

MICHAEL MILLER PLANNING ASSOCIATES, INC.
Land Design Municipal Planning Services Transportation Planning

February 3rd, 2017

City of Hallandale Beach
400 South Federal Highway
Hallandale Beach, FL 33009-6433
Attention: Althea Jefferson, AICP – P&Z Manager
Christy Dominguez, Principal Planner

Re: SW 11th Street (County Line Road) School
Major Site Plan Review / Transportation Impact Analysis
412 SW 11th Street
North of SW 11th Street / West of SW 4th Terrace
MMPA Project No. 15-1201-0003

Dear Ms. Jefferson / Ms. Dominguez:

Pursuant to our proposal for professional services submitted to the City of Hallandale Beach on October 21st, 2016 by **Michael Miller Planning Associates, Inc. (MMPA)**, our office has undertaken the task of reviewing the estimated traffic impacts on the City's roadway system and properties in the vicinity of the proposed project, as well as provide comments on the Site Development Plans prepared by Synalovski, Romanik & Saye Architects, Inc. The last updated plans the City provided our office with are dated received by the City on December 13th, 2016. MMPA has participated in the City's review of the proposed 11th Street Private School – at least two DRC meetings were held by the City. MMPA has examined and commented on the site plan design, as well as the Traffic Impact Analysis (original KBP traffic statement / full traffic study). MMPA was requested to prepare our project analysis letter for upcoming meetings.

GENERAL PROJECT INFORMATION

Land Use Designation:	Commercial – Neighborhood
Zoning District:	Business Limited (B-L)
General Location:	North of SW 11 th Street / aka County Line Road West of SW 4 th Terrace South of SW 10 th Street
Legal Description:	Lots 33-42, both included, of RO-LEN ACRES, according to the plat thereof, as recorded in Plat Book 47 at Page 48 of the public records of Broward County, Florida.

PROJECT DESCRIPTION

The consulting project architect, Synalovski, Romanik & Saye Architects, Inc., and other professionals, as agent for the property owner, Eileen & Lynn Schwartz, has submitted a Major Development Plan application to the City to allow for:

- (1) The construction of a new 25,000+/- gross sq. ft. (GFA) private school with a maximum enrollment of 420 students / Pre-K through 5th grade with 60 students per grade (3 classes of 20 students each).

The site is currently vacant. The redevelopment site is noted to be 1.21 acres in size. The site was used for many years as a 13,100 sq. ft. small-scale neighborhood commercial center. The building and other site improvements have been previously demolished.

The surrounding areas are exclusively low density single-family residential. The centerline of SW 11th Street (aka County Line Road) separates Broward and Miami-Dade County. The survey depicts a 50' wide right-of-way with 35' in Broward County and 15' in Miami-Dade County with 22' of pavement. At the southern edge of the 50' right-of-way a concrete barrier wall with metal security fencing on top / guardrails exists. At one time this road was to be part of a main road corridor from US 1 to US 27 in the City of Miramar. However, at the City's request this roadway segment was removed from the County's Trafficways Plan. The portion of the road corridor in Miami-Dade County is known as NE 215th Street and is used as a local access road within the Highlands Oaks (SFR) subdivision.

The new development proposes one (1) "L-shaped" / two-story building near the northern and western portions of the site oriented east / west with a surface parking lot fronting on SW 11th Street / SW 4th Terrace. Forty (40) off-street parking spaces are required / provided. Vehicular access to the site is via one 24-foot wide two-way driveway connection to SW 11th Street in the southwest corner of the site and a second driveway connection to SW 4th Terrace in the middle of the site. Eighteen (18) vehicles could queue within the site for student drop-off / pick-up.

COMPREHENSIVE PLAN / ZONING

Comprehensive Plan – The property has a Future Land Use Map (FLUM) designation of "Commercial – Neighborhood" according to a review of the adopted FLUM. The proposed use of the property would be consistent with the applicable FLUM designation of the property.

Land Development Regulations / Zoning Code –The property has an existing Zoning classification of Business Limited (B-L). The proposed use of the property is consistent with the allowable uses in the district. The site design must comply with the applicable land development regulations listed in the Code.

PLATTING

The site is currently platted according to information provided. If a Unity of Title document does not exist at present, one should be required to tie the lots together legally.

BACKGROUND INFORMATION

The information our office has received from the City to date includes a composite set of Site Development Plans prepared by Synalovski Romanik Saye Architects (Project Architects), Cordova Rodriguez & Associates, Inc. (Civil Engineers), Barranco-RLA, Inc. (Landscape Architect), as well as a development impact evaluation analysis booklet, and a Traffic Study prepared by KBP Consulting (Traffic Engineer) last dated December 22nd, 2016.

As this site was previously developed with a 13,100 sq. ft. strip shopping center that apparently was demolished in early 2016 (as per IAR) a certain amount of traffic generation credits may be able to be taken. KBP estimates that the previous development generated about 1,812 daily trips / 45 AM Peak Hour trips / 153 PM Peak Hour trips. KBP estimates that about 542 daily trips / 189 AM Peak Hour trips / 118 PM Peak Hour trips will be generated by the new school. Based on the above, KBP estimates the theoretical trips will decrease by 1,270 daily trips / increase by 144 AM Peak Hour trips / decrease 35 PM Peak Hour trips.

The City requires a Traffic Statement if less than 100 new net daily trips will be generated. A full-scale Traffic Study is required if more than 100 new net daily trips will be generated. Generally, a Traffic Statement would suffice as the traffic counts are estimated to decrease; however, the City's DRC requested more data analysis / study, as there was no recent data of traffic volumes or movements in this area of the City, and concerns were expressed about short-cut traffic movements, speeding, and vehicle queuing for student drop-off / pick-up. The new Traffic Study includes all of the requested data and analysis.

RIGHT-OF-WAY AND ACCESS DESCRIPTION

Right-of-Way - The north side of the subject property fronts SW 10th Street, a two-lane (2L) local roadway. The existing right-of-way is fifty (50) feet in width, which meets the minimum right-of-way width requirement for local roadways. The east side of the subject property fronts SW 4th Terrace, a two-lane (2L) local roadway. The existing right-of-way is also fifty (50) feet in width, which meets the minimum right-of-way width requirement for local roadways. The survey notes that the existing pavement width for SW 10th Street is eighteen (18) feet and the existing pavement width on SW 4th Terrace is 20 feet in width, as is common in many of the City's older residential areas. Modern widths for pavement widths are typically 20-24 feet in width. Since there is no access to SW 10th Street this should not be an issue, and SW 4th Terrace is already 20-feet in width.

The south side of the subject property fronts SW 11th Street (aka County Line Road), a two-lane (2L) City Collector roadway, although it is designated as a local roadway in the City's Transportation Element. The existing overall right-of-way width is fifty (50) feet, with thirty-five (35) feet in Broward County and an additional fifteen (15) feet in Miami-Dade County. On the south right-of-way line is a 4'-5' concrete barrier with fencing on top of the barrier. The existing pavement width is shown on the survey to be twenty-two (22) feet in width.

SW 11th Street often functions as a convenient short-cut to motorists trying to avoid the congestion on the City's main roadway network. The Traffic Study shows that minor speeding still occurs on SW 11th Street but to the west of the site. There is a stop sign controlled intersection on SW 11th Street at SW 4th Terrace. The City has installed speed humps at a few locations along the roadway length to slow speeding.

Access – As stated above vehicular access to the site is proposed via a 24-foot wide two-way driveway connection to SW 11th Street and a secondary 24-foot wide two-way driveway connection to SW 4th Terrace. The existing site has two (2) driveway connections to SW 11th Street and one driveway connection to SW 4th Terrace. The Traffic Study includes an analysis of expected and provide vehicular queuing for student drop-off and pick-up. Because of the student age groups and staggered school hours, especially for younger children, the study finds the proposed site plan / queuing system will be adequate for this use. According to the report about 10 vehicle spaces could handle the drop-off / pick-up, but 18 spaces are provided. Adequate on-site circulation will be achieved with the staging plan proposed.

TRANSPORTATION CONCURRENCY ISSUES

The project is within the City's Urban Infill Area / Concurrency Exception Area; therefore, the project is exempt from City roadway concurrency requirements, provided mitigation is provided, since some of the major roadways are over-capacity in this area of the City. In addition, when building permits are requested Broward County may assess regional Transit Impact fees. The applicant submitted a Traffic Impact Analysis / Study prepared by KBP Consulting, Inc. indicating the expected traffic on nearby roadways will not be significant or change the Level of Service (LOS). The roadway capacity at LOS "D" for SW 11th Street during Peak Hours is 931 trips. The current V/C ratio on SW 11th Street near the site during the AM Peak Hour is .62 at LOS D, which is about 60% of the capacity of the roadway. The current V/C ratio on SW 11th Street near the site during the PM Peak Hour is .52 at LOS D, which is about 50% of the capacity of the roadway. The nearest roadway / intersections with poor LOS are at Dixie Highway / SE 1st Avenue. Since there will be a reduction in PM Peak Hour trips generated at this site, the operations on the roadway network should not change. The increased AM Peak Hour trips can be accommodated on the roadway without affecting the LOS.

TRIP GENERATION ANALYSIS

MMPA finds that the applicant's December 2016 KBP Traffic Study is complete and addresses those issues previously discussed at City DRC meetings. The KBP Traffic Study follows the MMPA Traffic Study Methodology prepared for this project. Again, since the new development should generate less trips (except AM Peak Hour) than the former commercial development and the roadway system is operating at an acceptable LOS the roadways should operate acceptably. Congestion at Dixie Highway / SE 1st Avenue at the county line will not change due to this new land use. The Traffic Study includes an Annual Average Daily Trip (AADT) calculation, AM Peak Hour and PM Peak Hour trip estimates as required by Sec. 32-788(g).

The study estimates this project will generate about 542 trips per day / 189 AM Peak Hour trips / 118 PM Peak Hour trips. This should result in a decrease of about 1,270 daily trips / an increase of 144 AM Peak Hour trips / and a decrease of 35 PM Peak Hours trips.

Trip Generation Summary

Time Period	Enter	Exit	Total
AM Peak Hour	104	85	189
PM Peak Hour	53	65	118
Daily	N/A	N/A	542

Based on the recent data collection, all roadway links near the site are expected to operate at an acceptable Level of Service (LOS) – above LOS “D” the City's adopted LOS for local roadways. Mathematically the nearby roadways are actually operating at LOS “A” but this LOS is not recognized – the default is LOS “D or above”. The only roadway links / intersection operating poorly is at split Dixie Highway / SE 1st Avenue and SW 11th Street (aka County Line Road). The problem is really on the roadways in Miami-Dade County due to dual travel directions / congestion near the Aventura hospital.

As related to signalized intersection operations the traffic study includes analysis of the intersections (primary / secondary) in proximity to the site in Table 2 of the report. In summary at present (2016) all intersections within one mile of the site operate at LOS D or above except:

Dixie Hwy. / SE 1 st Ave.	LOS F	(AM Peak Hour)
Dixie Hwy. / SE 1 st Ave.	LOS E	(PM Peak Hour)

The intersection currently operates at LOS E / F even without the new school traffic. The school's expected new traffic will be minor and not affect the LOS.

SITE CIRCULATION OPERATIONAL PLAN

The Traffic Study suggests that on-site operational actions by school staff occur, such as the use of “cones” to direct vehicles during drop-off / pick-up periods. Traffic movements are being restricted from using SW 4th Terrace, which serves as access to single family home sites in the neighborhood. This development site is an infill site, as virtually all other lands in the area are fully developed. Therefore, additional new project traffic, other than possibly more cut-thru traffic if the main roadways remain congested, will occur.

The applicant has submitted an operational plan to the City. This plan addresses vehicle queuing, pick-up procedures, strategies to stagger drop-off / pick-up times. Again, the youngest children (Pre-K) will be dismissed in late morning. There will also be an after-school program for working parents. Based on the analysis and site design the school should operate with minimal disruptions to the neighborhood and roadway network.

OFF-STREET PARKING

The City's Code does not contain any off-street parking requirements for schools, which is quite typical. Both public / private schools are governed by a section of the Florida Building Code, which has a separate section for school facilities. The Florida Building Code (2014) requires forty (40) parking spaces for this size facility (average site). The current site design includes forty (40) parking spaces. Based on the expected number of school employees (administrators / teachers / other), there should be a sufficient number of parking spaces for employees, as well as extra spaces for guests / parents. Some concern was expressed by a few DRC members about parents parking on the roadway swales occasionally rather than in the parking lot. If this occurs in the future appropriate signage can address this situation.

COMPREHENSIVE PLAN

The City has adopted an Urban Infill Area that covers the entire City. Policy 1.3.7 of the City's Transportation Element states: "Development applications located within the boundaries of the City's urban infill or redevelopment area shall indicate traffic impacts to the local, state and Intrastate Highway system. The study will address over-capacity roadway links and intersections within the City within one (1) mile of the subject site where impact exceeds de minimus levels. Although the study will be required to address improvements to over-capacity links and/or intersections, the study shall not be limited by this approach. The study shall analyze techniques to minimize impacts on the Hallandale roadway network. These techniques shall include but not be limited to TDM applications, TSM approaches and improving multi-modal access. For projects generating ...".

LAND DEVELOPMENT REGULATIONS

Section 32-884(b)(1) of the City Code states: "The area of impact of the development (traffic shed) shall be determined by the city or traffic consultant retained by the city at the developer's expense. The traffic shed shall be that area where the primary impact of traffic to and from the site occurs."

Section 32-884(b)(2) states: "The projected level of service for roads within the traffic shed shall be calculated based on the estimated trips to be generated by the project using the most recent edition of the ITE Trips Generation Manual, or other source deemed acceptable by the City, and the Broward County TRIPS model as a basis for determining trip distribution. Traffic impact to the Intrastate Highway System shall also be identified."

Section 32-884(b)(5) states: "Where development will degrade the adopted level of service, or exceed de minimus impact levels on existing overcapacity roadways, a traffic impact study shall address improvements to the affected roadways, including intersection improvements, as well as alternative techniques to minimize traffic impacts. These techniques shall include, but not limited to, TDM, TSM and improving multi-modal access, and may be implemented in any effective combination. The City will determine the acceptability of mitigation strategies on a case-by-case basis according to criteria that include, but are not limited to, effectiveness, practicality, public safety, and consistency with the comprehensive plan."

In 2005 Broward County abandoned their previous Transportation Concurrency Exception Area (TCEA) designations in the eastern portion of the county and adopted a new county-wide Transit Oriented Concurrency (TOC) system. This system is based more on transit improvements versus roadway improvements. Basically the new system is a pay-and-go impact fee system. The City still has its Urban Infill Area / Concurrency Exception Area. The County will address additional TOC impacts and assess impact fees for increased impacts and uses during their review for approval.

Even though the state / Broward County have moved away from roadway traffic concurrency, the City (and almost every other city) still has requirements in its Comprehensive Plan and Codes.

The project is within the City's Urban Infill Area / Concurrency Exception Area; therefore, the project is exempt from City roadway concurrency requirements, provided City roadway mitigation fees are provided since roadways are or will be over-capacity in this area of the City. In addition, when building permits are requested, Broward County may assess either regional Transit Impact fees based on the exact land use.

PEDESTRIAN AND BICYCLE COMMENTS

The survey indicates that sidewalks currently exist along SW 4th Terrace and most of SW 11th Street; however, the plans show new sidewalks on all three (3) adjoining roadways. Because of the age of the children expected to attend this school, few students are expected to walk or bicycle to the school site. If the need arises the school will make accommodations in the future.

MASS TRANSIT COMMENTS

There is an existing BCT bus route (Route 6) that extends east / west along SW 11th Street from Dixie Highway to SW 11th Avenue. None of the City's mini-bus routes are in this area.

SUMMARY

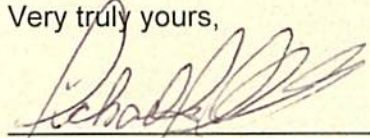
In conclusion, while MMPA finds that the proposed redevelopment project will theoretically generate less traffic than the previous 13,000 sq. ft. commercial shopping center. Admittedly the former shopping center was not a busy center and had fallen into disrepair in recent years. The adjoining roadway system / intersections currently are operating at generally acceptable levels, except as noted at Dixie Highway / SE 1st Avenue in Miami-Dade County. The applicant's Traffic Study noted that the additional new traffic from the school will not significantly impact or worsen the LOS. The applicant's on-site Traffic Operational Analysis demonstrates that the site design can adequately handle the expected number of employees and student drop-off / pick-up without impacting the neighborhood. If in the future parking problems occur on the adjoining roadway swales, this can be addressed with "No Parking" signage.

Due to the City's Urban Infill designation, development is allowed to proceed despite poor LOS of roadways. The City Code does require some form of mitigation as deemed appropriate by the City to address the additional traffic impacts.

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As always, should you have any questions or need to discuss issues identified herein, please feel free to contact my office.

Very truly yours,

A handwritten signature in dark ink, appearing to read "Michael J. Miller", is written over a horizontal line.

Michael J. Miller, AICP
President