




REQUEST: Amend City's Comprehensive Plan, Future Land Use Element and Future Land Use Map from Employment Center, Commercial, Office, and Industrial to Transit Oriented Development for Uptown Urban Village

CASE	UDP-L23001
APPLICANT	City of Fort Lauderdale
PROJECT	Uptown Urban Village Land Use Plan Amendment
GENERAL LOCATION	Area bound by Interstate 95 to the east, Powerline Road to the west, McNab Road to the north, and NW 57 th Street
SIZE	353 acres
EXISTING ZONING	Uptown Urban Village Northeast (UUV-NE) Uptown Urban Village Northwest (UUV-NW) Residential Mid Rise Multifamily/Medium High Density (RMM-25) Heavy Commercial/Light Industrial (B-3) Utilities (U) Commerce Center (CC) Boulevard Business (B-1) General Business (B-2) Industrial (I)
EXISTING LAND USE DESIGNATION	Industrial Employment Center Office Commercial
PROPOSED FUTURE LAND USE DESIGNATION	Transit Oriented Development
COMMISSION DISTRICT	1-John Herbst
NEIGHBORHOOD ASSOCIATION	N/A
APPLICABLE ULDR SECTIONS	ULDR Section 47-24.8, Comprehensive Plan Amendment ULDR Section 47-25.2, Adequacy Requirements
NOTIFICATION REQUIREMENTS	Newspaper ad 10 days prior to meeting
SECTION 166.033, FLORIDA STATUTES	N/A
ACTION REQUIRED	Recommend approval or denial to City Commission
PROJECT PLANNER	Jim Hetzel, AICP, Principal Urban Planner 

PROJECT DESCRIPTION:

The City of Fort Lauderdale is proposing to amend the Comprehensive Plan, Future Land Use Element and Future Land Use Map, and the Broward County Future Land Use Element and Map, for the area generally known as the Uptown Urban Village area. The project area is comprised of 353 acres of land and has multiple land use designations; Industrial, Employment Center, Office, and Commercial. The proposed amendment is for a single land use designation that will accommodate a mix of land uses supported by multi-modal transportation as Transit Oriented Development (TOD).

In order to achieve this, the proposed land use plan amendment (LUPA) contains specific text language to address the City and County's Future Land Use Elements that will foster a mix of land uses, a shift from single occupancy vehicles to towards multi-modal transportation with supporting transit-oriented elements and amenities as well as a priority on improved pedestrian connectivity. The proposed Uptown Land Use Plan Amendment Application is attached as **Exhibit 1**.

BACKGROUND:

The initial concept for transforming the Uptown Urban Village (Uptown) area began in 2014 with a group of landowners and business owners discussing challenges in recruiting a talented workforce in a suburban built environment where the majority of employees drive to work. The

group began meeting with the District Commissioner and City staff to explore ways in creating an urban village to meet the needs of the changing workforce and provide for a mix of businesses.

In 2014, the City engaged the Urban Land Institute (ULI) to conduct a Technical Advisory Panel Report for Uptown. The ULI Technical Advisory Panel Program is made of experts who analyze various topics and ultimately generate reports to assist local governments in addressing issues such as housing, parking, redevelopment, and future development patterns. The ULI Technical Advisory Panel report for the Uptown area was completed in August 2014 and contained specific recommendations as listed below. City Resolution No. 15-215 was adopted by the City Commission on October 6, 2015, officially accepting the ULI Technical Advisory Panel report and the recommendations.

- Engage study area landowners, business and civic leaders, employees and other interested parties; e.g. Envision Uptown and other stakeholders, in preparing a shared community planning vision;
- Examine opportunities to enhance existing public and private assets (e.g. extensive corporate presence, access to transit and Fort Lauderdale Executive Airport);
- Identify improvements to bicycle and pedestrian infrastructure to improve connectivity within Uptown;
- Provide opportunities for parks and open spaces that can be utilized by employees and residents alike;
- Evaluate the Uptown brand for potential modifications, including any possible trends, in an effort to create an unique district in the region with a strong sense of place;
- Evaluate existing development conditions and identify needed changes to the development standards to support the community planning vision, brand, and a live, work, learn, and play environment;
- Provide predictability for future growth and development; and
- Identify future plans that address changing the land use designations for Uptown, focus on corridor transit connections and multi-modal facilities, and adopt new land regulations to achieve desired goals.

In 2016, the City Commission recognized the Uptown effort as a Commission Annual Action Plan (CAAP) initiative and staff began the planning process and secured a consultant to generate a master plan for the project area. Concurrently, staff began preparing a LUPA application to align with the completion of the master plan and on February 21, 2018, a proposed LUPA was presented and approved (6-0) by the PZB; however, due to property ownership concerns and conflicts, the City could not proceed to City Commission and the LUPA was paused.

REVIEW CRITERIA:

Pursuant to the ULDR, Section 47-24.8, a Comprehensive Plan amendment ("land use plan amendment") application shall be reviewed in accordance with the following criteria:

1. Any person requesting a proposed change to the City's adopted land use plan map or text within the City's adopted Comprehensive Plan shall be required to submit a comprehensive plan amendment application.

The City is the applicant requested the amendment and staff has prepared the application.

2. An application shall be submitted to the Department for review by the Planning and Zoning Board (Local Planning Agency) and for approval and adoption by the City Commission, in accordance with the requirements of F.S. Ch. 163 and F.A.C. Rule 9J-5.

The City of Fort Lauderdale application includes a detailed amendment report that outlines the existing and proposed uses, an analysis of public facilities and services, a review of applicable goals, objectives and policies in both the City of Fort Lauderdale Comprehensive

Plan and the Broward County Land Use Plan with supporting exhibits. *Note, Florida Administrative (F.A.C.) Rule 9J-5 was repealed by the Florida Legislature in 2011.*

- An amendment to the City's Comprehensive Plan must be recertified by the Broward County Planning Council (BCPC) prior to the approval taking effect.

Provisional certification will be granted when Broward County Commission conducts the adoption hearing on the amendment. City staff is required to submit recertification documents to BCPC staff post adoption.

LAND USE AMENDMENT ANALYSIS:

The LUPA application requires an analysis based on the proposed amendment intensity and density. The analysis must include the planning rationale compared to the City's Comprehensive Plan and the impact of such on public services. The LUPA application provides a point by point narrative on the availability of public facilities to evaluate the demand created on public services and facilities by the proposed additional development. The public service analysis includes potable water, wastewater, drainage, traffic impacts, mass transit, solid waste, parks, and schools. Staff has summarized the LUPA analysis below. See Exhibit 1, Uptown Land Use Plan Amendment Application for detailed analysis and more information including correspondence letters from service providers.

Development Uses and Intensities

The existing uses in Uptown include numerous office buildings, commercial shopping centers, hotels, industrial warehouses, existing mobile home park, transit facility, and car dealership. The proposed amendment adds development entitlements for residential, commercial, office, industrial, park space, hotel, and civic uses.

The additional development entitlements were generated based on the following factors: (1) existence of underutilized properties in the project area with the potential for redevelopment opportunities; e.g. vacant parcels, surface parking area, (2) lack of certain supporting uses in the project area; e.g. residential, hotel, park and open space, and (3) market sector demand based on the addition of residential use, which doesn't currently exist in the project area.

The market analysis examined the commercial demand based on the population generated from the residential units. Data from Colliers International was used to generate the commercial demand which was based on the additional 4,000 units within the LUPA area and was also applied on a macro level encompassing the surrounding census tract housing data. In addition, staff conducted an analysis for office demand based on data from Colliers International, which was based on current vacancy rates, any new office construction, any planning construction, and the anticipated office growth. Note, future redevelopment that replaces same existing use will be given credit for same use or added back to available intensity for the LUPA area.

Table 1 summarizes the proposed LUPA development uses and intensities and Table 2 contains market analysis summary for commercial and office. For more detailed analysis information, see Exhibit 1, Uptown Land Use Plan Amendment pages 4 through 6.

Table 1: LUPA Development Uses and Intensities

	INDUSTRIAL (square feet)	COM (square feet)	OF (square feet)	RES (units)	PARK (acres)	HOTEL (rooms)	CF (square feet)
Existing Use	1,262,922	449,494	3,374,186	239	0	718	132,611
Proposed LUPA	1,000,000	1,000,000	1,000,000	4,000	7	900	20,000
TOTAL	2,262,922	1,449,494	4,374,186	4,239	7	1,600	152,611

City of Fort Lauderdale, Urban Design and Planning

Table 2: Commercial and Office Demand

COMMERCIAL USE DEMAND					
	PERSONS PER UNIT ⁽²⁾	UNITS	POPULATION	RATIO PER CAPITA ⁽³⁾	COMMERCIAL (square feet)
Retail Ratio Calculation LUPA ⁽¹⁾	2.6	4,000	10,400	60.06	624,624
Retail Ratio Calculation MACRO ⁽¹⁾	2.6	14,612	37,991	46.44	1,764,311
Minus Existing Commercial					449,494
TOTAL					1,939,441
OFFICE USE DEMAND					
	VACANCY RATE	NET ABSORPTION (square feet)	OFFICE DELIVERIES (square feet)	UNDER CONSTRUCTION (square feet)	5-YEAR GROWTH
Office Demand	13.2%	80,935	0	0	2.7%

(1) City of Fort Lauderdale, Urban Design and Planning; Data by Colliers International, 2023; Analysis based on proposed LUPA units and MACRO area (census tract data) and Ratio per Capita

(2) Average household size per City's Comprehensive Plan

(3) Note, LUPA ratio higher than MACRO due to Fort Lauderdale pulls trades beyond City limits

Portable Water and Wastewater

Water and wastewater services are provided by the City of Fort Lauderdale and Broward County. Broward County provides potable water for approximately half of the project area and the City provides water and wastewater for a quarter of the project area. Both the City and Broward County have indicated that there is sufficient capacity to serve the LUPA development program.

Drainage

Drainage level of service is based on FEMA, Florida Building Code, and City's ULDR. These regulations address finish floor elevation minimums, proper stormwater capture on-site, and construction activity.

Solid Waste

Solid waste service is provided by Waste Management with future capacity analysis conducted by Wheelabrator Technologies, Inc., a subsidiary of Waste Management, which provided confirmation that sufficient capacity exists.

Traffic Impact and Mass Transit

Adopted level of service per the City's Comprehensive Plan, Transportation Element, the adopted comprehensive plan LOS for FHS roadways is E and non FHS roadways is D for development located in the City's Central District. Per the trip generation calculations conducted for the proposed amendment, the proposed amendment results in a reduction in trips on a daily and peak hour basis. Therefore, the proposed amendment does not result in an increase in daily or peak hour volumes on the surrounding roadway network and none of the roadway segments are significantly impacted by the proposed amendment. The trip generation differential between the existing and proposed LUPA represents a decrease of 41,934 trips, a decrease of 5,103 AM peak hour trips, and a decrease of 5,929 PM peak hour trips in comparison to the existing LUPA.

The amendment area has significant mass transit service providing local and regional connectivity in Broward County through Broward County Transit's (BCT) fixed bus route and throughout the South Florida region with South Florida Regional Transportation Authority's (SFRTA) Tri-Rail commuter rail service. The 2023 to 2032 Broward County Transit Development Plan (TDP) Annual Update, there are headway improvements identified for routes in the area but no other additional improvements were highlighted within the amendment area.

Park and Recreation

The City's adopted level of service for recreation and open space is three acres per one thousand (1,000) residents. In 2020, the City had 6.43 acres per one thousand (1,000) residents. The proposed LUPA will create a demand of 19.5 acres of parks and open space. Currently, the City has a total of 1,090 acres of parks and open space and therefore, the proposed LUPA will not have an impact on the recreation and open space level of service. However, the amendment proposes a

dedication of 7 acres of park space as part of the LUPA, which will be further defined in the master plan to ensure accessibility, type, and proximity to residential uses.

School

The proposed LUPA will generate approximately 320 students for elementary, middle, and high school based on student generation rates from the School Board of Broward County. The generation analysis was calculated on midrise residential rates for all of the proposed residential units. There is excess capacity at the schools impacted except for Lloyd Estates Elementary, which such impact is de minimis. Consistent with the County's land use regulatory requirements, the City will enter into an Interlocal Agreement with Broward County and School Board for school impacts subsequent to the land use amendment approval.

Affordable Housing

Broward County requires all cities to use the same housing data based on the "Broward County Affordable Housing Needs Assessment" prepared by Metropolitan Center, FIU, October 11, 2022 for existing supply and demand. According to the assessment, the City has an existing demand of 5,819 affordable housing units inclusive of all affordable income brackets. The current supply is approximately 6,479 affordable housing units throughout the City, which includes all Federal and State funding programs, developer built affordable units, and other programs. Given the recent land use policies adopted by the County and the City that incentivize construction of affordable units, it is anticipated that additional affordable housing will be built over the next five years.

In addition, the City Commission adopted the Uptown Master Plan and form-based code regulations in November 2019 with incentives to encourage, support, and assist affordable housing development. Incentives have been established through both city and county policies, offering density bonuses, funding opportunities, and access to residential units. Specifically, the ULDR, Section 47-23.16.B.2.a, Uptown Urban Village, provides an option for developers to request density increase if affordable units are included in the development. This allows an increase from the maximum density of 50 dwelling units per acre to no more than 100 dwelling units per acre based on a formula. Each housing unit set-aside at eighty percent (80%) of the median family income (MFI) is allocated an additional four market rate units, and each housing unit set-aside at one hundred percent (100%) of the MFI is allocated an additional two market rate units. During application submission applicants are required to submit an affordable housing development plan outlining adherence to the city's affordability requirements. Prior to building permit issuance applicants shall record a 30 year deed restriction and an affordable housing development plan.

Land Use Compatibility

Given the location of the LUPA east of Fort Lauderdale Executive Airport (FXE), staff conducted an analysis evaluating the impact of airport operations on the proposed uses. Staff analyzed the runway location, noise levels, flight paths, and the proposed uses with special attention given to residential and park uses. A small portion of the LUPA area is within the area affected by noise levels in excess of 65 dB DNL with the majority of the LUPA not within this noise level. The Airport Runway 9 jet departures, heading north or westbound, are instructed to turn left to fly over I-95, except for emergency aircraft, weather conditions, or operational requirements.

The City adopted the Uptown Master Plan and associated Uptown zoning regulations in 2019, which is reflective of the LUPA project area. Through the Uptown zoning regulations, the City has restricted residential to Uptown Urban Village Northeast (UUV-NE) and Uptown Urban Village Northwest (UUV-NW) districts and portion of Uptown Urban Village Southeast (UUV-SE), east of Andrews Avenue. This restriction is based on the airport land use analysis completed by staff. The City proffers a condition in the LUPA approval that restricts residential in these aforementioned districts.

The LUPA proposes park acreage in the amount of 7 acres in UUV-NE and UUV-NW districts and a portion of UUV-SE, east of Andrews Avenue where residential development is permitted. The park acreage is proposed to be a combination of public park space and private development that

provide public access to open space when such development contains residential. Given that residential development is only permitted in the UUV-NE and UUV-NW districts and portion of UUV-SE, east of Andrews Avenue, then such park space would be located in the same districts resulting in a restriction on the location. Furthermore, at this time the City does not have any publicly owned parks in the proposed LUPA area. There are two properties that are being considered for future park or open space which are located in the UUV-NE and UUV-NW districts. The City would like to restrict the location of parks and open spaces to the aforementioned districts in order to maintain compatible land uses near the airport in accordance with the City's obligations to the federal government, as required by 49 U.S.C. § 47107(a)(10).

COMPREHENSIVE PLAN CONSISTENCY:

The proposed amendment is consistent with the City's Comprehensive Plan Goals, Objectives and Policies, including the Future Land Use Element, Goal 1, Uses and densities permitted in the future land use categories are established in the Future Land Use Plan. Development regulations as to the permitted uses and densities must be in compliance with the permitted uses as shown on the future land use map; Goal 1, Policy FLU 1.1.9, future land use designations applied in the element and map include Transit Oriented Development land use designation; Goal 2, Policy FLU 2.3.8, Transform the Uptown Area into an urban village that contains a mix of land uses with access to multi-modal options through implementation of the Uptown Master Plan; and Goal 3, Objective FLU 3.1, Policy FLU 3.1.1, the City shall coordinate concurrency regulations and land use planning activities with the Broward County Land Use Plan.

PUBLIC PARTICIPATION:

The City has conducted various public participation outreach efforts. These efforts include public meetings, website content, public notices, and newspaper advertisement. The City began this process in 2016 and has conducted, to date, a total of six meetings with interested parties and public. Table 3 outlines the meeting details.

Table 3: Summary of Public Outreach

DATE	MEETING TYPE	NUMBER OF ATTENDEES	ATTENDEES GROUP
August 25, 2016	Interested Parties	4	Envision Representatives
December 9, 2016	Public Open House	44	Interested Parties, General Public
March 8, 2018	Public Presentation	29	Interested Parties, General Public
May 2, 2019	Public Workshop	26	Interested Parties, General Public
August 21, 2019	Commission Conference Meeting	-	City Commission, General Public (Regular Scheduled Conference Agenda)
September 13, 2023	Public Presentation	15	Interested Parties, General Public

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Pursuant to ULDR, Section 47-24.8, a newspaper advertisement was published ten days prior to the PZB meeting thereby providing general public notice of the proposed land use amendment. A portion of the amendment area is along municipal boundaries and as such, the City is required to send written notification letters to the adjacent Cities. Letters dated September 28, 2023, were sent to the Cities of Oakland Park and Pompano Beach.

STAFF FINDINGS:

Staff recommends the Board approve this request, consistent with:

- ULDR Section 47-24.8, Comprehensive plan amendment; and
- ULDR Section 47-24.2, Adequacy Requirements

PLANNING & ZONING BOARD REVIEW OPTIONS:

If the Planning and Zoning Board, acting as the Local Planning Agency (LPA), determines that the application meets the criteria for a land use plan amendment, the Planning and Zoning Board shall recommend that the City Commission approve adoption of the ordinance on first reading to

amend the Future Land Use Element and Map and transmit the amendment to Broward County, as proposed; or

If the Planning and Zoning Board determines that the application does not meet the criteria for a land use plan amendment, the Planning and Zoning Board shall not recommend that the City Commission approve adoption of the ordinance on first reading to amend the Future Land Use Element and Map and transmit the amendment to Broward County, as proposed.

EXHIBITS:

1. LUPA Amendment Application