

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

October 3rd, 2019

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

Re: Hallandale City Center
Major Site Plan Review / Transportation Impact Analysis
Three Sites - 501 N. Dixie Highway / 605 N. Dixie Highway / 110 Foster Road
Hallandale Beach, Florida 33009
MMPA Project No. 15-1201-0012

Dear Ms. Dominguez:

Pursuant to our proposal for professional services submitted to the City of Hallandale Beach on November 12th, 2018 by **Michael Miller Planning Associates, Inc. (MMPA)**, and subsequent City approval of our proposal and issuance of P.O. 2019-0599-00, 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 CFM Architects, Inc. The last updated plans the City provided our office with are dated received by the City on August 8th, 2019. MMPA has examined and commented on the site plan designs, as well as the Traffic Impact Analysis prepared by KBP Consulting, Inc. (initial traffic statement / full traffic study). MMPA was recently requested to prepare our project analysis letter for this project.

GENERAL PROJECT INFORMATION

Land Use Designation:	Regional Activity Center (RAC)
Zoning District (Req):	RAC – West / Foster Road Sub-District / PDO Overlay
General Location:	North of Foster Road / West of Dixie Highway – Three (3) Sites
Legal Description:	Site A - Portions of George M. Phippens Sub. PB 1 / PG 71 MDR Site B - Portions of George M. Phippens Sub. PB 1 / PG 71 MDR Site C - Portions of George M. Phippens Sub. PB 1 / PG 71 MDR

PROJECT DESCRIPTION

The consulting project architect, CFM Architects, Inc., and other professionals, as agent for the current property owner, Hallandale City Center, LLC, has submitted a Major Development Plan application, a related rezoning application, and a right-of-way vacation to the City to allow for:

A mixed-use development (commercial / residential) on three (3) sites comprising a total of 3.8 acres with 89 total dwelling units, 12,530 sq. ft. of retail commercial space and 14,000 sq. ft. of office space. Two of the complexes will be 2-stories in height (Sites "A" & "B") while the larger other site (Site "C") is 3-stories in height. A portion of public right-of-way for NW 6th Street is requested

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to be vacated and joined into the site. Sites “A” and “B” have surface parking lots while Site “C” has an internal parking garage (55 spaces for CRA).

The proposed development includes three (3) nearby sites with 13 total parcels being acquired from the City’s Community Redevelopment Agency (CRA). The CRA has been acquiring individual sites in this area for many years so that cohesive / aggregated / larger developments could occur to help revitalize the area. The previous development included heavy commercial uses along Dixie Highway and several types of lower density residential development on the interior sites (single-family / two-family / multi-family). The developer was awarded the sites in a competitive selection process held by the CRA a few years ago. Upon the City’s approval of the development plans the developer will close of the sites and begin construction. As of this date (late 2019) all previous improvements (buildings / site) have been removed, except that one former commercial building fronting on Dixie Highway that was occupied by an automobile body shop remains (the body shop business relocated 4 blocks away). The redevelopment sites are noted to comprise 3.578 acres; however, the developer is seeking to vacate a portion of NW 6th Street between Dixie Highway and NW 1st Avenue, which would increase the site to 3.82 acres in size. The remaining site improvements will be demolished prior to redevelopment.

The surrounding areas are currently developed with a mixture of single-family residential, several small multi-family complexes, and a few heavy commercial uses along Dixie Highway. The City recently acquired land and constructed a new Fire Department Headquarters complex directly across Foster Road from Site “A” between NW 1st Avenue and NW 2nd Avenue. Several other redevelopment projects are planned in this area as well. This area of the City is undergoing redevelopment as part of the City’s desired RAC / Transit area.

As these areas were platted many years ago prior to modern land development standards, some of the road right-of-way / pavement widths do not meet current engineering criteria. The right-of-way for Foster Road and all other local roadway is required to be fifty (50) feet according to the City’s adopted Comprehensive Plan Transportation Element and LDRs. During the City’s DRC review process staff identified a number of required right-of-way dedications for Foster Road (10’), NW 1st Avenue (5’), and NW 2nd Avenue (TBD). The latest proposed Site Development Plans include these right-of-way dedications. These right-of-way dedications will be included as suggested conditions of approval. Although NW 6th Street is being requested to be vacated in practicality it will remain as a local roadway with parallel parking along the sides of the road next to the buildings. On-street parallel parking is also planned along the other local roads around the complex, except along Dixie Highway (no on-street parking / loading allowed).

The latest development plan proposes “U”-Shaped / 2-story buildings on Sites “A” and “B” with twenty-two (22) DU in each building. For Site “C” (the largest site) the development plan shows a “Square”-shaped / 3-story building with forty-five (45) DU and all of the commercial / office uses. A multi-level parking garage with 262 spaces (55 for CRA use) is centered on the site with active land uses around the perimeter, including retail & general commercial uses facing Dixie Highway and Foster Road at the ground level with multifamily uses facing NW 6th Street and NW 1st Avenue. The upper two floors have office uses facing Dixie Highway with multifamily uses facing the other streets. Site “A” is proposed to have two-way driveway connections to both NW 2nd Avenue and NW 1st Avenue at the north edge of the site. Site “B”

is proposed to have two-way driveway connections to both Dixie Highway (right-in / right-out only) and NW 1st Avenue at the north edge of the site. Site “C” is proposed to have two-way driveway connections to both NW 1st Avenue at the southwest corner of the site and to NW 6th Street in the center of the site. Internal parking / drop-off / delivery / loading / service areas are proposed. The DRC staff required design changes to accommodate the above functions.

COMPREHENSIVE PLAN / ZONING

Comprehensive Plan – The property has a Future Land Use Map (FLUM) designation of “Regional Activity Center (RAC)” according to the adopted FLUM and application. 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 different Zoning classifications at present (Sites “A” and “C” = West RAC / Foster Road Subdistrict / Site “B” = Central RAC Neighborhood & Central RAC Transitional). The applicant is requesting a change for Site “B” to West RAC / Foster Road as well. The proposed use of the property would be consistent with the allowable uses in the districts, if approved. The site design must comply with the applicable land development regulations listed in the City’s Code, other than those waivers approved via the PDO Overlay process.

PLATTING

The site is currently platted according to information provided. It is our understanding the sites do not need to be re-platted. As the land parcels are fragmented, a Unity of Title document 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 CFM Architects (Project Architects), GGB Engineering, Inc. (Civil Engineers), M.L.A. Group / Scott McClure - RLA, Inc. (Landscape Architect), as well as a development Impact Evaluation Analysis booklet, and a Traffic Impact Study prepared by KBP Consulting, Inc. (Traffic Engineer) dated July 2019 with supplemental analysis.

As of this date (late 2019) all previous improvements (buildings / site) have been removed, except that one former commercial building fronting on Dixie Highway that was occupied by an automobile body shop remains. KBP Consulting did not take credit for the trip generation from the body shop or other previous land uses. K-H estimates that the proposed new development will theoretically generate about 1,176 daily trips / 64 AM Peak Hour trips / 104 PM Peak Hour trips. While this is a substantial amount of traffic, Dixie Highway and the affected local roadways have generally low traffic volumes, and could accommodate the new trips.

The City Code 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. The applicant’s traffic engineer initially submitted a Traffic Statement with a conceptual analysis. MMPA reviewed the initial Traffic Statement and provided a number of comments, as well as preparing a Traffic Study Methodology as required by the City. After

some minor adjustment to the scope KBP prepared a full-scale Traffic Study which analyzed the project impacts on the City's roadway network. This included roadway link analysis, intersection analysis, trip distribution, etc. The applicant's July 2019 Traffic Study update included all of the requested data & analysis.

RIGHT-OF-WAY AND ACCESS DESCRIPTION

Right-of-Way – As stated previously these land parcels areas were platted many years ago prior to modern land development standards, some of the road right-of-way / pavement widths do not meet current engineering criteria. The right-of-way for Foster Road and all other local roadway is required to be fifty (50) feet according to the City's adopted Comprehensive Plan Transportation Element and LDRs. During the City's DRC review process staff identified a number of required right-of-way dedications for Foster Road (10'), NW 1st Avenue (5'), and NW 2nd Avenue (TBD). The latest proposed Site Development Plans include these right-of-way dedications. These right-of-way dedications will be included as suggested conditions of approval. Some portions of the existing asphalt pavement are narrower than recommended today. Modern widths for pavement widths are typically 20-24 feet in width. The plans indicate that portions of the adjoining roadways will be repaved in accordance with City engineering specifications.

Access – As stated previously Site "A" is proposed to have 23-foot wide / two-way driveway connections to both NW 2nd Avenue and NW 1st Avenue at the north edge of the site. Site "B" is proposed to have 23-foot wide / two-way driveway connections to both Dixie Highway (right-in / right-out only) and NW 1st Avenue at the north edge of the site. Site "C" is proposed to have 23-foot wide / two-way driveway connections to both NW 1st Avenue at the southwest corner of the site and to NW 6th Street in the center of the site. Internal parking / drop-off / delivery / loading / service areas are proposed. The DRC staff required interior driveway / parking layout design changes to accommodate the above functions. The Traffic Study includes an analysis of the expected driveway volumes and vehicular queuing for occupants and guests. Pedestrian access is proposed from multiple locations – ground level commercial uses directly from Dixie Highway and Foster Road, and from the parking garage. For the residential uses convenient access points throughout the complexes are available.

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 full-scale Traffic 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 local 2-lane roadways have very little traffic as demonstrated by the data collection provided. In addition, Dixie Highway, a 4-lane southbound only roadway operates at a high level of service (LOS) near the site (24% of capacity). The latest roadway capacity at LOS "D" for Dixie Highway during Peak Hour is 3,154 trips, while about 756 trips currently occur.

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Pembroke Road near Dixie Highway is currently operating at LOS “D” during the PM Peak Hour (74% of capacity). The nearest roadway link with poor LOS is along Federal Highway (LOS F). The analysis shows the same conditions in 2019 and 2021, the project’s expected build-out year. It is well known that most of the major arterial roadway segments in the City (Federal Highway / Hallandale Beach Blvd.) operate at poor LOS on occasion. The analysis shows the LOS will not change as a result of the additional new trips from this project and background traffic. All of the intersections studied near the site are operating at acceptable LOS and are expected to in the future with the new project traffic.

TRIP GENERATION ANALYSIS

MMPA finds that the applicant’s July 2019 KBP Consulting, Inc. 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. Congestion on major roadways will not change significantly 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 City Code Sec. 32-788(g).

The analysis estimates this project will generate about 1,176 new trips per day / 64 new AM Peak Hour trips / 108 new PM Peak Hour trips.

Trip Generation Summary

Time Period	Enter	Exit	Total
AM Peak Hour	29	35	64
PM Peak Hour	54	54	108
Daily	N/A	N/A	1,176

Based on the recent 2019 data collection, all roadway links near the site are expected to operate at an acceptable Level of Service (LOS) except the major roads – above LOS “D” the City’s adopted LOS for local roadways. Mathematically most of the local roadways are actually operating at LOS “A” or “B” but these LOS are not recognized – the default is LOS “C or above”. The only roadway link operating poorly is Federal Highway.

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 (2019) all intersections within 1,000 of the site operate at LOS C or above.

SITE CIRCULATION

The proposed site plan includes surface parking lots, a self-contained parking garage, and some on-street parallel parking spaces. Most of the ADA spaces are located at ground level. The internal parking garage appears to flow with few dead-ends – which have areas for backing maneuvers. Finally the surface parking lots for Sites “A” and “B” have flow-through designs from one street to the other; therefore, no restrictions are present.

OFF-STREET PARKING

The City's Code contains off-street parking requirements for all uses; however, the City's RAC District has its own parking requirements, which are geared toward a more urban form. Utilizing the City's RAC parking requirements at least 286 parking spaces are required for the development plus 55 CRA parking spaces (total 341 spaces). The site design includes 369 parking spaces (CRA parking spaces in parking garage), which exceeds the City's normal parking requirements. Forty (40) on-street parallel parking spaces are provided including those proposed on NW 6th Street.

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 traditional 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 no / few existing sidewalk segments exist today around the sites. The proposed plan shows a new wide (varying widths) will be built along Foster Road, NW 1st Avenue, NW 2nd Avenue and NW 6th Street adjoining the sites. The existing sidewalk along Dixie Highway will be expanded to create pedestrian plazas along the frontage. Within the complex are several bicycle storage areas.

MASS TRANSIT COMMENTS

There are existing BCT bus routes (Route 6) and City mini-bus bus routes along Dixie Highway, Foster Road and NW 2nd Avenue near the site. There are four (4) bus stops located in the immediate vicinity of the site as noted in the Traffic Study. Headways are generally about 40 minute intervals. It is a short walking distance from the subject site to the bus stops / routes.

SUMMARY

In conclusion, MMPA finds that while the proposed redevelopment project will generate new traffic, the local roadways / major roadways / nearby intersections can handle the expected new traffic, and not change the existing LOS. The applicant's Traffic Study noted that the additional new traffic will not significantly impact or worsen the LOS.

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 a condition of approval, even though noted on the site plans, the City should include a condition requiring the dedication of additional right-of-way as noted herein for the roadways around the complex.

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

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Very truly yours,

Michael J. Miller, AICP
President