



City of Hallandale Beach City Commission Agenda Cover Memo

Meeting Date:	June 21, 2017		Item Type: (Enter X in box)	Resolution X	Ordinance X	Other	
Fiscal Impact: (Enter X in box)	Yes	No	Ordinance Reading: (Enter X in box)	1st Reading X		2nd Reading	
	X						
				Public Hearing: (Enter X in box)	Yes X	No	Yes
Funding Source:			Advertising Requirement: (Enter X in box)	Yes X		No	
Account Balance:			Quasi Judicial: (Enter X in box)	Yes		No X	
Project Number:	LDC-17-01420 Z-17-01421		RFP/RFQ/Bid Number:	N/A			
Contract/P.O. Required: (Enter X in box)	Yes	No	Strategic Plan Priority Area: (Enter X in box) Safety ☒ Quality ☒ Vibrant Appeal ☒				
Sponsor Name:	Roger M. Carlton, City Manager's Office		Department: Development Services	Keven R. Klopp, Director			

Short Title:

AN ORDINANCE OF THE MAYOR AND CITY COMMISSION OF THE CITY OF HALLANDALE BEACH, FLORIDA, AMENDING CHAPTER 32, ZONING AND LAND DEVELOPMENT CODE; AMENDING ARTICLE I, GENERAL PROVISIONS; AMENDING ARTICLE III, ZONING; DIVISION 3, FORM-BASED ZONING DISTRICTS; CREATING SUBDIVISION II, HALLANDALE BEACH BOULEVARD DISTRICT; AMENDING SECTION 32-201, FRONTAGE TYPES; AMENDING ARTICLE I, SECTION 32-8, DEFINITIONS; PROVIDING FOR CONFLICT; PROVIDING FOR CODIFICATION; PROVIDING FOR SEVERABILITY; AND PROVIDING AN EFFECTIVE DATE.

AND

AN ORDINANCE OF THE MAYOR AND THE CITY COMMISSION OF THE CITY OF HALLANDALE BEACH, FLORIDA, AMENDING THE CITY OF HALLANDALE BEACH ZONING MAP; IMPLEMENTING ZONING REGULATIONS CONTAINED IN CHAPTER 32, ZONING AND LAND DEVELOPMENT CODE, FOR THE HALLANDALE BEACH BOULEVARD REGULATING PLAN; REMOVING BUSINESS GENERAL (B-G) AND CENTRAL CITY BUSINESS (CCB) ZONING DISTRICTS, THE PLANNED REDEVELOPMENT OVERLAY (RDO) AND PLANNED DEVELOPMENT OVERLAY (PDO) DISTRICTS FROM THE LANDS WITHIN THE HALLANDALE BEACH BOULEVARD ZONING DISTRICT; REZONING CERTAIN PARCELS ADJACENT TO HALLANDALE BEACH BOULEVARD, LOCATED WITHIN THE BOUNDARIES OF THE GENERAL COMMERCIAL LAND USE CATEGORY OF THE COMPREHENSIVE PLAN'S FUTURE LAND USE MAP TO THE HALLANDALE BEACH BOULEVARD ZONING DISTRICT; PROVIDING FOR CONFLICT; PROVIDING FOR CODIFICATION; PROVIDING FOR SERVERABILITY; AND PROVIDING AN EFFECTIVE DATE.

AND

A RESOLUTION OF THE MAYOR AND CITY COMMISSION OF THE CITY OF HALLANDALE BEACH, FLORIDA, ADOPTING THE HALLANDALE BEACH BOULEVARD DISTRICT DESIGN GUIDELINES.

Staff Summary:

Background

In June 2016, the City of Hallandale Beach was awarded a technical assistance grant by the State Department of Economic Opportunity (DEO) to create a new form-based code for the properties along Hallandale Beach Boulevard west of NW/SW 2 Avenue to I-95 as well as those properties east of NE/SE 8 Avenue to the Intracoastal Waterway. The project also calls for design guidelines for the same two areas. It should also be clear that while the language of the grant agreement sets a deadline of June 26, 2017 for the proposed code to be "presented for adoption", the City Commission is under no compulsion to adopt the recommended code. The *hearing* scheduled for June 21, 2017 is the key requirement to fulfilling the grant requirement.

The City partnered with Treasure Coast Regional Planning Council (TCRPC), to develop new Land Development Code regulations and Design Guidelines that focus on improving the pedestrian experience, improving access to mobility options, increasing connectivity, revitalizing the built environment, and increasing opportunities for economic prosperity by diversifying the landscape with neighborhood-serving businesses that have a regional appeal.

Additionally, several public outreach sessions were held, including three community meetings or public workshops, in-field pop-up sessions, where patrons of businesses, residents and visitors alike, were surveyed for their habits along the corridor and desires for future improvements. City staff, accompanied by representatives of the Hallandale Beach Community Redevelopment Agency (HBCRA), also met and discussed the potential of the corridor with the Hallandale Beach Chamber of Commerce and their guests at planned forums. Similar discussions were held with a team of key stakeholders representing public agencies, including the Florida Department of Transportation (FDOT), Broward Metropolitan Planning Organization (MPO), South Florida Regional Planning Council (SFRPC).

One of the “deliverables” required in order to receive the reimbursement from the State, is to provide to the state, by June 26, 2017, proof that the proposed revisions to the Land Development Regulations have been presented -- in adoptable form -- to the City Commission for consideration. The grant DOES NOT require the Commission to have adopted the code. The grant requires staff to have presented to you.

Why Action is Necessary

Pursuant to Section 2-231(f)(1) of the City of Hallandale Beach Code of Ordinances, City Commission approval is necessary in order to rezone and make text changes to the Zoning and Land Development Code.

The City's Planning and Zoning Board reviewed the proposal at its meeting of May 24, 2017. The Planning and Zoning Board provided several items for staff to consider and unanimously recommended the City Commission adopt the proposed rezoning. Draft minutes and a list of the specific questions and comments, which staff considered and incorporated as appropriate, are attached as Exhibit 6.

Current Situation

The Hallandale Beach Comprehensive Plan and Citywide Master Plan call for the city to direct development and redevelopment in its central core to areas adjacent to Major transportation corridors, such as Hallandale Beach Boulevard. To continue implementing the Citywide Master Plan's efforts, City Administration has reviewed the existing zoning and land development regulations and determined that new regulations are warranted to continue promoting the Master Plan's guiding principles, which are to create a vibrant atmosphere, foster mixed-use development, create a more suitable urban environment, develop a pedestrian-oriented urban environment, and enhance community character and sense of place.

Currently, the zoning districts identified along Hallandale Beach Boulevard are:

- Business General (B-G) district,
- Central Regional Activity Center (Central RAC) district,
- Central City Business (CCB) district,
- Community Facility, Commercial Recreational Active (CR-A), and
- Residential Multi-family (RM-18) district.

Currently, the overlays identified along Hallandale Beach Boulevard are:

- Planned Redevelopment Overlay (RDO) and
- Planned Development Overlay (PDO).

Currently, the land uses identified along Hallandale Beach Boulevard are:

- Commercial General,
- Regional Activity Center,
- Commercial Recreational,
- Residential Medium Density (with densities up to 18 units per acre), and
- Community Facilities/Utilities.

The proposed Code Amendments, rezoning and design guidelines were presented to the Planning and Zoning Board (PZB) on May 24, 2017 (Exhibit 5). The Board voted to recommend approval with amendments (Exhibit 6), which staff has reviewed and included in the proposed regulations.

Analysis

The established Hallandale Beach Boulevard Corridor study area (Exhibit 1) is approximately 4 miles in length and is generally bounded by Interstate 95 on the west, State Road A1A on the east; and, extends approximately one full block to the north and south to encompass parcels that have frontage on Hallandale Beach Boulevard. A portion of the properties within the study area was rezoned to Central RAC zoning district, by the City Commission on November 5, 2014 with the adoption of Ordinance 2014-31. Such properties, located between NW/SW 2nd Ave and NW/SW 8th Ave, along the boulevard, were excluded from the Hallandale Beach Boulevard study area.

The proposed amendments create a new zoning district, subdistricts and regulating plan and rezones those properties that are designated General Commercial land use category within the study area. The proposed Code also removes the Redevelopment District Overlay (RDO) and Planned Development Overlay (PDO) districts from the rezoned properties. These multiple overlays, which tend to obfuscate the public's understanding of what can be built, currently allow building heights of 350 feet.

The General Commercial land use category is intended to provide for retail stores, entertainment, restaurants, and professional offices as well as financial and related services that are oriented to the City as a whole. The proposed Code amendments are consistent with the City's Comprehensive Plan. Specifically, the proposed amendments include standards within the land development regulations that will ensure compatibility between existing land use within and adjacent to the Hallandale Beach Boulevard.

The proposed Code Amendments are found to be consistent with the following objectives and policies in the Future Land Use Element (**FLUE**) and Transportation Element of the City's Comprehensive Plan:

FLUE OBJECTIVE 1.2: Land Use Compatibility: Continuously review and reevaluate existing and potential land use conflicts and recommend solutions, in order to enhance land use compatibility and quality of life.

POLICY 1.2.2: Hallandale Beach Boulevard: The City shall continue to utilize the City's Zoning Code, Land Development Regulations, Citywide Master Plan and the Design Guidelines Manual in review of development and redevelopment within the Hallandale Beach Boulevard Corridor.

POLICY 1.2.11: The City shall reduce land use conflicts through prohibiting incompatible commercial uses in residential neighborhoods, through enforcement of the Hallandale Beach Zoning District requirements. Commercial development shall be limited primarily to the perimeter areas of Hallandale Beach's planning districts (as delineated in this Element). Well-planned mixed use projects and appropriate neighborhood commercial uses in defined neighborhood

commercial nodes are encouraged where they will improve an area or serve as neighborhood centers. However, commercial uses within residential areas shall not be considered incompatible if, through proper screening, buffering, design and access control, there are no significant noises, odors, fumes, vibrations or other negative impacts beyond the site boundaries, and provided the use is either tied to a neighborhood commercial node, or a peripheral commercial corridor or area.

POLICY 1.3.3: The City shall maintain land development regulations intended to preserve and protect existing single-family neighborhoods from the negative impacts of incompatible land uses and nuisances.

POLICY 1.3.4: Low and medium density residential areas should continue to be buffered from high intensity residential and nonresidential uses and should continue to be located with access to existing local, collector and minor arterial streets.

POLICY 1.3.7: The City shall focus on compatible infill residential development.

POLICY 1.5.4: Commercial areas will continue to be regulated by development standards, such as, but not limited to, size and bulk regulations, landscaped medians, right-turn only exits and other controls or designs intended to improve vehicular and pedestrian safety.

POLICY 1.5.5: The commercial policy statements and categories in the Hallandale Beach Land Use Plan shall form the basis for zoning categories and land development regulations which establish different intensities of commercial development compatible with their respective service

POLICY 1.5.6: The City shall restrict further commercial development, or reuse of existing commercially-zoned property, of the auto maintenance nature along Hallandale Beach Boulevard, US-1 or A1A.

POLICY 1.12.4: The City shall maintain innovative land development regulations that encourage mixed-use developments and incorporate site design planning techniques that will enhance the quality of large scale developments or redevelopment areas.

POLICY 1.15.3: The City shall encourage developments that promote safe and efficient on and off-site transportation improvements.

FLUE OBJECTIVE 1:18: Urban Infill and Redevelopment: Establish criteria which encourage development of urban infill and urban redevelopment area(s) to promote economic development, increase housing opportunities, and maximize the use of existing public facilities and services.

POLICY 1:18:2: Adequate housing opportunities necessary to accommodate all segments of present and future residents shall be provided within urban infill and urban redevelopment area(s).

POLICY 1:18:3: The Hallandale Beach Land Use Plan shall encourage mixed use developments within urban infill and urban redevelopment area(s).

POLICY 1:18:6: Integrated transportation systems, mass transit facilities, bikeways and pedestrian corridors should be encouraged to serve urban infill and urban re-development area(s) to reduce reliance upon automobile travel.

POLICY 1.20.6: The City shall continue to encourage mixed-use development and concentrations of higher land use intensities along major transportation corridors by allowing urban-type development standards (i.e. height / setbacks), residential use and density bonuses in designated commercial areas via Flex Allocation.

Note: The Regulations are specifically designed to allow a base density by right and to allow for additional “bonus” density if certain criteria are met. For example, in order to be eligible for City Commission consideration to allow bonus density, a developer would need to fulfill intensified affordable housing, parking, and civic open space requirements. As proposed, only the Commission could approve bonus density.

TRANSPORTATION ELEMENT Policy 1.3.14: The City shall continue its current practice of recognizing the interaction within mixed-use developments and the resulting internal trip reductions. Mixed-use developments are characterized by three (3) or more mutually supporting land uses with physical site integration in a coherent plan.

TRANSPORTATION ELEMENT Policy 1.8.1: Require pedestrian and bicycle facilities, where feasible, in highway improvement projects.

Proposed Code Changes

The proposed Ordinance creates a new Hallandale Beach Boulevard (HBB) zoning district (See Exhibit A). This district is known as a mixed-use traditional neighborhood zoning because it will guide redevelopment activities, private and public, following smart growth principles that created an active, pedestrian-friendly public realm and civic open spaces within the developments.

The Hallandale Beach Boulevard zoning district includes a map, called a regulating plan (Exhibit 2, Attachment B), which identifies its exact boundaries. The regulating plan assigns all lands within the HBB zoning district into one of two HBB subdistricts:

- Hallandale Beach Boulevard West and,
- Hallandale Beach Boulevard East.

A brief summary of the proposed ordinance is provided below:

<u>Code Section</u>	<u>Suggested Amendment</u>
Sec. 32-207 to 32-208	Creates the Hallandale Beach Boulevard (HBB) zoning district, regulating plan and zoning subdistricts, Hallandale Beach Boulevard West and Hallandale Beach Boulevard East subdistricts. Creates Incentive Area, an area designation intended for properties closer to Interstate 95, allowing the maximum height of 350 feet, currently permitted by RDO overlay.

Table 32-209(a)	Provides a list of permitted uses for the HBB zoning subdistricts. Adds uses permitted with supplemental regulations, different from uses permitted conditionally. Permitted uses have not changed. Uses currently permitted in the underlying zoning districts and the RDO Overlay were consolidated for user ease.
Sec. 32-210	Establishes development regulations for Hallandale Beach Boulevard West subdistrict. Provides for additional building setbacks on higher stories to ensure harmonious transition between the different use intensities. Limits the maximum building height to 8 stories, except for properties designated an Incentive Area, which may be permitted up to 350 feet. Allows a base residential use density of 18 units per acre (du/ac) by right, or 30 du/ac with performance criteria requirements. Provides a 2,000 square-foot minimum floor area requirement for nonresidential uses. Provides for Civic and Open Space requirements. Provides conditions for uses permitted with supplemental regulations. Provides frontage standard requirements. Provides performance criteria requirements for maximum density and height allowances.
Sec. 32-211	Establishes development regulations for Hallandale Beach Boulevard East subdistrict. Provides for additional building setbacks above the 5th story. Provides base and maximum building heights of 10 and 25 stories, respectively, and performance criteria requirements for the latter. Allows a base residential use density of 18 units per acre (du/ac) by right, or 50 du/ac with performance criteria requirements. Provides a 2,000 square-foot minimum floor area requirement for nonresidential uses.

	Provides for Civic and Open Space requirements. Provides conditions for uses permitted with supplemental regulations. Provide frontage standard requirements.
Sec. 32-212	Provides frontage standards within the front setbacks, creating a curb zone, pedestrian walkway and multi-use paths that enable outdoor social activities, such as outdoor dining.
Sec. 32-213	Provides specific regulations for Civic and Open Spaces.
Sec. 32-214	Provides off-street parking, loading and bicycle parking and facility requirements.
Sec. 32-215	Establishes different approval processes for development within the HBB zoning district. Establishes an administrative approval process and a process of approval requiring City Commission approval when conditional use, variances and waivers are involved.
Sec. 32-201	Introduces 'Lobby Entry' as a new frontage type and provides related development standards. Establishes the allowable frontage types and dimensional requirements for pedestrian walkways for the HBB subdistricts.
Sec. 32-8	Updates certain definitions to include the HBB zoning district and subdistricts.

Proposed Zoning Map Changes

The proposed zoning map will include a new zoning district, known as the Hallandale Beach Boulevard zoning district; remove the Business General (B-G) and Central City Business (CCB) zoning districts, the Planned Redevelopment Overlay (RDO) and Planned Development Overlay (PDO) districts from the lands within the Hallandale Beach Boulevard zoning district. All the properties affected by the removal of a base zoning district within the subject area will be rezoned to the Hallandale Beach Boulevard zoning district (Exhibit 3, Attachment C).

Proposed Design Guidelines

The proposed design guidelines (Exhibit 4) cater to the properties zoned Hallandale Beach Boulevard district and are intended to provide a framework for successful execution of urban architecture, streetscape elements and mitigating strategies for enhancing the built environment along and around Hallandale Beach Boulevard.

Proposed Action:

Staff is requesting the City Commission consider approval of the proposed Ordinances for the recommended Code Amendments and Rezoning on first reading, defer the Resolution for Design Guidelines to coincide with second reading of the ordinances, and schedule Second Reading of the Ordinances as appropriate. Please also see the City Manager's communication CM 17-086 (Exhibit 7) which recommends 1) that the members of the City Commission tour certain areas where a "form-based code" has been in place for a number of years, 2) an option to consider as relates to the impact fee studies timeframe for adoption, and 3) clarification that approval of developments under the proposed code would still require voluntary proffers for off-site needs.

Attachments:

- Exhibit 1 – Hallandale Beach Boulevard Study Area
- Exhibit 2 – Ordinance approving proposed Code Amendments
 - Attachment A – Hallandale Beach Boulevard District Code Amendment
 - Attachment B – Regulating Plan
- Exhibit 3 – Ordinance approving proposed Zoning Map
 - Attachment C – Zoning Map
- Exhibit 4 – Resolution adopting the proposed Design Guidelines
 - Attachment D - Hallandale Beach Boulevard District Design Guidelines
- Exhibit 5 – Planning and Zoning Board Staff Report
- Exhibit 6 – Planning and Zoning Board Meeting Minutes: May 24, 2017
- Exhibit 7 – City Manager Communication CM 17-086

Prepared by: Vanessa Leroy
Associate Planner

Concurred with: 
Keven R. Klopp, Director
Development Services