

**SITE PLAN REVIEW AND APPEARANCE BOARD – SPECIAL MEETING
STAFF REPORT**

Applicant: Edwards, CDS, LLC

Project Name: Atlantic Crossing

Project Locations: The property is located between NE 6th Avenue and Veterans Park and between Atlantic Avenue and NE 1st Street.

Request: Recommendation to the City Commission regarding the proposed conditions of approval for the Class II Site Plan Modification appeal.

Staff Recommendation: Recommend approval of the Class II site plan modification and landscape plan for Atlantic Crossing to the City Commission, subject to the conditions presented.

ITEM BEFORE THE BOARD

The item before the Board is a request by the City Commission for a recommendation regarding the Applicant's newly proposed site plan condition for the design of the SPRAB Class II Site Plan Modification and Landscape Plans for the construction of a one-way westbound driveway between NE 7th Avenue and N. Federal Hwy. The proposed conditions by the Applicant are in response to SPRAB's denial on January 27, 2016.

The City Commission will consider the SPRAB recommendation at the April 5, 2016 appeal hearing set for further action at the March 1, 2016 City Commission meeting.

BACKGROUND

The site plan for Atlantic Crossing was approved on January 21, 2014. The site plan consists of a mixed use project that contains 37,642 square feet of retail floor area, 39,434 square feet of restaurant floor area (include 1,443 square feet of outdoor dining area), 83,462 square feet of office floor area, and 343 dwelling units. It is noted that the site plan application is for the driveway/landscaping and that all other aspects of the plan remain unchanged.

At its meeting of January 27, 2016, the Site Plan Review and Appearance Board considered and denied the proposed modification for a one-lane surface drive between NE 6th Avenue and NE 7th Avenue.

At its meeting of March 1, 2016, the City Commission considered an appeal by the Applicant of the SPRAB decision. Following a brief discussion, the City Commission voted to set the appeal for further consideration and the SPRAB review a revised the Applicant's newly proposed site plan conditions submitted after the January 27, 2016 SPRAB meeting.

DEVELOPMENT PROPOSAL

The proposed site plan modification conditions proposed in response to SPRAB's January 27th denial consist of the following:

- The valet queue has been redesigned to provide a circular configuration versus the "horseshoe" design in the approved site plan. The exit onto NE 7th Avenue is aligned directly across from the proposed westbound driveway connecting to NE 6th Avenue (North Federal Highway).
- The raised crosswalk has been relocated further north along NE 7th Avenue to eliminate the conflict with the subgrade parking facility entrance located immediately north of the proposed one-way surface driveway connection.
- The valet drop-off entrance queue driveway from NE 7th Avenue has been reduced in width to shorten the pedestrian crossing distance and improve safety.

The City Commission has requested SPRAB's review and recommendation of the proposed condition presented by the Applicant. It should be noted the design and configuration of the one-way, surface driveway has not changed from the plan reviewed by SPRAB on January 27, 2016.

REQUIRED FINDINGS

Pursuant to LDR Section 2.4.5(G)(1)(b), a Class II is a modification to a site plan (other than Class I applications) which requires no review of the Performance Standards found in LDR Section 3.1.1, but which requires action by a Board. The reason for the Class II site plan modification is due to the proposed construction of the driveway and landscaping. The requested site plan modification was not classified as a Class III site plan modification as it did not involve a change in intensity of use or affected the spatial relationship among improvements on the land (i.e. a change in the building footprints or locations).

LDR Section 2.4.5(G) (5) (Findings)

Pursuant to LDR Section 2.4.5(G)(5), formal findings are not required for a Class II site plan modification. Formal findings are not required; however, the proposed changes to the site plan meet the performance standards in Section 3.1, including Future Land Use Map, Concurrency, Consistency, and Compliance with the LDRs. The standards for site plan action in Section 3.2.3, LDRs, as presented in the Site Plan Modification Analysis section, are provided as the basis for the recommendation for approval to the City Commission of the proposed site plan modifications as conditions of approval.

SITE PLAN MODIFICATION ANALYSIS

COMPLIANCE WITH LAND DEVELOPMENT REGULATIONS

Standards for Site Plan Actions, Section 3.2.3:

- (A) Building design, landscaping, and lighting (glare) shall be such that they do not create unwarranted distractions or blockage of visibility as it pertains to traffic circulation.
Not Applicable

- (B) **Separation of different forms of transportation shall be encouraged. This includes pedestrians, bicyclists, and vehicles in a manner consistent with policies found under Objectives D-1 and D-2 of the Transportation Element.**

Not Applicable

- (C) **Open space enhancements as described in policies found under Objective B-1, of the Open Space and Recreation Element are appropriately addressed.**

Not Applicable

- (D) **The City shall evaluate the effect that any street widening or traffic circulation modification may have upon an existing neighborhood. If it is determined that the widening or modification will be detrimental and result in a degradation of the neighborhood, the project shall not be permitted.**

In December 2015, the traffic engineering firm of Greenman-Pedersen, Inc. (GPI) was retained to conduct the review of the Atlantic Crossing Class II Site Plan Modification on behalf of the City of Delray Beach. GPI was also requested to provide an assessment of the best street configuration for access/connectivity between NE 6th and 7th Avenues. The Simmons and White analysis (July 1, 2015) focused only on two options (Option 1: two-way surface street; Option 2: ingress directly into garage and westbound, one-way, surface connection). The GPI review was not limited to picking the better of these two options. GPI concluded that the two-way driveway directly into the subgrade parking area from NE 6th Avenue was the optimal design and that the one-way or two-way surface driveways created additional internal conflicts along NE 7th Avenue with no material benefit to traffic circulation or access. With respect to the impact to the roadway network and intersections impacted by the project, GPI concluded that there was negligible difference between any of the configurations.

On January 27, 2016, the SPRAB denied the Class II site plan modification due to the internal conflicts on NE 7th Avenue created by the surface driveway. On February 10th, the Applicant filed an appeal to the City Commission. In response to the issues raised by GPI and the SPRAB denial, the Applicant proposed revised conditions to the site plan, dated February 8th, to minimize the internal conflicts. At the March 1st City Commission meeting, the City Commission voted to set the appeal for further consideration and requested that the SPRAB review and provide a recommendation with respect to the proposed changes presented after the SPRAB denial. These proposed changes may be considered by the City Commission as a condition of approval of the Class II site plan modification. The final set of plans provided for the SPRAB review and recommendation are date stamped March 2, 2016.

The proposed changes to the site plan (March 2nd) include converting the "horseshoe" layout of the valet pick-up area to a "circle" aligning the exit drive with the one-way surface drive from NE 7th Avenue and NE 6th Avenue. This alignment eliminates the internal conflict present in the previous site design and provides direct access from the valet queue to the driveway connection to NE 6th Avenue. The raised crosswalk has been relocated further north along NE 7th Avenue, which eliminates a conflict with the entrance to the subgrade parking area on the west side of NE 7th Avenue. Finally, the entrance to the valet queue drop-off has been narrowed, which improves pedestrian safety on the east side of NE 7th Avenue.

GPI reviewed the initial concept changes presented in response to the SPRAB denial (see attached letter dated February 12, 2016). The GPI report finds that the revised design addresses the issues raised and provides the best on-site traffic circulation given the overall layout of the buildings within

the development. The GPI report contains several suggestions to ensure adequate traffic flow through the property. The proposed changes to the Class II site plan modification are included as recommended conditions of approval, along with additional conditions of approval regarding the valet operations. The final plans (date stamped March 2nd) include the same changes reviewed by GPI.

- (E) **Development of vacant land which is zoned for residential purposes shall be planned in a manner which is consistent with adjacent development regardless of zoning designations.**

Not Applicable.

- (F) **Vacant property shall be developed in a manner so that the future use and intensity are appropriate in terms of soil, topographic, and other applicable physical considerations; complementary to adjacent land uses; and fulfills remaining land use needs.**

Not Applicable.

- (G) **Redevelopment and the development of new land shall result in the provision of a variety of housing types which shall continue to accommodate the diverse makeup of the City's demographic profile, and meet the housing needs identified in the Housing Element. This shall be accomplished through the implementation of policies under Objective B-2 of the Housing Element.**

Not Applicable.

- (H) **The City shall consider the effect that the proposal will have on the stability of nearby neighborhoods. Factors such as noise, odors, dust, traffic volumes and circulation patterns shall be reviewed in terms of their potential to negatively impact the safety, habitability and stability of residential areas. If it is determined that a proposed development will result in a degradation of any neighborhood, the project shall be modified accordingly or denied.**

As previously stated, GPI concluded that there is a negligible difference in the impact to the surrounding roadway network for any of the potential access/connection configurations between NE 6th and 7th Avenues. The proposed site plan modification to provide a connection between NE 6th and 7th Avenues with the most recently proposed site plan condition potentially reduce the traffic impact of nearby neighborhoods by allowing vehicles to get from all three parking facilities directly to NE 6th Avenue without using NE 1st Street.

- (I) **Development shall not be approved if traffic associated with such development would create a new high accident location, or exacerbate an existing situation causing it to become a high accident location, without such development taking actions to remedy the accident situation.**

Not Applicable.

- (J) **Tot lots and recreational areas, serving children from toddler to teens, shall be a feature of all new housing developments as part of the design to accommodate households having a range of ages. This requirement may be waived or modified for residential developments located in the downtown area, and for infill projects having fewer than 25 units.**

Not Applicable.

Based upon the above analysis, a recommendation of approval is presented for the Class II site plan modification and landscape plans with the conditions of approval presented.

LANDSCAPE ANALYSIS

The revised design results in additional landscape area and park area reduction between buildings IV-North and IV-South due to the additional pavement necessary for the circular valet queue. The proposed changes to the landscape plan are consistent with the changes proposed in response to SPRAB's denial, have been reviewed. The plans have been found consistent with the LDRs and additional conditions for landscaping are not proposed.

ASSESSMENT AND CONCLUSION

The revised modification is in response to the issues identified by the January 27th SPRAB denial. GPI concluded that the revisions are superior to the plans denied by SPRAB and minimizes the internal vehicular conflicts without changes to the building placements and layout.

ALTERNATIVE ACTIONS

- A. Postpone with direction.
- B. Move to recommend approval of the Class II site plan modification and landscape plan for **Atlantic Crossing** to the City Commission.
- C. Move to recommend denial of the revised Class II site plan modification and landscape plan for **Atlantic Crossing** to the City Commission.

RECOMMENDATION

By Separate Motions:

Site Plan Modification:

Move to recommend approval of the Class II site plan modification for **Atlantic Crossing** to the City Commission, subject to the following conditions:

1. All plans shall be consistent with the site plan modifications illustrated on the plans received by the Planning & Zoning Department date stamped March 2, 2016. Plan consistency shall be required prior to plan certification.
2. The valet queue drop-off shall not be permitted to back up onto NE 7th Avenue such as to impede traffic flow. In the event that the valet queue backs up into the right of way of NE 7th Avenue at any time, the operator must immediately close the valet drop-off queue and direct vehicles to self-parking until the backup has been cleared, at which point the valet drop-off may be reopened.
3. In the event that the valet queue drop-off backs up onto NE 7th Avenue for greater than five minutes more than once in a one hour period (as documented by City staff), the applicant shall submit to the City a valet operational plan (detailing revisions to the current valet operations plan to address a new operational issue) for review and reasonable approval by the City Manager or his/her designee.

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4. A wayfinding sign package satisfactory to the City shall be submitted prior to or as part of the first building permit for vertical construction and approved by the Planning and Zoning Department.
5. In the event that truck deliveries to the loading bays adjacent to NE 7th Avenue cause an ongoing impediment to safe traffic flow along NE 7th Avenue (as documented by City staff), a traffic control person shall be positioned at the loading bays adjacent to NE 7th Avenue to coordinate traffic flow during any period of time when truck traffic accesses or leaves such loading bays.

Landscape Plan:

Move to recommend approval of the landscape plan for **Atlantic Crossing** to the City Commission illustrated on the plans received by the Planning & Zoning Department, dated stamped March 2, 2016.

Attachments:

- Location Map
- Aerial Photograph
- Approved Site Plan (2014)
- January 27, 2016 Site Plan and Landscape Plan – Denied by SPRAB
- March 2, 2016 Site Plan and Landscape Plan – Proposed
- GPI Report Dated January 22, 2016
- GPI Report Dated February 12, 2016

Report prepared by: Scott D. Pape, AICP, Principal Planner




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 PLANNING AND ZONING
 DEPARTMENT

SUBJECT PROPERTY



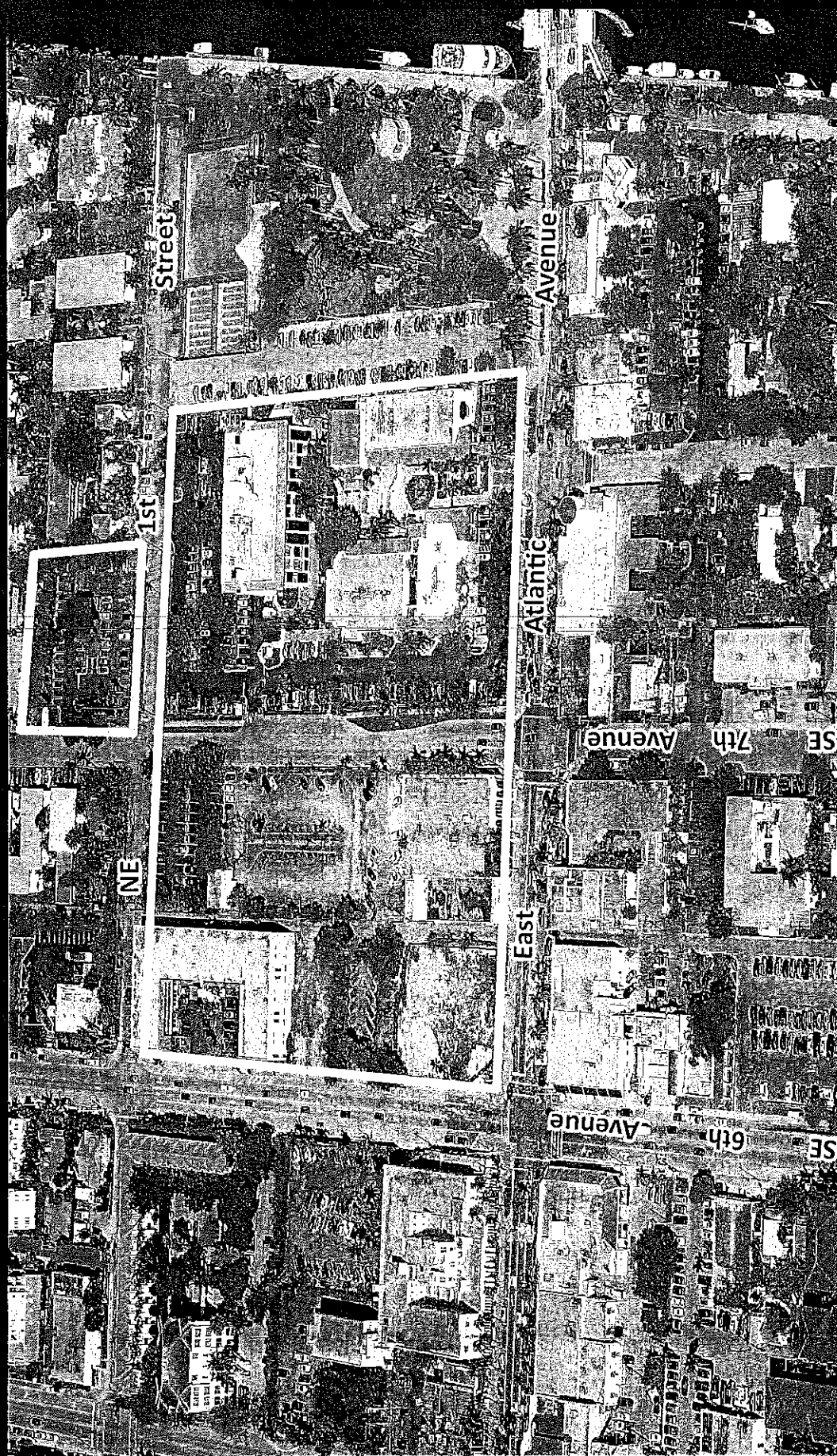
ATLANTIC CROSSING

LOCATION MAP

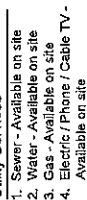
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MAP REF: S:\Planning & Zoning\DBMS\File-Cab\Z-LM 1000-1500\LM1438 Atlantic Crossing

Atlantic Crossing



DENIED by SPRAB



1. Existing Land Use - CC (Commercial Core)
2. Proposed Land Use - Same
3. Existing Zoning - CBD (Central Business District)
4. Proposed Zoning - Same
5. Existing Use - Retail, office, vacant
6. Proposed Use - Retail, office, multi-family residential
7. All new utilities shall be placed underground
8. See Parking Garage exhibit for parking layout and dimensioning.
9. See Architectural Plans, Elevations, and Stairing Plans for building heights and dimensions.
10. Parallel parking spaces shall double as loading spaces.
11. Parking layout and striping to follow City of Dallas Search current standards. See Parking Lot Detail R1, and Typical Parking Spaces Detail RT 4.2 A thru C, as applicable on Civil Plans.

8. See Parking Garage exhibit for parking layout and dimensioning.
9. See Architectural Plans, Elevations, and Stacking Plans for building heights and dimensions.
10. Parallel parking spaces shall double as loading spaces.
11. Parking layout and striping to follow City of Delray Beach current standards. See Parking Lot Detail RT 4.1 and Typical Parking Space Detail RT 4.2 thru C as applicable on Civil Plans.

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