

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

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February 12<sup>th</sup>, 2018

**City of Hallandale Beach**  
**400 South Federal Highway**  
**Hallandale Beach, FL 33009-6433**  
**Attention: Christy Dominguez**

**Re:    Hallandale Oasis III Mixed-Use Development**  
**1000 – 1100 East Hallandale Beach Boulevard**  
**City of Hallandale Beach, Florida**  
**Project Review Letter**  
**MMPA Project No. 15-1201-0008**

Dear Ms. Dominguez:

Pursuant to our proposal for professional planning services submitted to the City of Hallandale Beach 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 the architectural firm Arquitectonica. The last updated plans the City provided our office with are dated January 3<sup>rd</sup>, 2018. MMPA has participated with the City staff in reviewing variations of this development since March of 2006. Numerous project reviews, meetings and supplemental alternative designs and traffic studies have been done since that time. Several DRC meetings have been held by the City to date. At this time, MMPA was requested to prepare our normal project analysis letter for upcoming meetings.

**GENERAL PROJECT INFORMATION**

**Land Use Designation:**      Commercial – General

**Zoning District:**            CCB Central City Business District  
                                         Planned Development District  
                                         Planned Redevelopment Overlay District

**General Location:**        South of Hallandale Beach Blvd.  
                                         Between Gulfstream Way (NE 10<sup>th</sup> Ave.) / NE 12<sup>th</sup> Avenue+/-

**Legal Description:**        Tract "A", Regency Park, as recorded in Plat Book 111 at Page 29  
                                         of the public records of Broward County; together with:

The west 365 feet of Lot 2 less the north 75 feet thereof for road right-of-way and less the south 25 feet for road right-of-way, Block 8, Sec. 27, T51 South, R42 East according to the plat of the Town of Hallandale, PB "B" at PG 13, Miami County records.

**Note:** Site is being collectively re-platted.

## **PROJECT DESCRIPTION / HISTORY**

Between 2006 - 2008 the City received / reviewed / approved a Major Site Development Plan Application / Rezoning to allow for the development of 250 high-rise dwelling units, 33,340 square feet of commercial development on the ground floor and 120,000 square feet of general office use. Those reviews were limited to only the easterly property within the 5.3-acre Regency Park plat. The project was never built most likely due to the "Great Recession".

In mid-2014 a revised Major Development Plan application was submitted to allow for the construction of a new mixed-use development comprised of 250 high-rise dwelling units (same as 2008), 35,130 square feet of retail / restaurant space on the ground floor and 39,060 square feet of general office use totaling 74,190 square feet (153,350 sq. ft. in 2008). Those plans were received / reviewed by the City between June 2015 and August 2015. The City Commission subsequently approved the revised project design in October 2014.

In December 2014, the developers acquired the 4.8-acre site to the immediate west of the original site. The entire 10.13-acre site will be master planned as an integrated development.

In June 2015 the property owners submitted a new Major Development Plan application to allow for the demolition of the existing structures on both sites (50,645 sq. ft. on east site / 23,220 sq. ft. on west site) and to allow the construction of a new mixed-use development comprised at this time of 500 high-rise dwelling units (increase of 250 from 2008 / 2014), an in-line 200 room hotel, 33,829 sq. ft. of retail (includes restaurants), 57,049 sq. ft. of office, and several parking garages with 1,714 parking spaces. The City Commission subsequently approved the revised project design in May 2016.

In September 2017 the property owners submitted a revised Major Development Plan application to allow for the construction of a modified mixed-use development comprised of 500 high-rise dwelling units (same as 2016), no hotel use (200 room hotel dropped), 59,219 sq. ft. of retail use (includes restaurants) (increase from 33,829 sq. ft. in 2016), 34,691 sq. ft. of office (decrease from 59,631 sq. ft.), with various parking facilities totaling 1,490+/- parking spaces (1,672 parking spaces in 2016). The City Commission is being requested to approve this revised project design in March 2018.

The project site is located on the south side of East Hallandale Beach Boulevard (HBB) extending about 776 feet east of Gulfstream Way (NE 10<sup>th</sup> Ave.) to just easterly of the alignment of NE 12<sup>th</sup> Avenue (north of HBB only). The combined subject site is 10.13 gross acres in size according to the survey submitted. The collective sites are being re-platted. Further plat modifications will be necessary to accommodate the current design / land uses.

As the project is located on Hallandale Beach Boulevard (SR 858) FDOT is required to review / approve all driveway connections / designs. As the project has evolved FDOT has issued several pre-application letters related to driveway connections / design standards. The latest plan submission (Sept. 2017) includes a FDOT "extended" approval letter that expires 9/21/18. At a recent DRC meeting the applicant's engineer stated they had received a modified FDOT approval to decrease the internal driveway length from 175 feet to 100 feet at the main entrance (was 100 feet at east driveway) – a updated FDOT will be forthcoming shortly.

The new FDOT approval will allow the project as now designed to move forward, otherwise the site layout would need to be altered. FDOT previously approved the main centralized driveway with an eastbound right-turn lane, which is included in the site design. While the 2016 site plan design included a proposed secondary driveway located adjoining the eastern property line, the revised 2017-18 site plans relocates the eastern driveway aligned with the existing median opening at NE 12<sup>th</sup> Avenue, which was always preferred by FDOT and the City. There continue to be discussions about future roadway planning for SE 2<sup>nd</sup> Street / Hibiscus Street. These connections would improve traffic circulation in the general area. MMPA still has concerns with the anticipated increase in traffic generation with the only way to travel west from this site making a U-turn at NE 14<sup>th</sup> Avenue, but no other alternative exists at this time.

The new 2017 plans submitted consist of three primary development "pods" or areas. In the southern portion of the site is a proposed high-rise residential area with two / 25-story towers with 500 dwelling units (DU) and a multi-story parking garage underneath the towers. Along the Hallandale Beach Boulevard frontage are linear commercial buildings. Within the center of the revised site plan are two additional commercial buildings. The balance of the site is surface parking lots and service areas.

Policy 1.1.6 of the Comprehensive Plan requires the submission of a current valid pre-app FDOT letter at the time of site plan submission. FDOT District 4 issued an extended approval letter dated September 21, 2017 which expires September 21, 2018. At the February 9<sup>th</sup>, 2018 DRC meeting it was stated FDOT approved a revision to the previous driveway design restrictions. Presumably FDOT again extended the pre-application letter expiration date. The applicant has stated they will provide a copy of the updated FDOT when they receive it.

### **COMPREHENSIVE PLAN / ZONING**

**Comprehensive Plan** – The property has a Future Land Use Map (FLUM) designation of "Commercial General" according to the FLUM on file in our office. The FLUM category allows both commercial and residential uses with a maximum residential density of 50 DUA. 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 a Zoning District classification of City Central Business with a Planned Redevelopment Overlay District (PRD).

### **PLATTING**

The eastern portion of the site was previously platted as the Tract "A" Regency Park Plat (PB 111 / PG 29 / BCR). A plat note exempted the plat from school impact fees, as the site had no residential uses allowed or proposed at the time the land was platted. The western site was not previously platted. The collective site is being re-platted to cover all land uses and land use intensities. The City and Broward County have already approved the new plat and the plat recordation is imminent. However, due to the latest revised development plan and relocated eastern driveway, once the new plat is recorded, a Plat Note Amendment will be processed for the new land uses and NVAL adjustment.

## **RIGHT-OF-WAY AND ACCESS DESCRIPTION**

The site is located south of and abutting East Hallandale Beach Boulevard (SR 824), a six-lane divided arterial roadway with a 35 mph speed limit. The roadway is a state highway subject to control of the FDOT. All driveway connections and work done within their right-of-way needs permits from FDOT prior to any work being done. The HBB right-of-way appears to be 125 feet in width (75 feet is shown on the plat south of the original centerline of the road). The Broward County Trafficways Plan / City Transportation Element requires a 125-foot wide right-of-way from Federal Highway to SR A1A. Access to the site was described in the previous Project Description portion of this report. Driveways circulate around the commercial building and between the commercial buildings and the residential buildings continuing back to the parking garage. The driveways also extend to an existing / proposed 25' right-of-way adjoining the site to the south (future Hibiscus Street / SE 2<sup>nd</sup> Street).

Access to Hallandale Beach Boulevard is proposed from two (2) curb cuts. The collective site is being re-platted and include FDOT, Broward County and City access reviews, which are shown on the approved plat. Due to the proposed realignment of the eastern driveway location a NVAL amendment will be necessary. During the 2016 project review the applicant approached Gulfstream Park in an attempt to gain access to Gulfstream Way, a private roadway adjoining the site to the west. No arrangement could be reached for a driveway connection. Such a driveway connection would assist the site for westbound traffic movements. The City staff continues to support such a connection. On-site driveways circulate around the edges of the site and between the commercial buildings and the residential buildings and continue to the parking garage. The on-site driveways will extend southerly to future Hibiscus Street / SE 2<sup>nd</sup> Street (will be north ½ of a future 50-foot roadway). The City's concept for many years has been to eventually acquire enough right-of-way to allow a connection to SE 14<sup>th</sup> Avenue and/or Gulfstream Way, and possibly continuing to US 1 on Hibiscus Street, thus providing alternative means to access HBB at signalized intersections, providing a means for vehicles to more easily travel westerly at controlled intersections without the need for U-turn traffic movements or cut-thru traffic movements through residential neighborhoods north of HBB. There is currently a channelized median opening on HBB that aligns with NE 12<sup>th</sup> Avenue north of HBB that only allows westbound left turn movements into the east site and eastbound left turn movements (both in turn lanes) to NE 12<sup>th</sup> Avenue north of HBB. The main entrance driveway will be a right-turn in / right-turn out only driveway aligned approximately with NE 11<sup>th</sup> Avenue. The realigned eastern driveway will also be a two-way right-turn-in / right-turn-out driveway entrance. Finally, as stated above, the developer will dedicate right-of-way along the south edge of the site for future Hibiscus Street / SE 2<sup>nd</sup> Street.

## **TRAFFIC IMPACT REVIEW AND COMMENT**

Traffic analysis for variations in the development scheme for this site was submitted and reviewed by the City originally in 2006 (eastern site only), again in 2014 (eastern site only), again in 2015-16 (both east / west sites), and lastly in 2017-18. The latest plans / Traffic Study anticipates a future SE 2<sup>nd</sup> Street connection roadway link will eventually be made, but does not include the traffic route in the analysis; therefore, all traffic generated by this development will use Hallandale Beach Boulevard exclusively until an alternative route is established. MMPA coordinated with the applicant's Traffic Engineering consultant and a study methodology was

agreed to. A formal Traffic Impact Study was prepared by KBP Engineers in October 2015. MMPA reviewed commented on the initial traffic study and a revised Traffic Impact Study was submitted in December. MMPA reviewed the documents and found they adequately addressed each of the previous comments. This information was used during the City's 2016 public hearings / approval process. The Fall 2017 revised submittal included an updated KBP traffic impact analysis comparing the 2016 approval impacts to the expected new traffic impacts. Additional / supplemental traffic analysis was required and has been provided as the DRC has reviewed the applicant's desired plan revisions. Based on the revised Traffic Impact Study this development will generate the following vehicular trips:

**Trip Generation Summary**

Time Period	Enter	Exit	Total
AM Peak Hour	154	160	314
PM Peak Hour	175	174	349
Daily	2,270	2,270	4,540
Difference – 2016 vs. 2018 Proposed Development	11 AM Fewer Trips	60 PM Fewer Trips	605 Daily Fewer Trips

Comparing the existing trip generation for development of each site (east / west) results in the following:

Existing Total	1,544 ADT / 240 PMPH (Note: Former ITE Trip Gen.)
2016 Approval	5,505 ADT / 481 PMPH
Net Change	+3,961 ADT / +241 PMPH
2017 Request	4,540 ADT / 349 PMPH
Net Change from Existing	+3,356 ADT / +181 PMPH (Note: Updated ITE Trip Gen.)
2017 Request	4,540 ADT / 349 PMPH
Net Change from 2016	(605) ADT / (60) PMPH

The variations in trip generation from the original 2006 to the 2014, 2016 and 2018 development scenarios are due to land use mix changes, pass-by and internalization credits, and ITE updated trip generation values (ITE 9<sup>th</sup> Edition vs. 10<sup>th</sup> Edition). Retail and bank uses have a higher degree of pass-by traffic credits, which means some motorists are already on the road and when passing by such a site they stop, versus a true destination trip. Internalization credits are given for mixed-use developments. The ITE / ULI and other research entities study these land uses mixes and publish recommended credits. The proposed Oasis project is a good example of an urban mixed-use land use, as it includes multiple land uses (residential / retail / offices / restaurants). Rather than a resident having to drive to shop, work or eat they could walk to that use in the complex, thus theoretically reducing roadway trips.

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According to the most recent FDOT traffic volume documentation (2016) and consultant traffic counts, the traffic volume at Station #865029 located just east of US 1 was reported to be 41,500 TPD / 3,735 PMPH trips (no seasonal AADT count was provided). The FDOT roadway capacity for this section of HBB is 50,000 TPD / 4,500 PMPH. The most recent traffic counts at Station #349 located just west of the ICW bridge was reported to be 29,500 TPD / 2,655 PMPH trips. The FDOT roadway capacity for this section of HBB is also 50,000 TPD / 4,500 PMPH trips. The traffic volumes between the ICWW and US 1 have been significantly lower in 8 of the past 9 previous years. This results in a LOS of D at both areas during most of the year (seasonal higher). The traffic studies indicate that in the expected buildout year the AM Peak Hour LOS will remain the same (LOS D) whether or not the Oasis project is included. For the PM Peak Hour timeframe the LOS is also expected to remain the same (LOS D) whether or not the Oasis project is included, except for the roadway link between NE 10<sup>th</sup> Avenue and NE 14<sup>th</sup> Avenue if the project traffic is included. The traffic studies indicate that roadway segment will fall to LOS F when the project traffic is added due mostly to committed development impacts. US 1 roadway links are currently operating at LOS C or D (only segment north of NE 3<sup>rd</sup> Street). In the buildout year all segments of US 1 are still expected to operate at LOS C, except for the same segment north of NE 3<sup>rd</sup> Street (narrows to 4 lanes), which is expected to fall to LOS F with or without the Oasis development.

As related to signalized intersection operations, the previous traffic studies included analysis of the intersections (primary / secondary) in proximity to the site in Tables 2 and 3. As the revised project is less intensive and about 18 months have elapsed since the City's May 2016 approval, the intersection analysis is still deemed valid. In summary, at present (2018) all intersections within one mile of the site along US 1 and Hallandale Beach Boulevard (HBB) operate at LOS D or above except:

US 1 and HBB	LOS E	(AM and PM Peak Hour)
HBB and NE 14 Ave.	LOS E	(PM Peak Hour)
US 1 and SE 3 ST.	LOS E	(AM Peak Hour)

For the buildout year (2022) intersections within one mile of the site along US 1 and Hallandale Beach Boulevard (HBB) operate at LOS D or above **without the Oasis project being built** except:

US 1 and HBB	LOS F	(AM and PM Peak Hour)
HBB and NE 10 Ave.	LOS E	(PM Peak Hour)
HBB and NE 14 Ave.	LOS E / F	(AM / PM Peak Hour)
US 1 and SE 3 ST.	LOS E	(AM and PM Peak Hour)

For the buildout year (2022) intersections within one mile of the site along US 1 and Hallandale Beach Boulevard (HBB) operate at LOS D or above **with the Oasis project being built** except:

US 1 and HBB	LOS F	(AM and PM Peak Hour)
HBB and NE 10 Ave.	LOS E	(PM Peak Hour)
HBB and NE 14 Ave.	LOS E / F	(AM / PM Peak Hour)
US 1 and SE 3 ST.	LOS E	(AM and PM Peak Hour)

The difference between the 2022 conditions (with Oasis / without Oasis) is related to the amount of delay at a signalized intersection waiting to make a turn. The traffic study data ranges from about 5-10 seconds more delay. As the intersection of HBB and NE 14<sup>th</sup> Avenue is expected to be impacted the most by either U-turn movements or northbound left turns the 2016 traffic study included the following trip count estimates:

	2015	2022 w/o Oasis	2022 w/ Oasis
<b>Northbound</b>			
AM PH	82 / LOS D	91 / LOS E	146 / LOS E
PM PH	187 / LOS E	208 / LOS F	245 / LOS F

The original 2016 traffic study data showed there would be considerably more southbound right turn movements from HBB onto SE 14<sup>th</sup> Avenue as motorists seek to enter the shopping center. Through movements on HBB are expected to increase as well, however, the proposed changes from 2015 to 2020 under either scenario are very minor. The applicant's traffic engineer estimates that due to the 2017-18 project intensity reduction and eastern driveway realignment with the median opening at NE 12<sup>th</sup> Avenue, an approximate 28% reduction in the AM Peak Hour U-Turn movements / approximate 19% reduction in the PM Peak Hour U-Turn movements will occur at Gulfstream Way / NE 10<sup>th</sup> Avenue.

This analysis is time sensitive, as the City has approved or may approve other new development in the area that will add additional trips to the roadway network. The City should consider these combined traffic affects.

### **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. As stated earlier, during the re-platting / plat note modification of the property, the County will address additional TOC impacts and assess impact fees for increased impacts and uses. The balance of this report will include an analysis of the expected traffic impacts and items related to the site plan layout.

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 will assess either regional Transit Impact fees based on the exact land use or impact fees vested at the time of platting. There is an existing Developer Agreement from previous City approvals that will be updated as part of this application and may include mitigation fees or other improvements geared toward improving roadway operations in the vicinity of the site. The City must determine if the proposed improvements are enough to address the project impacts.

The original 2016 traffic study mentioned the future SE 2<sup>nd</sup> Street roadway right-of-way would be provided – funding for future roadway construction was included in the Developer Agreement. The traffic studies all mention paying the City Transportation Impact Fees.



As with previous project approvals for the Oasis project the 2016 traffic study stated that at the completion of each phase of the project the applicant will contact Broward County Traffic Engineering to request a re-evaluation of traffic signal timings specifically at Hallandale Beach Boulevard and NE 14<sup>th</sup> Avenue and other signals in the vicinity of the project. This should be added to the Developer Agreement.

In addition to the above, although not mentioned in the documents, Transportation Demand Management (TDM) strategies could be implemented / required such as:

- Electric vehicle charging stations within the parking garage.
- Dedicated bike rack / storage areas.
- Employee incentives to use alternative modes of transportation.
- Providing transit and alternative transportation mode information in prominent public areas for residents and visitors.
- Enhance the Broward County Transit / City Shuttle Bus stop in front of the site (shelter / larger size / amenities).

Because the applicant is requesting use of the PDD Overlay, a Developer Agreement is required that must include mitigation geared toward improving roadway operations in the vicinity of the site. The City must determine if the proposed improvements are enough to address the project impacts. The latest traffic study update lists a number of physical improvements as mitigation (new turn lane / realigned east driveway / impact fees / traffic signal re-timing at NE 14<sup>th</sup> Ave. / etc.). This singular project nor others can individually solve the City's traffic congestion.

#### **SITE PLAN COMMENTS**

The most recent site development plan includes the modifications as last reviewed by the DRC. The City, Broward County and FDOT all reviewed this project and required site alterations. Sufficient on-site circulation exists. The applicant is being requested to dedicate additional right-of-way for an eastbound right turn lane into the site on HBB, as well as along the south side of the site for Hibiscus Street / SE 2<sup>nd</sup> Street. This would provide sufficient right-of-way for a temporary roadway connection to either the east or west (typically 50-foot wide local roadway right-of-way is required). MMPA has limited knowledge of where other existing right-of-way is located within the desired roadway corridor.

#### **PEDESTRIAN AND BICYCLE COMMENTS**

A sidewalk currently exists along Hallandale Beach Boulevard. These areas will be enhanced with physical (plaza areas) and landscaping improvements.

**MASS TRANSIT COMMENTS**

There are existing Broward County, Miami-Dade County and City Shuttle bus services on Hallandale Beach Boulevard. A bus stop exists on the subject site on Hallandale Beach Boulevard, and others are in near proximity to the site.

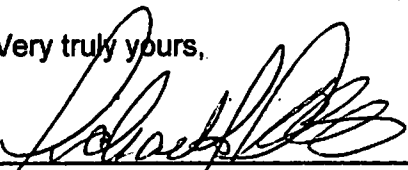
**SUMMARY**

In conclusion, while MMPA finds that the proposed development project will generate a substantial amount of new traffic, the adjoining roadway system currently is operating at generally acceptable levels. Recent traffic volumes trends on HBB near the site (9+/- years) has shown flat or reduced volumes. The City is anxious for re-development and this project could represent a major visual and fiscal impact to the City. The most recent site plan has been modified as requested by the DRC. If all previously approved land development projects proceed, current traffic volumes will likely increase on major roadways. The Oasis development considered in isolation from other development will not alter the projected LOS, but congestion will increase. The results of the project traffic studies points to the conclusion that some of the main roadway segments and intersections in the City, especially near the subject site, are already congested and operating at marginal LOS. However, due to the City's Urban Infill designation, development is allowed to proceed despite LOS problems for roadways. The City Code does require some form of mitigation as deemed appropriate by the City to address the additional traffic impacts. The City's Developer Agreement should include improvements / funds deemed adequate to mitigate the expected impacts.

The platting issues must be addressed prior to re-development.

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