



**CITY OF FORT LAUDERDALE
City Commission Agenda Memo
REGULAR MEETING**

15-0373

TO: Honorable Mayor & Members
Fort Lauderdale City Commission

FROM: Lee R. Feldman, ICMA-CM, City Manager

DATE: April 7, 2015

TITLE: Quasi-Judicial – Ordinance – Case R14005 Public Purpose Use/Site Plan
Level IV Development Permit – Fort Lauderdale Aquatic Center

Recommendation

It is recommended that the City Commission adopt an ordinance on second reading approving a public purpose use facility or structure and the issuance of a Site Plan Level IV Development Permit for the Fort Lauderdale Aquatic Center.

Background

The City Commission will determine whether the proposed development or use meets the standards and requirements of the Unified Land Development Regulations (ULDR) and criteria for development in the Central Beach Regional Activity Center.

Project Description

The City of Fort Lauderdale proposes to construct a new aquatic center at 501 Seabreeze Boulevard, on the site of the existing aquatic center and former Swimming Hall of Fame, consisting of the following components:

- Renovation of the existing 50-meter pool;
- New 50-meter competitive swimming pool;
- New dive pool with dive platforms, springboards and a diver acclimation spa;
- Learn-to-swim instructional pool;
- Grandstand seating for spectators;
- Concession spaces, locker rooms, fitness and training facilities, administrative support spaces;
- Elevated banquet/gathering space; and
- 538-space parking structure.

Public open spaces linked by a multi-use pedestrian path wrap the perimeter of the waterfront, with direct access provided from Seabreeze Boulevard. Public realm improvements include sustainable hardscape/greenscape treatments that contribute to a seamless and connected public realm environment, and accommodate larger

pedestrian flows, while allowing flexibility to utilize the space for other programming and/or special events, such as the Fort Lauderdale International Boat Show, throughout the year.

Prior Reviews:

The Development Review Committee (DRC) reviewed the proposal on February 25, 2014. All requirements of the ULDR and DRC comments have been addressed. DRC Comments may be found at:

http://www.fortlauderdale.gov/documents/drc/2014comments/022514/022514drc_comments.pdf

The site plan was reviewed by the Planning and Zoning Board (PZB) on May 21, 2014. The associated plans and corresponding project narratives are provided as Exhibit 1 and 2. The Staff Report and draft PZB Meeting Minutes are attached as Exhibits 3 and 4 respectively. The PZB recommended approval of the application by a vote of 8-0.

Since the Planning and Zoning Board meeting the following additional programming changes have been proposed pursuant to Commission Conference discussion on June 17, 2014:

- Elimination of the moveable floor;
- Moving the City's offices to the third floor;
- Expanding the banquet facility on the fifth floor.

This development permit will not include these modifications. Instead, the improvements will be approved administratively after funding is approved and the contract with Recreational Design and Construction is amended.

Review Criteria:

The proposal includes a request for the building length of: 501 feet – 6 inches. Pursuant to ULDR Section 47-18.26 publicly-owned structures may be erected and lands used for public purposes, in any zoning district in the City unless prohibited by the City's Comprehensive Plan, and subject to approval by the City Commission. Swimming Pools and Parking Garages are permitted in the South Beach Marina Hotel Area (SBHMA) zoning district, provided criteria outlined for SBMHA District, Central Beach Development Design Criteria, Neighborhood Compatibility and Adequacy requirements are met, as defined further below. The applicant has provided responses to the review criteria, included in the plan sets.

An application for location of a public purpose use facility or structure may be approved or approved with conditions based on the following findings:

1. There is a need for the public purpose use or structure to be located where proposed;
2. The public purpose use meets a valid municipal purpose;

3. The location of the use or structure is not in conflict with the City Comprehensive Plan;
4. Off-site or on-site conditions exist which reduce any impact of permitting the public use or structure;
5. On-site improvements have been incorporated into the site plan, which minimize any adverse impact as a result of permitting the public use or structure;
6. Alternative locations have been identified and reviewed or it has been determined that no feasible alternative locations are available;
7. The proposed site is found to be the most feasible for location of the public use or structure;
8. The public purposes to be met by the location of the use or structure outweigh the application of the zoning regulation and prohibiting the location of the public use or structure.

The design of the facility combines the programmatic aquatic elements with a supporting parking structure to create a state-of-art recreational and competitive aquatic center in a location that has historically been used for the aquatics complex in the Central Beach Area. This consolidated design approach is intended to minimize the facility footprint on a limited waterway site, allowing for public open spaces to wrap the entire perimeter of the waterfront. Additionally, the proposed design is intended to create an efficient composite of programmatic elements, and create open active gathering spaces that encourage public access to the waterway and allow for vistas to Fort Lauderdale beach, ocean, and the Intracoastal Waterway (ICW).

Pursuant to ULDR Section 47-12.6.B, the following criteria shall apply for developments in the Central Beach:

1. It shall first be determined whether the proposed development or use is compatible with the character of the overall plan of development contemplated by the revitalization plan for the central beach area;
2. It shall then be determined whether the architectural design of the proposed development is compatible with the design guidelines provided in Sec. 47-25.3. The design guidelines provided in Sec. 47-25.3 are intended to provide a framework for design review of proposed developments and outline the design elements which have been determined to be compatible with the revitalization plan;
3. The design guidelines provided in this section are not intended to be exclusive. Alternative architectural and design concepts outlined in the development application will be considered during review of the development application. It shall be the applicant's burden to show that the proposed alternative architectural and design concepts are compatible with the character of the overall plan of development contemplated by the revitalization plan for the central beach area and not incompatible with the design guidelines provided in this section;

4. It shall then be determined whether the proposed development incorporates design or architectural elements which mitigate the development's impacts, if any, on existing uses in the immediate vicinity of the proposed development;
5. The goal of the City in the adoption of the revitalization plan is to facilitate development of the Central Beach area as a world-class destination resort. The primary objective of the design review shall be to implement the overall plan of development and to foster redevelopment as contemplated in the revitalization plan.

The draft Central Beach Master Plan (CBMP) was intended to take the place of previous plans for the Central Beach area and the applicant has made efforts to accommodate the intent of the guidelines as well as the architectural design criteria of the code. As per ULDR Sec. 47-25.3.A.3.e.i.b, consideration shall be given to the recommendations of the adopted neighborhood master plan in which the proposed development is to be located, or which it abuts, although such neighborhood master plan shall not be considered to have the force and effect of law.

The proposed redevelopment seeks to improve upon the current public recreational uses of the facility, enhance the unique waterfront experience of the site, and address the public parking challenges of the beach, while maintaining the character and quality of the Barrier Island envisioned in the Central Beach Master Plan. The program is consolidated into an efficient footprint and scale, and positioned centrally within the site to provide for the most effective use of available land. The building positioning allows for a landscaped waterfront perimeter for pedestrian public access.

Primary opportunities in the South Beach Marina District include improving D.C. Alexander Park and creating a new pedestrian edge at the Aquatic Complex. The proposed new Aquatic Complex will effectively engage the ICW with a planted green edge, including a multi-use pedestrian path ranging in width from 10 to 20 feet.

This publicly-accessible waterfront environment will serve as part of a larger network of paths and pedestrian spaces along the ICW extending northward along Seabreeze to the Las Olas Marina and southward to Bahia Mar. At the west end of the Complex a lawn overlooking the ICW will double as event space for the Fort Lauderdale International Boat Show. The narrow sidewalk along Seabreeze Boulevard will be widened to 10 feet at the site and will be separated from the roadway by a row of canopy trees, providing a more comfortable pedestrian experience.

In contrast to existing conditions where the Aquatic Complex is obscured from view from Seabreeze Boulevard, the proposed structure is set back beyond the east practice pool creating a more seamless relationship between the complex and the public realm of the street, D.C. Alexander Park and the beach beyond.

Adequacy and Neighborhood Compatibility:

The neighborhood compatibility criteria of ULDR Sec 47-25.3 include performance standards requiring all developments to be “compatible with, and preserve the character and integrity of adjacent neighborhood, the development shall include improvements or

modifications either on-site or within the public rights-of-way to mitigate adverse impacts, such as traffic, noise, odors, shadow, scale, visual nuisances, or other similar adverse effects to adjacent neighborhoods. These improvements or modifications may include, but shall not be limited to, the placement or orientation of buildings and entryways, parking areas, bufferyards, alteration of building mass, and the addition of landscaping, walls, or both, to ameliorate such impacts”.

Beyond the marinas to the north and south of the peninsula on which the project is located, properties are zoned SBMHA, to the east is D.C. Alexander Park and to the west is the channel of the ICW. The project preserves views to the waterway by providing generous setbacks on all four sides. A human-scaled pedestrian entry plaza is located between Seabreeze Boulevard and the east/practice pool. Proposed site improvements also include enhancements to the streetscape with new sidewalks and street trees, creating an inviting pedestrian experience. The projects location on a peninsula, with generous setbacks, and on the east side of the ICW ensures that it will have not have typical impacts, such as casting of shadows, on nearby properties.

The applicant has submitted narratives regarding the project’s compliance with Section 47-25.2, Adequacy Requirements, and Section 47-25.3, Neighborhood Compatibility Requirements, attached with the site plan and submittal material, to assist the Board in determining if the proposal meets these criteria. A context plan and perspective renderings depicting the height, mass, scale, shadow, materials and details, etc. of the proposed development as it relates to surrounding properties have also been provided with the site plan submittal material.

Parking and Circulation:

Based on ULDR Sec. 47-20, Parking Requirements, a total of 1,319 parking spaces are required for the proposed use, as shown below. However, the total parking demand based on the shared use analysis results in a total peak parking demand of 341 parking spaces. The Fort Lauderdale Aquatic Complex includes a 523-space parking garage and 15 uncovered spaces. Thus, during peak times of regularly-scheduled events, the parking demand will be met on site. The parking garage will be public and can be utilized by others than those of the Aquatic Complex.

Based on ULDR Sec. 47-20, Parking Requirements, a total of 1,319 parking spaces are required for the proposed use, as shown below.

Pools ; 33,748 square feet @ 1 space/200 square feet water surface area	= 169 spaces
Grandstands; 2,830 seats @ 1 space/3 seats	= 943 spaces
Offices; 2,806 square feet @ 1 space/250 square feet	= 11 spaces
Meeting Rooms/Concessions; 2,908 square feet @1 space/250 square feet	=12 spaces
Fitness Center; 5,000 square feet @ 1 space/200 square feet	= 25 spaces
Lockers; 15,574 square feet @ 1 space/250 square feet	= 62 spaces
Banquet Hall; 3,706 square feet @ 1 space/100 square feet	= 37 spaces
Circulation/Leasable Space/Other; 14,824 square feet @ 1 space/250 square feet	= 60 spaces

TOTAL: 1319 parking spaces required
538 parking spaces provided

Shared Parking Analysis

A shared parking analysis in accordance with Urban Land Institute (ULI) procedures has been performed by Kittelson & Associates Inc., the applicant's Transportation Engineers. This analysis takes into consideration the parking requirements of various land uses on site according to the time of day. The results of this analysis indicate the following:

Code Requirement	1,319 spaces
Shared Parking Reduction	893 spaces
Captive Market Credit	42 spaces
Mode Adjustment Credit	43 spaces
TOTAL PARKING DEMAND	341 spaces

Pursuant to ULDR Sec. 47-20.3.G, an applicant must show that the request for shared parking meets the following criteria and the reviewing body shall consider the application for shared parking based on the criteria provided as follows:

1. The Development Review Committee (DRC) may authorize a parking reduction for a development site with multiple uses upon the review of a shared parking study that demonstrates that the uses are in close proximity to one another and have different peak parking demands and operating hours.
 - a. Shared parking study - The shared parking study shall clearly identify the uses that will use the shared spaces at different times of the day, week, month or year subject to the following;
 - i. The shared parking study shall be based on the Urban Land Institute's (ULI) methodology for determining shared parking, or other generally accepted methodology;
 - ii. The shared parking study shall address the size and type of activities, the composition of tenants or uses, the rate of turnover for proposed shared spaces, and the anticipated peak parking and traffic demands;
 - iii. The shared parking study shall provide for no reduction in the number of handicapped spaces;
 - iv. The shared parking study shall provide a plan to convert reserved space to required spaces; and.
 - v. The shared parking study shall be approved by the City Engineer prior to submittal, based on the feasibility and observations of the uses to share the parking due to their particular peak parking and trip generation characteristics;

and

- vi. Shared use parking approval shall only be valid for those uses as indicated in the study.
- vii. If a parking reduction is approved under the provisions of this section, such approval shall be evidenced by the issuance of an order in the manner prescribed in Section 47-20.3.A.8. of the ULDR.

According to the Traffic Statement provided by Kittelson & Associates Inc., the project will not generate more than 1,000 daily trips. The Traffic Statement is provided as part of Exhibit 2. The Traffic Statement was reviewed by Transportation and Mobility staff and was found to be satisfactory.

Circulation

A one-way ingress/egress will be provided from Seabreeze Boulevard and will service the parking garage entrances. Parallel to the ingress/egress drive, a 25-foot wide entry walkway, connecting Seabreeze Boulevard with the main pedestrian entrance, will serve as a vehicular drop-off. Buffered by rows of trees and landscaping from the water's edge, a multi-use pedestrian path encircles the entire perimeter of the site. On the south side of the complex the multi-use path doubles as access for service vehicles. In the place of existing sidewalk along Seabreeze Blvd, a new 10-foot wide sidewalk will be constructed and buffered from the curb by a row of canopy trees. To further multi-modal connectivity, three bicycle parking locations have also been provided on site.

Comprehensive Plan Consistency:

The proposed development is consistent with the City's Comprehensive Plan in that the public use is permitted in the Central Regional Activity Center land use category. The project generates a total of 89 peak hour vehicular trips. If approved there will be 355 vehicular trips remaining (including all pending projects) in the Central Beach Regional Activity Center.

Conditions of Approval

Should the City Commission approve the development, the following conditions are proposed:

1. Final design of hardscape materials and details along Seabreeze Boulevard frontage space shall be coordinated with new D.C. Alexander Park design.

Resource Impact

There is no fiscal impact associated with this action

Strategic Connections

This item is a *Press Play Fort Lauderdale Strategic Plan 2018* initiative, included in the Public Places Cylinder of Excellence

- Goal 3: Be a community that finds opportunities and leverages partnerships to create unique, inviting, and connected gathering places that highlight our beaches, waterways, urban areas and parks;

- Objective 1: Improve access to and enjoyment of our beach, Riverwalk, waterways, parks, and open spaces for everyone

This item advances the *Fast Forward Fort Lauderdale 2035 Vision Plan: We Are Here*.

Attachments:

Exhibit 1 – Site Plan

Exhibit 2 – Narratives and Traffic Statement

Exhibit 3 – Staff Report from the May 21, 2014 Planning and Zoning Board Meeting

Exhibit 4 – Draft Minutes from the May 21, 2014 Planning and Zoning Board Meeting

Exhibit 5 – Ordinance

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