An aerial photograph of Harbor & Treasure Islands, showing a dense cluster of high-rise multifamily buildings along the waterfront. The water is a deep blue-green, and the sky is clear. The buildings are modern, with balconies and large windows. The overall scene is a mix of urban development and natural beauty.

Zoning Code Update  
for High-Density  
Multifamily Buildings in  
Harbor & Treasure  
Islands

**JOINT PZAB/COMMISSION  
REVIEW SESSION**

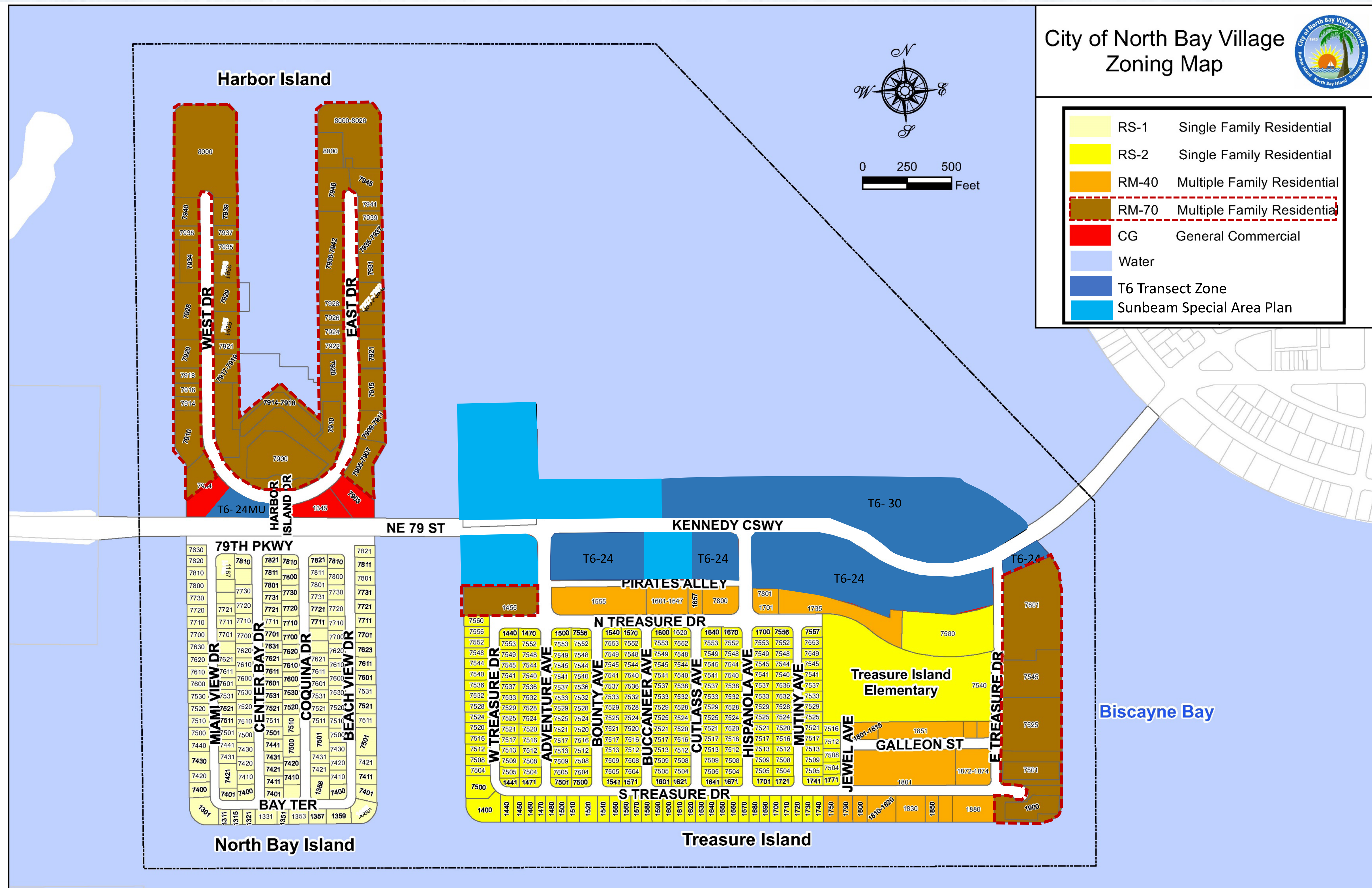
May 17, 2023

# AGENDA

## Review and Direction of Proposed Zoning Code Update for RM-70 Zoning District:

- a. Introduction
- b. Overview of Background Data and Analysis
- c. Review of Preliminary Changes Proposed
- d. Discussion/Q&A

# FOCUS: RM-70 ZONING DISTRICT



# PURPOSE OF PROCESS

To ensure that the RM-70 zoning district helps meet our long-term vision and goals, as expressed in the Comprehensive Plan and the NBV100 Master Plan (livability, resilience, prosperity), and that the character of future high-density development enhances our multifamily residential neighborhoods.

## STEPS



Public Engagement



# Zoning Code Update for High-Den. Multifamily Buildings in Harbor & Treasure Islands

## Listening Session

January 17 | 6:00 p.m.

North Bay Village Hall

1666 Kennedy Causeway

We want to hear from you! Please join us for a hybrid meeting to discuss the zoning code update for high-density multifamily buildings in Harbor & Treasure Islands.

## How to Participate



In Person: Village Hall, 1666 Kennedy Causeway

Via Zoom:

Meeting ID: 835 1066 1487

Passcode: 651071



Listen over the Phone

Dial 1-305-224-1965

from Home: Local Channel 661 or Facebook

# PUBLIC ENGAGEMENT

- Listening Session:  
January 17, 2023
- Options Discussion Session:  
March 13, 2023
- Concepts Review Session:  
March 27, 2023

## Discussion Topics





## MEETING GOALS AND DESIRED OUTCOMES

- Present working amendment concepts (focus on contested/unresolved issues)
- Obtain feedback and direction from PZAB and Village Commission as a basis for drafting amendment ordinance

# SUMMARY OF EXISTING CONDITIONS

- Existing units: +/-1,711
- Density range: 23 upa (Chateau Isle) to 126 upa (Bayshore)
- Average density: 43 upa
- Building age range: 0 (new constr.) to 76 years
- Building age average: 50 years
- Tenure: 68% condos v. 32% rental buildings
- Building height range: 2 to 21 stories (new constr.)
- Building height average: 6 stories
- Undersized parcels: 51%
- Vacant acreage: 2.55 acres
- **Potential add'l units @70 upa (base density): 501**
- **Potential max add'l units from TDR transfers: 130**
- **Total potential max add'l units: 631\***

\* Approx. 255 of which are "unused" density units at Moda (30), 360 Condo (144) and Eloquence (81)

# TYPES OF AMENDMENTS

- **Clean-up**
  - Relevance/ Obsolescence
  - Wording/grammar
  - Flow/organization
  - Interconnections/internal consistency
- **Substance**
  - Alignment with Comprehensive Plan
  - Alignment with NBV100
  - Modernization based on best practices
  - Community input/consensus on issues





# POTENTIAL AMENDMENTS: ULDC SECTIONS IMPACTED

- Section 8.10.D – RM-70 High Density Multiple Family Residential District, including standards for undersized parcels and PRD
- Section 8.13 - Transfer of Density Rights (TDR) Program
- Section 8.14 – Shoreline Accessibility
- Section 8.16 – Supplemental Use Regulations (Accessory Uses)
- Section 8.17 – Supplemental Development Standards (Island Walk Standards)
- Section 9.3 – Off-street parking requirements (Required Parking and Mechanical Parking Systems)
- Chapter 3 – Definitions
- **POTENTIAL ADDITIONAL SECTION REVISIONS:**
  - 8.17 - Height Exceptions (clarifications for rooftop amenities in RM-70)
  - 9.4 – Off-street loading and unloading requirements (clarification of standards)

# SECTIONS/ITEMS WITH SUBSTANTIVE CHANGES

- District purpose (NBV100)
- Distinction between Principal v. Accessory Uses (definitions)
- Updated Setbacks
- Greater Pervious Area
- Smaller Min. Unit Sizes
- Additional/updated Required Features
- Replacement of min parking with max parking
- Expanded mechanical parking section into “Space-efficient parking”

# ITEMS WITH NO CHANGES

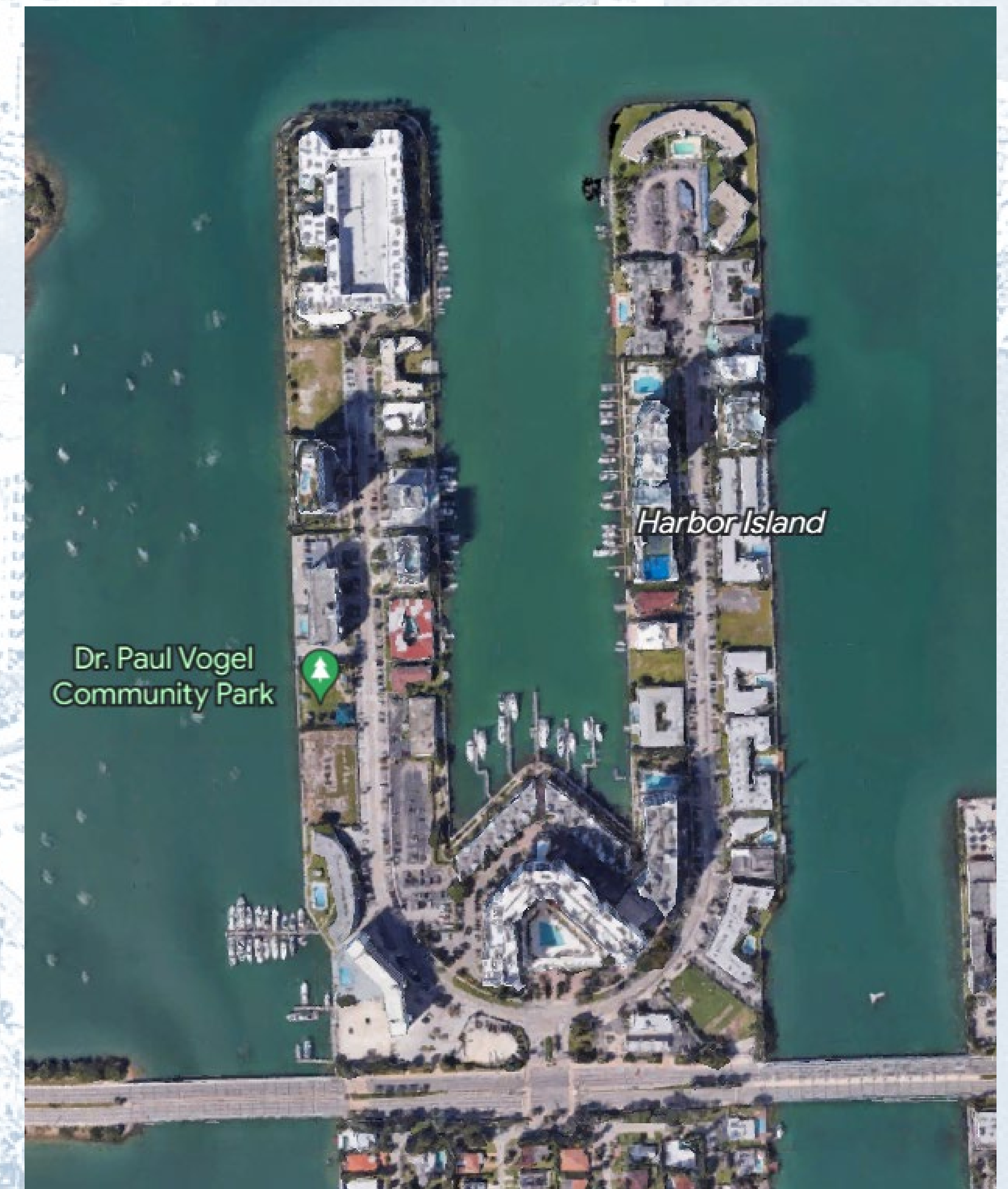
- Standard Minimum Lot Site and Frontage
- Density
- Max Building Height
- Building Height Bonus

# UNRESOLVED ISSUES FROM LATEST TOWN HALL MTG

- Nonresidential uses
  - Internal capture of vehicle trips = 👍
  - Potential attraction of external trips = 🗨️
- Undersized Parcels
  - Discourage redevelopment of existing buildings? (Preservation of structures and workforce/affordable units)  
OR
  - Allow redevelopment and increased density for only certain parcel sizes, only through TDR acquisition
- Elimination of PRD
  - Wholesale elimination along with improvement of base zoning regulations OR
  - Replacement with different overlay (SAP)
- TDRs
  - Maintain regs “as is” OR
  - Limit pool available for transfer within Harbor Island OR
  - See above Undersized Parcels
- Traffic Concern – Impact of future traffic generation (related to all of the above)

# USEFUL CONCEPTS

- Local Road (East/West Drive): low-capacity road which primarily serve as access road to residences, businesses and other abutting properties.
- Collector Road (Larry Pascow Way/Harbor Island Drive): low-to-moderate-capacity road which serves to move traffic from local streets to arterial roads.
- Urban Residential Streets: Typically provide access to single and multiple family residences in urban areas; drivers generally include only residents and their visitors; large trucks are rare.
- Level of Service (LOS): defines how well vehicle traffic flows along a street or road. Qualitative measure (scale) used to describe not only operational conditions within a traffic stream, but also the perception by road users. LOS standards vary by facility type (i.e., local v. collector v. arterial, etc.).



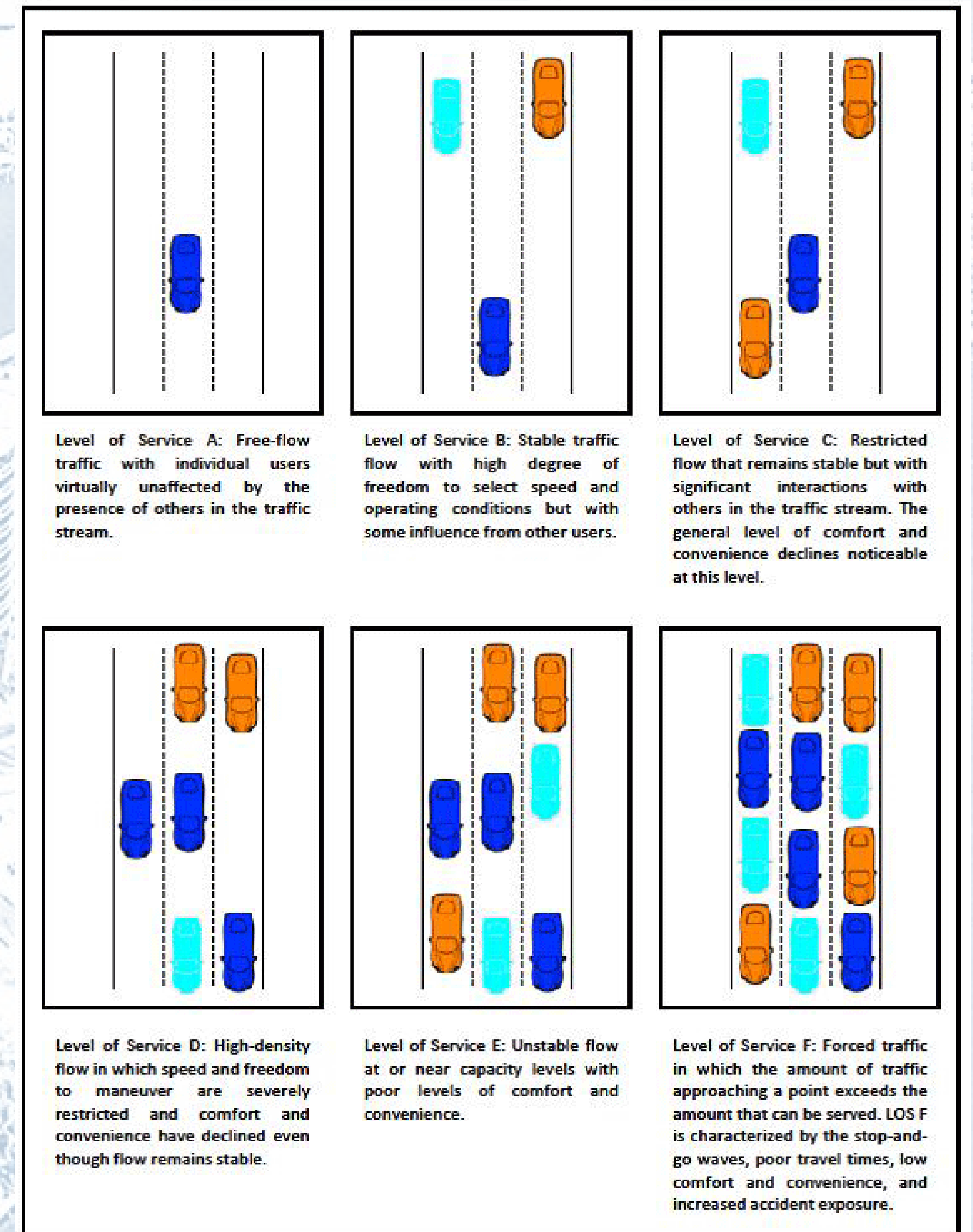
# MOST COMMON MISCONCEPTION ABOUT LOS

“The most common misconception about LOS is that the A through F categories are comparable to school letter grades.

For motorized vehicles, LOS A is most likely not a desirable goal from a transportation or societal perspective....Improving [a roadway facility] to accommodate LOS A leaves the facility open to excessive speeds in the off-peak, which could create safety concerns.”

Source: FDOT 2023 Multimodal Quality/Level of Service Handbook

This is especially true for urban and/or residential streets. LOS D is widely considered an acceptable design condition for roadways in urbanized areas.



# FDOT CONTEXT CLASSIFICATION

No perfect match

Best fit based on details of land use and other characteristics: C5- Urban Center\*

\* Different choice = potentially different LOS



**C1-Natural**  
Lands preserved in a natural or wilderness condition, including lands unsuitable for settlement due to natural conditions.

**C2-Rural**  
Sparsely settled lands; may include agricultural land, grassland, woodland, and wetlands.

**C2T-Rural Town**  
Small concentrations of developed areas immediately surrounded by rural and natural areas; includes many historic towns.

**C3R-Suburban Residential**  
Mostly residential uses within large blocks and a disconnected or sparse roadway network.

**C3C-Suburban Commercial**  
Mostly non-residential uses with large building footprints and large parking lots within large blocks and a disconnected or sparse roadway network.

**C4-Urban General**  
Mix of uses set within small blocks with a well-connected roadway network. May extend long distances. The roadway network usually connects to residential neighborhoods immediately along the corridor or behind the uses fronting the roadway.

**C5-Urban Center**  
Mix of uses set within small blocks with a well-connected roadway network. Typically concentrated around a few blocks and identified as part of a civic or economic center of a community, town, or city.

**C6-Urban Core**  
Areas with the highest densities and building heights, and within FDOT classified Large Urbanized Areas (population greater than one million). Many are regional centers and destinations. Buildings have mixed uses, are built up to the roadway, and are within a well-connected roadway network.

CONTEXT CLASSIFICATION	ALLOWABLE DESIGN SPEED RANGE (MPH)	SIS MINIMUM (MPH)
C5 Urban Center	25-35	35

Urban Areas—A place with a population between 5,000 and 50,000.

# ROADWAY CAPACITY ANALYSIS

## Considerations:

- Current adopted LOS for local roads is C
- FDOT updates its LOS standards periodically.
- In January 2023, a new Multimodal Quality/Level of Service Handbook was issued
- No LOS B or C traffic volume numbers are provided in the new handbook for this type of road in this context classification
- CGA study conservatively utilizes the next available LOS volume (D), but the roadway likely operates at LOS B or C.

# ROADWAY CAPACITY ANALYSIS

TABLE 1 Generalized Annual Average Daily Volumes for Florida's Urbanized Areas

January 2020

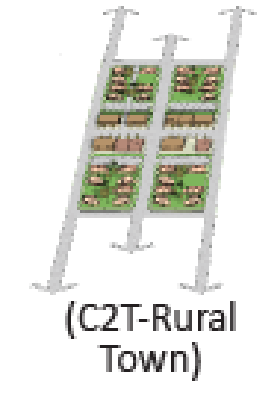
INTERRUPTED FLOW FACILITIES						UNINTERRUPTED FLOW FACILITIES					
<b>STATE SIGNALIZED ARTERIALS</b>						<b>FREEWAYS</b>					
Class I (40 mph or higher posted speed limit)						Core Urbanized					
Lanes	Median	B	C	D	E	Lanes	B	C	D	E	
2	Undivided	*	16,800	17,700	**	4	47,600	66,400	83,200	87,300	
4	Divided	*	37,900	39,800	**	6	70,100	97,800	123,600	131,200	
6	Divided	*	58,400	59,900	**	8	92,200	128,900	164,200	174,700	
8	Divided	*	78,800	80,100	**	10	115,300	158,900	203,600	218,600	
						12	136,500	192,400	246,200	272,900	
Class II (35 mph or slower posted speed limit)						Urbanized					
Lanes	Median	B	C	D	E	Lanes	B	C	D	E	
2	Undivided	*	7,300	14,800	15,600	4	45,900	62,700	75,600	85,400	
4	Divided	*	14,500	32,400	33,800	6	68,900	93,900	113,600	128,100	
6	Divided	*	23,300	50,000	50,900	8	91,900	125,200	151,300	170,900	
8	Divided	*	32,000	67,300	68,100	10	115,000	156,800	189,300	213,600	
<b>Non-State Signalized Roadway Adjustments</b> (Alter corresponding state volumes by the indicated percent.)						<b>Freeway Adjustments</b>					
Non-State Signalized Roadways -10%						Auxiliary Lanes Present in Both Directions +20,000					
						Ramp Metering +5%					
<b>Median &amp; Turn Lane Adjustments</b>						<b>UNINTERRUPTED FLOW HIGHWAYS</b>					
Lanes	Median	Exclusive Left Lanes	Exclusive Right Lanes	Adjustment Factors		Lanes	Median	B	C	D	E
2	Divided	Yes	No	+5%		2	Undivided	11,700	18,000	24,200	32,600
2	Undivided	No	No	-20%		4	Divided	36,300	52,600	66,200	75,300
Multi	Undivided	Yes	No	-5%		6	Divided	54,600	78,800	99,400	113,100
Multi	Undivided	No	No	-25%		<b>Uninterrupted Flow Highway Adjustments</b>					
-	-	-	Yes	+5%		Lanes	Median	Exclusive left lanes	Adjustment factors		
<b>One-Way Facility Adjustment</b>						2	Divided	Yes	+5%		
Multiply the corresponding two-directional volumes in this table by 0.6						Multi	Undivided	Yes	-5%		
						Multi	Undivided	No	-25%		

2020



## C2T, C4, C5, & C6

### Motor Vehicle Arterial Generalized Service Volume Tables



**Peak Hour Directional**

	B	C	D	E
1 Lane	*	720	940	**
2 Lane	*	1,140	1,640	**
3 Lane	*	2,120	2,510	**

**Peak Hour Two-Way**

	B	C	D	E
2 Lane	*	1,310	1,710	**
4 Lane	*	2,070	2,980	**
6 Lane	*	3,850	4,560	**

**AADT**

	B	C	D	E
2 Lane	*	13,800	18,000	**
4 Lane	*	21,800	31,400	**
6 Lane	*	40,500	48,000	**



**Peak Hour Directional**

	B	C	D	E
1 Lane	*	*	870	1,190
2 Lane	*	1,210	1,790	2,020
3 Lane	*	2,210	2,810	2,990
4 Lane	*	2,590	3,310	3,510

**Peak Hour Two-Way**

	B	C	D	E
2 Lane	*	*	1,580	2,160
4 Lane	*	2,200	3,250	3,670
6 Lane	*	4,020	5,110	5,440
8 Lane	*	4,710	6,020	6,380

**AADT**

	B	C	D	E
2 Lane	*	*	17,600	24,000
4 Lane	*	24,400	36,100	40,800
6 Lane	*	44,700	56,800	60,400
8 Lane	*	52,300	66,900	70,900



**Peak Hour Directional**

	B	C	D	E
1 Lane	*	*	690	1,080
2 Lane	*	1,290	1,900	2,130
3 Lane	*	1,410	2,670	3,110
4 Lane	*	2,910	3,560	3,640

**Peak Hour Two-Way**

	B	C	D	E
2 Lane	*	*	1,250	1,960
4 Lane	*	2,350	3,450	3,870
6 Lane	*	2,560	4,850	5,650
8 Lane	*	5,290	6,470	6,620

**AADT**

	B	C	D	E
2 Lane	*	*	13,900	21,800
4 Lane	*	26,100	38,300	43,000
6 Lane	*	28,400	53,900	62,800
8 Lane	*	58,800	71,900	73,600



**Peak Hour Directional**

	B	C	D	E
1 Lane	*	***	790	1,030
2 Lane	*	***	1,490	1,920
3 Lane	*	***	2,730	2,940
4 Lane	*	***	3,250	3,490

**Peak Hour Two-Way**

	B	C	D	E
2 Lane	*	***	1,440	1,870
4 Lane	*	***	2,710	3,490
6 Lane	*	***	4,960	5,350
8 Lane	*	***	5,910	6,350

**AADT**

	B	C	D	E
2 Lane	*	***	16,000	20,800
4 Lane	*	***	30,100	38,800
6 Lane	*	***	55,100	59,400
8 Lane	*	***	65,700	70,600

**Adjustment Factors**

The peak hour directional service volumes should be adjusted by multiplying by 1.2 for one-way facilities  
 The AADT service volumes should be adjusted by multiplying 0.6 for one way facilities 2 Lane Divided Roadway with an Exclusive Left Turn Lane(s): Multiply by 1.05  
 2 lane Undivided Roadway with No Exclusive Left Turn Lane(s): Multiply by 0.80

Exclusive right turn lane(s): Multiply by 1.05  
 Multilane Undivided Roadway with an Exclusive Left Turn Lane(s): Multiply by 0.95  
 Multilane Roadway with No Exclusive Left Turn Lane(s): Multiply by 0.75  
 Non-State Signalized Roadway: Multiply by 0.90

This table does not constitute a standard and should be used only for general planning applications. The table should not be used for corridor or intersection design, where more refined techniques exist.  
 \* Cannot be achieved using table input value defaults.  
 \*\* Not applicable for that level of service letter grade. For the automobile mode, volumes greater than level of service D become F because intersection capacities have been reached.

2023



# ROADWAY CAPACITY ANALYSIS (cont'd)

## Considerations:

- Version 1: Maximum build-out (regardless of individual site conditions).
  - Some units numbers decline because several sites are “overdeveloped” today, i.e., exceed maximum zoned density (legally nonconforming). If those sites ever redevelop, they must come into compliance with current regulations (therefore less units = less trips).
- Version 2: Build-out minus Moda, 360 and Eloquence redevelopment
- Both versions include up to 130 TDRs. For the purposes of the exercise, it was assumed that approximately 37 TDRs may go into future projects on West Drive, while up to 93 TDRs might be transferred onto projects on East Drive.
- Both versions have a build-out horizon of 20+ years.
- No Planned Residential Development (PRD) Overlay scenario.
- No decreased parking scenario.

Short stretch of Larry Pascow Way and Harbor Island Drive would be expected to carry all of the potential in and out trips for the entire Harbor Island roadway network *at some point* during the 24-hour period



Improvements planned by NBV and in coordination with FDOT should take into consideration projected development

# Next Steps

- Refinements/ordinance preparation/legal review
- PZB review – June 21
- 1<sup>st</sup> reading – July 11
- 2<sup>nd</sup> reading/adoption – Sept 12



Thank you for  
participating!

Q&A

March 27, 2023