to determine whether the final design is consistent with the commitments established during the PUD review.

4. **Development Program.** The site plan provides approximately 63,170 square feet of commercial space, including a 23,262-square-foot Sprouts grocery store and additional retail tenant space. The development includes multiple buildings, parking and loading areas, internal drives, pedestrian connections, landscaping, tree-preservation areas, stormwater facilities, retaining walls, and improvements along South Myrtle Avenue.

5. **Architectural Character.** A principal concern during the PUD review was avoiding a low-quality or conventional strip-commercial appearance at this prominent gateway location. The developer worked with City staff to establish a Florida Vernacular theme incorporating coquina-style bases, lap-board siding, articulated facades, gabled roof forms, varied rooflines, and coordinated exterior materials. The architecture exceeds the City's minimum commercial design requirements and reflects the commitments made during PUD review.

6. **Traffic Generation and Capacity.** The Traffic Impact Analysis (TIA) calculated approximately 6,159 daily external trips after internal capture. Approximately 2,604, or 42 percent, are pass-by trips made by motorists already traveling on surrounding roads. The remaining 3,555 are new external trips, including approximately 181 during the morning peak hour and 327 during the afternoon peak hour. With planned FDOT improvements included, the TIA concluded that the studied intersections and roadway

segments are expected to operate within acceptable capacity and that the project does not create a new roadway or intersection deficiency.

7. **Existing Roadway Conditions.** The TIA identified an existing capacity issue on State Road 44 near Mission Drive and Wallace Road that occurs under background conditions before project traffic is added. FDOT has planned and funded improvements addressing that condition. The earlier rezoning-level transportation review likewise concluded that the development was not expected to create a new deficiency on the surrounding network.

8. **Queues, Railroad Crossings, and Speeds.** The TIA concluded that anticipated vehicle queues should remain within available storage distances and should not block the project driveways. Train-related queues at Canal Street and 10th Street are not expected to extend to South Myrtle Avenue. Recorded average speeds on South Myrtle Avenue were approximately 26 miles per hour, with 85th-percentile speeds of approximately 29 to 31 miles per hour within the posted 30-mile-per-hour area.

9. **South Myrtle Avenue and State Road 44 Improvements.** The TIA did not determine that additional turn lanes or major capacity improvements at South Myrtle Avenue and State Road 44 were required as project mitigation. Nevertheless, the developer has voluntarily committed to improvements intended to enhance traffic flow and safety at the intersection. The developer is proposing two northbound left-turn lanes and one northbound right-turn lane on South Myrtle Avenue approaching State Road 44. The improvements also include enhanced striping, pavement markings, and associated roadway modifications. These improvements exceed the capacity-related mitigation identified by the TIA.

10. **Intersection and Pedestrian Safety.** The TIA recommends coordination with FDOT regarding potential signal-safety improvements at State Road 44 and South Myrtle Avenue. Because the two project driveways along South Myrtle Avenue will cross the existing multi-use trail, the development will also provide enhanced safety treatments at these trail crossings, including stamped-colored-concrete crosswalks, removable bollards, and appropriate trail-crossing signage consistent with the Manual on Uniform Traffic Control Devices (MUTCD).

11. **Neighborhood Traffic Calming.** Residents expressed concerns regarding traffic volumes, speeding, cut-through traffic, and neighborhood safety. Although the TIA did not identify a project-created capacity deficiency requiring neighborhood mitigation, the developer has agreed to fund traffic-calming improvements using raised speed tables to reduce vehicular speed and improve pedestrian safety. The number, type, design, and locations will be determined through coordination among affected neighborhood

representatives, the developer, and City engineering staff, subject to approval by the City Engineer.

12. **Access and Internal Circulation.** The site will be accessed from South Myrtle Avenue and Endsley Lane through an interconnected internal drive system. Truck-routing exhibits demonstrate access to loading and service areas. In response to technical comments, the applicant revised dumpster locations, truck routes, fire access, stop bars, crosswalks, and other circulation features. Endsley Lane is private, and the applicant provided documentation addressing its authority to construct the proposed improvements.

13. **Stormwater Management.** City engineering staff reviewed the stormwater calculations and modeling submitted by the applicant's civil engineer and determined that the design complies with the City's more stringent stormwater and drainage regulations adopted February 11, 2025. The proposed on-site stormwater system consists of one dry-retention pond and underground storm chambers (exfiltration system). The system limits post-development discharge rate and volume to less than pre-development conditions for the 25-year, 24-hour storm event totaling 9.5 inches of rainfall. The system was also modeled to retain the 100-year, 24-hour storm event totaling 13.0 inches of rainfall. The dry-retention pond and underground stormwater chambers provide at least one foot of freeboard above the modeled peak stage for the 25-year storm for higher flood protection. The water-quality treatment system is designed to achieve approximately 95.0 percent nitrogen reduction and 96.3 percent phosphorus reduction from pre-development to post-development discharge conditions. These enhanced measures reduce runoff, improve water quality, and provide additional protection to downstream receiving waters, including Turnbull Creek. The private stormwater system will be operated and maintained in perpetuity by the property owners in accordance with the approved operation and maintenance manual and SJRWMD ERP permit requirements.

14. **Landscaping and Historic-Tree Preservation.** The landscape and tree-mitigation plans provide perimeter buffers, parking-lot landscaping, native plantings, replacement trees, irrigation, a butterfly garden, and designated tree-preservation areas. The site design preserves historic trees and incorporates them into the landscape plan, with protection measures during construction. The landscaping, tree preservation, planting areas, and canopy coverage exceed the City's minimum requirements and the calculated buffer requirements along the north, west, and south property boundaries.

15. **Technical Review and Overall Compliance.** The site plan has undergone multidisciplinary review addressing transportation, access, fire protection, grading,

drainage, landscaping, tree preservation, and pedestrian facilities. The applicant submitted revised plans addressing City comments. Required FDOT and other outside-agency permits must be obtained before construction of affected improvements. Any agency-required change that materially alters the approved site plan must be resubmitted for City review.

16. **Enhancements Beyond Minimum Requirements.** As revised through the PUD and site plan review processes, the project incorporates Florida Vernacular architecture, enhanced landscaping and buffering, preservation of historic trees, stormwater design that meets the enhanced City and regional water-quality standards, frontage and turn-lane improvements, enhanced pedestrian and trail crossings, and developer-funded neighborhood traffic calming. These enhancements address the principal concerns raised during public review and contribute to a higher-quality development at this prominent location.

17. **Smart Growth and Sustainable Development.** Staff finds that the project incorporates principles consistent with Smart Growth and sustainable development. The project redevelops a previously used industrial railroad property within the existing urban area, constitutes infill development rather than outward expansion of the City's development footprint into a greenfield site, and is located along existing major transportation infrastructure, including State Road 44, South Myrtle Avenue, and the FEC rail corridor. The site plan further incorporates historic-tree and native-vegetation preservation, enhanced landscaping, pedestrian and trail improvements, enhanced stormwater management, and transportation improvements. These characteristics are consistent with the Comprehensive Plan's long-standing objectives for infill and redevelopment of the former FEC railroad property and for compact, coordinated development supported by existing infrastructure.

18. **Site Plan Approval Standard.** Under Section 1103.00 of the Land Development Regulations, Class III site plans are ordinarily reviewed by the Planning and Zoning Board following Technical Review Staff review. In considering a Class III site plan, the reviewing body is charged with determining whether the site plan meets the requirements of the Land Development Regulations, taking into consideration the comments of staff and the public. The reviewing body may approve, approve with conditions, disapprove, or continue consideration of the application to allow outstanding issues to be resolved. For this project, the approved PUD requires the final site plan to be considered by the City Commission in place of the customary Planning and Zoning Board approval.

19. Staff finds that the submitted site plan, meets or exceeds the applicable requirements of the Land Development Regulations and implements the requirements and commitments established by the previously approved PUD.

Staff recommends approval with the following conditions:

1. All remaining technical-review requirements shall be completed before issuance of applicable development permits.
2. All required FDOT and other outside-agency permits shall be obtained before construction of improvements governed by those permits.
3. Final building plans shall remain consistent with the approved Florida Vernacular theme, including coquina-style bases, lap-board siding, gabled rooflines, facade articulation, and coordinated exterior materials.
4. The applicant shall construct the committed transportation improvements along South Myrtle Avenue and near State Road 44, subject to final City and FDOT engineering review and approval.
5. The applicant shall fund the agreed-upon neighborhood traffic-calming improvements. The number, type, design, and locations shall be coordinated with affected neighborhood representatives and City engineering staff and approved by the City Engineer.
6. Historic trees shown for preservation shall be protected throughout construction under the approved landscape and tree-mitigation plans. Any material change affecting a preserved historic tree shall require further City approval.
7. Any outside-agency requirement that materially alters the approved site plan shall be resubmitted for City approval before construction of the modified improvement.
8. The private stormwater-management system shall be operated and maintained in perpetuity by the property owner or property owners' association under the approved operation and maintenance manual and SJRWMD ERP permit requirements.

Fiscal Analysis:

N/A

Strategic Plan Item:

No

Staff Report Created By: Shane Corbin - Developmental Services Director

Attachments:

Exhibit A: Location Map
Exhibit B: Aerial Map
Exhibit C: Updated Survey
Exhibit D: Elevation Renderings
Exhibit E: Civil Engineering Drawing Set
Exhibit F: Landscape Drawing Set
Exhibit G: Traffic Impact Analysis
Exhibit H: Drainage Report

Exhibit I: Speed Cushions.pdf
Exhibit J: Minimum Standards Comparison Table