

# FUTURE LAND USE AND ZONING REVIEW

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OCTOBER 15, 2015



# OVERVIEW

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# SCHEDULE

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- ❖ June 9, 2015: City Commission request from New Smyrna Beach Residents' coalition for Density Limits PAC
- ❖ Commission directs staff to prepare a project scope for review
- ❖ June 23, 2015: City Commission approves proposed scope of work
- ❖ June 24, 2015: Analysis of parcels in the study area begins
- ❖ June – November 2015: Notify property owners and obtain public input
- ★ October 13, 2015: Update presentation to City Commission
- ❖ October – November 2015: Community presentations
- ❖ December 8, 2015: Final recommendations presented to City Commission



# SCOPE

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## Study area includes:

- Central Beach
- Coronado Island
- Canal / Downtown
- Mainland Historic District

745.91 acres

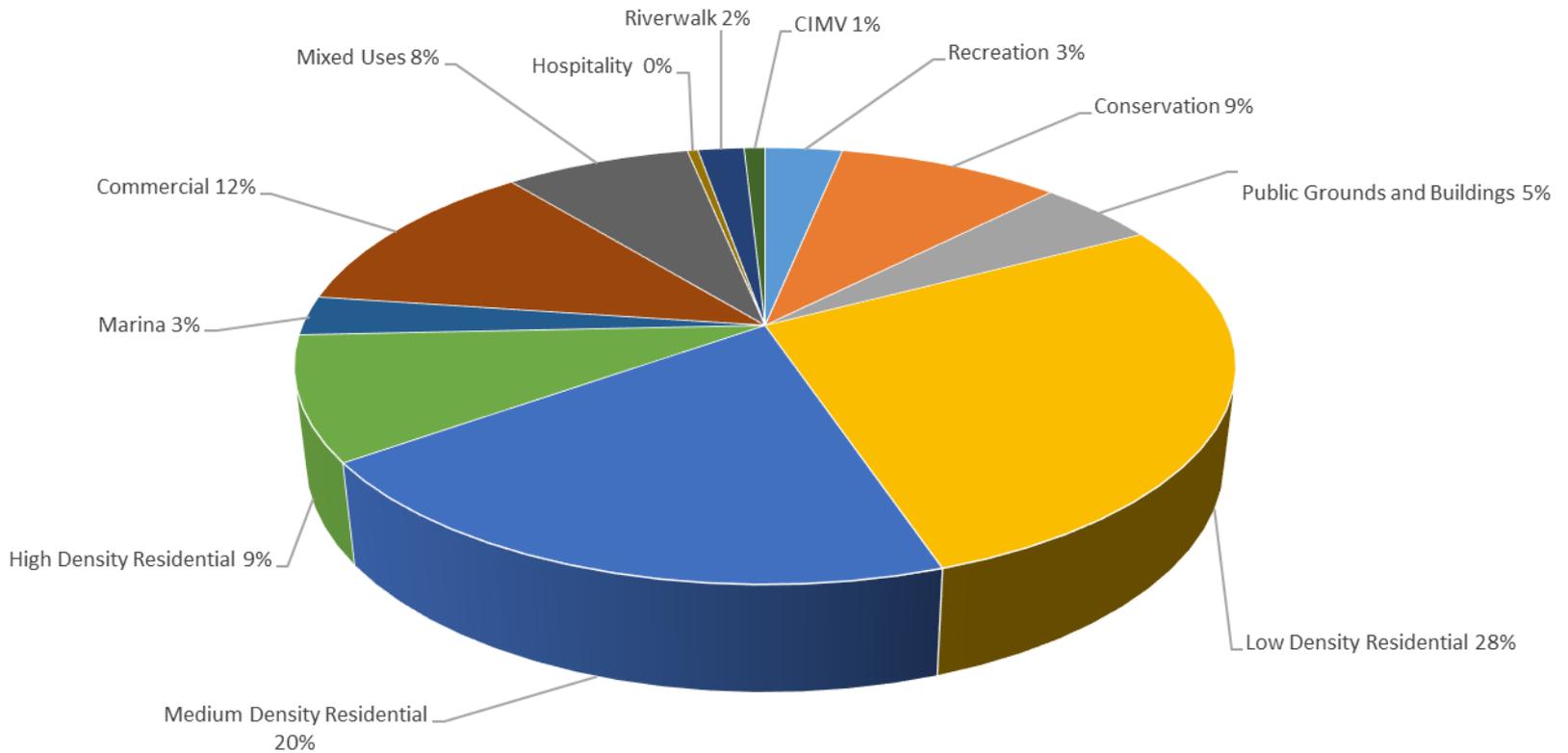
2,348 parcels

- 48% of study area is already designated at 12 units / acre or less
- 17% of study area is designated as either Recreation, Conservation or Public Grounds and Buildings



# FUTURE LAND USE CATEGORIES

Future Land Use Percentages



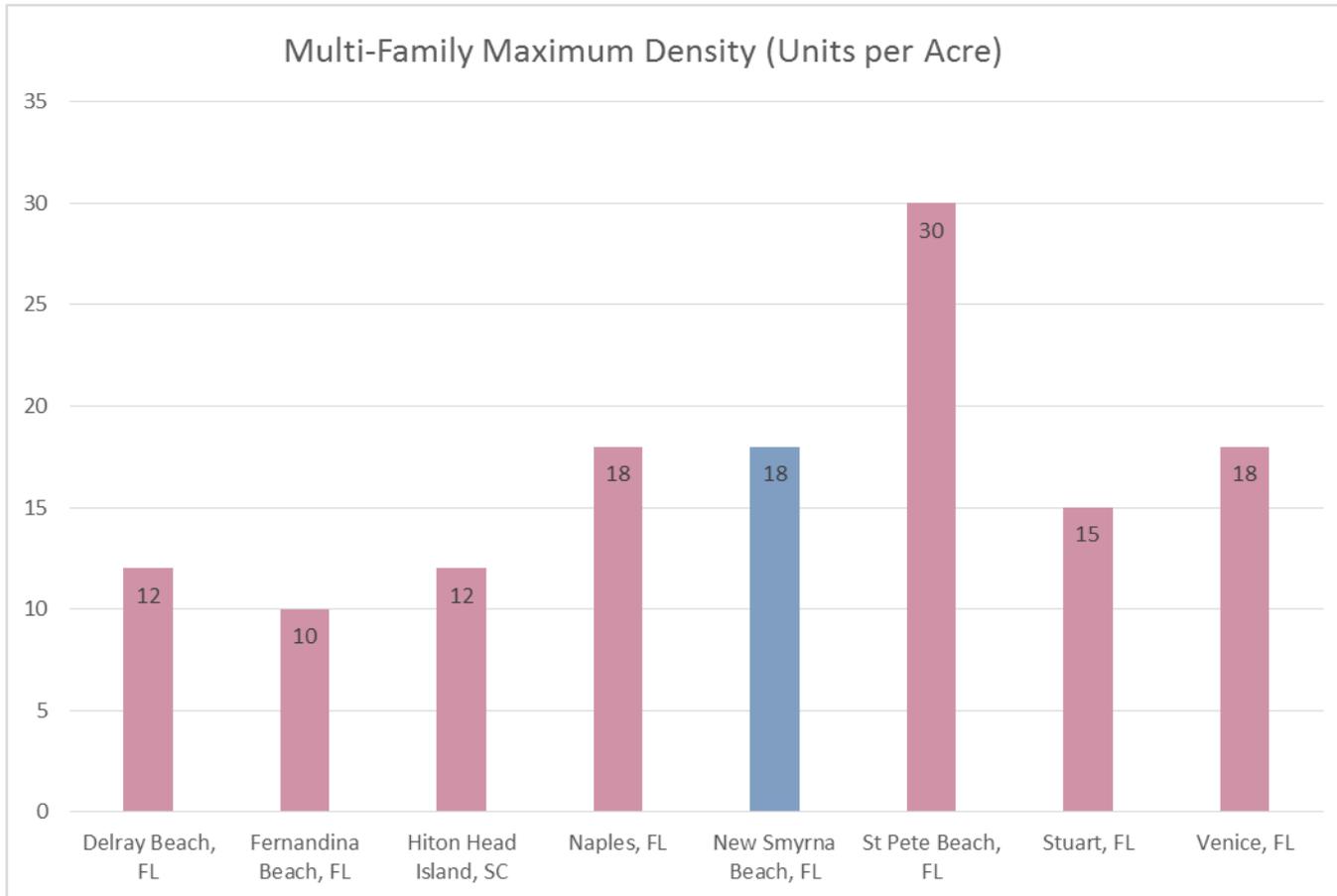


# COMPARISON CITIES

COMMUNITY	AREA (SQUARE MILES)	POPULATION	POPULATION PER SQUARE MILE
St. Pete Beach	19.8	9,471	478
Hilton Head, SC	69.2	39,412	570
<b>New Smyrna Beach</b>	<b>39.1</b>	<b>24,285</b>	<b>621</b>
Fernandina Beach	10.7	11,952	1,117
Naples	16.4	19,537	1,191
Venice	16.6	21,253	1,280
Stuart	8.5	16,078	1,892
Delray Beach	15.9	64,072	4,030



# COMPARISON CITIES



**Lowest Density:**  
10 units / acre

**Highest Density:**  
30 units / acre

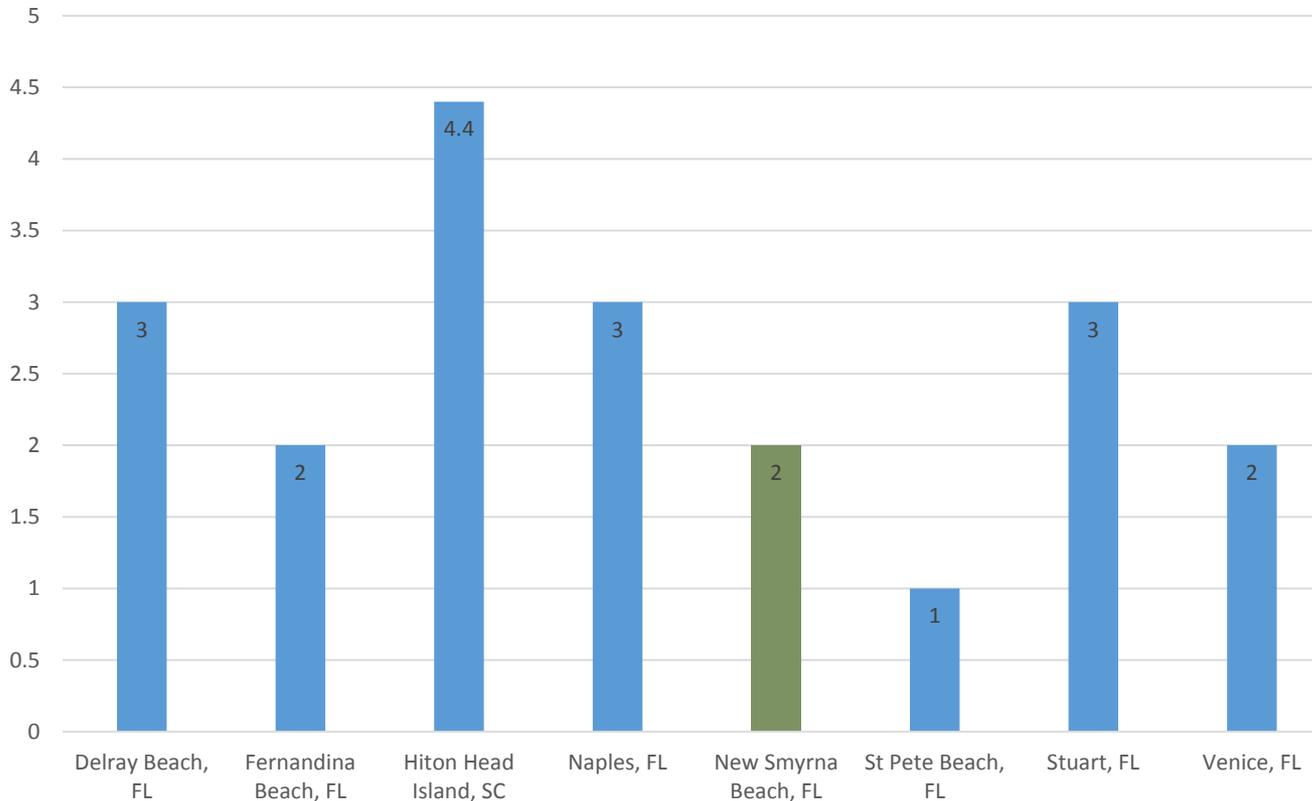
**Average Density:**  
16.6 units / acre

**NSB Density:**  
18 units / acre –  
Consistent with  
average density of  
other cities



# COMPARISON CITIES

Commercial FLU Floor Area Ratio



**Lowest F.A.R.:**  
1.0

**Highest F.A.R.:**  
4.4

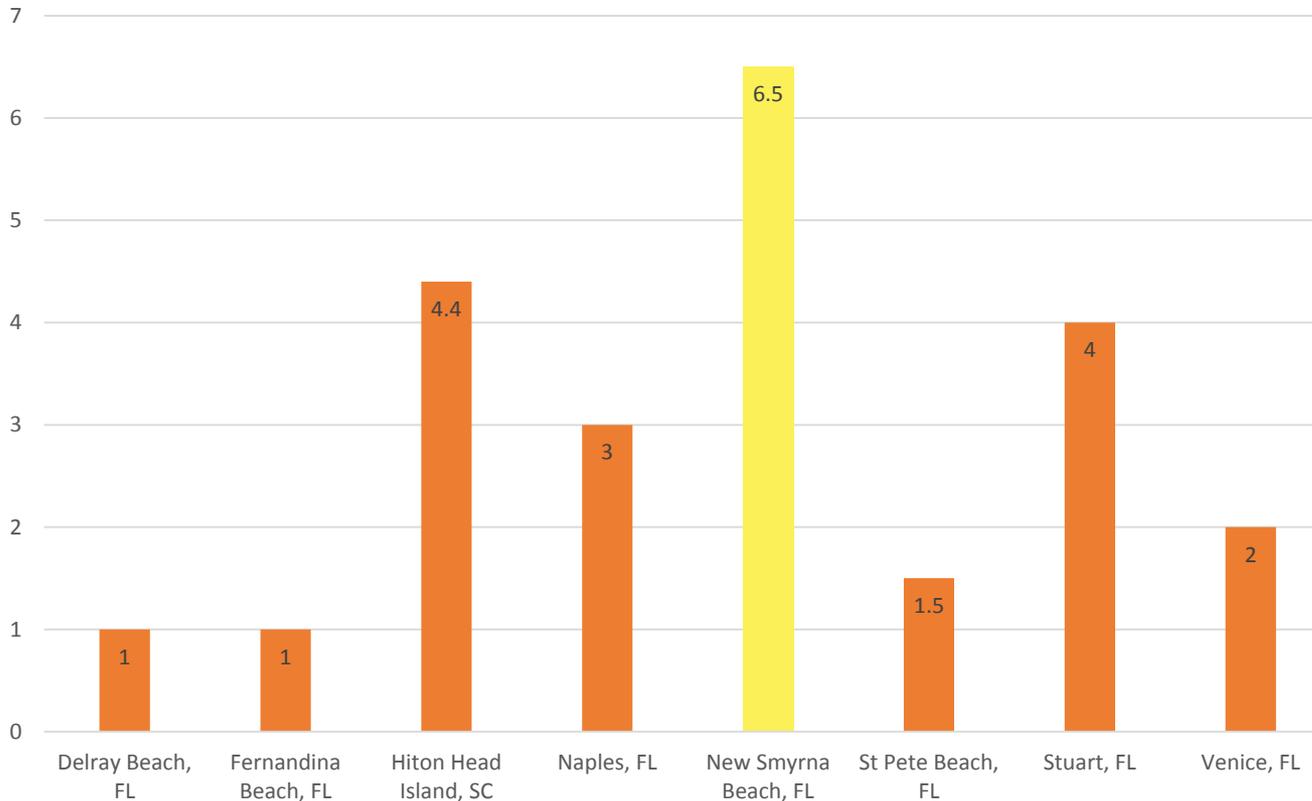
**Average F.A.R.:**  
2.55

NSB Commercial  
F.A.R. is lower  
than the average  
F.A.R.



# COMPARISON CITIES

Mixed Use FLU Floor Area Ratio



**Lowest F.A.R.:**  
1.0

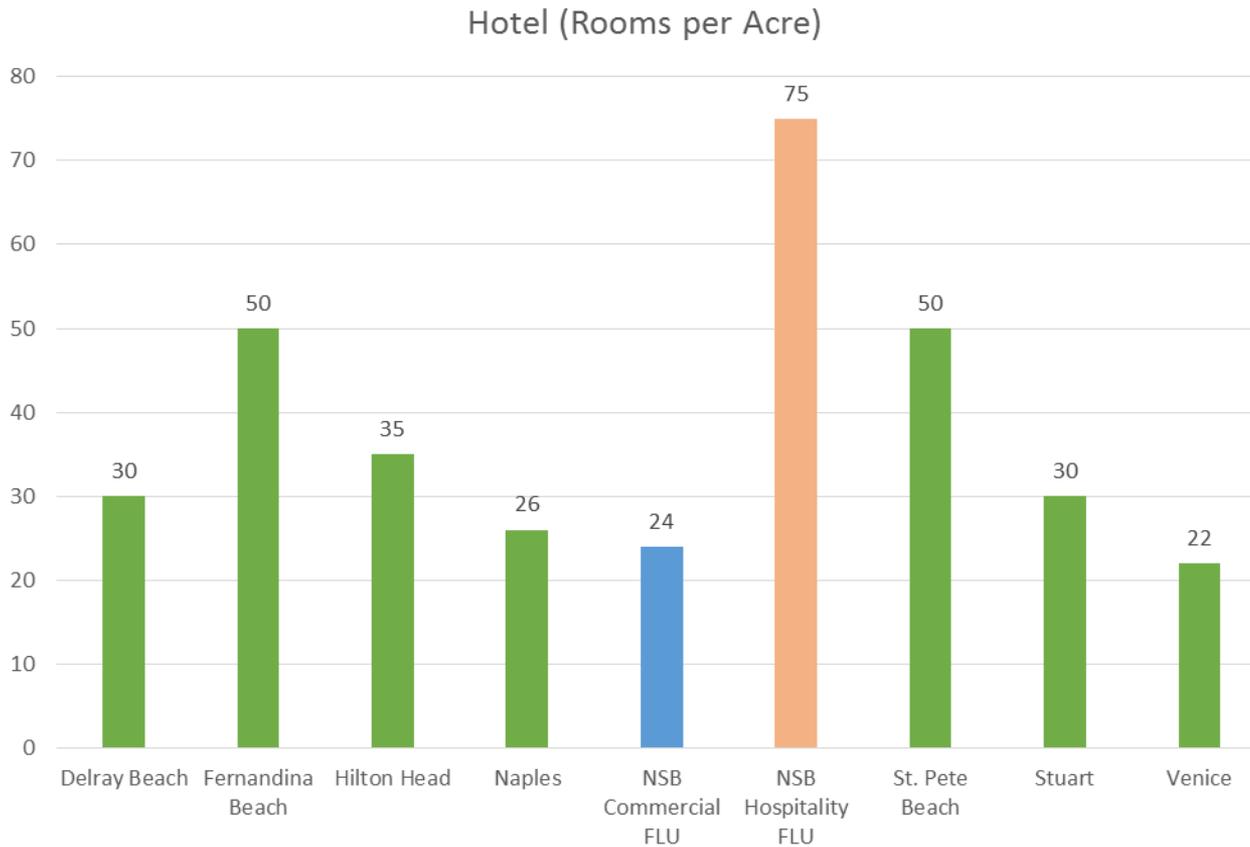
**Highest F.A.R.:**  
6.5

**Average F.A.R.:**  
3.9

NSB Mixed Use F.A.R. is highest among comparison cities and is above the average F.A.R.



# COMPARISON CITIES



**Lowest Density:**  
22 rooms / acre

**Highest Density:**  
75 rooms / acre

**Average Density:**  
38 rooms / acre

NSB Commercial FLU (24 rooms / acre) is below average density

NSB Hospitality FLU (75 rooms / acre) is above average density

# CONSERVATION

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FLU ANALYSIS

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# CONSERVATION

TOTAL ACREAGE: 23.65

TOTAL PARCELS: 21

MAXIMUM F.A.R.: 0.1

MAXIMUM THEORETICAL SF: 297,646  
SF

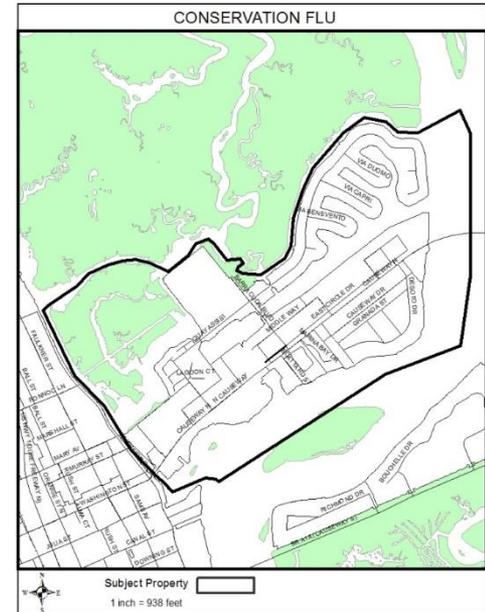
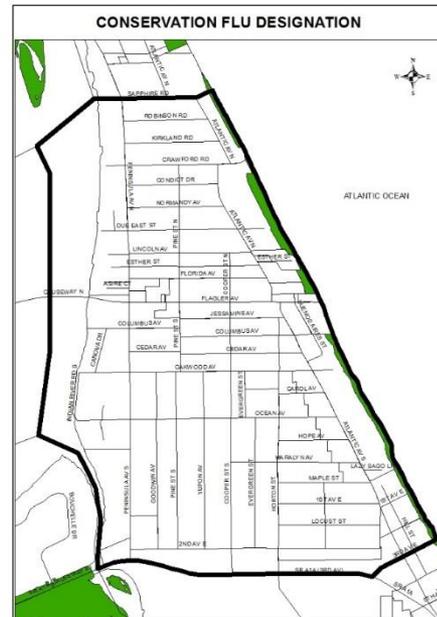
ACTUAL SF BUILT: 0

MAX. # RESIDENTIAL UNITS  
PERMITTED: 0

**# RESIDENTIAL UNITS BUILT: 20**

MAX. HOTEL ROOMS PERMITTED: 0

ACTUAL # HOTEL ROOMS BUILT: 0





# RECOMMENDATIONS

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- Contact the State of Florida to determine amenability to rezone State-owned land from R-1, Single-Family Residential, to C, Conservation. The FLU on these parcels is Conservation and the land consists of mangroves and islands in the river.
- It appears that there is an overlap area within the City's maps in the Central Beach Neighborhood. That overlap makes it appear as though houses are built on parcels that are completely designated as Conservation. However, all of the parcels identified are all classified as Medium Density Residential, High Density Residential, or Recreation.
- All of these parcels are oceanfront, which is designated as Conservation.
- Correct the City's mapping layer to exclude the public beach from the individually owned upland parcels.

# RECREATION

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FLU ANALYSIS





# RECREATION

TOTAL ACREAGE: 23.65

TOTAL PARCELS: 13

MAXIMUM F.A.R.: 0.5

MAXIMUM THEORETICAL SF: 280,577 SF

ACTUAL SF BUILT\*: 25,166

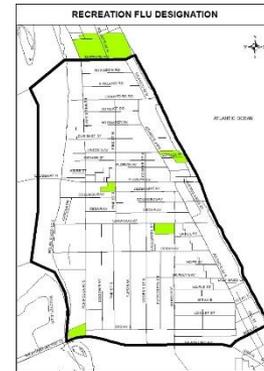
ACTUAL F.A.R.: 0.02

MAX. # RESIDENTIAL UNITS PERMITTED: 0

# RESIDENTIAL UNITS BUILT: 0

MAX. HOTEL ROOMS PERMITTED: 0

ACTUAL # HOTEL ROOMS BUILT: 0



\* Includes Brannon Center replacement, CRA Building, Coronado Civic Center, Pine Street restrooms, shuffleboard court shade structure, gazebo, and Detwiler Park picnic shelter, and other park restroom facilities and shelters





# RECOMMENDATIONS

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- No changes recommended for the Recreation Future Land Use category

# PUBLIC GROUNDS AND BUILDINGS

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FLU ANALYSIS





# PUBLIC GROUNDS & BUILDINGS

TOTAL ACREAGE: 36.62

TOTAL PARCELS: 16

MAXIMUM F.A.R.: 1.0

MAXIMUM THEORETICAL SF: 1,595,009 SF

ACTUAL SF BUILT\*: 147,011

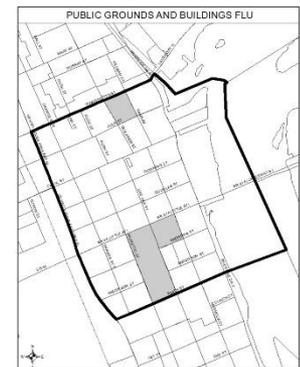
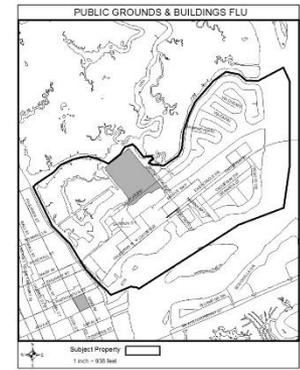
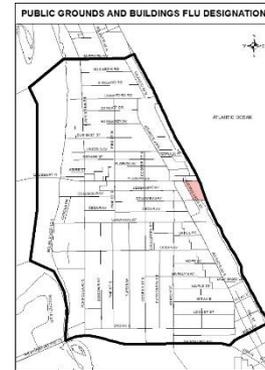
ACTUAL F.A.R.: 0.09

MAX. # RESIDENTIAL UNITS PERMITTED: 0

# RESIDENTIAL UNITS BUILT: 0

MAX. HOTEL ROOMS PERMITTED: 0

ACTUAL # HOTEL ROOMS BUILT: 0



\* Includes City Hall, 1<sup>st</sup> Baptist Church, Bert Fish Hospital, lifeguard tower and public restroom facilities at Flagler Avenue Parking Lot



# RECOMMENDATIONS

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- No changes recommended for the Public Grounds and Buildings Future Land Use category

# LOW DENSITY RESIDENTIAL

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FLU ANALYSIS





# LOW DENSITY RESIDENTIAL

TOTAL ACREAGE: 206.21

TOTAL PARCELS: 751

MAX. # RESIDENTIAL UNITS PERMITTED: 911

# RESIDENTIAL UNITS BUILT: 751

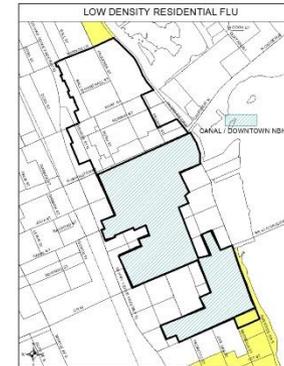
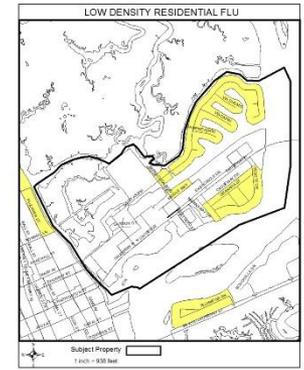
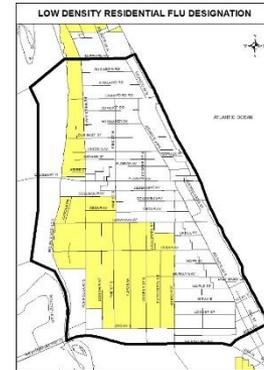
ACTUAL DENSITY: 3.64 DU / ACRE

MAXIMUM F.A.R.: 0

ACTUAL SF BUILT\*: 35,863

MAX. # HOTEL ROOMS PERMITTED: 0

# HOTEL ROOMS BUILT: 0



\* Includes Woman's Club 0.53 F.A.R., Bert Fish Office (0.18 F.A.R.), 1<sup>st</sup> Presbyterian Church (0.40 F.A.R.), Coronado Methodist Church support building (0.18 F.A.R.) and New Smyrna Beachside Baptist (0.23 F.A.R.)



# RECOMMENDATIONS

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- Amend the Low Density Residential Future Land Use Category to establish an F.A.R. of 0.5 or less for non-residential special exception uses, such as houses of worship. Without a maximum F.A.R., it appears that the zoning is inconsistent with the Future Land Use designation.
- The south side of Asire Court is zoned MU, Mixed Use. However, the Future Land Use designation is Low Density Residential, which means the zoning is inconsistent with the Future Land Use designation. Further research is required to determine whether this is a scrivener's error. Either the Future Land Use designation or the zoning designation must be revised for consistency.
- Change FLU on City retention ponds on Goodwin Avenue and South Pine Street from Low Density Residential to Public Grounds & Buildings
- Change future land use designation of Woman's Club property from Low Density Residential to Public Grounds and Buildings

# MEDIUM DENSITY RESIDENTIAL

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FLU ANALYSIS





# MEDIUM DENSITY RESIDENTIAL

TOTAL ACREAGE: 150.86

TOTAL # PARCELS: 861

MAXIMUM ALLOWED DENSITY: 8 DU / ACRE

MAX. # RESIDENTIAL UNITS PERMITTED: 1,208

# RESIDENTIAL UNITS BUILT: 963

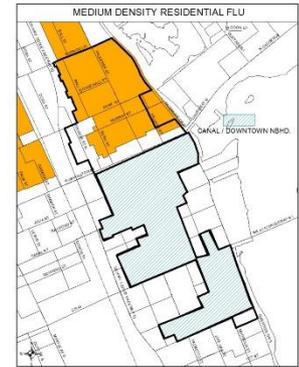
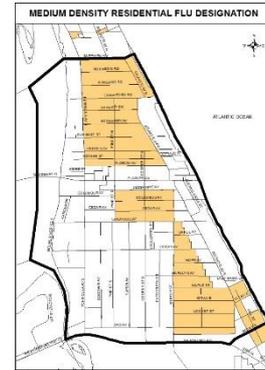
ACTUAL DENSITY: 6.38

MAXIMUM F.A.R.: 0

ACTUAL SF BUILT\*: 1,430 (warehouse on Condict Dr.)

MAX. # HOTEL ROOMS PERMITTED: 0

# HOTEL ROOMS BUILT: 0





# RECOMMENDATIONS

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- Amend the Medium Density Residential Future Land Use Category to establish an F.A.R. of 0.5 or less for non-residential special exception uses, such as houses of worship. Without a maximum F.A.R., it appears that the zoning is inconsistent with the Future Land Use designation.
- Encourage property owners who are contiguous to the existing Low Density Residential Future Land Use category to voluntarily apply to change their designations from Medium Density Residential to Low Density Residential.
- Consider creating special zoning district or special zoning regulations for Esther Street, where lots are only 42 feet deep

# HIGH DENSITY RESIDENTIAL

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FLU ANALYSIS

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# HIGH DENSITY RESIDENTIAL

TOTAL ACREAGE: 68.46

TOTAL # PARCELS: 117

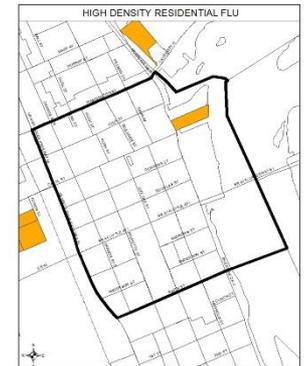
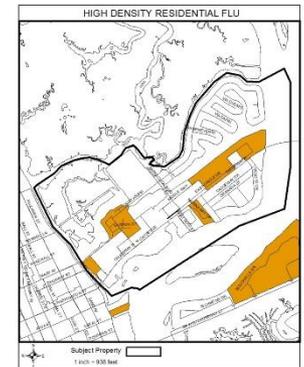
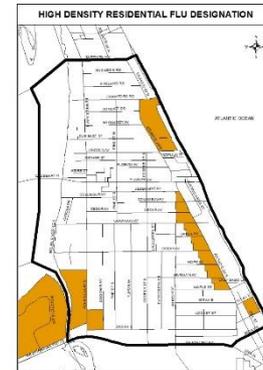
MAX. # RESIDENTIAL UNITS PERMITTED: 1,025

# RESIDENTIAL UNITS BUILT: 952\*

ACTUAL DENSITY: 13.91 UNITS / ACRES

ACTUAL SF BUILT: 0

# HOTEL ROOMS BUILT: 0



\*Does not include Coconut Palms or other timeshare units, as information was not available; does not include Riverwalk Condo



# RECOMMENDATIONS

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- **Density is currently limited to 18 units / acre on the mainland and 12 units / acre on the beachside.** Several older existing multi-family developments, including Captain's Quarters, Waterway East, Waterway West and Venezia are already non-conforming, with regard to density. Reducing densities would only serve to increase the non-conforming nature of many of these developments.
- Amend the High Density Residential Future Land Use Category to establish an F.A.R. of 0.5 or less for non-residential special exception uses, such as houses of worship. Without a maximum F.A.R., it appears that the zoning is inconsistent with the Future Land Use designation.
- Contact owners of Baldwin Brothers Funeral Home to determine amenability of changing FLU and zoning for the western portion of the property from High Density Residential and R-4, Multi-Family Residential to Commercial and B-2 zoning (the portion was obtained from the Island Town Center parcel and the FLU and zoning were never changed)



# RECOMMENDATIONS

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- There are several developments within the Coronado Island Neighborhood that have a Future Land Use designation of High Density Residential, but which are developed at a much lower density than 18 units per acre. Encourage voluntary applications to change the Future Land Use designations of those developments to Medium Density Residential.
- Encourage voluntary applications to change FLU designation on the west side of South Atlantic Avenue from High Density Residential to Medium Density Residential
- Contact FDOT to determine amenability to changing the FLU of FDOT-owned parcels on South Peninsula Avenue from High Density Residential to Public Grounds & Buildings

# MARINA

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FLU ANALYSIS





# MARINA

TOTAL ACREAGE\*: 21.72

TOTAL PARCELS: 21

MAX SF PERMITTED: 1,419,185 SF

ACTUAL SF BUILT: 52,480 SF

ACTUAL F.A.R.: 0.06

MAX. # RESIDENTIAL UNITS PERMITTED: 174

ACTUAL # RESIDENTIAL UNITS BUILT: 22

ACTUAL DENSITY: 1.01 UNITS / ACRE

MAX. HOTEL ROOMS PERMITTED: 1,042

ACTUAL # HOTEL ROOMS BUILT: 0



\*Totals do not include CIMV properties



# RECOMMENDATIONS

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- **The permitted 1.5 F.A.R. is already lower than the 2.0 F.A.R. permitted by the Commercial Future Land Use category or the 6.5 F.A.R. permitted under the Mixed Uses Future Land Use category.**
- **Residential density is already capped at a maximum of 8 units / acre.**
- **The base number of hotel rooms permitted is 24, which is consistent with that allowed by the Commercial and Mixed Uses Future Land Use designations. Permitted density can be increased up to a maximum of 48 rooms / acre, but only if public waterfront access, and other additional criteria are met.**
- **No changes are recommended to the Marina Future Land Use category.**

# COMMERCIAL

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FLU ANALYSIS





# COMMERCIAL

TOTAL ACREAGE: 89.53

TOTAL PARCELS: 267

MAX SF PERMITTED: 7,799,854 SF

ACTUAL SF BUILT: 537,409 SF

ACTUAL F.A.R.: 0.14

MAX. # RESIDENTIAL UNITS PERMITTED: 1,227

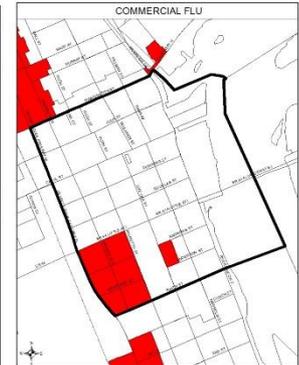
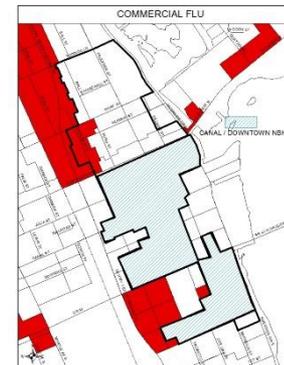
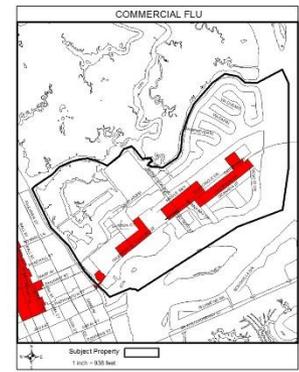
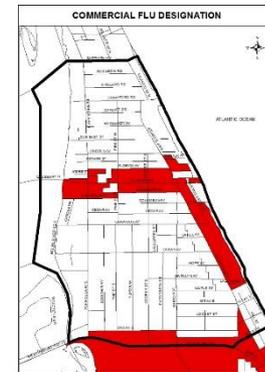
ACTUAL # RESIDENTIAL UNITS BUILT\*: 303

ACTUAL DENSITY: 3.38 UNITS / ACRE

MAX. HOTEL ROOMS PERMITTED: 1,980

ACTUAL # HOTEL ROOMS BUILT: 56

ACTUAL DENSITY: 0.63 ROOMS / ACRE



\*Does not include timeshares as information was not available.



# RECOMMENDATIONS

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- Prior to 2011, a residential density was not provided in the Commercial Future Land Use category, even though residential was a permitted use in the zoning designations. This change made the Future Land Use consistent with the zoning classifications, which permit multi-family residential dwellings.
- **Residential density on the Mainland is capped at 18 units/acre, while density on the beachside is capped at a maximum of 12 units/acre**
- **Based upon the Floor Area Ratios of the comparison cities, the existing 2.0 F.A.R. is lower than the 2.55 F.A.R. average of all cities reviewed**
- Consider changing the B-6A zoning designation to B-2, which would still allow medical offices, but would also allow retail, restaurants, and other non-residential uses



# RECOMMENDATIONS

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- The *Comprehensive Plan* provides maximum densities and floor area ratios for properties designated as Mixed Use future land use on the beachside. However, no properties on the beachside have that designation. Explore the possibility of changing the Commercial FLU designation on Flagler Avenue to Mixed Use
- Reduce F.A.R. for Mixed Use FLU on Beachside from 3.0 to 2.0, to be consistent with the Commercial FLU category
- Consider eliminating Type “C” (Drive-in) restaurants as a permitted use in B-4 zoning category. B-4 zoning is only on oceanfront parcels, and the City should discuss whether this is a desirable use for those properties.
- Encourage voluntary applications to change Commercial FLU to Medium Density Residential for properties currently used for residential purposes (zoning would also have to be changed)

# MIXED USE

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FLU ANALYSIS





# MIXED USE

TOTAL ACREAGE: 56.76

TOTAL PARCELS: 243

MAX SF PERMITTED: 16,072,842 SF

ACTUAL SF BUILT: 530,698 SF

ACTUAL F.A.R.: 0.02

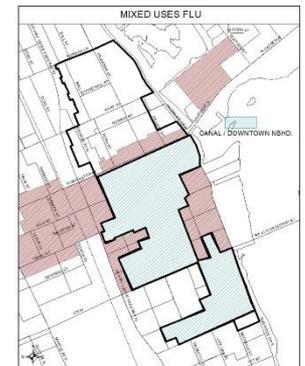
MAX. # RESIDENTIAL UNITS PERMITTED: 1,022

ACTUAL # RESIDENTIAL UNITS BUILT: 184

ACTUAL RES DENSITY: 3.24 UNITS/ACRE

MAX. HOTEL ROOMS PERMITTED\*: 1,363

ACTUAL # HOTEL ROOMS BUILT: 0



\*Does not include bed and breakfast rooms, which are not subject to hotel density limits



# RECOMMENDATIONS

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- Review reducing Mixed Use F.A.R. to be consistent with other non-residential Future Land Use designations within New Smyrna Beach, or the average of the comparison cities.
- Review the maximum allowed building height in the Mainland MU, Mixed Use zoning district. The current allowed building height is 50', plus an additional 12', if architectural features are added to the building. Discuss whether 4-6 story tall buildings is acceptable in the Mixed Use zoning district, in the core area of the City.

# HOSPITALITY

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FLU ANALYSIS





# HOSPITALITY – HAMPTON INN

TOTAL ACREAGE: 1.70

MAXIMUM F.A.R.: 3.0

MAX. SF PERMITTED: 222,156 SF

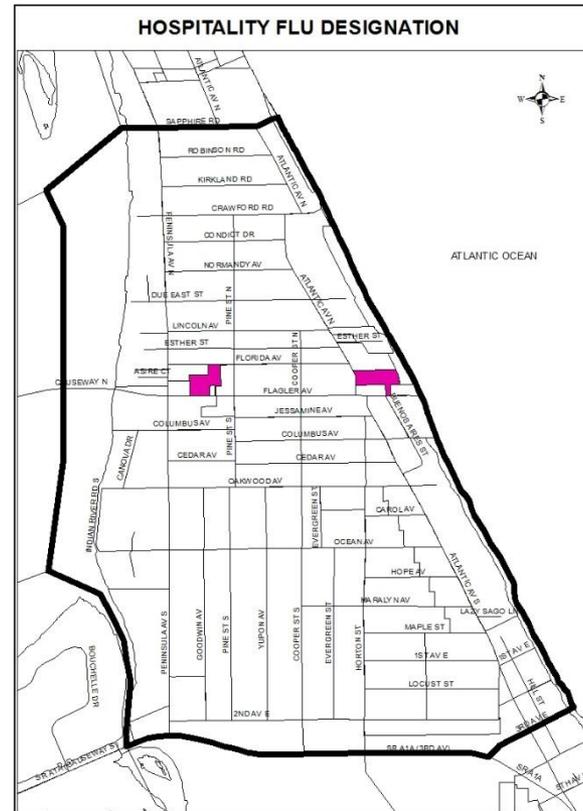
ACTUAL SF BUILT: 69,106 SF

MAX. # HOTEL DENSITY: 75 ROOMS / ACRE

MAX. # HOTEL ROOMS PERMITTED: 128

ACTUAL # HOTEL ROOMS BUILT: 112

ACTUAL # HOTEL ROOMS / ACRE: 66  
ROOMS / ACRE





# HOSPITALITY – SPRINGHILL SUITES

TOTAL ACREAGE: 1.52

MAXIMUM F.A.R.: 3.0

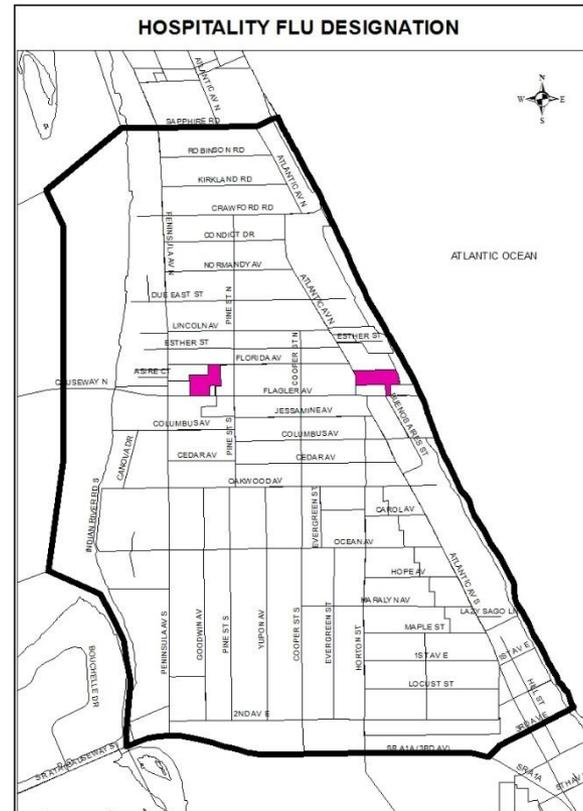
MAX. SF PERMITTED: 198,634 SF

ACTUAL SF PROPOSED: 75,707 SF

MAX. # HOTEL DENSITY: 75 ROOMS / ACRE

MAX. # HOTEL ROOMS PERMITTED: 114

ACTUAL # HOTEL ROOMS PROPOSED: 114





# RECOMMENDATIONS – (FOR FUTURE HOSPITALITY APPLICATIONS)

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- Implement mandatory design standards for all projects developed under the Hospitality category.
- Require 100% of parking to be provided on-site for all projects.
- Eliminate the 12 unit / acre residential density and the non-transient lodging F.A.R. from the Hospitality category
- Reduce non-transient lodging F.A.R. from 3.0 to 2.0
- Consider reducing # of rooms / acre from 75 to 48, to be consistent with the maximum density permitted under the Marina FLU category
- Establish a maximum allowed height limit for the PUD zoning designation

# RIVERWALK AND CIMV SITES

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FLU ANALYSIS









# RECOMMENDATIONS

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- No changes are recommended to the Future Land Use or zoning of these parcels.

# OTHER RECOMMENDATIONS

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## OTHER RECOMMENDATIONS

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- Poll property owners regarding expansion of the Coronado National Register Historic District and creation of a local historic district
- Poll property owners regarding expansion of the Mainland National Register Historic District and creation of a local historic district
- Consider adjusting the bed and breakfast overlay to boundary on Beachside to coincide with Coronado Historic District boundaries
- Consider waiving or reducing application and advertising fees for voluntary applications to change to a lower density Future Land Use designation



# NEXT STEPS

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- **October 15, 2015: Presentation at Chamber of Commerce**
- **October 28, 2015: Present draft recommendations to EDAB and Neighborhood Council**
- **November 11, 2015: Present draft recommendations to PZ**
- **December 8, 2015: Final presentation to City Commission for direction on specific amendments to the code that staff should begin processing in 2016**



# DISCUSSION