

DRAFT

# South Dunedin Zoning Strategies

City Commission Work Session:  
December 10, 2019

**DUN**  **DIN**

Home of Honeymoon Island

**Kimley»Horn**

Expect More. Experience Better.



# Overview

## Presentation (30 minutes)

- Why are we here
- What we've heard
- Discuss zoning strategies and next steps

## Questions and Answers

# Why are we here?

- **CONCERN**: Future development that doesn't match character of the neighborhood (i.e. zoning allows 3 to 5 stories, multi-family that might not fit, larger homes, etc.)
- City Commission direction to review
- Looking at strategies to address
- Discuss with community (expanded area)

# Downtown

Main St

Virginia Street

Edgewater Dr

Douglas Ave

Highland St

Milwaukee Ave

Orange Ave

New York Ave

President St

Lyndhurst St

Beltrees St

## Study Purpose

- Strategies to maintain character

## Challenges

- Development pressure south of downtown (multi-family, larger homes)
- Area south of downtown primarily single family homes, some historic
- 1980s adjusted to multi-family zoning
- Shortage of housing options



# Dunedin Vision 2017 Update

- Identified multi-family zoning entitlements as threat
- Smaller scaled buildings (1 to 3 stories) preferred
- Concern that new developments will negatively impact the current "character"
- Historic preservation



# Concerns

- What do we think when we hear?

## Multi-family



## Larger Homes



## What's the issue:

Not always density; it's usually development that doesn't match the character, scale, and massing of area....

## What do we mean by scale/massing?

Is a building taller or bigger than the surrounding buildings (bulk), where does it sit on a lot (closer to the street, further back, etc.)

# What is Zoning Anyway?

- Divides city into zoning districts
- 20<sup>th</sup> century separated land uses for safety (Industrial, residential)
- Rules on how property can be used and how big it can be
  - What types of land uses
  - Height, location of building on a lot
  - How many units can be built
  - How much space it takes up on a property





# Building Types

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Others:

- Triplex
- Courtyard Apartment



Single-Family



Accessory Dwelling Unit



Duplex



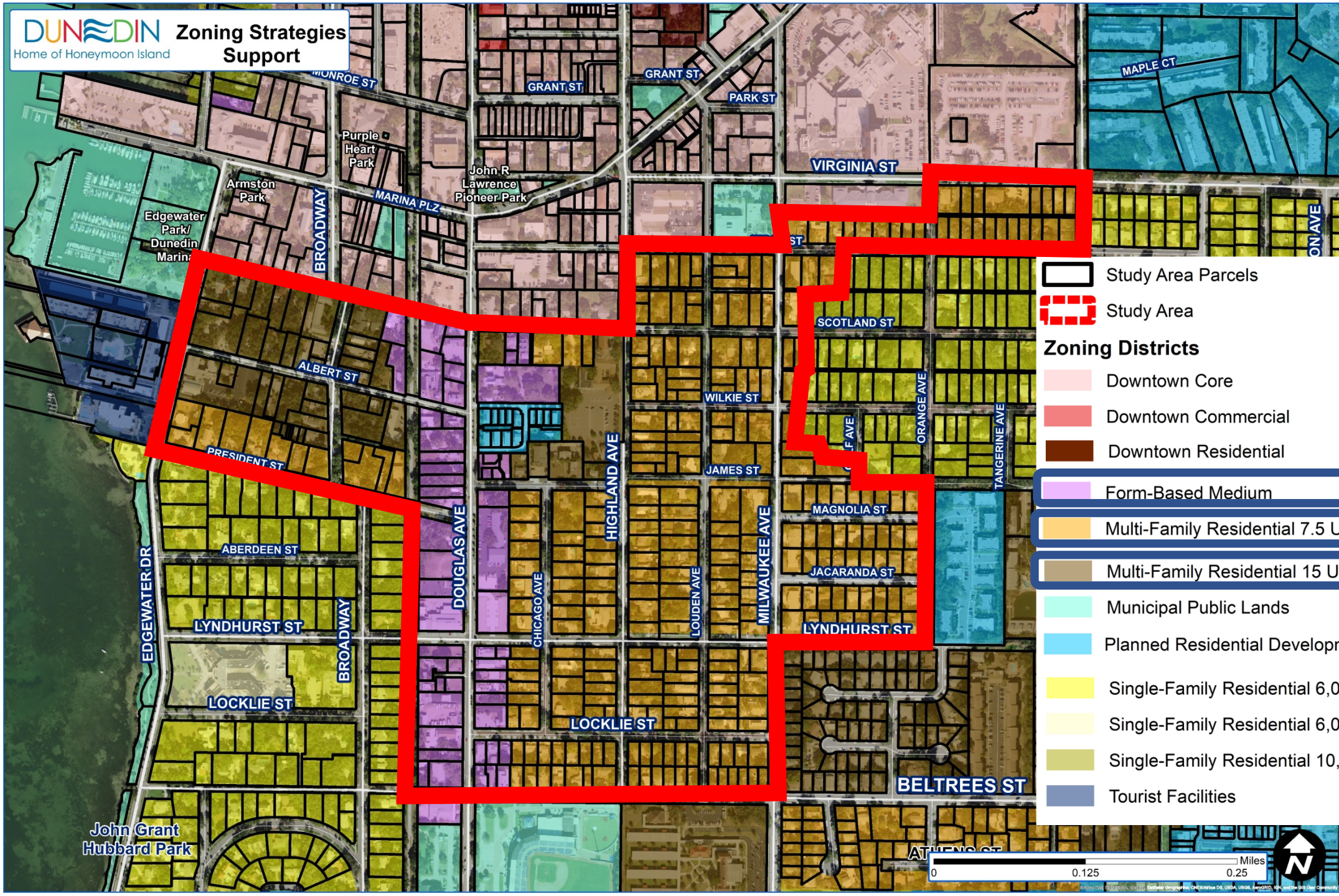
Townhouses














Bungalow Courts

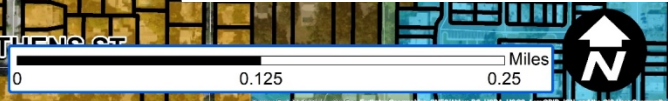


4-plex



-  Study Area Parcels
-  Study Area
- Zoning Districts**
-  Downtown Core
-  Downtown Commercial
-  Downtown Residential
-  Form-Based Medium
-  Multi-Family Residential 7.5 Units Per Acre
-  Multi-Family Residential 15 Units Per Acre
-  Municipal Public Lands
-  Planned Residential Development
-  Single-Family Residential 6,000 sqft Min Lot Area
-  Single-Family Residential 6,000 sqft Min Lot Area Historic
-  Single-Family Residential 10,000 sqft Min Lot Area
-  Tourist Facilities

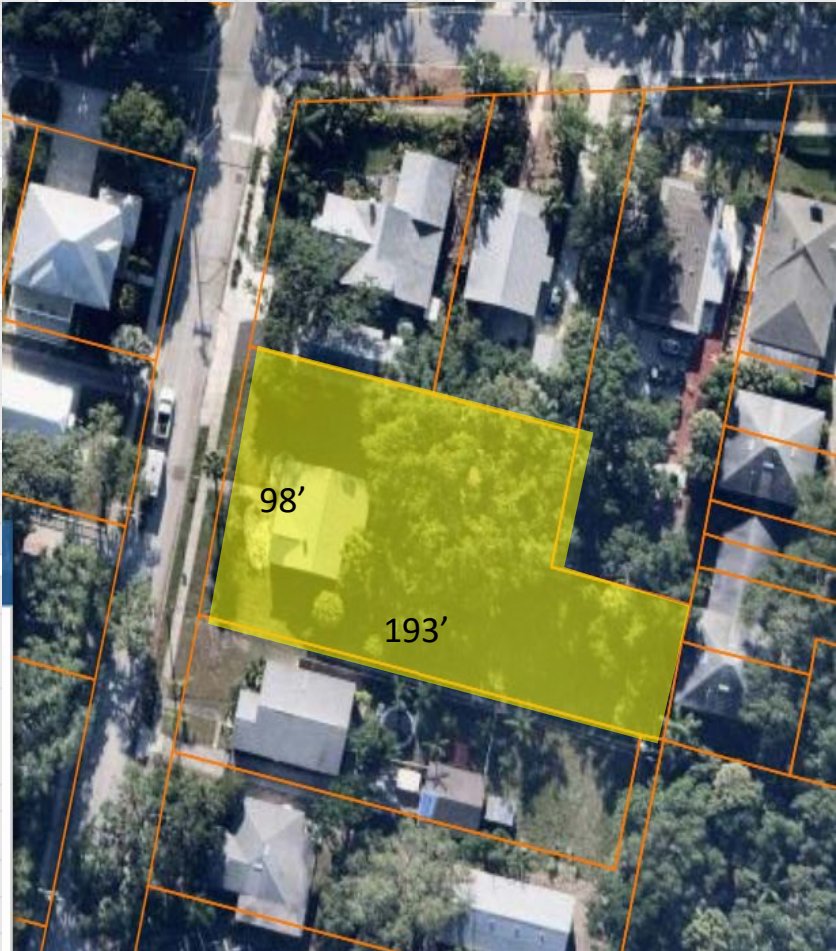
John Grant Hubbard Park



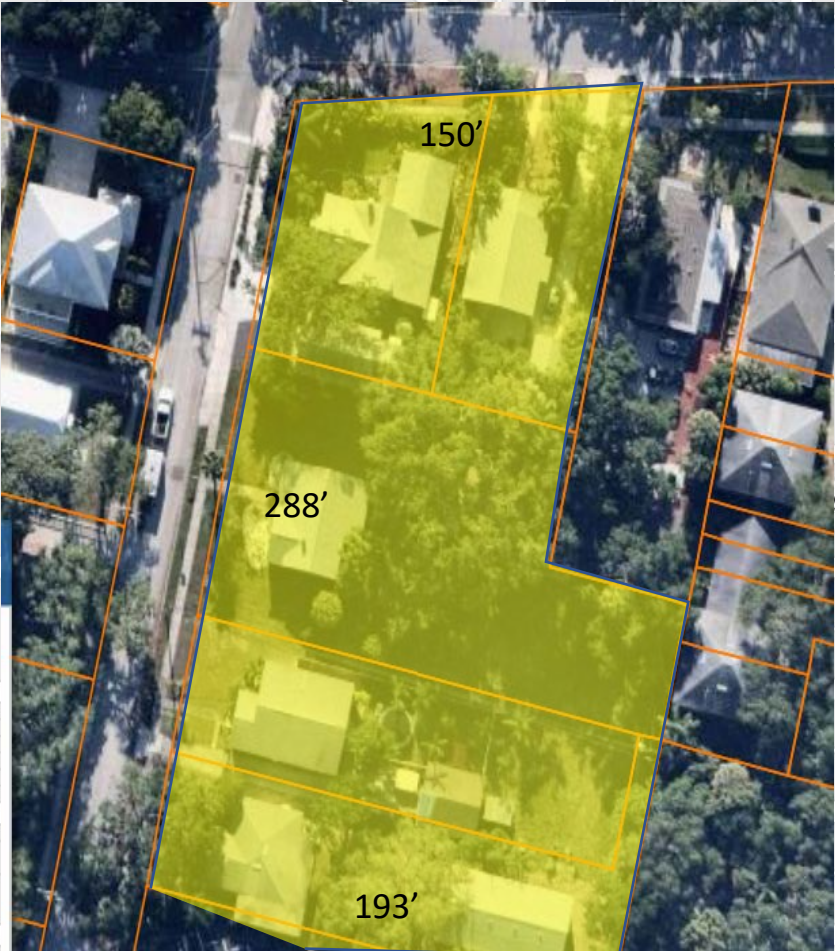
# Examples (MF-15)



Current use: vacant  
Acreage: 0.82 acres  
Allowable Units: 12 units



Current use: 1 single-family unit  
Acreage: 0.38 acres  
Allowable Units: 6 units



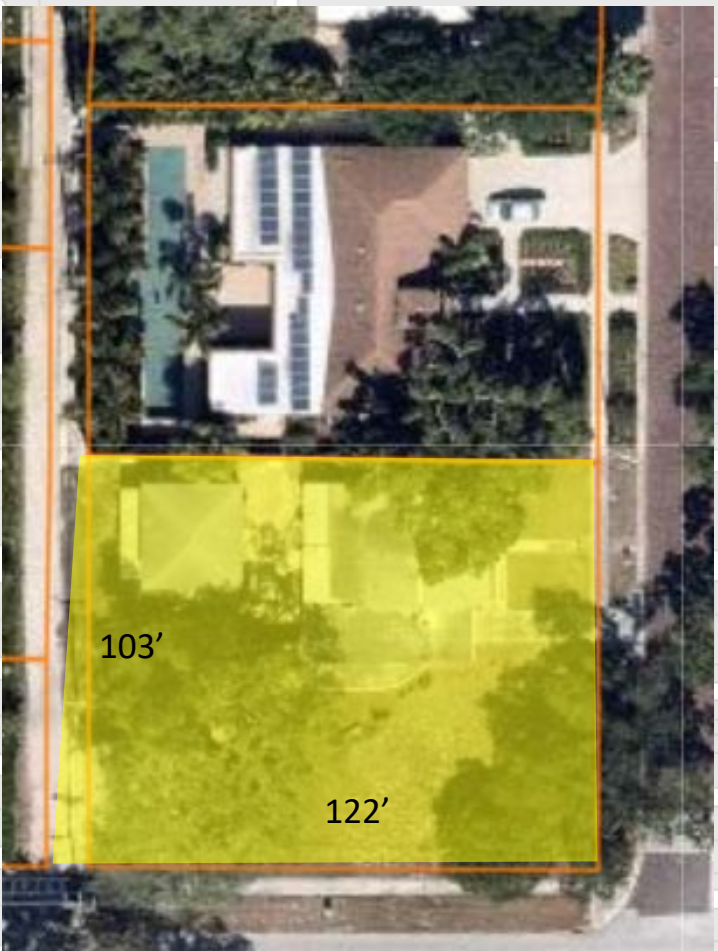
Current use: 6 single-family units  
Acreage: 1.21 acres  
Allowable Units: 18 units



9th Avenue



# Examples (MF-7.5)



Current Use: 1 single-family unit  
Acreage: 0.29 acres  
Allowable units: 2 units



Current Use: 1 single-family unit  
Acreage: 0.14 acres  
Allowable units: 1 unit



Current Use: 1 single-family unit, 1 ADU  
Acreage: 0.62 acres  
Allowable units: 4 units

# What We've Heard

- Stakeholder Meetings
- Two Community Workshops
  - July 23<sup>rd</sup>, 2019
  - Follow-up survey sent to July 23<sup>rd</sup> workshop attendees
  - November 18<sup>th</sup>, 2019



**Neighborhood Preference Survey**  
Dunedin Workshop: November 18, 2019

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Home of Honeymoon Island

Preferences for **Neighborhoods**  
**Neighborhoods:** What are examples of neighborhoods that you like (Old Northeast St. Pete, Clearwater, South Tampa, etc.)?  
Historic district, brick streets, craftsman style single family  
homes.

**Neighborhoods:** What elements do you like about these neighborhoods (the homes, housing styles, street trees, sidewalks)?  
older homes front yard space no zero lot line  
large oak trees on lots or over street, long time residents  
sense of community.

**Neighborhoods:** What do you like most about your neighborhood?  
historic neighborhood, restoration & preservation by residents  
dense large oak trees, brick streets, preservation of alley  
ways, close knit community.

1

# What We've Heard - November 18, 2019

## Preferred Neighborhoods

- Old Northeast, Kenwood St. Petersburg
- Dunedin
- Gulfport
- Harbor Oaks
- Downtown Safety Harbor
- Glencairn Cottages
- Seminole Heights
- Old Clearwater bay

## What do you like about your neighborhood?

- Variety of home styles "everything shouldn't look alike"
- Street trees and landscaping
- Walkability, bikeability including sidewalks
- Bungalows
- Front porches, some like setbacks
- Small homes on small lots
- Proximity to downtown, trail, and water
- Historic neighborhood
- Brick streets



# What We've Heard - Housing Types



Single Family

Average Score: 4.54



Accessory Dwelling Units

Average Score: 3.82



Duplex

Average Score: 3.89



Triplex

Average Score: 2.32



Fourplex

Average Score: 1.76



Townhomes

Average Score: 1.15



# What We've Heard - Housing Types



Average Score: 2.31



Average Score: 3.57



Average Score: 3.08



Average Score: 3.24



Average Score: 1.84



Average Score: 1.16

# Top 3 Preferred Housing Types



Single Family

Average Score: 4.54



Duplex

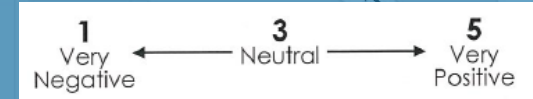
Average Score: 3.89



Accessory Dwelling Units

Average Score: 3.82

# What We've Heard - Architectural Style



Mediterranean Revival

Average Score: 2.54



Coastal Vernacular

Average Score: 3.03



Craftsman

Average Score: 4.57

# What We've Heard - Zoning

## What do you think about Zoning Overlays?

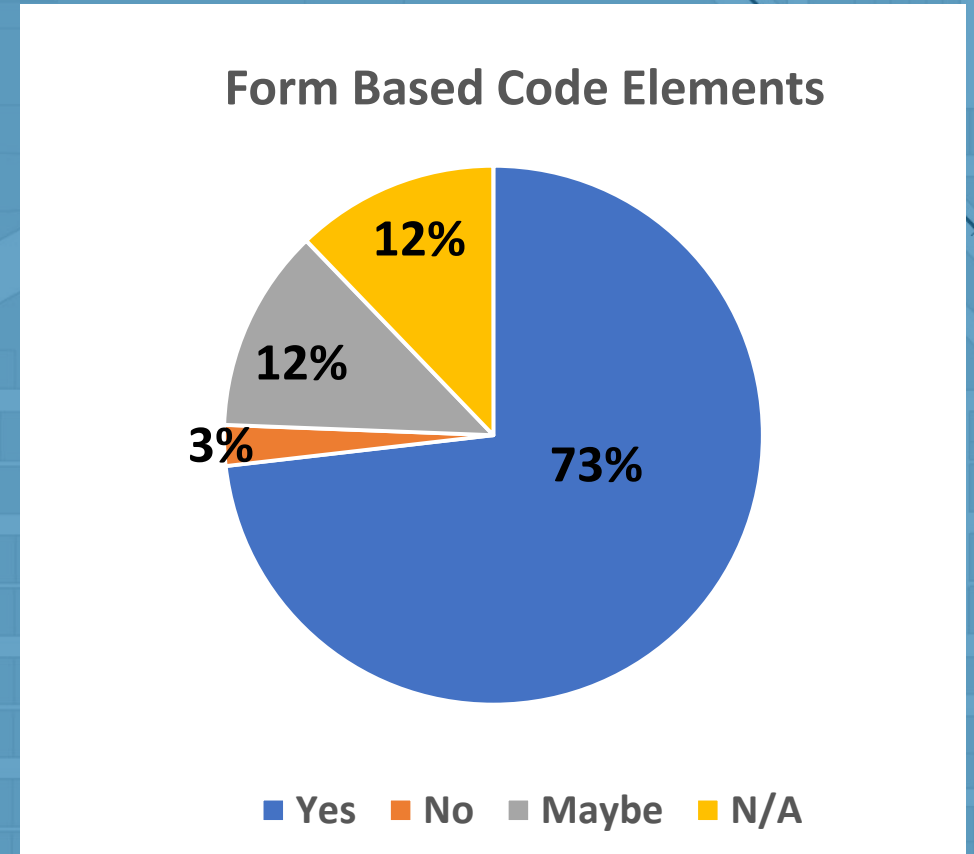
- New construction should maintain neighborhood character
- Historical preservation overlay needed
- Unsure if overlay will address density and multi-family concerns



# What We've Heard - Zoning

## Form-Based Code Elements

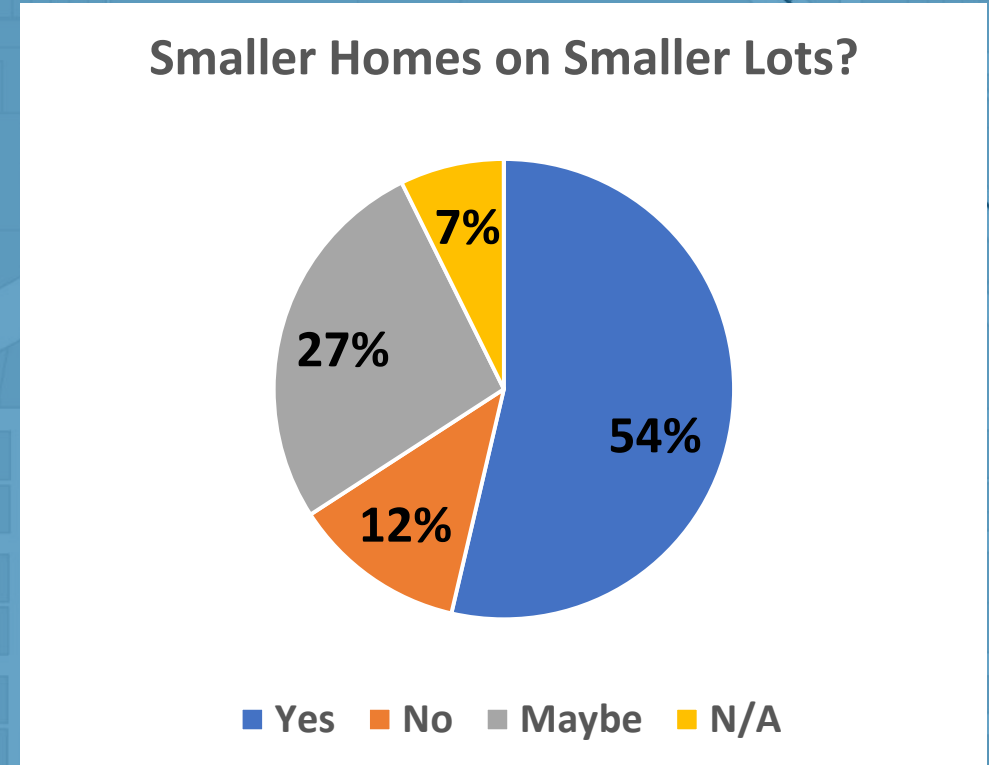
- Large support for standards for building size, set backs, and character
- Ensure any FBC standards are flexible



# What We've Heard - Zoning

## Smaller Homes on Smaller Lots?

- Some concerns about parking and if it preserves character/style
- Some felt it could preserve character
- Better define "smaller" standards

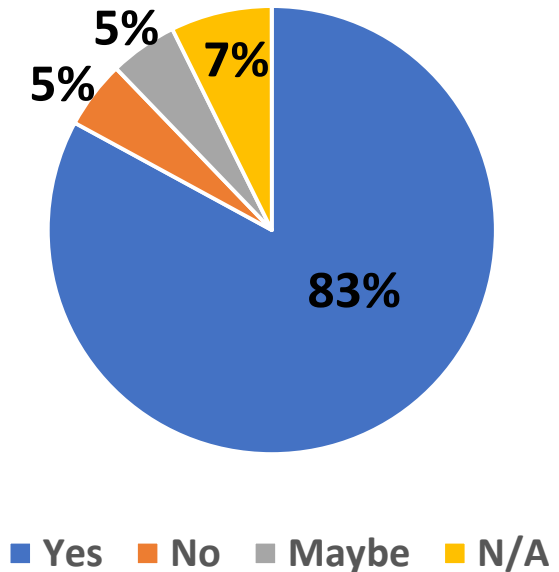


# What We've Heard - Zoning

## Character Concerns with Larger Homes

- Any size home should fit in with neighborhood character
- New homes shouldn't overpower existing homes in size and height
  - Example: Orange Avenue/Scotland Street

Larger Homes - Character Concerns



# What We've Heard - Zoning

## Changing Current Zoning?

- Concerns on tearing down existing homes to build multi-family (MF-15 concern for some)
- Some mentioned building standards needed, others concerned about standards
- Provide incentives to change zoning, some mentioned legal concerns
- Comments about changing to maintain character, some specific comments on single-family, some felt zoning was fine

## Additional Concerns

- Parking, traffic, sewer
- Maintain narrow streets - part of Dunedin's character
- Some height and density concerns
- Tall buildings in flood zones

## Historic Character

- Provide homeowner incentives to keep/build historic character
- Many supported maintaining current character and size through architectural review on new development
- Some concerns
  - Accessibility to homes
  - Onerous standards
  - Some didn't feel there was a "historical character"



# Zoning Strategies

- Voluntary Rezoning
- Overlay Districts
  - Historic character preservation, form-based code elements
- Bulk and Scale Adjustments (Smaller homes on smaller lots)



# Voluntary Rezoning

**Definition:** Residents choose to change their property's zoning designation

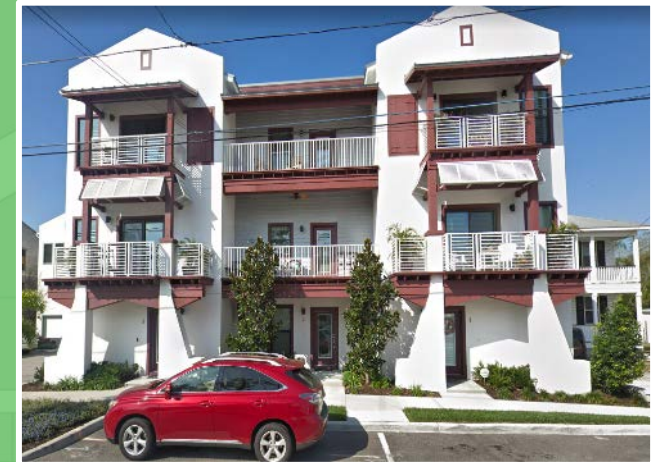
- Example: Change from multi-family to single-family

## How does it impact the study area?

- Resident led effort
- Change permitted land uses

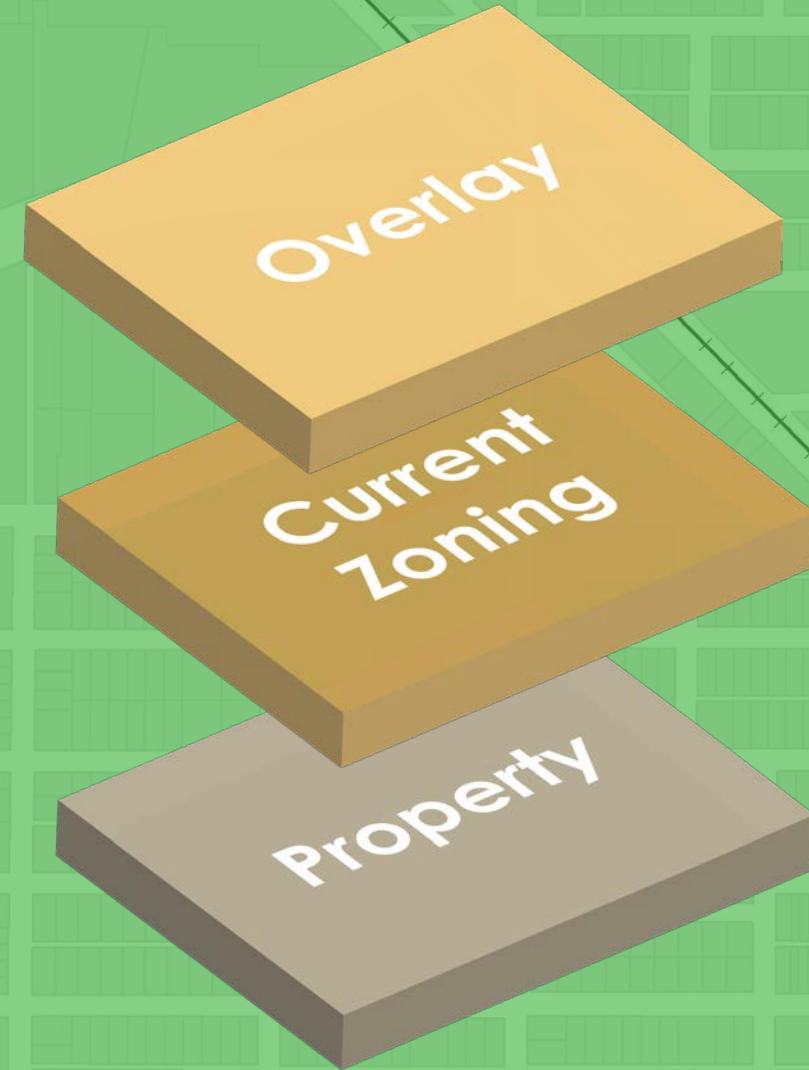
## Challenges

- May not cover the entire area
- Consider whether to do zoning text modifications or not



# Overlay Districts

- Placed over existing zoning to protect a resource or encourage a certain development type
- Some overlays include:
  - Historic Character Overlay
  - Form-Based Code Elements
  - Bulk and Scale Adjustments (Small Lot Ordinances)
  - Housing Type Ordinances



# Historic Character Overlay

## Examples:

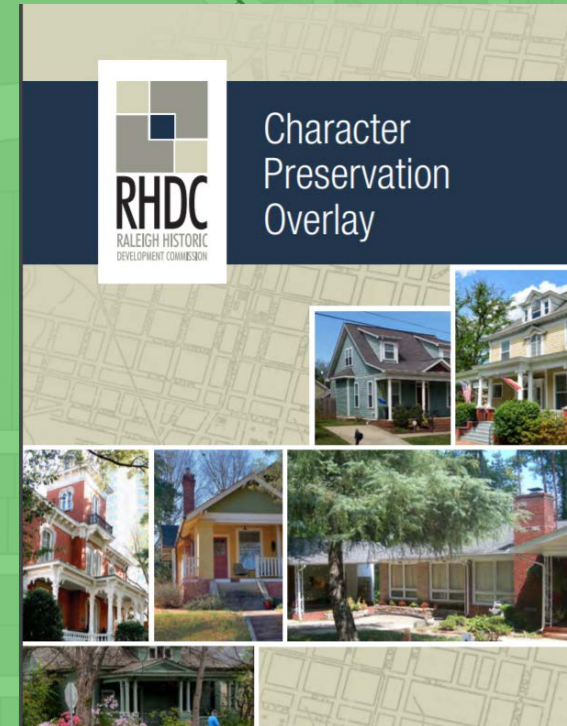
Character Preservation Overlay (Raleigh, NC), Heritage Overlay (Gainesville, FL)

## How does it impact the study area?

- Properties have to voluntarily join as a group
- Encourages housing options and development that complements character
- Approval process to make external design changes
- City has historical preservation overlay districts
  - Preserves historically designated structures

## Challenges

- Some may apply specific architectural standards that make it more cumbersome to develop



# Overlay Districts: Form-based elements

- **Definition:** Puts more focus on the building form and placement resulting in a more predictable built (re)development pattern.



# Overlay Districts: Form-based elements

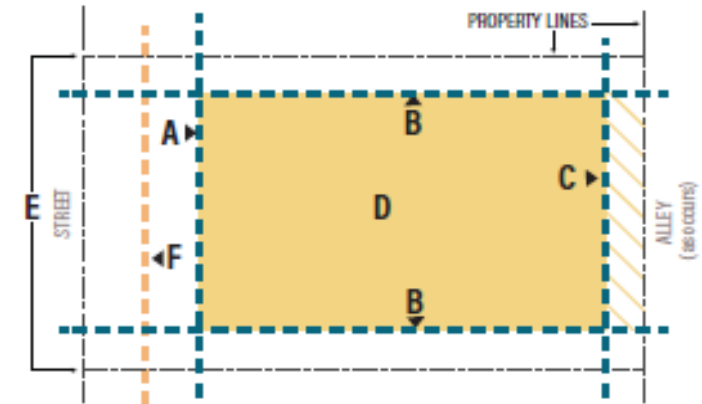
## How does it impact the study area?

- Standards that provide housing types and predictable development
- Addresses
  - Building height
  - Parking
  - Building form and placement
  - Street/Sidewalk

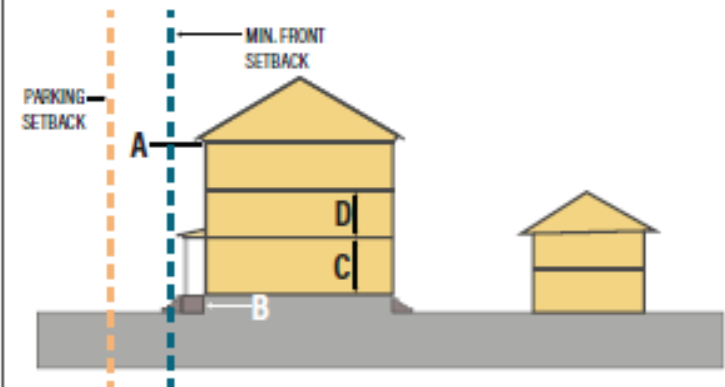
## Challenges:

- Can take 1-2 years to implement

### SITING

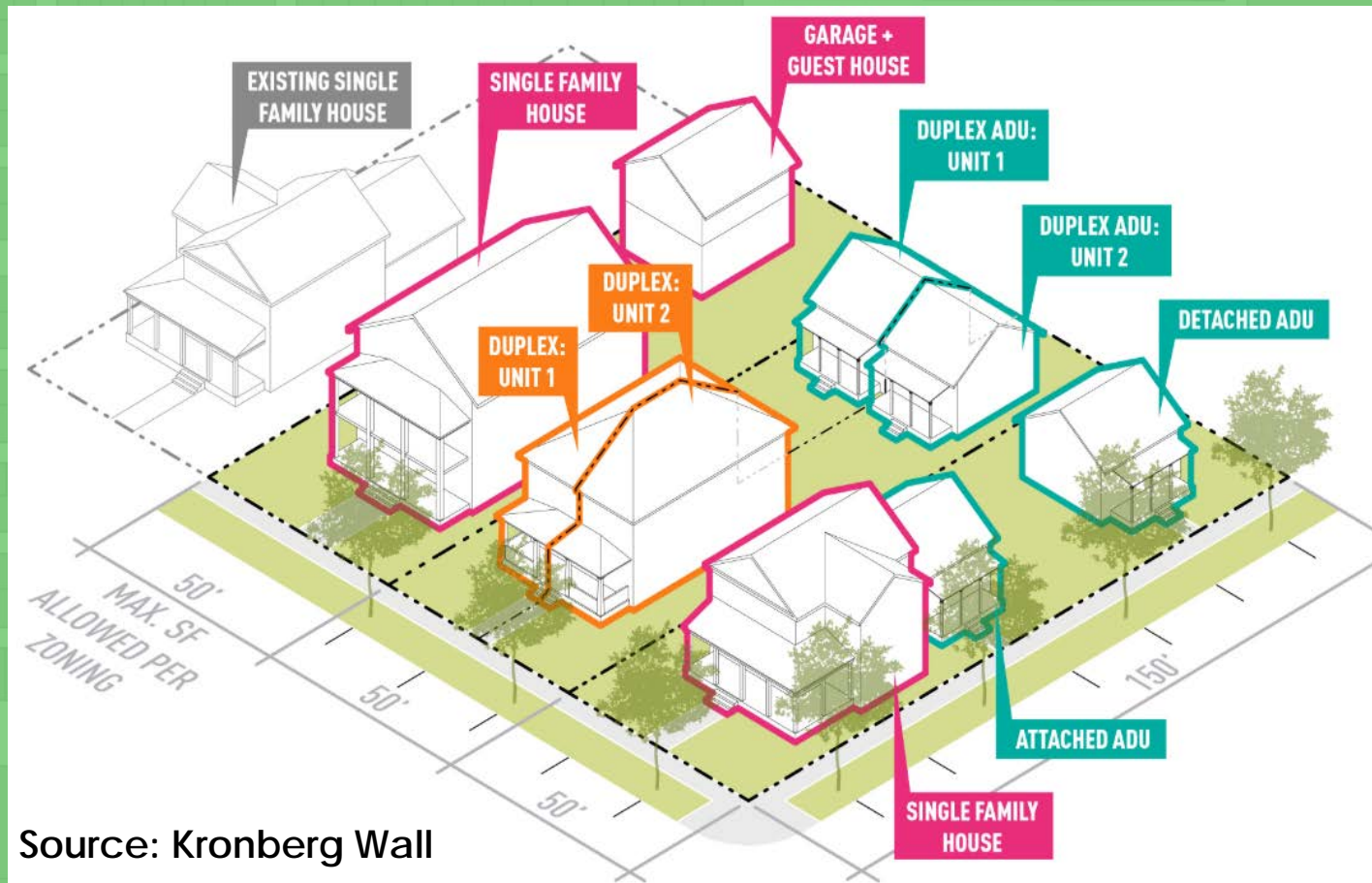


### HEIGHT

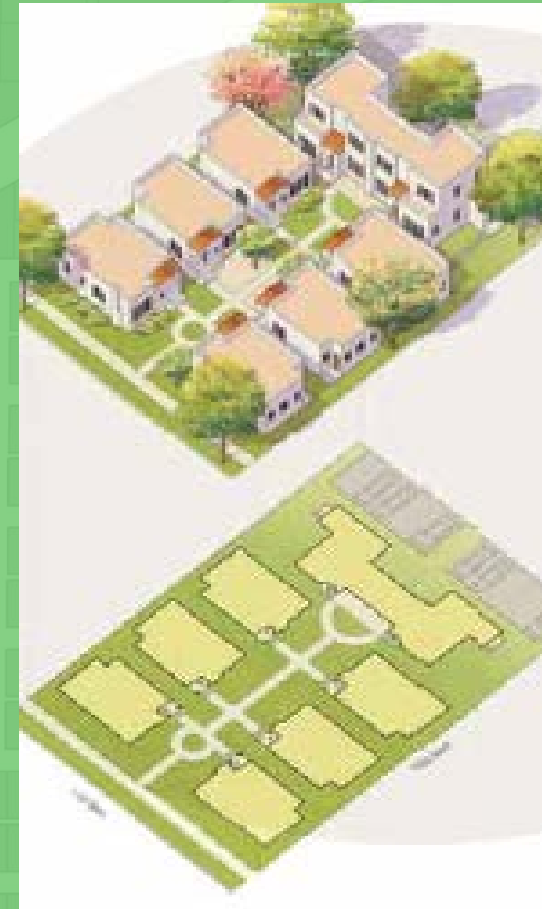


# Bulk and Scale Adjustments

- Small lot ordinances
- Cottage court ordinances
- Sub-division of property



Cottage Court



Duplex-4plex



# Bulk and Scale Adjustments

(smaller homes on small lots)

**Definition:** Allows for new, smaller homes on smaller lots in residential zones and develop existing lots that cannot achieve what the existing zoning allows (can be done as an overlay)

## How does it impact the study area?

- Unlocks development potential in existing zoning standards
- May allow development density that fits character
- Does not change the existing zone standards for lots not using the ordinance

## Challenges

- Can result in less predictable development
- May not fit into existing zoning standards (# of units per acre) and minimum lot size



Source: NAHB



# Housing Type Ordinances

**Definition:** Provides multi-family housing options that are compatible

**How does it impact the study area?**

- Single-family detached physical characteristics
- Provides housing choices (cottage courts for example)

**Challenges**

- Neighborhood consensus is critical
- May not fit into existing zoning standards (# of units per acre)



Source: NAHB

# Recommendations and Next Steps

- Consider housing inventory and analysis
- Choose a pathway to implementation
  - Explore Character Overlay, Form-Based code further
  - Alternative Design Process (i.e. over 2 stories or greater, review setbacks, parking, etc.)
  - Allowable building types

# Questions?

# HOW DO WE FEEL ABOUT THIS?

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Duplex



Triplex



Fourplex



Townhomes



Bungalow Courts



Single Family



Accessory Dwelling Unit



Affordable Housing



Tiny Home

# Backup Slides



	NTM-1	NTM-2
<b>Accessory Dwelling Unit</b>	NTM-1	
<b>Detached House, Standard</b>	NTM-1	
<b>Detached House, Compact</b>	NTM-1	
<b>Detached House, Narrow or “Skinny”</b>	NTM-1	NTM-2
<b>Duplex</b>	NTM-1	NTM-2
<b>Triplex and Fourplex</b>	NTM-1	NTM-2
<b>Bungalow Court</b>	NTM-1	NTM-2
<b>Courtyard Building</b>		NTM-2
<b>Townhouse (5 or more units)</b>		NTM-2
<b>Multi-Plex (5 or more units)</b>		NTM-2





13.72 dwelling units per acre



12.31 dwelling units per acre



10.24 dwelling units per acre



15.84 dwelling units per acre

Mixed Unit Types, "DUPLEX"



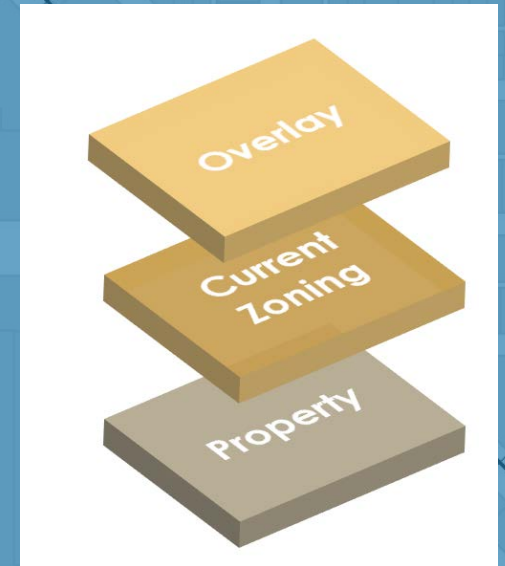
# Overlay Zoning

## Definition:

Placed over existing zoning to protect a resource or encourage a certain development type

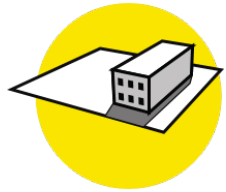
## Affect to Study Area:

- City already has historical preservation overlays
- Existing zoning doesn't change
- Regulates
  - Building height,
  - Building placement,
  - Lot size,
  - Setbacks,
  - Street frontage,
  - Parking (location and area)

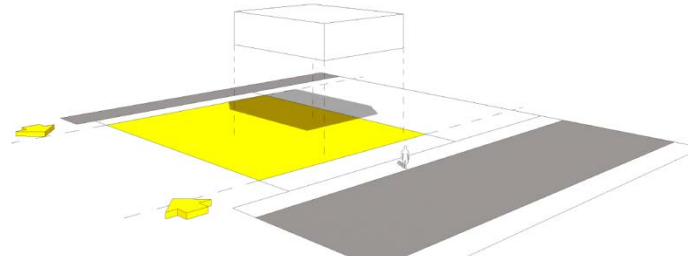




# How does it work?



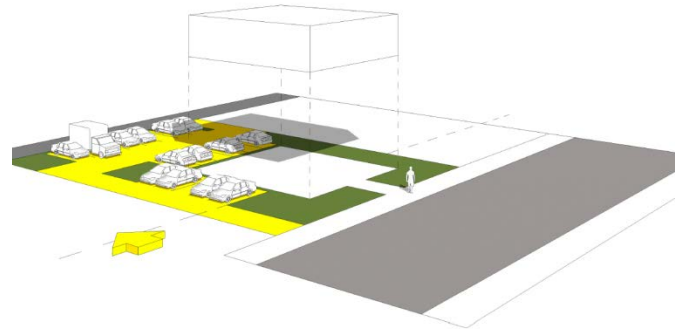
BUILDING PLACEMENT



*Places building closer to the street.*



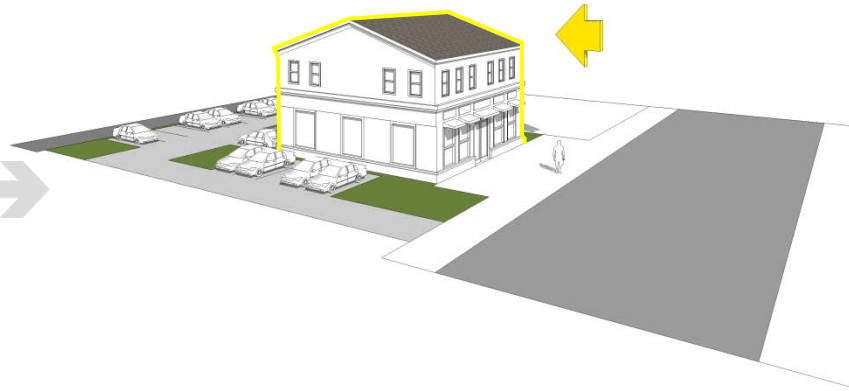
PARKING PLACEMENT



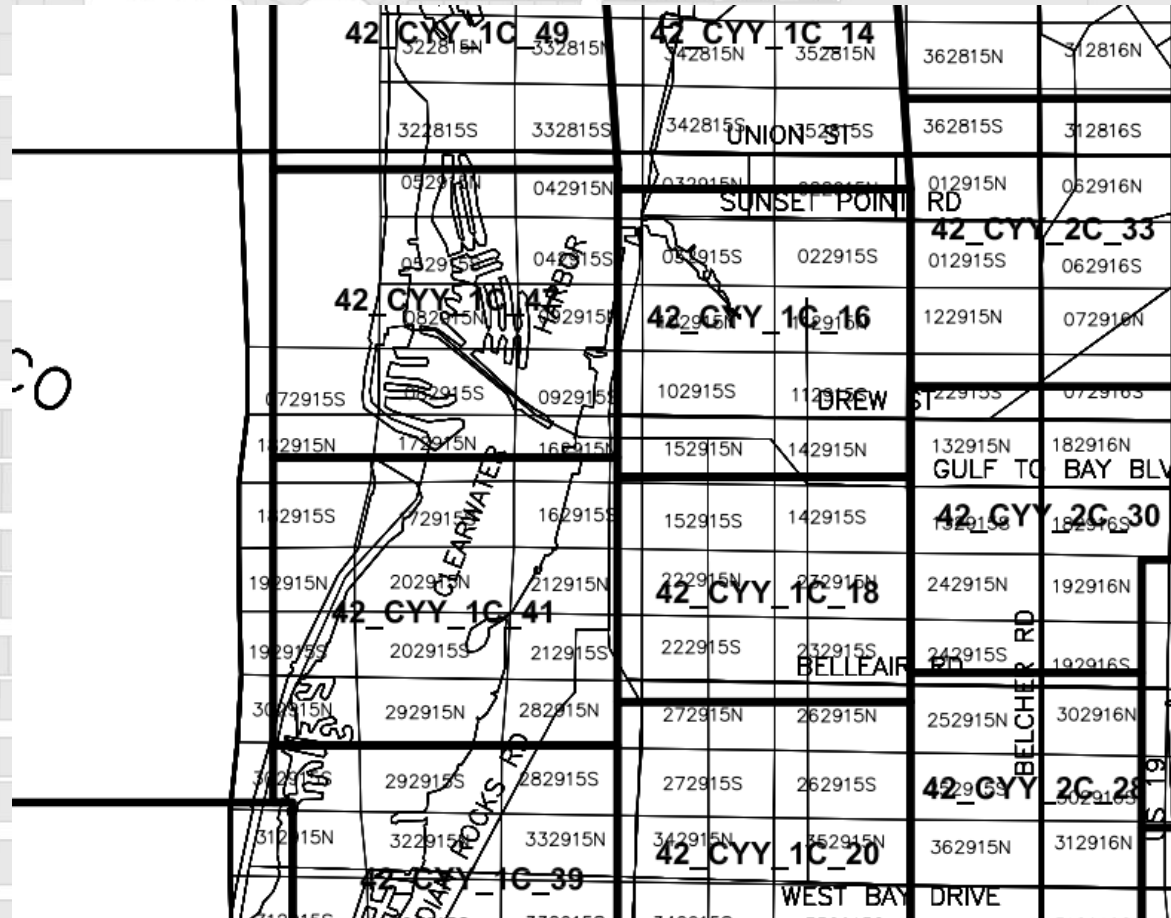
*Pushes parking back and creates separation between parking areas and sidewalks.*



BUILDING FORM

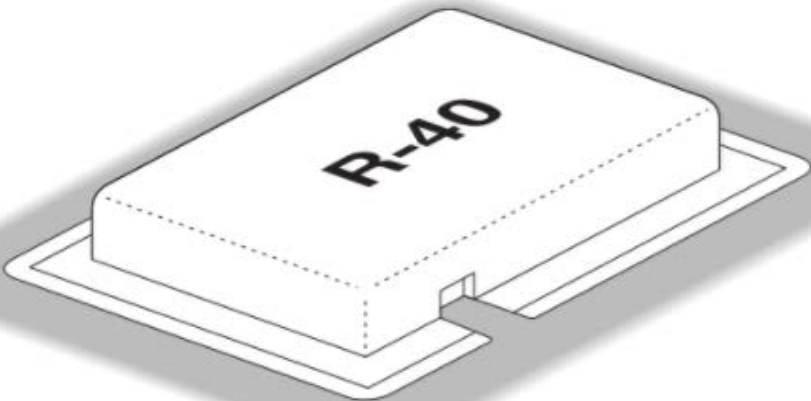


*Creates a street edge & pedestrian scaled building fronts.*



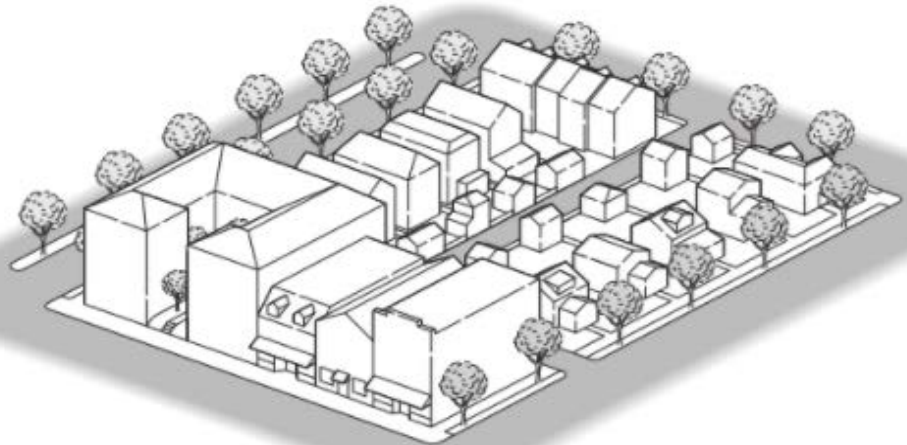
# Overlay Zoning with Form-Based elements

## Conventional Zoning

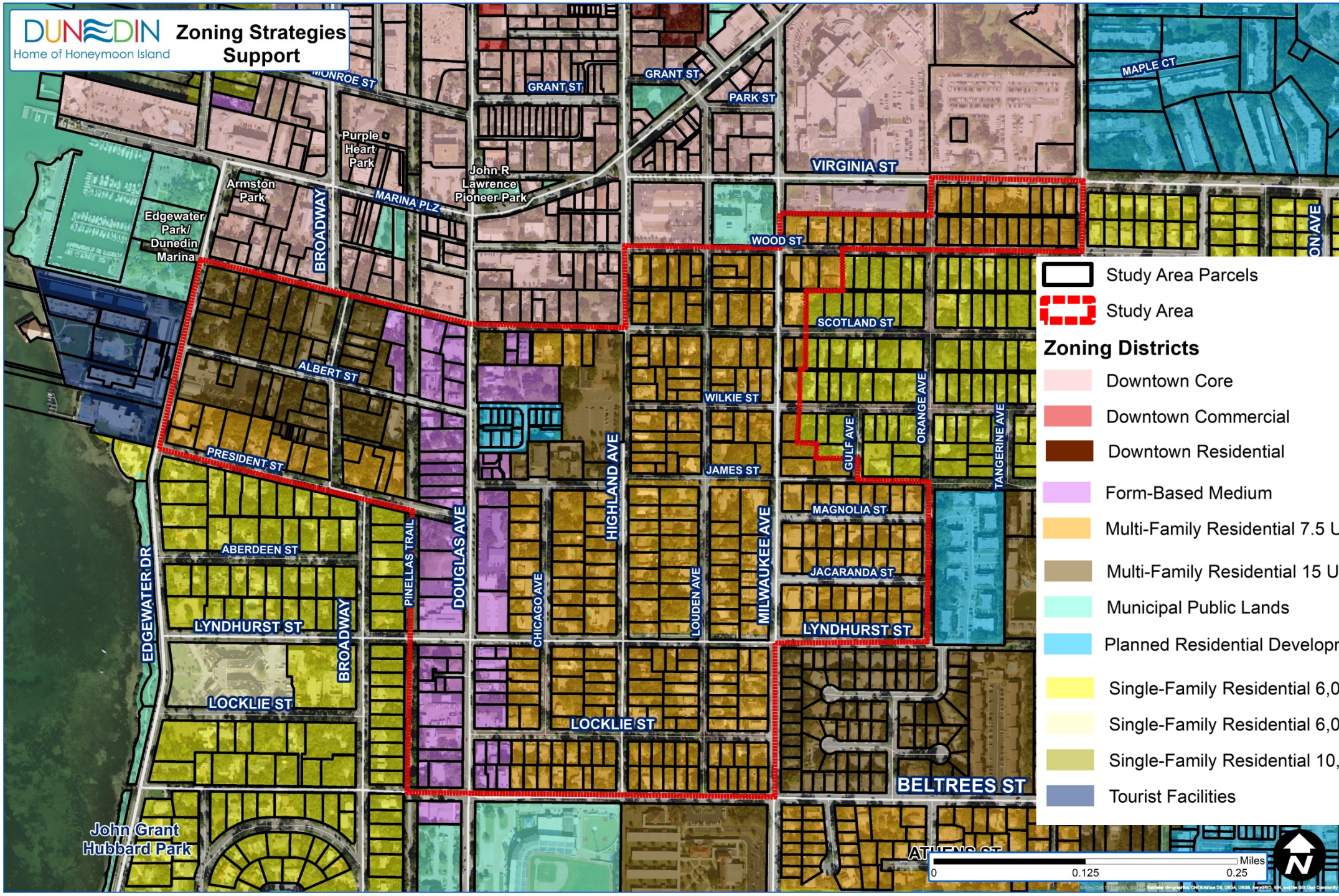


- **Focus on land use types** allowed (i.e. commercial, residential, industrial), separating land uses
- Uses numbers and text (density, maximum heights, etc.)

## Form-Based Codes



- **Prescriptive:** states what you want (street, sidewalks, buildings, # of stories) rather than proscriptive (what they don't want)
- **Predictable** development that states the physical character of development (uses illustrations)



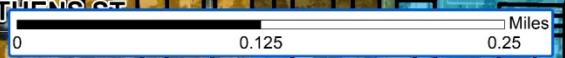
**Study Area Parcels** (Black outline)

**Study Area** (Red dashed line)

**Zoning Districts**

- Downtown Core (Pink)
- Downtown Commercial (Red)
- Downtown Residential (Brown)
- Form-Based Medium (Purple)
- Multi-Family Residential 7.5 Units Per Acre (Yellow)
- Multi-Family Residential 15 Units Per Acre (Tan)
- Municipal Public Lands (Light Green)
- Planned Residential Development (Light Blue)
- Single-Family Residential 6,000 sqft Min Lot Area (Yellow-Green)
- Single-Family Residential 6,000 sqft Min Lot Area Historic (Light Yellow)
- Single-Family Residential 10,000 sqft Min Lot Area (Green)
- Tourist Facilities (Dark Blue)

John Grant Hubbard Park



# Why are We Here Today? Purpose?

## Challenge:

- Development pressure south of downtown
- Study Area includes more traditional single family seeing more demand for multi-family structures.

## Project Purpose:

- Strategies to help maintain the scale and character of the area



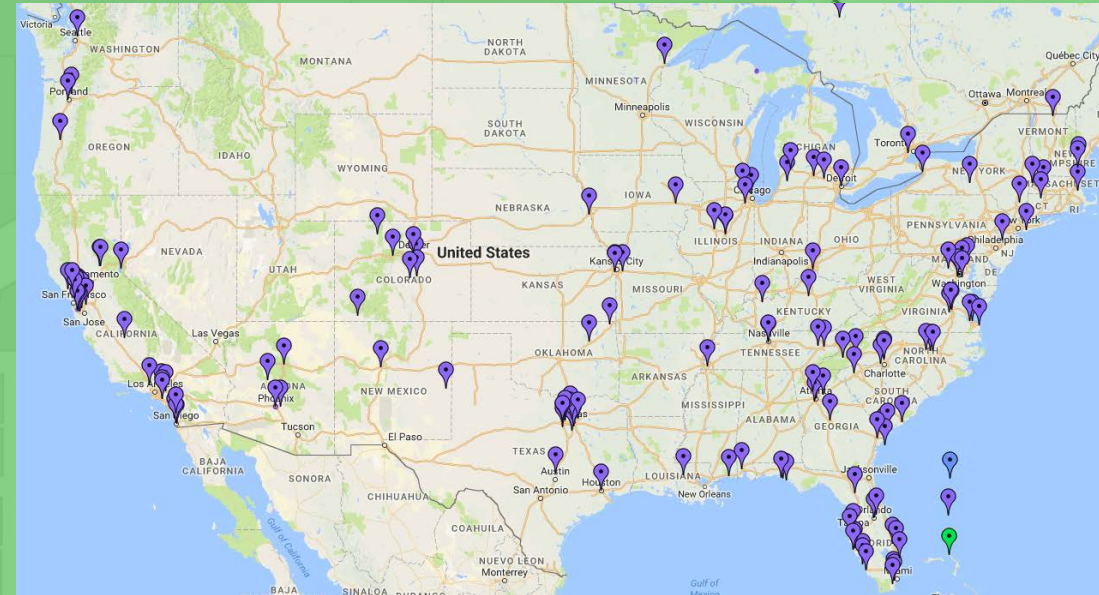
# Form-Based Code

## Definition:

- Regulations for predictable building form/public spaces

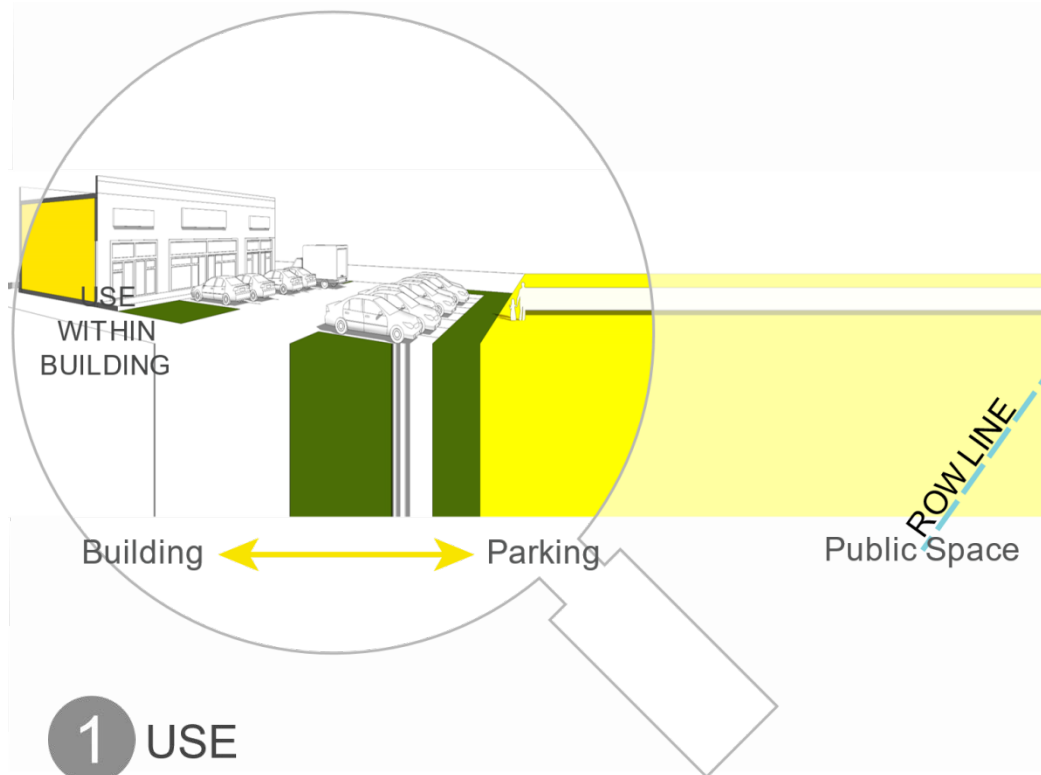
## Affect to Study Area:

- 2017 vision: established form based code provisions
- Being implemented in Pinellas County & 2,000+ other U.S. cities



# Form-Based Code?

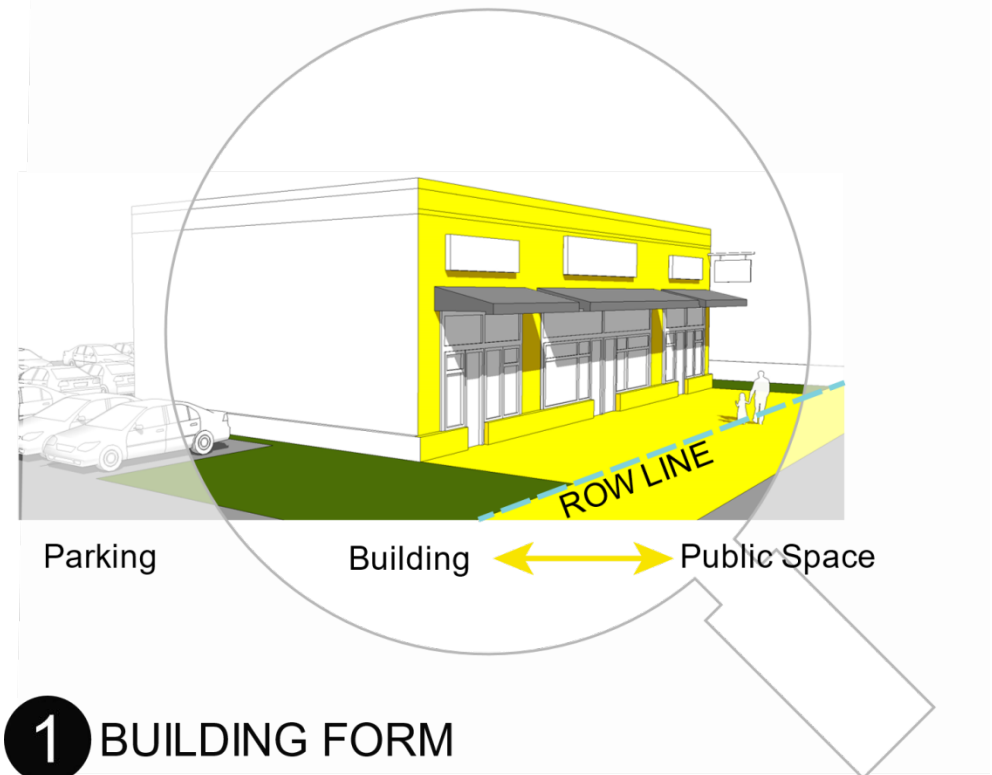
## TODAY'S CODE...



**F**OCUS

- 1 USE
- 2 SITE DESIGN
- 3 BUILDING FORM

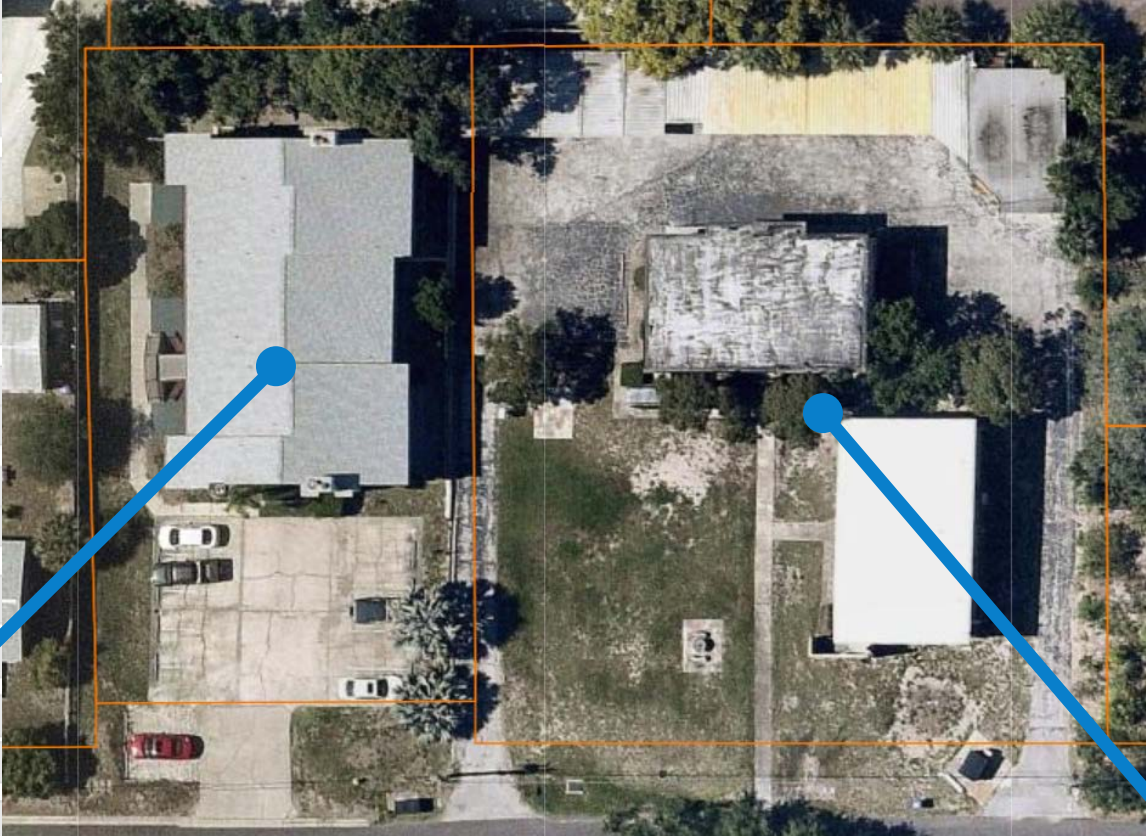
## FBC...



**F**OCUS

- 1 BUILDING FORM
- 2 SITE DESIGN
- 3 USE

# Examples (MF-15)



Current use: 6 multi-family units  
Acreage: 0.31 acres  
Allowable Units: 5 units

Current use: 8 multi-family units  
Acreage: 0.56 acres  
Allowable Units: 8 units



# Initial Strategies – Voluntary Rezoning

- **Definition:** Residents choose to change their property's zoning designation
- Example: Change from multi-family 15 dwelling units/acre to single-family 15 dwelling units/acre

## How will it affect the study area?

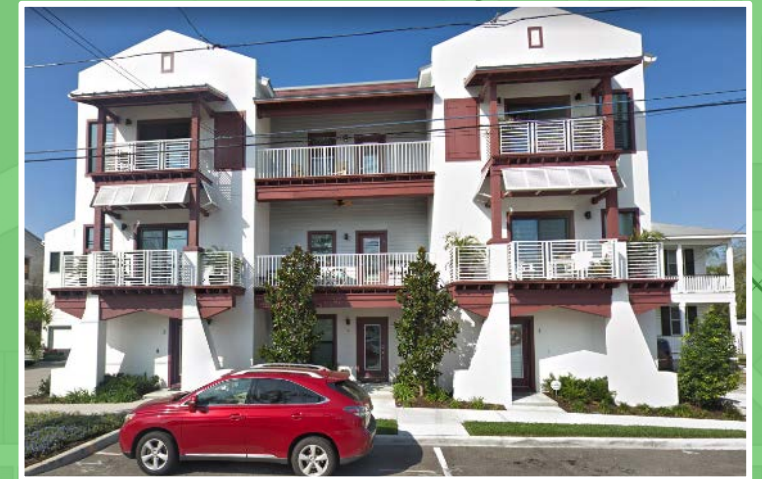
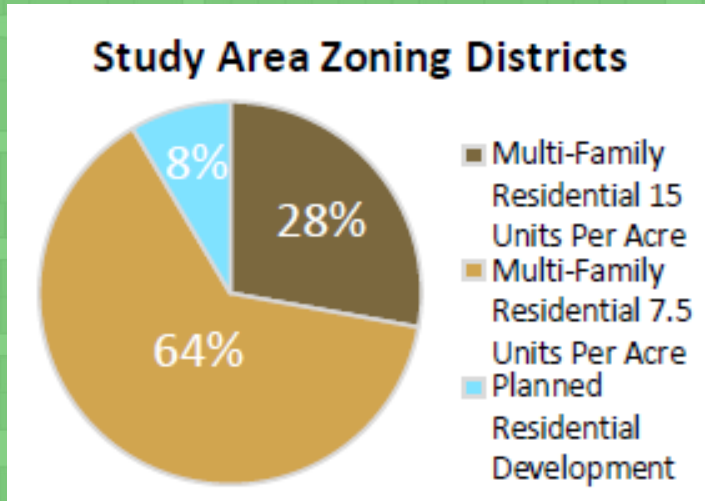
- Resident led effort
- Keep density & building height regulations
- Change permitted land uses



VS



# Zoning District Defined



## Multi-family Residential 7.5:

- Up to 7.5 units per acre
- Housing type flexibility
- Mostly duplex & cluster apartments
- Encourages the use & reuse of small older lots

## Multi-family Residential 15:

- High-density urban living
- 15 units per acre
- Mostly garden apartments
- Should be well buffered from low density residential uses

# Zoning District Defined



## Planned Residential Development:

- Moderate to high density
- Design standard flexibility
- Encourages clustering of dwelling units



## Form-Based Medium

- Housing type flexibility
- Mostly duplex & cluster apartments
- Encourages the use & reuse of small older lots



## Single Family Residential - 60

- Single-family detached
- 7.5 units per acre
- Duplexes & apartments allowed on conditional use

# HOW DOES IT WORK?



## STANDARDS

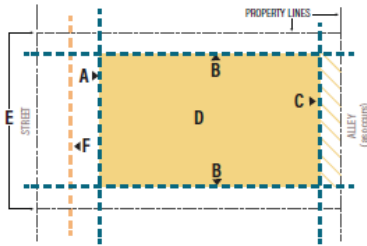
### Building Detail

### NEIGHBORHOOD DISTRICT (ND)

#### INTENT

The 'Neighborhood District' is comprised of established residential areas. Infill development within this District aims to complement the existing development pattern and characteristics, while supporting additional density, a variety of housing types, and an enhanced relationship between the public and private spaces.

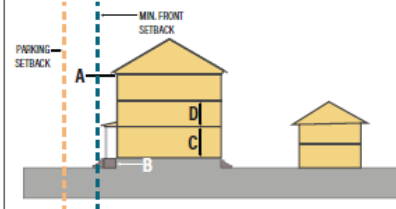
#### SITING



REQUIREMENT	MIN.	MAX.
<b>A</b> Front Setback	15 ft <sup>1</sup>	-
<b>B</b> Side Setback	5 ft	-
<b>C</b> Rear Setback <sup>a</sup>	5 ft	-
<b>D</b> Lot Coverage	-	70%
<b>E</b> Building Frontage	-	-
<b>F</b> Parking Setback	10 ft	-

<sup>a</sup> When an alley is present, a minimum rear setback shall be 15 feet, measured from the centerline of the alley.

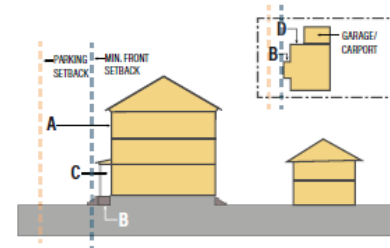
#### HEIGHT



REQUIREMENT	MIN.	MAX.
<b>A</b> Building Height	1 story	3 stories
<b>B</b> Ground Floor Elevation (Residential Uses)	2 ft	-
<b>C</b> Ground Story Clearance	-	14 ft
<b>D</b> Upper Story Clearance	-	14 ft

### Number of stories

#### ELEMENTS



REQUIREMENT	
<b>A</b> Fenestration	All Stories: Min. = 15%; Max. = 90%
<b>B</b> Building Projections	A front porch/stoop/overhang shall be provided for any ground story residential unit entry.
<b>C</b> Doors/Entries	A minimum of one functioning entry door per storefront/residential unit shall have direct access to the primary frontage(s). A shared courtyard may serve as the primary frontage access.
<b>D</b> Garage/Carport Setback	Garages/carports where the vehicle entry faces a public street shall be setback a minimum of 10 feet from the front facade of the primary structure.

#### PRIVATE FRONTAGE TYPES

FRONTAGE TYPES (REFER TO TABLE...)	
Common Yard	Permitted
Porch & Fence	Permitted
Dooryard	Not Permitted
Courtyard	Permitted
Stoop	Not Permitted
Shopfront	Not Permitted
Gallery	Not Permitted
Arcade	Not Permitted

#### USE CATEGORIES<sup>a</sup>

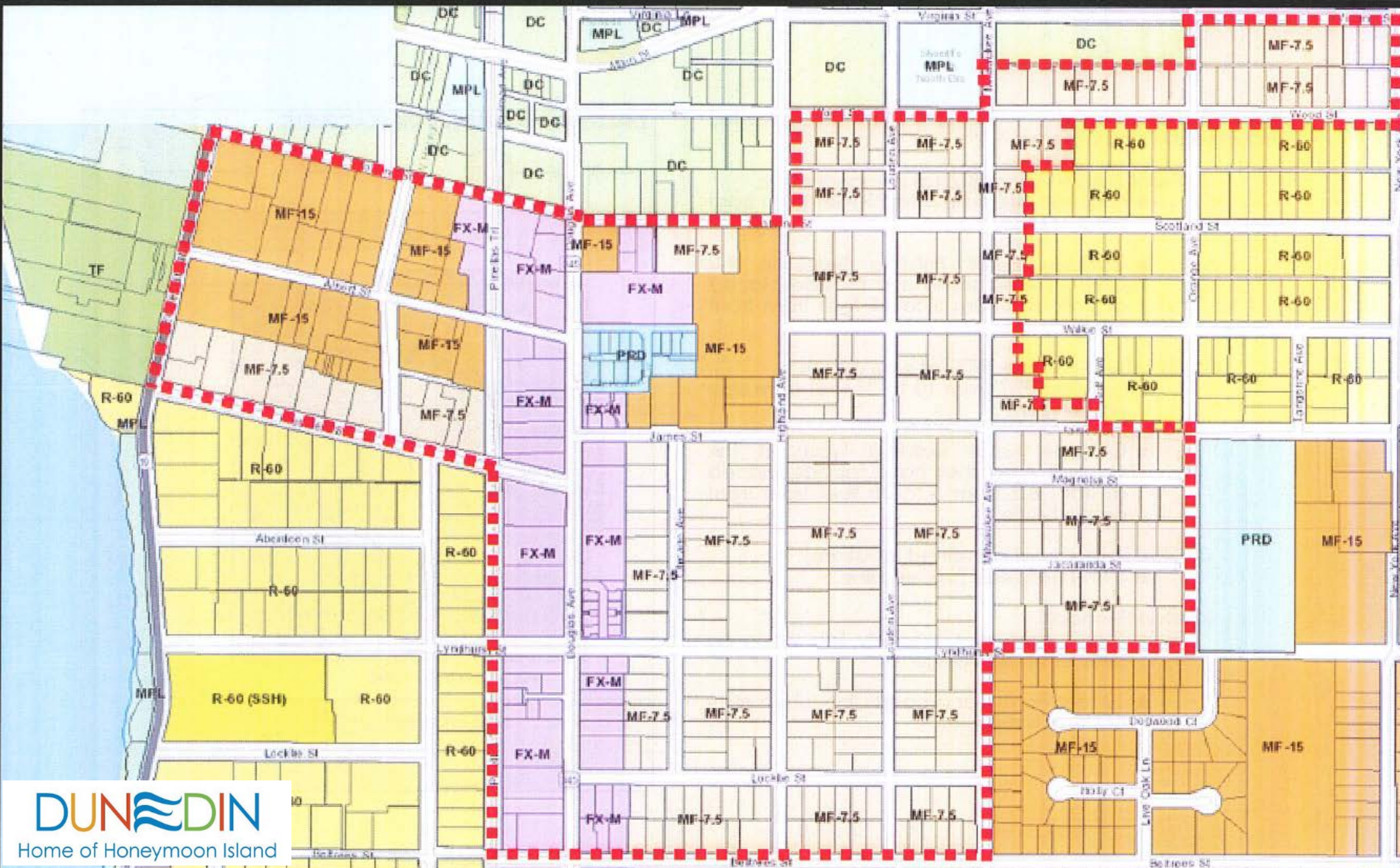
- Residential
- Lodging<sup>b</sup>
- Office<sup>b</sup>
- Retail<sup>b</sup>
- Civic<sup>b</sup>

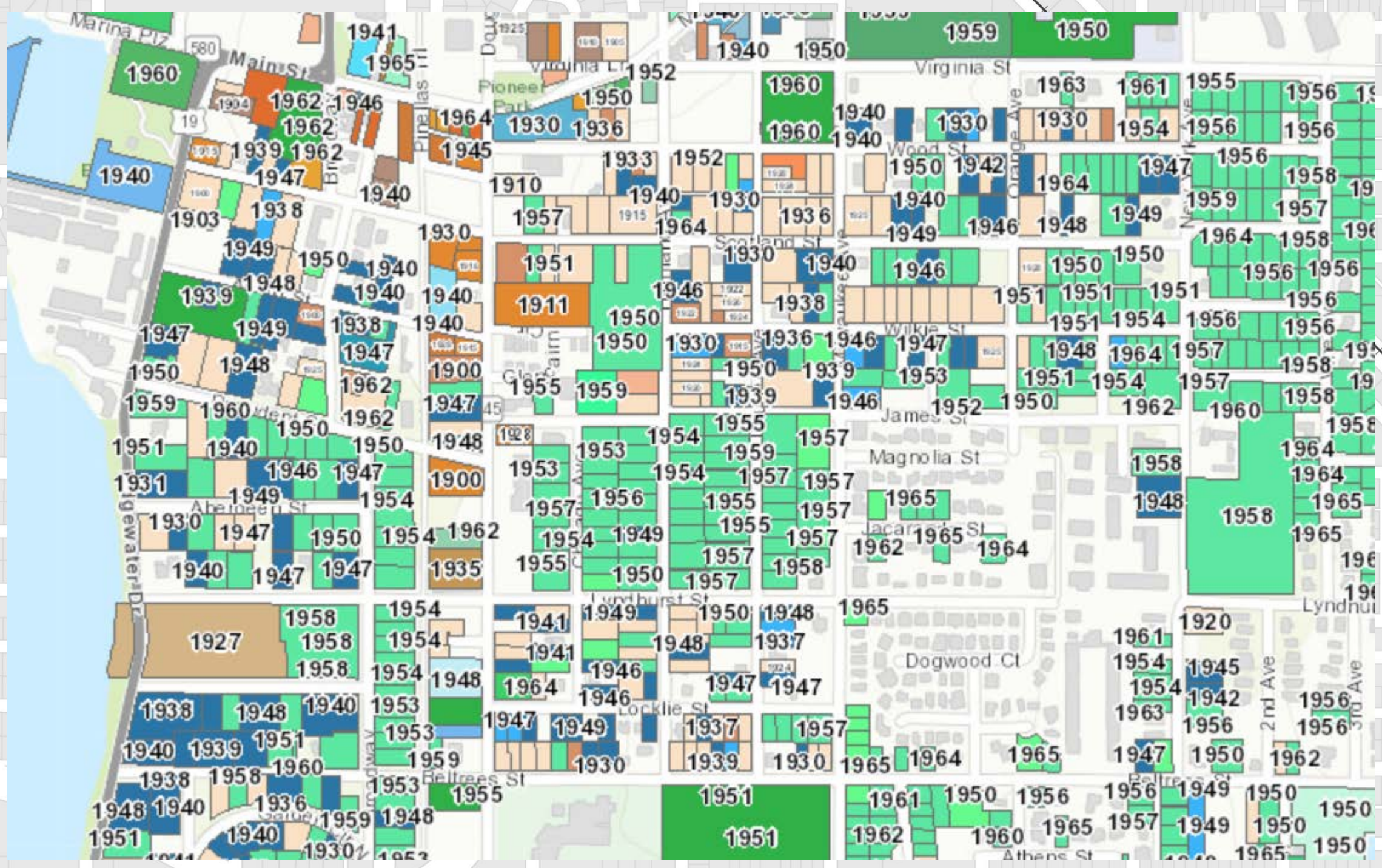
<sup>a</sup> Refer to Permitted Use Table for full list of permitted uses within each use category listed.

<sup>b</sup> Uses within this category are typically limited.

### Building placement

DRAFT





11.84 dwelling units per acre



Mixed Unit Types, "TOWNHOUSE" and "SKINNY HOUSE"



# HOW DOES IT WORK?



## STANDARDS

Urban Residential Housing  
Retail Goods/Services  
Office Uses

Multi-Unit Residential Housing  
Lodging  
Retail Goods/Services  
Office Uses  
Civic Uses  
Civil Support Uses

Small-Scale/Craft  
Manufacturing  
Specialty Repair Shops  
Artisans  
Retail Goods/Services  
Multi-Unit Residential Housing  
Office Uses

Residential Housing  
Neighborhood-Scaled Retail  
Goods/Services  
Neighborhood-Scaled Office  
Uses

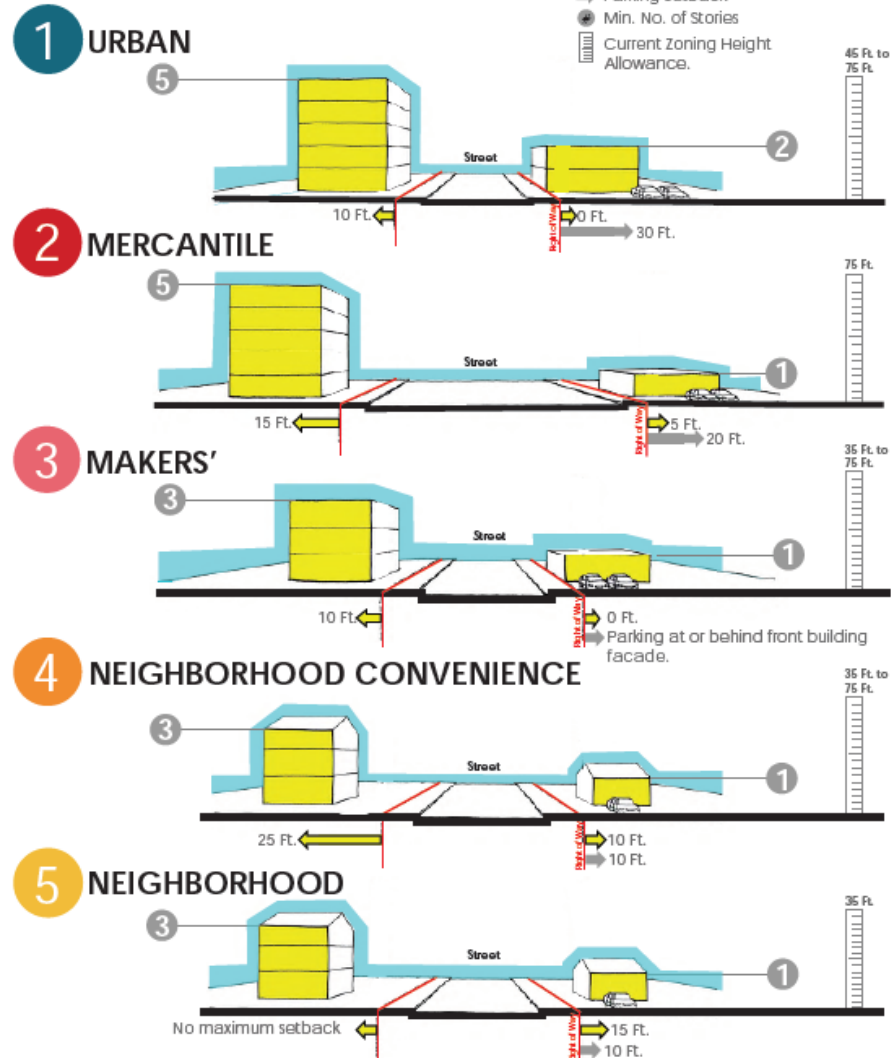
Residential Housing

### Maximum Standards

- ← Max. Building Front Setback
- Max. No. of Stories

### Minimum Standards

- Min. Building Front Setback
- Parking Setback
- Min. No. of Stories
- ▤ Current Zoning Height Allowance.





Zoning Districts	Min. District Size	Minimum Lot Size				Minimum Yard Setbacks					Max. Building Height <sup>1</sup>	Max. Stories	Units Per Acre	Floor Area/ Unit
		Area	Width		Depth	Front	2nd Front	SF Use	Side	Rear				
			Interior	Corner										
AR	-	40,000 sq ft	100 ft	115 ft	100 ft	40 ft	-	-	25 ft	40 ft	35 ft	3	-	-
R-300	-	30,000 sq ft	110 ft	120 ft	125 ft	30 ft	-	-	20 ft	40 ft	35 ft	3	-	-
R-200	-	20,000 sq ft	110 ft	120 ft	125 ft	30 ft	-	-	15 ft	30 ft	35 ft	3	-	-
R-150	-	15,000 sq ft	110 ft	120 ft	120 ft	30 ft	-	-	10 ft	25 ft	27 ft	2	-	-
R-100	-	10,000 sq ft	100 ft	120 ft	110 ft	30 ft	-	-	10 ft	25 ft	27 ft	2	-	-
R-90	-	9,000 sq ft	75 ft	90 ft	110 ft	25 ft	-	-	10 ft	20 ft	27 ft	2	-	-
R-75	-	7,500 sq ft	75 ft	90 ft	100 ft	20 ft	15 ft	-	10 ft	20 ft	27 ft	2	-	-
R-60	-	6,000 sq ft	60 ft	77.5 ft	100 ft	25 ft	10 ft	-	7.5 ft	20 ft	27 ft	2	-	-
MF-7.5	-	7,000 sq ft	70 ft	85 ft	100 ft	25 ft	10 ft	7.5 ft	10 ft	20 ft	35 ft <sup>2</sup> (refer to div. 4)	3 <sup>2</sup> (refer to div. 4)	-	-
MF-10	-	8,000 sq ft	70 ft	85 ft	100 ft	25 ft	10 ft	7.5 ft	10 ft	20 ft	35 ft	3	10	600sf
MF-12.5	-	9,000 sq ft	70 ft	85 ft	100 ft	25 ft	10 ft	7.5 ft	10 ft	20 ft	50 ft	5	12.5	600sf
MF-15	-	10,000 sq ft	70 ft	85 ft	100 ft	25 ft	10 ft	7.5 ft	10 ft	20 ft	50 ft <sup>2</sup> (refer to div. 4)	5 <sup>2</sup> (refer to div. 4)	15	600sf