

Prepared by the

# **City of Delray Beach Planning & Zoning Department**

In Association with

Kildav & Associates. Inc.

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# SECTION 1: INTRODUCTION

The Future Land Use Element of the City's Comprehensive Plan identifies several older areas of the City that, due to substandard infrastructure, obsolete or inappropriate uses of land, vacant and dilapidated structures, and other similarly blighting conditions, are in need of special attention in the form of a "Redevelopment Plan." Goal Area "C" of the Future Land Use Element states the following with regard to these areas:

Blighted areas of the City shall be redeveloped and renewed and shall be major contributing areas to the renaissance of Delray Beach.

The purpose of a Redevelopment Plan is to identify the specific deficiencies and assets of a designated area, evaluate the existing and potential uses, and identify specific measures for arresting decline, facilitating new development, and enhancing the quality of life for residents of the area.

"Redevelopment Areas" are identified on the City's Future Land Use Map and are described within the Future Land Use Element. A "Redevelopment Area" designation acts as a holding zone for each site, until an appropriate Future Land Use designation can be assigned that is consistent with an adopted Redevelopment Plan. Policy C-2.1 of the Future Land Use Element states:

If a private development proposal is made within a Redevelopment Area, one of the following options shall be pursued:

- Acceleration of the redevelopment plan and deferral of the land use request until the plan is completed; or
- Consideration of the use request on its own merits with the existing zoning and policies of the Comprehensive Plan guiding the disposition of the request.

A private development proposal has been submitted for a major portion of Redevelopment Area #6, located in the vicinity of Lindell Boulevard and South Federal Highway. Pursuant to the above referenced policy, preparation of the Redevelopment Plan has been accelerated. The plan is being prepared jointly by a private consulting firm under contract with the developer, and by the City's Planning and Zoning staff.

# SECTION 2: THE STUDY AREA

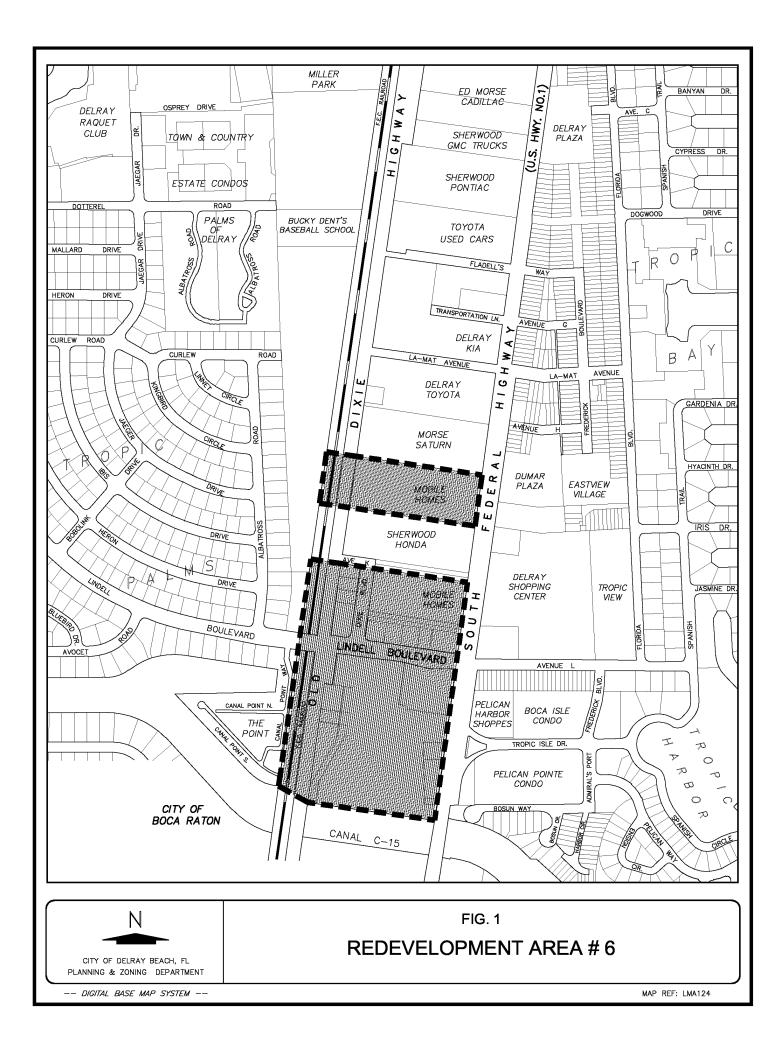
The Lindell/Federal Redevelopment Area is located north of the C-15 canal, east of Dixie Highway and the Florida East Coast Railroad, west of Federal Highway, and south of the Morse Saturn dealership and the abandoned Avenue "I" (See Figure 1). It is located at the southernmost limit of the City, just north of the City of Boca Raton. The Redevelopment Area excludes the Sherwood Honda dealership.

The Lindell/Federal area is identified on the Future Land Use Map as "Redevelopment Area #6" and is subject to Future Land Use Element <u>Policy C-</u> <u>2.4</u>, which states:

The following pertains to the vicinity of Lindell and Federal Highway:

This area extends from the C-15 Canal northward between Federal and Dixie Highways. The area does not include the existing (Honda)automobile dealership but does include the mobile home park north of it. Half of the land is vacant, almost half is underutilized as a substandard trailer park, and a few lots have residences upon them. While any commercial uses are allowable, the future use of the property is most appropriate for specialized commercial or recreational activities. An effort shall be made to promote aggregation of the parcels prior to any further development.

The area represents an important gateway into the southern part of the City, and should reflect a positive image of the City on persons entering from the Federal Highway or Dixie Highway corridors. The current impression is primarily one of a somewhat blighted area occupied by uses from a bygone era, when these highways were the main travel corridors through a sleepy town. A Redevelopment Plan is necessary to preclude new development from occurring in a strip commercial, piecemeal pattern, and provide for an interrelated mix of uses that will serve the City's current and future land use needs.



# SECTION 3: BACKGROUND OF THE AREA

Redevelopment Area #6 is part of the Del Raton Park Subdivision, which was platted in 1925. It contains Blocks 4, 5, 6, 7, 9, and 32 (See Figure 2 for the original plat configuration) and consists of approximately 27.8 acres. Del Raton Park was platted under the jurisdiction of unincorporated Palm Beach County.

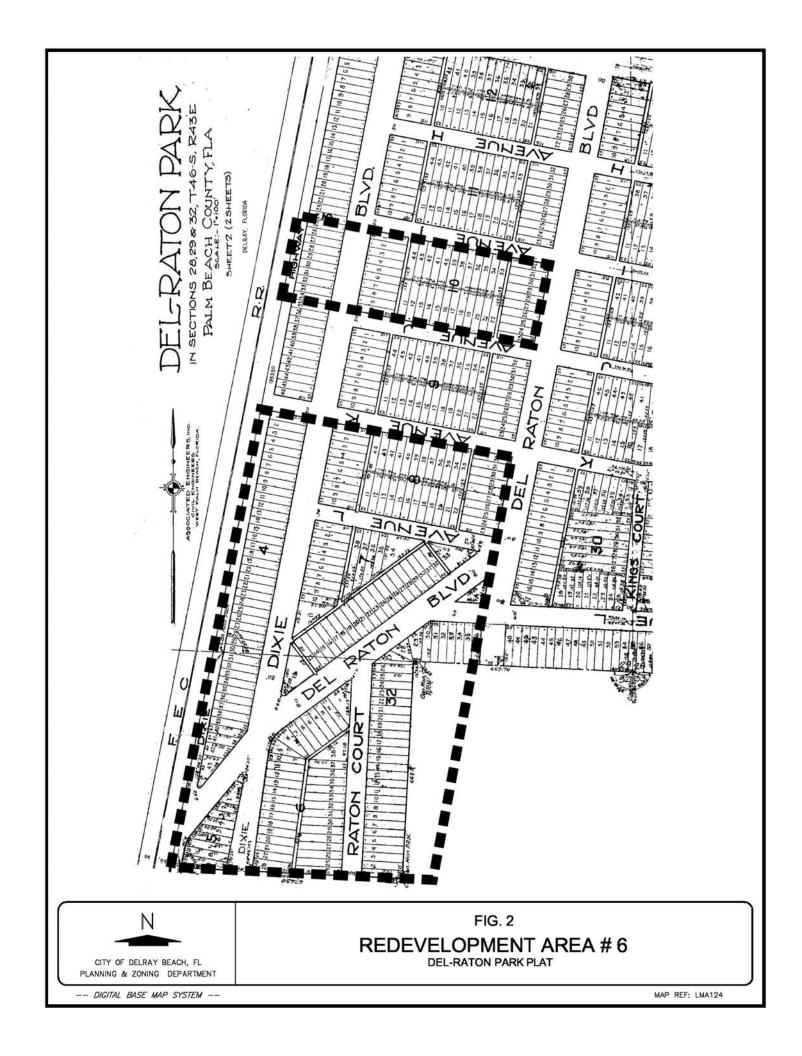
The Del Raton Park plat was designed in a traditional development pattern, with alleys and avenues. The average lot size was 25 feet wide by 125 feet deep. Del Raton Boulevard (which does not currently exist) was on the original plat and sliced diagonally through the Redevelopment Area from Dixie Highway to Avenue "L", currently Lindell Boulevard. Del Raton Boulevard continued north on present day south Federal Highway. Dixie Boulevard was also included in the original 1925 plat just east of Dixie Highway. South of Avenue "L", Lindell Boulevard was Raton Court, which led to the C-15 canal. It is clear from the existing conditions that the original development pattern proposed in the1925 plat of Del Raton Park was not followed.

On December 16, 1986, the City Commission approved the annexation of a vacant 10.2-acre portion of the plat located on the south side of Lindell, and assigned an SC (Specialized Commercial) zoning designation (via Ordinance No. 89-86). Also at that meeting, the Commission approved the abandonment of various road and canal rights-of-way, and easements within and adjacent to the annexed property (via Resolution No. 68-86).

At its meeting of March 24, 1987, the City Commission granted conditional use and site plan approval to construct a full service automobile dealership (Lehman Auto Dealership) on the 10.2 acre parcel. A condition of approval was that the property be platted. The Commission also approved a land use plan amendment from MF-10 (Multiple Family - 10 du/ac to C (Commercial) (via Ordinance No. 24-87) and a rezoning from RM-10 (Multiple Family Dwelling District) to SC (Specialized Commercial) for an additional 2.3 acres of land on the south side of Lindell Boulevard (via Ordinance No. 25-87).

On November 11, 1987, the City Commission approved the plat for the Lehman dealership, however, the plat was never recorded. On July 29, 1988, a request for a time extension to the conditional use and site plan for Lehman auto dealership was submitted and was subsequently withdrawn. The conditional use and site plan expired on April 20, 1988.

In July of 1988 the Orange Royal property voluntarily annexed into the City and was given a GC (General Commercial) zoning designation. In December of 1988, the Delray Trailer Park and adjacent single family homes and auto repair facility were included in Enclave 52 and annexed into the City through the state enclave act. Zoning designations included SC, GC, and RM-10. In July of 1989



Enclave 50, which included the Del Raton Travel Trailer Park, was annexed into the City, and given an SC zoning designation.

With the adoption of the City's Comprehensive Plan in November 1989, the Future Land Use Map designation for the area was changed from C (Commercial) to Redevelopment Area #6. With the Citywide rezoning and adoption of the Land Development Regulations in October 1990, the subject properties were rezoned to PC (Planned Commercial).

In 1994, a request was submitted to rezone a 10.2 acre parcel on the south side of Lindell from PC (Planned Commercial) to RM (Medium Density Residential). The applicant was a contract purchaser who wanted to build an apartment complex on the property. The rezoning was approved by the City Commission on first reading in January of 1995, however, the application was ultimately withdrawn due to the property owner's concern that if the project fell through, the parcel would have lost its commercial designation.

To overcome the owner's concern regarding the rezoning of the property, the applicant submitted a Conditional Use application to establish a multi-family development in the PC zone district. The proposal included an additional 2.2 acres (vacant land) located at the southeast and southwest corners of the site. Accompanying the Conditional Use request was a sketch plan or a 146-unit townhouse development reflecting "new urbanism" concepts. The sketch plan included two large retention areas, an amenity area, a common park area, and large perimeter buffers and access provided from Lindell Boulevard. The conditional use request was approved by the City Commission on April 4, 1995.

On July 26, 1995, the Site Plan Review and Appearance Board (SPRAB) approved the site plan for the residential development subject to conditions. The conditions of approval were never addressed and the project was not constructed.

# SECTION 4: EXISTING CONDITIONS

# **CONDITIONS WITHIN THE REDEVELOPMENT AREA**

The Redevelopment Area is approximately 27.8 acres in size. The existing development pattern includes two mobile home parks, single family homes, and a mix of small scale commercial developments. For the purposes of this discussion, the Redevelopment Area has been separated into three areas: the area south of Lindell Boulevard, the area between Lindell Boulevard and the Sherwood Honda dealership, and the Del Raton Travel Trailer Park. See Figure 3 for an aerial photograph of the area along with approximate acreagesof each section. Figure 4 indicates the existing generalized uses that occupy the Redevelopment Area.

# EXISTING USES

## South Side of Lindell Boulevard

This portion of the Redevelopment Area consists of approximately 15.37 acres, the majority of which is vacant. However, there are several small scale commercial uses located along both Federal and Dixie Highways that have existed on these sites for several decades.

The Orange Royal fruit and vegetable stand has been established on the Federal Highway side since the late 1970's. It is an odd-shaped property, approximately 363' in length, and varying from 76.5' to 129' in depth. It was recently renovated to include air-conditioned space, and is currently available for sale. The property owner has been cited by Code Enforcement for failing to pave the shellrock parking lot on the north end of the property.

The existing commercial uses along Dixie Highway include a landscape nursery, a convenience store, and a repair shop (non-automotive). The convenience store and nursery are leased by the businesses. Both are reasonably well-maintained, however, their parking backs out onto Dixie Highway. The repair shop is on a triangular shaped property, and the business appears to be closed. All of these properties are of a limited size, and with the potential widening of Dixie Highway by Palm Beach County, will be subject to the acquisition of an additional 50' of right-of-way. When the road is widened, the viability of these operations will be significantly impacted.

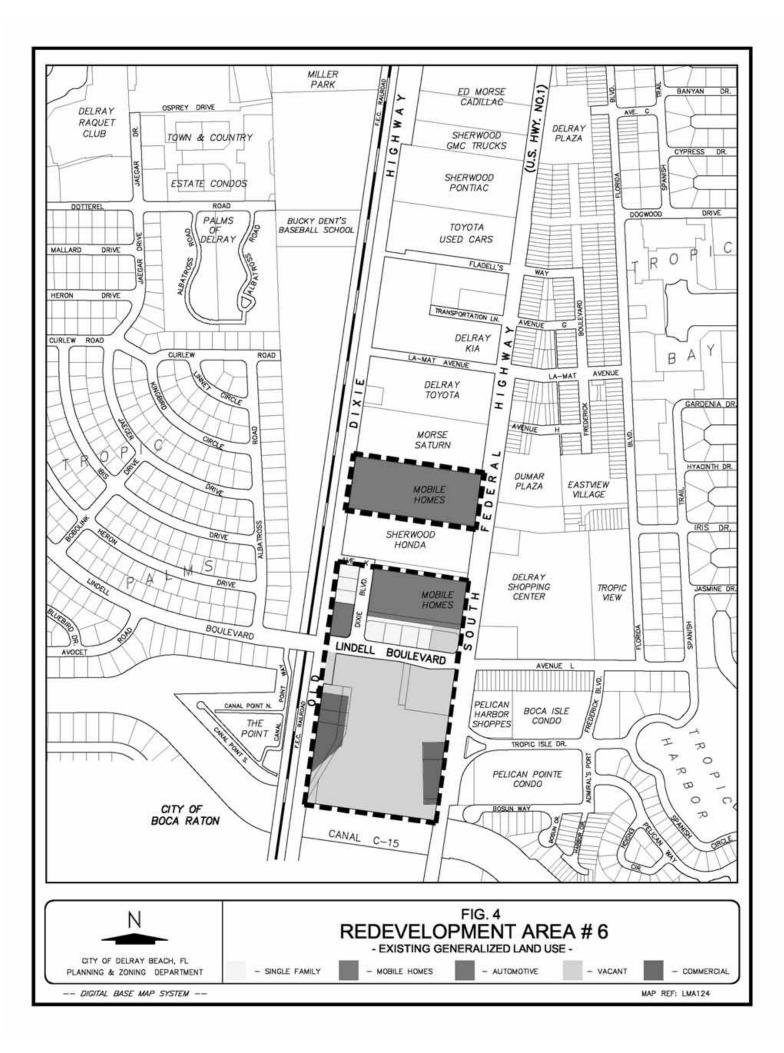
The vacant property in this area consists of approximately 12 acres. This is the portion of the Redevelopment Area that is under contract for purchase and development by a private developer. There are also two billboards in this portion





FIG. 3 REDEVELOPMENT AREA # 6 - APPROXIMATE ACREAGES -

--- DIGITAL BASE MAP SYSTEM ---



of the redevelopment area, one facing Federal Highway, and one facing Dixie Highway.

# Area Between Lindell Boulevard and Sherwood Honda

The portion of the Redevelopment Area located between Lindell Boulevard and the Sherwood Honda automobile dealership is 7.8 acres in size, including the right-of-way for the remaining unimproved portion of Dixie Boulevard. Within this area, four (4) single family homes are located along the north side of Lindell Boulevard and three (3) homes are located along the east side of Dixie Highway. These residential structures are of moderate quality and could use additional maintenance. They are all renter-occupied, and are co-owned by the person who is listed as the Trustee for the adjacent 3.7 acre Delray Trailer Park. The park consists of a number of old and mostly dilapidated trailers that are rented to tenants. The property is poorly maintained and has a blighted appearance. On the northeast corner of Dixie Highway and Lindell is Certified Auto Repair, an automotive repair facility that has recently been painted and landscaped.

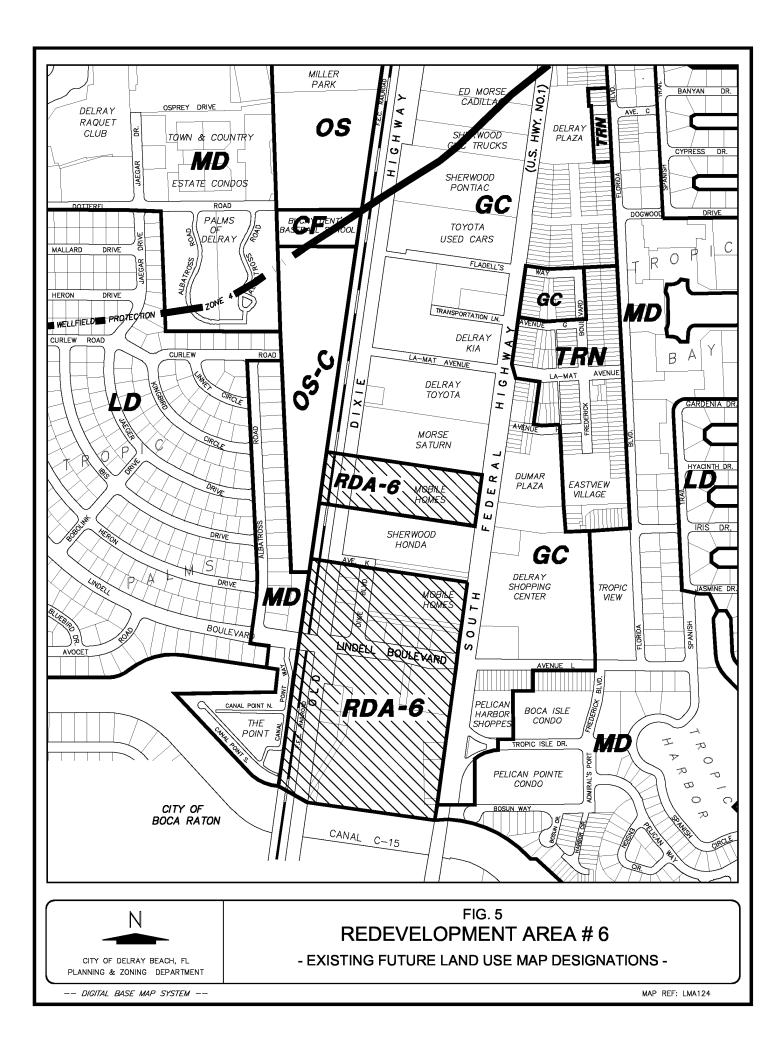
# Del Raton Travel Trailer Park

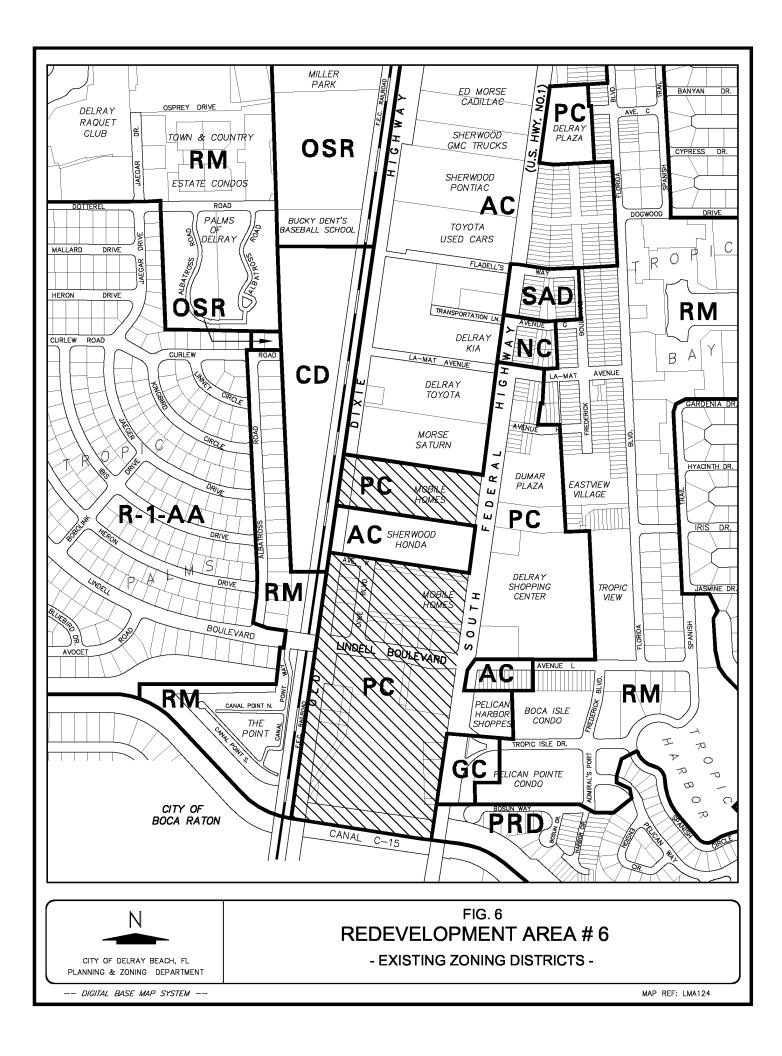
North of Sherwood Honda is the second mobile home park in the Redevelopment Area, the Del Raton Travel Trailer Park. It is a 4.6 acre recreational vehicle (RV) park, with RV sites rented primarily on a seasonal basis. A propane tank refill service is available to the general public at the front of the park. The office is located along the Federal Highway frontage. The park is well managed and maintained.

# EXISTING LAND USE AND ZONING CLASSIFICATIONS

As previously noted, the underlying Future Land Use Map designation for the subject property is Redevelopment Area #6. The Comprehensive Plan calls for the preparation of a plan for this area that will encourage the aggregation of properties into a unified development. The current zoning designation for the entire redevelopment area is PC (Planned Commercial). This zoning designation provides for the well-planned development of retail, office, and other commercial activities, generally on sites of 5 or more acres. The PC zoning district regulations are contained within Section 4.4.12 of the City's Land Development Regulations (see Appendix A). Figure 5 depicts the Future Land Use Map designations, and Figure 6 includes the zoning categories, for the Redevelopment Area and the surrounding properties.

It should be noted that none of the existing uses in the redevelopment area complies with the current zoning district regulations. The PC zoning district does not allow mobile home parks, single family homes, automotive repair, or landscape nurseries. Additionally, while retail sales such as the convenience store and the Orange Royal market are permitted, the zoning district regulations





require a minimum building size of 6,000 square feet, which neither structure meets. The uses are considered lawfully nonconforming, that is, they were legally established at some time under previous zoning regulations, and may continue to operate subject to certain limitations.

# EXISTING INFRASTRUCTURE

## WATER, SEWER, AND DRAINAGE

**Water:** According to the City's Water Atlas (Figure 7), 8" water mains are located on the west side of Federal Highway from the northern part of the Redevelopment Area to Lindell Boulevard, where it widens to 10" and loops across Federal near the Pelican Harbor Shoppes. A 10" water mains runs along the south side of Lindell Boulevard. A 12" water main runs on the east side of Dixie Highway from the south City limits to Lindell Boulevard, and a 6" water main runs from Lindell north along Dixie Highway.

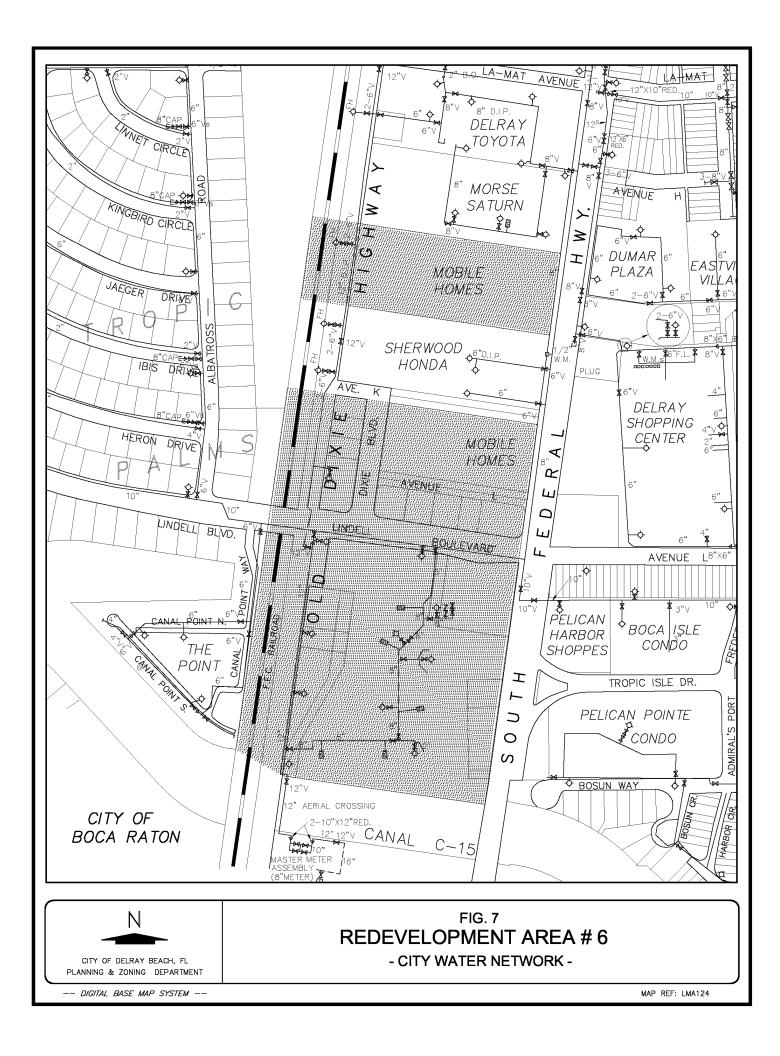
**Fire Suppression:** Currently, there are two fire hydrants located on Lindell Boulevard and six fire hydrants located on Dixie Highway within the study area. There are no fire hydrants located on Federal Highway within the area. Any new proposed development would need to provide additional hydrants within Redevelopment Area.

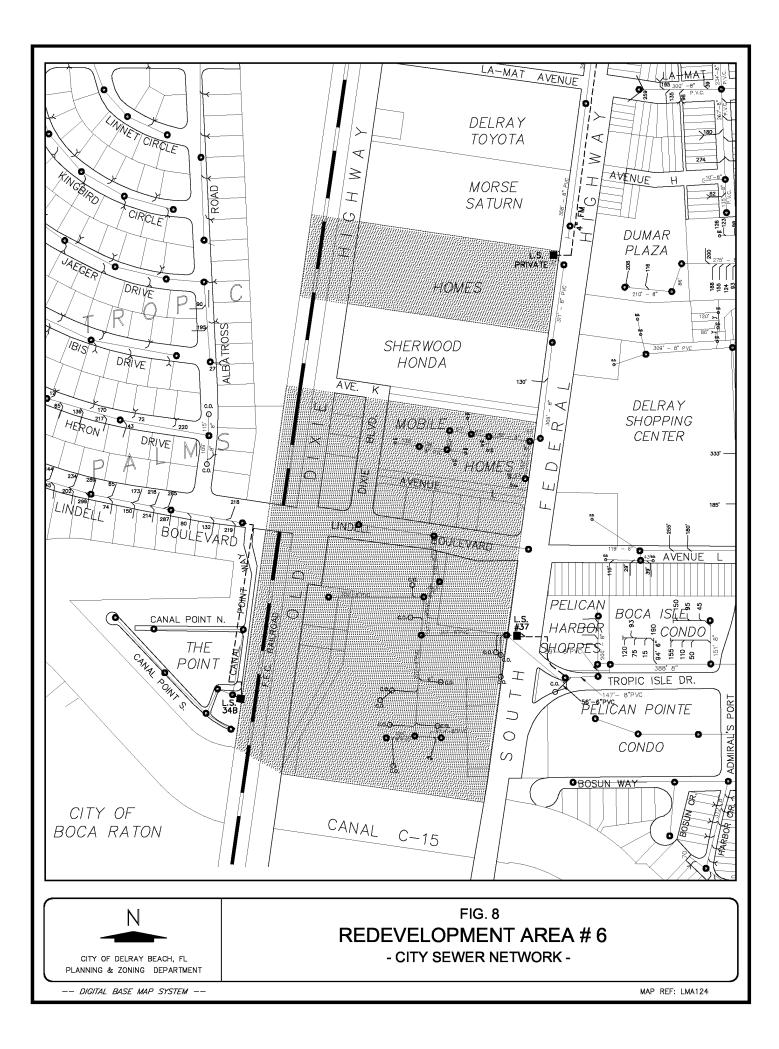
**Sewer:** The City's Sewer Atlas (Figure 8) indicates that a 8" sewer main is located on the west side of Federal Highway, north of Lindell Boulevard. The main extends from the Delray Trailer Park into Lift Station 37 located in the northeast corner of the Del Raton Travel Trailer Park. No sewer lines exist along Lindell Boulevard nor along Federal or Dixie Highways within the study area. Any proposed development of the vacant parcels along Lindell Boulevard, Federal and Dixie Highways will be required to install and connect to the City's central sewer system.

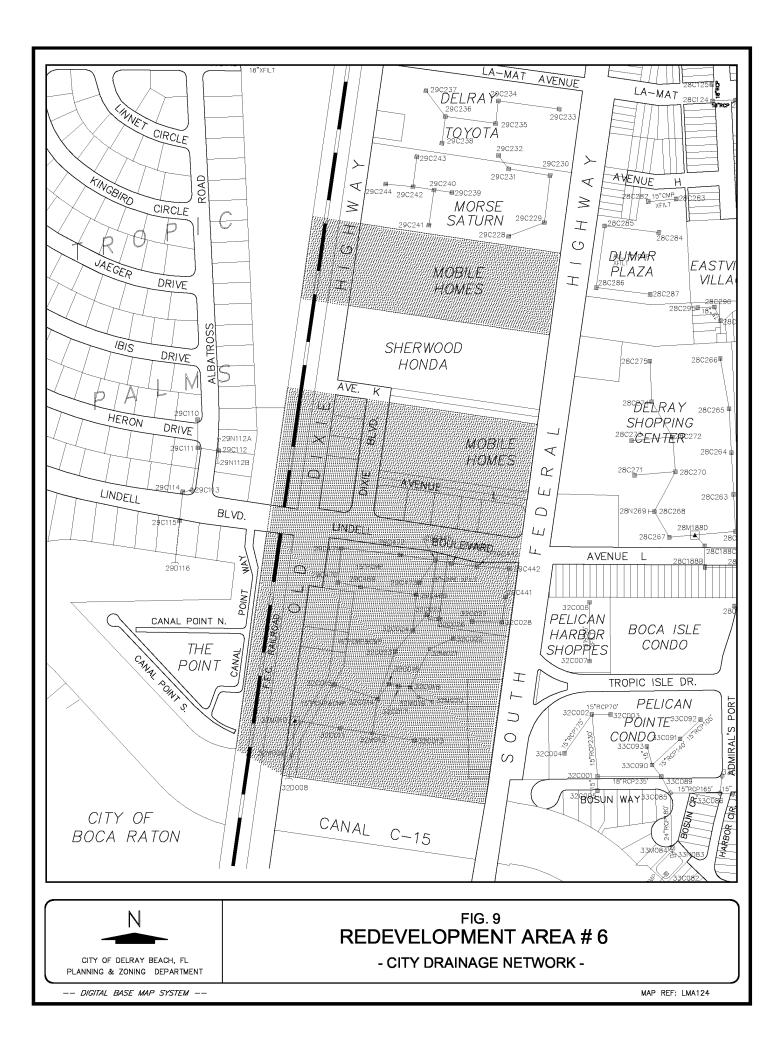
**Drainage:** The City's Drainage Network (Figure 9), does not include drainage facilities anywhere within or adjacent to the Redevelopment Area. There appears to be a low spot along Lindell Boulevard that periodically experiences standing water after heavy rains. Swales in the area may need to be modified to accommodate additional retention. The City may also need to acquire property in the area to address the problem.

#### STREETS AND TRANSPORTATION

The study area is bordered on the west by Dixie Highway, which is classified as a County Collector. It currently consists of two lanes constructed within a 30' right-of- way. As a two-lane undivided roadway, it has the capacity to handle 14,900 average daily trips (ADT); the actual current volume is 12,353 ADT. The County transportation plans call for the road to ultimately be widened to four







lanes within an 80' right-of-way. The road-widening is not included in the current Palm Beach County 5-year Work Program, however, an additional 50' of right-ofway will be required from all properties bordering Dixie Highway at the time of development. There are no dedicated turn lanes on Dixie Highway at its intersection with Lindell Boulevard. It appears from the condition of the swales in the area that cars have been driving off the road to get around vehicles making left hand turns.

On the east side of the Redevelopment Area is South Federal Highway, or U.S. Highway #1. This road is classified as a State Minor Arterial. It currently consists of 4 lanes (divided) within a 120' right-of-way. It has the capacity to handle 32,500 ADT and is currently experiencing 32,120 trips per day. Long range plans call for the road to be widened to six lanes, however, the widening is not scheduled in the current 5-year plan. Sufficient right-of-way exists in this area to accommodate six lanes. There is an existing southbound right turn lane onto Lindell Boulevard that is in very poor condition. Federal Highway is a major route for Route #1 of the Palm Beach County bus system (Palm Tran), which travels from Mizner Park in Boca Raton to the Gardens Mall in northern Palm Beach County.

Lindell Boulevard divides the Redevelopment Area, and provides a connection between South Federal Highway and Linton Boulevard through the Tropic Palms neighborhood. Current traffic counts for the road are not available at this time. Lindell is classified as a City Collector, with the existing standard of two lanes in an 80' divided right-of-way to remain. The median is landscaped but not curbed. The section of Lindell located within the Redevelopment Area is scheduled to be upgraded and resurfaced in June of 2000.

The Florida East Coast (F.E.C.) railroad tracks run immediately west of Dixie Highway. There is an at-grade crossing at Lindell that is scheduled to be upgraded later this year.

The original Del Raton plat contained a number of streets and alleys which have been abandoned, including portions of Avenues "J", "K" and "L", Dixie Boulevard, Del Raton Boulevard, and Raton Court. In the part of the Redevelopment Area north of Lindell Boulevard, portions of Avenue K, Avenue L, and Dixie Boulevard remain as right-of-way but are unimproved. If the trailer court and adjacent single family homes are redeveloped in a unified fashion these roadways will serve no purpose, and should be abandoned.

# SIDEWALKS AND STREET LIGHTING

There is a sidewalk along the north side of Lindell Boulevard in front of the single family homes. There are no sidewalks along Dixie Highway. A sidewalk runs along the east side of Federal Highway, across the street from the Redevelopment Area. Street lights are located along Federal Highway, Lindell

Boulevard and Dixie Highway. These street lights are typical cobra heads that are attached to Florida Power and Light poles.

# CODE ENFORCEMENT AND CRIME DATA

Staff examined City records over the past five years (1995-1999) to determine the presence of building and property code violations that would constitute a blighting influence. There were numerous citations issued to the vacant properties for failure to mow/maintain the lots, and several issued for trash piles and abandoned vehicles on the single family homes. The Orange Royal property was cited numerous times for violations of the sign ordinance. The largest number of notices were issued to the Delray Trailer Park, for violations concerning housing conditions, animal control regulations, abandoned vehicles, and landscape code compliance (Table 1).

Crime data was also examined, for the period 1996 through 1999. Numerous thefts and burglaries were reported for the retail businesses (convenience store and Orange Royal), as well as two murders and a death by vehicular homicide. As with the code violations, the largest number of crimes was reported by the Delray Trailer Park. Crimes on this property included aggravated assault, battery, and numerous burglaries (Table 2).

# GENERAL CONDITIONS OF THE SURROUNDING AREA

# EXISTING USES

The Lindell/Federal Redevelopment Area is surrounded by a mixture of commercial, residential and automotive uses. The commercial uses east of Federal Highway include a dental office, drapery store, and automobile leasing and sales, as well as several shopping centers (Dumar Plaza, the Delray Shopping Center, and the Pelican Harbor Shoppes). These centers contain retail shops, restaurants, and offices. The Delray Shopping Center, which is the largest of the three, has had a vacant grocery store space available for lease ever since the Winn Dixie store left several years ago. The current anchors are a silk plant store that is going out of business and several consignment stores. Residential uses east of these centers include Pelican Harbor, Pelican Pointe, Tropic Harbor, Tropic View, and Tropic Bay, all of which are primarily multifamily.

Located to the north of the Redevelopment Area is the Morse Saturn Automotive Dealership. The Sherwood Honda Automotive Dealership divides the Del Raton Travel Trailer Park from the rest of the Redevelopment Area. To the west of the Redevelopment Area are residential uses that include The Point condominiums, and the Tropic Palms single family subdivision. To the south across the C-15 canal from the Redevelopment Area is property located within the City of Boca Raton that is vacant except for a municipal water storage tower.

		C	<b>ODE ENFORCEM</b>	ENT C	CASES	S		
Property Address	Year	Type	Property Address	Year	Type	Property Address	Year	Type
Single Family House	1995	ပဗ	Delray Trailer Park	1995	AV	Single Family House	1995	AN
215 Lindell Blvd	1995	ΔN	3110 S. Federal Hwy	1995	00	205 Lindell Blvd	1996	MΜ
12-43-46-29-02-000-5170	1995	00	12-43-46-28-07-008-0010	1995	AC	12-43-46-29-02-000-5180	1996	ΑN
	1996	ΝA		1995	AC		1996	AC
	1997	A۷		1996	С С		1997	ပ ဗ
Renair Shon	1995	C C		1996	ΝA		1997	AV
3333 S. Divie Hwv	1995	9 ( ) 9 ( )		1996	00		1997	ΨZ
10-42-46-28-07-004-0400	1005	، ر ز را		1996			1997	AV
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	1330			1006	)()<		1000	
Vacant Parcel							1 000	ב נ מ נ
S. Federal Hwy	1996	AN		1991			1 3 3 3	
12-43-46-32-12-008-0060	1997	NA		1997	23		1999	<u>ר</u>
Vacant Parcel				1997	A<	Delrav Trailer Park Office		
S. Federal Hwv	1996	AN		1997	A<	3190 S. Federal Hwv	1998	С Ю
12-43-46-32-12-008-0010				1997	AV	12-43-46-29-10-000-0010		
Vacant Parcel	1996	ΝA		1997	A<	Single Family		
	1000			1997	AV		1006	
LINGEII BIVO	1991	¥ Z		1997	AV	3113 S. UIXIE HWY	0661	ΨZ
12-43-46-29-02-000-5240	1998	NA		1997	AV	12-43-46-28-07-004-0070		
Vacant Parcel	1996	ΔN		1997	AV	Single Family House		
S. Federal Hwy	1997	AN		1997	NA	3103 S. Dixie Hwy	1999	ΝA
12-43-46-28-07-032-0210	1998	ΑN		1997		12-43-46-28-07-004-0010		
Vacant Darcel	1006	ΔN		1001		Single Family House	1 995	ΝΔ
12-43-46-28-07-032-0090	1997	AN		1997		275 Lindell Blvd	1996	A N
	1006			1000	2	12-43-46-29-02-000-5160	1 998	Ш
	1990	۲×		1990	י קיר	00-0-000-00-00-00-00-00-00-00-00-00-00-	1000	<u>5</u> P
0226-000-20-62-64-64-21	1997	τ d Z Z		1999			1999	- f
Vacant Parcel			Orange Roval Market	1995	с СС	Single Family		
S Dixie Hwv	1996	ΝA	3416 S Federal Hwv	1996		235 Lindell Blvd	1996	ΝA
12-43-46-28-07-032-0010	)		12-43-46-32-12-008-0030	1996	; 0 0	12-43-46-29-10-000-0011	1998	A
Vacant Parcel				1997	00	Convenience Store		
Del Raton Blvd	1996	ΑN		1997	С С	3327 S. Dixie Hwv	1996	ΑN
12-43-46-28-07-007-0120				1998	ပ္ပ	12-43-46-28-07-004-0370	1998	0
Vacant Parcel	1996	NA		1998	ပ္ပ	Mac's Garden of Eden		
12-43-46-28-07-006-0160	1997	AN		1998	SI	3317 S. Dixie Hwv	1996	С С С
	- ) -			1998	ิง	12-43-46-28-07-004-0310	)	)
Vacant Parcel	1996	NA		1999	С О	Vacant		
12-43-46-28-07-032-0190	1007	AN AN		1999	SI	3221 S. Divie Hww	1 996	ΔN
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				1999	С О			
				1999	Ч		1005	ر ر
				1999	С О	3119 3. UNU UNAE HWY 12-43-46-29-02-000-5190	1995	
T. m. C. D. finition of A. A. Maimel Control								2

**TABLE 1** 

Type Definitions: AC-Animal Control, AV-Abandoned Vehicle, BF-Browning-Ferris, GC-General Violation, HC-Housing, LC-Landscaping, NA-Mowing & Trash, SI-Sign, TP-Trash Pile, WM-Waste Management

		CRIME	E DATA		
Property Address	Date	Type of Crime	Property Address	Date	Type of Crime
Certified Auto Repair	01/02/96	Theft/Tag-Decal	Delray Trailer Park	05/21/96	Battery/Aggravated
3119 S. Old Dixie Hwy	04/15/96	Burglary/Vehicle	3110 S. Federal Hwy	05/22/96	Burglary/Residential
12-43-46-29-02-000-5190	04/20/97	Vehicle Theft/Auto	12-43-46-28-07-008-0010	05/25/96	Assault/Aggravated
	05/15/97	Vehicle Theft/Auto		05/25/96	Burglary/Residential
	11/23/98	Theft/Tag-Decal		05/25/96	Burglary/Residential
	02/26/99	Theft/Tag-Decal		08/08/96	Battery/Aggravated
Mac's Garden of Eden	12/11/97	Burglary/Non-Residential		09/21/96	Assault/Aggravated
3317 S. Dixie Hwy	01/28/99	Theft/from Building		11/14/96	Battery/Domestic
12-43-46-28-07-004-0310	03/05/99	Theft/Retail		01/12/97	Theft/Grand
Single Family House				11/02/97	Burglary/Residential
205 Lindell Blvd	03/13/97	Burglary/Residential		12/10/97	Burglary/Residential
12-43-46-29-02-000-5180				03/19/98	Battery/Domestic/Simple
Single Family House				04/26/98	Theft/All Other
3109 S. Dixié Hwy	10/04/97	Death/Murder		05/08/98	Battery/Domestic Aggravated
12-43-46-28-07-004-0040				05/09/98	Burglary/Residential
Single Family House				05/23/98	Burglary/Residential
225 Lindell Blvd	09/15/98	Theft/Tag-Decal		04/24/99	Battery/Domestic Simple
12-43-46-29-02-000-5160				05/02/99	I hert/All Other
Single Family House	26/60/20	Burglary/Residential	Convenience Store	04/19/96	Robbery/Armed
235 Lindell Blvd	02/04/98	Theft/Tag-Decal	3327 S. Dixie Hwy	05/22/96	Death/Murder
12-43-46-29-10-000-0011			12-43-46-28-07-004-0370	12/22/96	Battery/Aggravated
				10/13/97	Battery/Domestic Aggravated
				11/02/97	Burglary/Residential
				90/77/20	Burglary/Non-Residential
				11/14/98	Burglary/Non-Residential
	90/10/00	Thoef/All Othor		66/C1/Z0	Inervretail
Olarige Royal Market 3416 S Federal Hwv	12/23/96	Trielivali Otrier Death//ehicrular Homicide			
12-43-46-32-12-008-0030	12/23/96	Death/Vehicular Homicide			
	03/07/98	Vehicle Theft/Auto			
	06/23/98	Theft/from Building			

**TABLE 2** 

# FUTURE LAND USE MAP DESIGNATIONS

The area surrounding Redevelopment Area #6 includes a variety of land use designations, including General Commercial to the north, General Commercial and Medium Density (5-12 dwelling units/acre) to the east, the C-15 Canal to the south, and Medium Density, Open Space Conservation and Low Density to the west. South of the C-15 Canal is the City of Boca Raton.

### **ZONING DESIGNATIONS**

The zoning designation to the north of the Redevelopment Area (as well as the area between the two trailer parks) is AC (Automotive Commercial). Zoning districts to the east include AC, PC (Planned Commercial), GC (General Commercial) and PRD (Planned Residential Development). To the south is the C-15 canal and property located within the City of Boca Raton (zoned B-4, General Business). The area to the west is zoned RM (Medium Density Residential, 6-12 units/acre) and CD (Conservation District).

# SECTION 5: PLAN FOR FUTURE DEVELOPMENT

The following discussion provides a basis for a plan for future development within Redevelopment Area #6. It is the intent of the Redevelopment Plan to provide for the type and intensity of uses that are appropriate based upon the location of the property, the configuration of the particular parcels, and the nature of the surrounding uses.

# **GUIDELINES FOR REDEVELOPMENT OF THE AREA**

## Potential Uses

As stated in the Introduction section of this plan, Future Land Use Element Policy C.2-4 in the City of Delray Beach Comprehensive Plan states the following with regard to potential future development within the Redevelopment Area:

"While any commercial use is allowable, the future use of the property is most appropriate for **specialized commercial** or **recreational activities**. An effort shall be made to promote aggregation of parcels prior to any further development."

The type of specialized commercial use that is predominant along this section of Federal Highway is automotive sales. Approximately 75% of the properties located between Federal Highway and Dixie Highway, from Linton Boulevard to the C-15 canal are occupied by automobile dealerships and associated service uses. Most of these dealerships have expanded and/or upgraded their sites in recent years, and are well maintained and operated. Continuation of this type of use, particularly for the portion of the Redevelopment Area north of Lindell Boulevard, is logical.

In terms of recreational activities, the Comprehensive Plan identifies a need for privately operated recreational facilities that would be appealing to youth, such as skating rinks, bowling alleys, etc. The City's Planning and Zoning staff has worked with property owners and developers to promote such uses at various locations in the City, including Delray Square (Military Trail and Atlantic Avenue), the old Delray Mall (now the Plaza at Delray), Phase II of the Albertson's shopping center at Linton and Military, and the Lindell/Federal site. Unfortunately, none of these sites was deemed appropriate, either due to the locations (exposure to I-95 is preferred) or the City's demographics (indicative of an older population). While it remains a desirable use for the City, it seems unlikely that a privately operated recreational facility would be financially feasible for the Lindell/Federal area.

The properties within the Redevelopment Area are zoned PC, Planned Commercial, which is essentially a shopping center zoning district. As stated in

the Purpose and Intent portion of the PC district regulations, the zoning is intended to provide for commercial development on large sites in a "well planned, functional, and aesthetically pleasing manner." The zoning also allows residential development as a conditional use.

A large scale commercial development such as a shopping center would not be desirable in this location. As noted in the Background section of this plan, there are several commercial centers in the immediate vicinity that have marginal anchors and/or large vacant spaces. In 1999 the Palm Beach County Planning Division prepared a Commercial Needs Assessment Report that examined the need for retail, office, and industrial space within the County through the year 2015. The Lindell/Federal area is located within a sector that is projected to have a substantial surplus of retail space.

The use that seems most appropriate from both the compatibility and market perspectives is a mixed use project that includes a large residential component. The areas to the east, west and north of the Redevelopment Area are a combination of single family, multi-family, and commercial uses. Mixed use (residential and retail/office) development, particularly on the south side of Lindell Boulevard, would provide a complementary transitional use to the nearby residential communities and would generate less traffic than a typical commercial project. The addition of another residential community in this area would also create another consumer market for some of the poorly performing commercial centers in the area.

Due to its location between Federal and Dixie Highways, adjacent to the F.E.C. railroad tracks, the site is not a prime location for owner-occupied housing. Rental apartments are a more likely choice, capitalizing on the appeal of being an eastern location at the border of Delray Beach and Boca Raton—two very popular cities. It is noted that the Housing Element of the Comprehensive Plan discourages the establishment of new rental apartment communities outside of the CBD or North Federal Highway areas as stated below:

<u>Housing Element Policy B-2.6:</u> "Housing in and near the downtown area, in close proximity to employment opportunities and services, is a critical need. In order to help stimulate demand for new housing in and around the Central Business District, the development of new rental housing projects outside the TCEA (Transportation Concurrency Exception Area) and N. Federal Highway area is discouraged."

The intent of this policy is to direct growth back into the urban areas and away from the suburban areas, and promote the long term viability of the downtown, West Atlantic Avenue, and North Federal Highway areas. The West Atlantic Avenue and N. Federal Highway areas were also the subject of Redevelopment Plans which were adopted in 1995 and 1999 respectively. The Lindell/Federal

area is in the eastern, urbanized part of the City, and could logically be included as an area to which multi-family rental development should be directed.

Another use that could be contemplated for the Redevelopment Area is a school facility. The Comprehensive Plan identifies a need for additional elementary and middle schools in the Delray/Boca area. The Lindell/Federal site (south side) is one of the few remaining vacant parcels in the City that could possibly accommodate a new school.

# Aggregation of Properties

As stated in the existing Comprehensive Plan Policy regarding Redevelopment Area #6, "An effort shall be made to promote aggregation of parcels prior to any further development" Compared to many of the other Redevelopment Areas in the City, the Lindell/Federal area has fairly unified ownership. The 4.59 acre Del Raton Travel Trailer Park is under one ownership. The individual listed as Trustee for the 3.7 acre Delray Trailer Park also co-owns (with his wife) the seven (7) single family homes along Dixie Highway and Lindell Boulevard. The majority of the property south of Lindell, which comprises approximately 12 acres of vacant land, is under the control of one company. This existing pattern of ownership should facilitate aggregation for future development. A complicating factor for aggregating any of the small parcels fronting on Dixie Highway is the need for additional right-of-way dedication. The properties can remain in their current configuration until the road is widened, which may not occur for another decade or so. However, if included in a redevelopment proposal, the additional 50' of right-of-way would have to be dedicated. This condition substantially limits the value of these properties for anything other than their current uses.

In order to make the aggregation of properties more feasible from a financial standpoint, consideration should be given to allowing increases in residential densities for the Redevelopment Area. It is noted that the densities of developments to the east are quite high (Tropic Bay—23 units per acre; Tropic Harbor—20 units/acre; Pelican Pointe—15 units per acre). Redevelopment Area #6 is buffered from the lower density areas to the west by Dixie Highway and the F.E.C. railroad. A density in the range of 15 or 16 units per acre would not be inappropriate, provided that the objectives of aggregating properties for unified development, and eliminating existing nonconforming uses and structures are achieved.

# Unifying Elements

Any new development or redevelopment in the area should include a consistent pattern of perimeter landscaping. The City Horticulturist will work with prospective developers on a plan for the Dixie Highway, Federal Highway, and Lindell Boulevard corridors. Landscaping along the west side of Dixie Highway should also be considered, however, it is acknowledged that the limited right-ofway and F.E.C. restrictions may hinder the feasibility of installing anything in that area. If development is to occur in phases, perimeter landscaping must be included in the first phase, along with sidewalks, lighting, and any common infrastructure.

Development along both sides of Lindell should be consistent in terms of architecture style and the height of structures. The high visibility of the Lindell/Federal corners will likely be attractive to single commercial users such as the chain drugstore that is included in the private development proposal. Development along the remainder of Lindell should be two stories in height, with commercial uses on the ground floor and offices or residential uses above.

# RECOMMENDED DEVELOPMENT SCENARIOS BY SECTION

The following provides the guidelines and parameters for development within the three distinct sections of Redevelopment Area #6. Figures 10-12 are illustrations of some potential development scenarios, however, other uses as described below would also be appropriate.

# Del Raton Travel Trailer Park

As noted within this report, the Del Raton Travel Trailer Park is an attractive, well-managed park that provides accommodations for visitors on a short-term and seasonal basis. While it is probably not the highest and best use for the land, it creates no problems for the City or adjacent properties. It is a lawfully nonconforming use, and can continue to operate as such indefinitely subject to certain restrictions. There is currently no zoning designation that specifically permits travel trailer parks. If the owners wished to make the use conforming they could apply to have the property zoned SAD (Special Activities District), which is intended for uses that are not specifically accommodated in any of the standard zoning districts. However, the most appropriate use for the property in the long term would be for commercial purposes, most likely automotive related. A rezoning to AC (Automotive Commercial), or development under the existing PC zoning district regulations is generally acceptable for this property. Any redevelopment of the site should occur in a unified fashion.

# Area Between Sherwood Honda and Lindell Boulevard

This is the most blighted portion of the Redevelopment Area. None of the uses conform to the zoning district regulations and with the exception of the auto repair facility, the structures and properties are poorly maintained. This area should receive the highest priority for redevelopment. Appropriate uses include automotive dealerships (either an expansion of the dealership to the north or establishment of a new dealership), an office complex, mixed residential/commercial, or uses as currently allowed under the PC zoning district regulations. Any redevelopment proposal should ultimately provide for the

reduction or elimination of the trailer park. Redevelopment can be accomplished through a phased plan, however, the first phase must at a minimum include substantial buffering of the park from the rights-of-way. Buffering can include heavy landscaping, walls or fences with landscaping, new structures built along the Federal Highway or Lindell frontages, or a combination of these measures.

The preferred development pattern for the Lindell frontage is a two-story structure or structures (or a one-story structure that has the appearance of a two-story structure), with all or a majority of the parking interior to the site. The corner site (Lindell and Federal) may be developed as an outparcel, but only as part of a phased development as described above. The southbound right turn lane from Federal onto Lindell should be reconstructed with new development.

Residential density of up to 16 dwelling units per acre may be permitted if it includes elimination of the trailer park and complies with applicable performance standards for increased density. Dixie Boulevard should be abandoned concurrent with a development proposal that complies with the provisions of this Redevelopment Plan.

# Area Between the C-15 Canal and Lindell Boulevard

Development of this area should attempt to maximize aggregation of parcels, delete nonconforming uses and structures, and provide for unified treatment of the perimeters. Automotive uses and shopping center type developments are generally discouraged for this section of the Redevelopment Area. The most appropriate use is mixed commercial/office/residential, however, an educational facility or office park could also be accommodated. Up to 16 dwelling units per acre may be permitted based upon the extent to which the project meets the following criteria:

- Contains a mix of residential and nonresidential uses;
- Substantially complies with the performance standards contained within the RM (Medium Density Residential) zoning district regulations;
- Provides for a unified development (Some of the measures that can be implemented to achieve a unified development include: aggregation of properties in common ownership, shared pedestrian and vehicular access and/or parking between existing and new development, a consistent architectural theme; consistent landscaping/streetscape. Common ownership is not necessary so long as legal agreements are executed which ensure that cross access, cross parking, etc. will remain in place. Density may be calculated over all areas that will function in a unified fashion, provided that the owners of all properties on which the density is being calculated are a party to the development application.); and

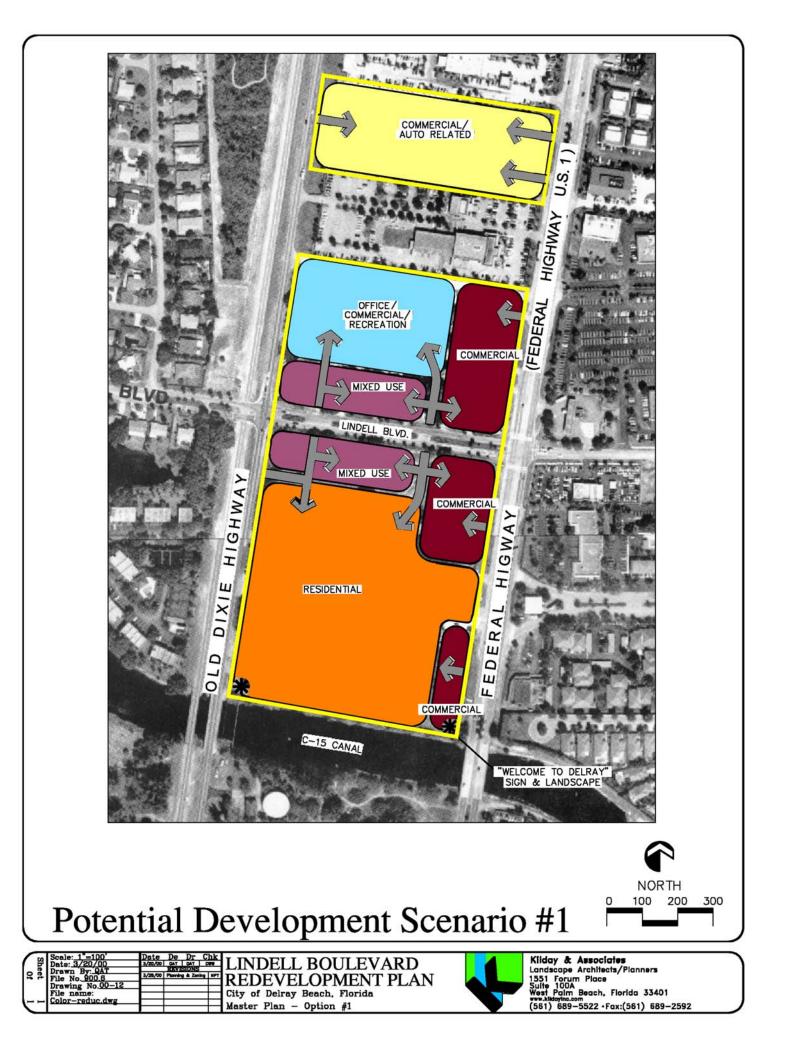
 Eliminates nonconforming uses or structures, and/or upgrades substandard site conditions that exist on the commercial properties along Dixie or Federal Highways.

Piecemeal development of the vacant 12 acre parcel will not be permitted. Development may be phased, however, the first phase must include the installation of perimeter landscaping, lighting, sidewalks, etc. and any other unifying elements, or the bonding of such improvements where installation is determined to be impractical due to future construction activities. Cross access must be provided to other phases of the development.

The preferred development pattern along Lindell Boulevard is a two-story mixed use structure or structures, with all or a majority of the parking interior to the site. The corner site (Lindell and Federal) may be developed as an outparcel, but only as part of a phased development as described in this section.

The existing billboards must be removed concurrent with the development of the vacant 12 acre parcel. An area shall be provided along the south portion of the property at both the Dixie Highway and Federal Highway sides for a "Welcome to Delray Beach" sign and landscape feature.

New development that includes a residential component should provide sidewalks along Lindell Boulevard and Federal Highway.







# SECTION 6: PLAN IMPLEMENTATION

Implementation of this plan will involve minimal public expenditure, as the essential infrastructure is already in place. The actions that will be necessary for its implementation are as follows.

### Amendments to the FLUM Designation and Comprehensive Plan

The Future Land Use Map (FLUM) designation must be changed from Redevelopment Area #6 (RDA #6) to General Commercial (GC)—see Figure 13. The description of the GC FLUM designation must also be amended to state that residential densities in this area may be up to 16 units per acre subject to conditional use approval. Once amended, the GC designation will allow all of the uses contemplated in this plan. In addition, changes must be made to Future Land Use Objective C-2, and Policy C-2.4 to acknowledge the adoption of this Redevelopment Plan, and to require that all future development be in compliance with the adopted plan. Housing Element Policy B 2.6 should also be amended to include the Lindell Federal area as an area where new rental housing should be directed (See Appendix B for proposed language).

## Zoning Designations

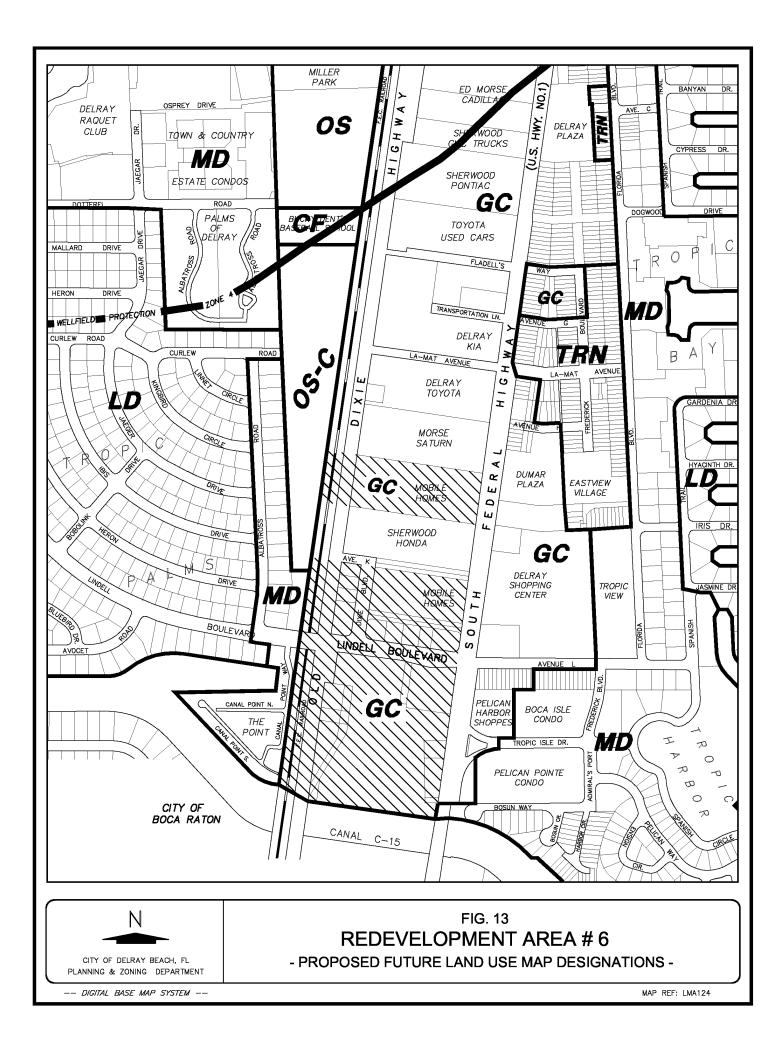
The existing PC (Planned Commercial) zoning designation is appropriate for most of the uses identified as appropriate in this plan (Figure 14). If an automotive dealership is contemplated, a privately initiated rezoning to AC (Automotive Commercial) will be necessary. Similarly, establishment of a school facility would require a change in zoning to CF (Community Facilities). The recommendations contained within this plan will provide the basis for recommendations of support or denial on any future rezoning requests.

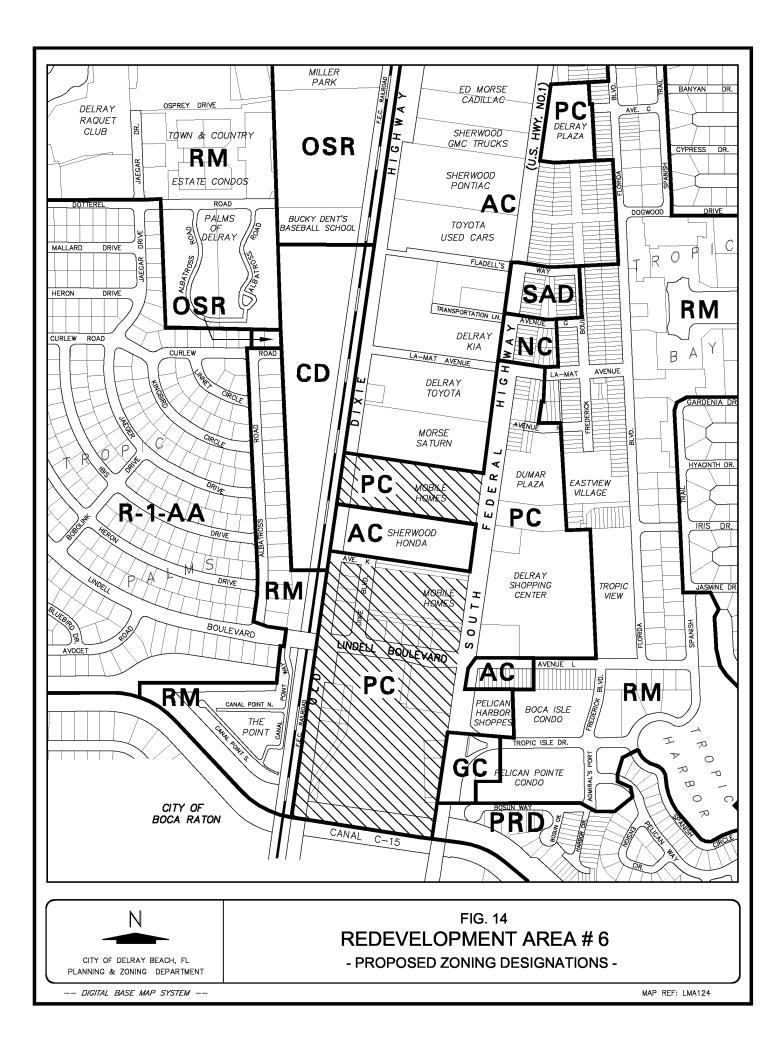
#### Amendments to the Land Development Regulations

The PC (Planned Commercial) zoning district regulations will have to be amended to allow residential densities up to a maximum of 16 units per acre as a conditional use, provided that certain performance standards and specified criteria are met. The applicable performance standards should be as contained within the RM (Medium Density Residential) zoning district regulations.

#### <u>Other</u>

City staff will work with the developer of the property south of Lindell to explore the possibility of having all or a portion of the project's traffic impact fees applied to improvements in the immediate area, such as the creation of a northbound right turn lane at Dixie Highway and Lindell Boulevard.





# APPENDIX "A"

## Land Development Regulations Section 4.4.12: Planned Commercial (PC) Zoning District Regulations

(A) <u>Purpose and Intent</u>: The Planned Commercial (PC) District provides for retail, office, and other commercial activities to be established on large sites in a well planned, functional, and aesthetically pleasing manner. The PC District shall be applied to properties designated as commercial on the Future Land Use Map where unified development is, or will be, in excess of five (5) acres; or when it is appropriate to preserve the character of certain specialty retail and office centers; or to ensure that certain high visibility areas are attractively developed.

(B) <u>Principal Uses and Structures Permitted</u>: The following types of uses are allowed within the PC District as permitted use:

(1) All uses allowed as such within the GC District [Section 4.4.9(B)(1) through(5)] (See NOTE below)

(2) Automobile brokerage, including vehicle display within an enclosed structure, but excluding any preparation, service, or repair work.

(C) <u>Accessory Uses and Structures Permitted</u>: The following uses are allowed when part of, or accessory to, the principal use:

- (1) Parking Lots.
- (2) Refuse and service areas.
- (3) Provision of services and repair of items incidental to the principal use.

(4) Storage of inventory either within the same structure as where the sale of goods occurs or in a separate structure on the same parcel provided that such storage facilities are not shared or leased independent of the primary commercial use of the site.

(D) <u>Conditional Uses and Structures Allowed</u>: The following uses are allowed as conditional uses within the PC District:

(1) All uses allowed as such within the GC District [Section 4.4.9(D)]. (See NOTE below)

(2) Playhouses, Dinner Theaters, and places of assembly for commercial entertainment purposes (e.g., concerts, live performances)

## E) <u>Review and Approval Process</u>:

(1) In established structures, uses shall be allowed therein upon application to, and approval by, the Chief Building Official for a certificate of occupancy.

(2) For any new development, approval must be granted by the Site Plan Review and Appearance Board pursuant to Sections 2.4.5(F), 2.4.5(H), and 2.4.5(I).

(3) Conditional uses must be approved pursuant to the provisions of Section 2.4.5(E).

(4) A Master Development Plan may be processed for large scale or phased projects.

(F) <u>Development Standards</u>: In addition to the development standards set forth in Section 4.3.4, the following shall apply:

(1) Special Landscape Area: Within the first ten feet (10') of the front yard setback area (abutting the property line) full landscaping shall be provided. Driveways and sidewalks shall be accommodated only when generally perpendicular to the property line.

(2) Any free-standing structure shall have a minimum floor area of 6,000 square feet; shall be architecturally compatible with other structures, shall take access from the interior circulation system of the development and shall be able to meet all code requirements if it were to be situated on an outparcel. Architectural compatibility shall be determined pursuant to Section 4.6.18.

(G) <u>Supplemental District Regulations</u>: The supplemental district regulations as set forth in Article 4.6 shall apply.

(H) Special Regulations:

(1) Where it is appropriate to limit the type, character, or intensity of use within a PC development, this may be accomplished by affixing the added designation of "S" (Small Scale) to the PC designation (i.e. PC-S). In such designated development, the maximum floor area which can be allocated to a single tenant or specific use, singularly or in the aggregate, shall not exceed 60,000 square feet. (e.g. although retail sales may exceed 60,000 sq.ft.), the retail sale of home furnishings shall not exceed 60,000 sq.ft.). [Amd. Ord. 3-91 1/29/91]

**NOTE:** The Planned Commercial (PC) designation refers to Section 4.4.9 General Commercial (GC) District, specifically Section 4.4.9(B)(1) through (5), for *Principal Uses and Structures Permitted* and Section 4.4.9(D) for *Conditional Uses and Structures Allowed*. Those sections from the GC zoning district regulations read as follows:

Section 4.4.9(B)(1) through (5):

- (1) Contractor's Offices, including but not limited to:
- Air conditioning, general contractor, electrical, painting, and plumbing; However, any outside storage of materials is prohibited.
- (2) Services and Facilities including, but not limited to:
- Auctions, barber and beauty shops and salons, caterers, dry cleaning limited to on-site processing for customer pickup only, dry cleaning, and laundry pickup stations, financing e.g. banks and similar institutions including drive-through facilities. Laundromats limited to self-service facilities, pet grooming, restaurants including drive-in and drive-through, tailoring, tobacconist, vocational schools limited to arts crafts. business, beauty, dancing, driving, and gymnastics, photography, modeling, and karate-judo, small item repair, and rental of sporting goods and equipment (such as but not limited to bicycles, skates, boogie boards).
- Abused spouse residence with forty (40) or fewer residents, galleries, broadcast studios, butcher shops, cocktail lounges, exercise facilities e.g. gyms and clubs, indoor shooting ranges, museums, libraries, newsstands, commercial or public parking lots and parking garages, theaters excluding drive-ins.
- (3) Dwelling units in the same structure as commercial uses provided that more than 50% of the gross floor area is devoted to commercial uses;

Section 4.4.9 (D) Conditional Uses and Structures Allowed:

- (1) Alcohol and Drug Abuse Treatment Facilities;
- (2) Amusement game facilities limited to such uses as pinball, air hockey, electronic games, and other similar coin operated games when an attendant is on duty.
- (3) Wash establishments or facilities for vehicles;
- (4) Child Care and Adult day Care;
- (5) Clubs and Lodges; social, fraternal, and recreational;
- (6) Drive-in theaters;

- (7) Flea Markets, bazaars, merchandise marts, and similar retail uses;
- (8) Funeral Homes;
- (9) Gasoline Stations or the dispensing of gasoline directly into vehicles;
- (10) Hotels and Motels;
- (11) Free standing multi-family housing subject to the requirements of the RM District except for setback and height requirements which shall be pursuant to this section;
- (12) Recreational establishments such as bowling alleys, gymnasiums, health spas, miniature golf courses, skating rinks;
- (13) Sales and service of all terrain vehicles and personal watercraft, with no outside display, outside storage or outside service;
- (14) Vehicle care limited to the changing of oil filters, and lubrication with no mechanical work or outside storage of vehicles except as part of a gasoline station;
- (15) Veterinary Clinics.

# APPENDIX "B"

# Proposed Changes to Comprehensive Plan Policies (to be included in Comprehensive Plan Amendment 2000-1)

## Future Land Use Element Policy C-2.4:

The following pertains to the vicinity of Lindell and Federal Highway:

This area extends from the C-15 Canal northward between Federal and Dixie Highways. The area does not include the existing (Honda) automobile dealership but does include the mobile home park north of it. Half of the land is vacant, almost half is underutilized as a substandard trailer park, and a few lots have residences upon them. While any commercial use is allowable, the future use of the property is most appropriate for specialized commercial or recreational activities. An effort shall be made to promote aggregation of parcels prior to any further development. The Lindell /Federal Redevelopment Plan was adopted by City Commission on April 4, 2000. The plan establishes proposed land use designations for the Redevelopment Area. Future development must be in accordance with the provisions of the Redevelopment Area to accommodate unified development.

This redevelopment plan shall be prepared in FY 99/2000 and shall be adopted through a comprehensive plan amendment. *[Revised by Amendment 99-1]* 

#### Description of General Commercial Future Land Use Map designation:

**General Commercial:** This designation is applied to land which is, or should be, developed for general commercial purposes e.g. retail, office, services. Light industrial type uses such as fabrication and assembly are permissible under this designation when located in the special overlay district between Federal Highway and Dixie Highway, north of N.E. 14th Street to the north City limit. A maximum Floor Area Ratio of 3.0 is permitted for nonresidential uses. Residential uses may comprise up to of 50% of the total floor area within the West Atlantic Redevelopment Area (GC Overlay), and up to 15% of the total floor area elsewhere in the City with a GC FLUM designation. Residential uses are permitted either in conjunction with a commercial use, or as a stand alone use subject to Conditional Use approval. Residential density is limited to a maximum of 12 dwelling units per acre, except within the West Atlantic Avenue Redevelopment Area Overlay where the density may exceed 12 units per acre, up to a maximum of 30 units per acre subject to Conditional Use approval and in Redevelopment Area # 6 (Lindell/Federal Highway) where residential densities may be allowed up to a maximum of 16 units per acre subject to Conditional Use approval and the criteria outlined in the Redevelopment Plan for that area.

This redevelopment plan shall be prepared in FY 99/2000 and shall be adopted through a comprehensive plan amendment.

**Housing Element Policy B-2.6** Housing in and near the downtown area, in close proximity to employment opportunities and services, is a critical need. In order to help stimulate demand for new housing in and around the Central Business District, the development of new rental housing projects outside of the TCEA, and N. Federal Highway area , and Lindell/Federal Highway area (formally Redevelopment Area #6) is discouraged.