

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

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November 11<sup>th</sup>, 2016

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:    Bluesten Park Expansion / Renovations  
      Major Site Plan Review / Transportation Impact Analysis  
      East of SE 1<sup>st</sup> Avenue / Between SE 5<sup>th</sup> Street & SE 7<sup>th</sup> Street  
      Hallandale Beach, Florida  
      MMPA Project No. 00-1104-6003

Dear Ms. Jefferson:

Pursuant to our proposal for professional services submitted to the City of Hallandale Beach on August 25<sup>th</sup>, 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 Plan prepared by ACAI Associates, Inc. The last updated plans the City provided our office with are dated received by the City on October 21<sup>st</sup>, 2016. MMPA has participated in the City's review of the proposed expansion of Bluesten Park. MMPA has examined and commented on the site plan design, as well as the Traffic Impact Analysis (original traffic statement / full traffic study). At least two DRC meetings have been held by the City to date. MMPA was requested to prepare our normal project analysis letter for upcoming meetings.

**GENERAL PROJECT INFORMATION**

<b>Land Use Designation:</b>	Regional Activity Center (RAC)
<b>Existing Zoning District:</b>	OS - Open Space
<b>General Location:</b>	East of SE 1 <sup>st</sup> Avenue / South of SE 5 <sup>th</sup> Street North of SE 7 <sup>th</sup> Street / West of New SE 4 <sup>th</sup> Avenue
<b>Legal Description:</b>	Lot 4 of Block 12, and Lot 3 of Block 12, Section 27, T51S / R42E, Map of the Town of Hallandale, Dade County Florida, according to the plat thereof, as recorded in PB B at PG 13 of the Public Records of Miami-Dade County; together with Tract "A" of the 601. Old Federal Highway Plat, as recorded in PB 174 PG 132 BCR; and a portion of the right-of-way of Old Federal Highway. Containing 16.39 acres (survey) / 17.37 acres (site plan).



## PROJECT DESCRIPTION

The project lead consulting firm (ACAI Associates, Inc. (Architecture), together with Craven Thompson Engineering (Civil Engineering / Landscape Architecture), on behalf of the City of Hallandale Beach CRA, have submitted a Site Development Plan application to allow for:

- (1) The complete re-development of the 17+/- acre Peter Bluesten Park. This includes the demolition of the existing 11,275+/- sq. ft. Community Center building, and all of the existing recreational facilities. The new park facilities will include a new 46,716 sq. ft. Community Center - that we understand will be run by the YMCA. The amount, location and types of recreational facilities were derived via a community input survey (sports fields / pool / tennis courts). The Hallandale Beach City Commission approved the new park master plan in May 2016.

The project site is located east of SE 1<sup>st</sup> Avenue, south of SE 5<sup>th</sup> Street, north of SE 7<sup>th</sup> Street, and west of the US Post Office site. The proposal includes vacating the portion of Old Federal Highway that runs diagonally from the northeast corner of the site to the southwest across the eastern portion of the site and combining land east of Old Federal Highway. A new north / south roadway extension of SE 4<sup>th</sup> Avenue between SE 5<sup>th</sup> Street and SE 7<sup>th</sup> Street is proposed adjoining the eastern site boundary.

The new plan of development proposes a new 46,716 sq. ft. Community Center building that will provide a variety of uses. MMPA notes from the survey that there appears to be about 85+/- parking spaces located as head-in parking along SE 1<sup>st</sup> Avenue, SE 5<sup>th</sup> Street and SE 7<sup>th</sup> Street. This type of parking is somewhat dangerous and generally prohibited due to the potential for accidents (backing into traffic / limited visibility). The site tabulations state that 240 parking spaces are required for the redevelopment. A total of 296 spaces are stated to be provided – 231 on the subject site and 65 parallel parking spaces offsite within the adjoining roadways. It is noted the City Hall / Community Center sites are located just northeast of the park; therefore, overflow parking could occur at those sites if needed. The site design depicts a secured parking lot at the northwest corner and the southeast corner of the site.

Additional right-of-way width as determined by the City staff will be set aside for SE 5<sup>th</sup> Street and SE 7<sup>th</sup> Street. A new north / south local road will be created on the eastern edge of the site (SE 4<sup>th</sup> Ave. between SE 5<sup>th</sup> / SE 7<sup>th</sup> Streets). SE 5<sup>th</sup> Street will be realigned at the intersection of Old Federal Highway / SE 3<sup>rd</sup> Avenue, as the alignment is offset at present.

## COMPREHENSIVE PLAN / ZONING

**Comprehensive Plan** – The property has a Future Land Use Map (FLUM) designation of “Regional Activity Center (RAC)”. The proposed use of the property would be consistent with the applicable FLUM designation.

**Land Development Regulations / Zoning Code** –The property appears to have an existing Zoning classification of OS Open Space. The proposed use of the property will be consistent with the allowable uses in the district.



## PLATTING

The site includes parts of older plats when the lands were in Dade County, as well as a more recent Broward County plat. The Broward County Planning Council issued a letter in July 2015 finding the site did not need to be re-platted (parks are exempt).

## RIGHT-OF-WAY AND ACCESS DESCRIPTION

The north side of the subject property fronts onto SE 5<sup>th</sup> Street, a narrow two-lane (2L) local roadway. According to the survey the existing right-of-way width is only 30 feet wide. The City's current required width of this local roadway is sixty (60) feet. At the September 8<sup>th</sup>, 2016 DRC meeting an agreement was reached to establish a 15-foot roadway easement on the park side of the roadway. If and when the existing sites north of SE 5<sup>th</sup> Street are re-developed, they will also be required to dedicate an additional 15-foot, for a total roadway width of 60 feet.

The south side of the subject property fronts onto SE 7<sup>th</sup> Street, again a narrow two-lane (2L) local roadway. According to the survey the existing right-of-way width varies from only 30 feet wide between SE 1<sup>st</sup> Avenue and Old Federal Highway. East of Old Federal Highway the right-of-way is fifty (50) feet in width. Again, the City's current required width for this local roadway is sixty (60) feet. At the September 8<sup>th</sup>, 2016 DRC meeting an agreement was reached to establish a 30-foot roadway easement on the park side of the roadway between SE 1<sup>st</sup> Avenue and SE 2<sup>nd</sup> Avenue and a 10-foot dedication between Old Federal Highway and SE 4<sup>th</sup> Avenue, for a total roadway width of 60 feet.

The west side of the subject property fronts onto SE 1<sup>st</sup> Avenue, a two-lane (2L) northbound only Urban Collector roadway. Dixie Highway serves as the southbound lanes west of the railroad tracks. The City's current required minimum width of local roadways is 50 feet. However, it appears from the survey that additional right-of-way was dedicated on the lands to the north and south of the site. At the September 8<sup>th</sup>, 2016 DRC meeting the City determined that additional right-of-way should be set aside to have a 40-foot wide right-of-way width to accommodate the park improvements.

Old Federal Highway is a 66-foot wide right-of-way. The plan is vacate the roadway section within the boundaries of the park site.

The site plan anticipates the creation of an extension of SE 4<sup>th</sup> Avenue as a fifty (50) foot local roadway right-of-way between SE 5<sup>th</sup> Street and SE 7<sup>th</sup> Street. This will conform with the City's design standards.

The survey depicts that there are currently no sidewalks adjoining the site. The redevelopment plans show that a new continuous sidewalk will be constructed along the full length of the site.

The proposed site plan shows that bike racks with storage for 70 bikes will be installed.



## 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 several 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 original application package did not include a Traffic Impact Statement, as required by the City's Comprehensive Plan Transportation Element Policies and Land Development Codes. A basic trip generation letter prepared by Traf-Tech Engineering was included. MMPA found the original trip generation estimate was in error, as the ITE category used (411) was for a basic City Park. The original engineer's letter suggested that only 34 trips per week day may occur (288 on Sundays). As this site will have a large Community Center operated by the YMCA, at least that portion of the site used for the Community Center should use ITE category 495 (ITE specifically mentions a YMCA type use).

Based on the above, MMPA prepared a Traffic Study Methodology for this redevelopment project. MMPA estimated that about 1,309 new daily trips could occur on weekdays; therefore, a full Traffic Study is required by the City policies / LDRs. The study was to include all of the minimum requirements set forth in the Code. MMPA contacted the traffic engineer who stated he was not initially aware of the proposed YMCA operation and he would agree ITE 495 should be used as well as the standard City Park category (411).

On November 9<sup>th</sup>, 2016 the City received a full-scale Traffic Study for the re-development. MMPA has reviewed the Traffic Study and finds it contains all of the required analysis. The Traffic Study found that about 1,613 new daily trips would be generated by the redevelopment (173 AM PH trips / 188 PM PH trips). The Traffic Study found that all of the adjoining / nearby roadways could accommodate the new traffic generated by this project, except that five (5) local roadway intersections with S. Federal Highway (SE 3<sup>rd</sup> St. / SE 5<sup>th</sup> St. / SE 7<sup>th</sup> St. / SE 8<sup>th</sup> St. / SE 9<sup>th</sup> St.) are currently operating and would continue to operate at a deficient LOS (E / F) even without the new project trips, due to already approved development projects. The new trips were found to not significantly diminish the LOS. MMPA agrees with the Traffic Study findings.

## OFF-STREET PARKING

The City's Code does not contain any off-street parking requirements for parks, which is quite typical. Public / private parks and recreational facilities can vary greatly by size and the types of facilities and uses (passive parks / neighborhood parks / community parks / regional parks). At the recent DRC meeting it was suggested the YMCA located on the City of Hollywood should be examined, as well as looking at ITE and other resources. Traf-Tech Engineers examined the Hollywood YMCA / other resources and submitted a recommended parking demand letter dated November 14<sup>th</sup>, 2016. The study concludes that about 229 parking spaces should be sufficient for the expanded Bluesten Park facilities. As there are 231 parking spaces shown on the new park layout, 65 additional parallel parking spaces adjoining the site within the roadways, for a total of 296 parking spaces, there should be adequate parking. Finally, as the City Hall / Community Center sites are located just northeast of the site, overflow parking exists.



### Trip Generation Summary

Time Period	Enter	Exit	Total
AM Peak Hour	106	67	173
PM Peak Hour	97	91	188
Daily	N/A	N/A	1,613

US 1 roadway links are currently operating at LOS C or D. In the buildout year (2018) all segments of US 1 are still expected to operate at LOS C or D, except for the segment north of NE 3<sup>rd</sup> Street (narrows to 4 lanes), which is expected to fall to LOS F. SE 1<sup>st</sup> Avenue adjoining the site is a 2-lane northbound only roadway east of the railroad corridor, while Dixie Highway is a 4-lane southbound only roadway west of the railroad corridor. The FDOT capacity of the road is 26,040 AADT / 1,692 PM PH trips. The current traffic volumes are 6,100 AADT / 567 PM PH near the site and about 8,700 AADT / 809 PM PH near the Miami-Dade County Line. Dixie Highway near the site is currently carrying about 4,400 AADT / 409 PM PH trips. This results in very high LOS as the current trips are quite low given the theoretical capacity of those roads.

As related to signalized intersection operations the traffic study includes analysis of the intersections (primary / secondary) in proximity to the site in Tables 2 and 3. In summary at present (2016) all intersections within one mile of the site along US 1 operate at LOS D or above except:

US 1 and HBB	LOS E	(AM and PM Peak Hour)
US 1 and SE 3 St.	LOS E	(AM Peak Hour)
US 1 and SE 9 St.	LOS F	(AM Peak Hour)

### 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 City officials and residents have repeatedly expressed concerns with traffic congestion and should be aware of the traffic increase implications from this project and others now under review / construction.

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**

There are currently no sidewalks existing adjoining the site on SE 1<sup>st</sup> Avenue, SE 5<sup>th</sup> Street or SE 7<sup>th</sup> Street. Due to the current limited road right-of-way widths, head-in parking spaces, and existing park facilities there is no room available. Within the existing park are pedestrian walkways connecting various functions / portions of the site. The redevelopment plan includes pedestrian walkways (5+/- feet wide) adjoining the site on all roadway frontages. Within the redevelopment site will be several bike rack locations with the capacity for 70+/- bikes.



## MASS TRANSIT COMMENTS

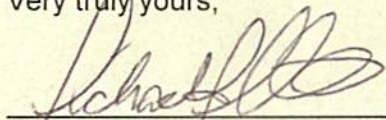
There are existing Broward County Transit, Miami-Dade County Transit services on both Federal Highway and Dixie Highway. In addition, the City's Shuttle Bus service currently exists along SE 5<sup>th</sup> Street in and around the City's Civic Center Area (City Hall / Community Center / Post Office / Bluesten Park). The City envisions an expanded civic center area / corridor between Federal Highway and Dixie Highway. Discussions are ongoing to possibly locate a passenger train station near this area.

## SUMMARY

In conclusion, while MMPA finds that the proposed redevelopment project will generate new traffic, most of the adjoining roadway system currently is operating at generally acceptable levels. The applicant's Traffic Study noted existing intersection LOS deficiencies with several local roadway connections with S. Federal Highway, which will become worse in the future without the park expansion impacts, due to City approvals of redevelopment projects. The addition new traffic from the park expansion will not significantly impact or worsen the listed intersections LOS. However, 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.

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

Very truly yours,



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Michael J. Miller, AICP  
President