

# South Federal Highway Redevelopment Plan



Adopted by the City Commission on September 20, 2012

# TABLE OF CONTENTS

**EXECUTIVE SUMMARY** ..... i

## **INTRODUCTION**

The Study Area..... 1

Purpose of the Plan ..... 1

Background and History of the Area ..... 3

The Planning Process..... 4

## **EXISTING CONDITIONS**

Data Collection..... 6

Existing Land Uses..... 6

Future Land Use and Zoning Maps ..... 10

Zoning Designations..... 11

Property Values..... 13

Dilapidated Buildings and Blighted Properties..... 13

Infrastructure..... 13

Streetscape and Landscaping ..... 14

## **PLAN IMPLEMENTATION**

Guidelines for Redevelopment of the Area ..... 15

Recommended Development Scenarios by Section ..... 16

Future Land Use.....20

Zoning Map Amendments .....21

Amendments to the Land Development Regulations.....24

Dilapidated Buildings and Blighted Properties .....28

Lindell/Federal Highway Redevelopment Plan .....28

Implementation Steps.....29

# EXECUTIVE SUMMARY

## THE STUDY AREA

The South Federal Highway Redevelopment Plan creates the framework for the future redevelopment of an important roadway corridor in Delray Beach. The Redevelopment Area includes the commercial property along both sides of South Federal Highway, between Linton Boulevard on the north and the City Limits to the south. Nearly two-thirds of the area (64.76%) is located on the west side of Federal Highway, which runs diagonally from northeast to southwest.

## PURPOSE OF THE PLAN

The purpose of this Redevelopment Plan is to meet the intent of Future Land Use Element Policy C-1.12, which requires that a development tool to promote and guide future redevelopment of the area be developed. Initially, the primary intent of the Redevelopment Plan was to deal with land use issues and sustainability. However, to increase the comfort level of the adjacent neighborhoods and ensure compatibility, the Plan was expanded to include a number of buffering and setback provisions, as well as a limitation on maximum tenant size. Although some compromise will be necessary, with these provisions in place, staff is confident that the residents' concerns can be addressed while ensuring that the commercial corridor remains viable for redevelopment and this area becomes a catalyst for economic development in the City. The plan was developed by the City of Delray Beach Planning and Zoning Department.

The Redevelopment plan is divided into three sections:

- The **Introduction** describes the Study Area and a brief history of the area. This section also discusses the Future Land Use Element Policy in the Comprehensive and includes the purpose of the Redevelopment Plan and a summary of the planning process that guided it.
- The **Existing Conditions** discusses the Redevelopment Area in terms which reflect on its marketability for commercial development. This includes a brief description of the existing land uses, zoning, future land use, housing, ownership, and vacant land.

- The **Plan Implementation** section outlines the potential plan for redevelopment of the properties within the Redevelopment Area. The section establishes recommendations for Future Land Use Map amendments, zoning changes and amendments to the Land Development Regulations. These recommendations work toward making the area more marketable for commercial development while protecting the surrounding residential uses from the impacts of redevelopment.

It is the intent of this plan to make South Federal Highway a unique place that will encourage the development of commercial, office and residential uses in an urban setting. It is our hope that it will also serve as a catalyst to increase property values and increase the City's employment. The private sector will be the driving force behind the revitalization of the Redevelopment Area. This Plan will give private property owners and developers a clear understanding of what the future could hold if they develop in the prescribed manner as suggested by the Plan.

Recommendations for the Redevelopment Area will require the City to initiate several changes to the Future Land Use Map and corresponding Zoning designations. Recommended designations are discussed below.

## FUTURE LAND USE MAP

Nearly 93 percent of the South Federal Highway Redevelopment Area is currently designated as GC (General Commercial) on the Future Land Use Map (FLUM). The remaining 7% is designated TRN (Transitional). Two Future Land Use Map modifications are recommended for the Redevelopment Area. Both change the FLUM designation from TRN to GC. Following adoption of the Redevelopment Plan, these modifications will be processed as small scale comprehensive plan amendments. The proposed amendments are as follows:

- Area 1: Undeveloped parcels located on the north side of Le Mat Avenue - Change the FLUM designation from TRN (Transitional) to GC (General Commercial) - approximately 0.23 acres. A concurrent rezoning to GC (General Commercial) will be processed with the FLUM amendment.
- Area 2: "Quality Lighting and Accessories", located at the southeast corner of South Federal Highway and Le Mat Avenue - Change the FLUM

designation of the rear portion of the property (Lot 30) from TRN (Transitional) to GC (General Commercial) - approximately 0.10 acres. A concurrent rezoning to PC (Planned Commercial) will be processed with the FLUM amendment.

## ZONING

Eighty-four percent of the property within the redevelopment area will retain its current zoning. However, implementation of the redevelopment plan will require rezoning of five parcels in the area and allow an alternative rezoning of a sixth parcel. The first two of these were discussed above with the Future Land Use Map amendments.

- Area 1: Undeveloped parcels located on the north side of Le Mat Avenue - Rezone from NC (Neighborhood Commercial) to GC (General Commercial) - approximately 0.23 acres.
- Area 2: "Quality Lighting and Accessories" located at the southeast corner of South Federal Highway and Le Mat Avenue - Rezone from RM (Multiple Family Residential) to PC (Planned Commercial) - approximately 0.10 acres.
- Area 3: Former Ralph Buick Dealership located on the east side of South Federal Highway, north of Fladell Way - Rezone from AC (Automotive Commercial) to PC (Planned Commercial) - approximately 6.5 acres.
- Area 4: Pelican Pointe Condo on Tropic Isle Drive - Rezone a portion of a parcel from GC (General Commercial) to RM (Multiple Family Residential) - approximately 0.5 acres.
- Area 5: Del Raton RV Park - Rezone from PC (Planned Commercial) to AC (Automotive Commercial) - approximately 4.59 acres.
- Area 6: The Old Harbor Office and Bank parcel located at the southeast corner of Linton Boulevard and South Federal Highway - Retain the original POC (Planned Office District) with the option for a privately-initiated rezoning by the property owners to SAD (Special Activities District) - approximately 9.95 acres.

## LAND DEVELOPMENT REGULATIONS

LDR text amendments will be necessary to create an overlay district and amend the development standards for the PC and AC zoning districts within the Redevelopment Area/Overlay District to increase redevelopment flexibility and address compatibility issues. The proposed text amendments include the following:

- All AC zoned properties in the redevelopment area will be allowed the alternative of developing under the PC zoning regulations.
- Mixed-use residential/commercial development will continue to be encouraged, but conditional uses for free-standing multiple-family residential development will not be permitted within the overlay district.
- Individual tenants on the east side of South Federal Highway will be limited to a maximum floor area of 50,000 square feet.
- The special landscape setback along South Federal Highway will be eliminated where new development seeks to create an urban edge at the street front by moving storefronts closer to the street and providing parking behind the buildings. The special landscape setback must be provided along portions of the parcel where off-street parking directly abuts the roadway.
- Façade and exterior walls must be designed to include projections and recessions, so as to reduce the massive scale and uniform appearance of large buildings. Similarly, street frontage must be designed to include windows, arcades, or awnings for at least 50% of the façade. The regulations should also address the number and variation in rooflines, appropriate building materials, the clear indication of entryways, and the inclusion of pedestrian scale amenities and spaces.
- Parking areas must be distributed around large buildings and shopping centers in an attempt to balance the parking and shorten the distance to all buildings, public sidewalks, and transit stops. Parking located at unrealistic distances from the buildings that it services should be prohibited. Sidewalks must be provided along the full length of any building where it adjoins a



parking lot. Sidewalks must also connect store entrances to the adjacent roadway, bus stops and adjacent neighborhoods.

- On the east side of South Federal Highway, special setbacks and building offsets based on building length will be required to reduce the massive scale and uniform appearance of large buildings when the rear or side of a commercially zoned property is adjacent to a residential zoning district.
- Machinery equipment, service areas, and trash collection must be screened from the adjacent neighborhood in a manner consistent with the overall design of the building and landscaping. Delivery and loading areas must be designed so as to minimize visual and noise impacts. On the east side of South Federal Highway, a landscape buffer, which includes canopy trees, is required for all sites that adjoin residential uses or zoning districts. The landscape buffer shall be 25 feet in depth, and shall include a wall placed 10 feet from the rear or side property line when abutting an adjacent right-of-way, trees spaced on 25 foot centers and a hedge planted outside of the wall. An additional row of trees on 25' centers shall also be placed inside of the wall. Where the rear property line immediately adjoins residential property with no roadway or alley between, the wall shall be placed against the property line and the 25 foot buffer provided inside the walled area. In order to more effectively screen the commercial development, shade trees with a minimum height of 18 feet and a spread of 8 feet at the time of planting shall be used.
- Street access shall be primarily from South Federal Highway. No vehicular access is permitted to the rear of the commercial districts onto residential streets on the east side of South Federal Highway.
- No deliveries, loading or unloading operations in the rear of the commercial buildings will be permitted before 7:00 AM or after 7:00 PM on the east side of South Federal Highway.

### **DILAPIDATED STRUCTURES AND BLIGHTED PROPERTIES**

Dilapidated structures can give an area a blighted appearance, which discourages investment in adjacent properties. Therefore, the City will continue to evaluate poorly maintained and abandoned structures to determine if they should be demolished.

### **AESTHETIC IMPROVEMENTS/DESIGN**

The Planning Department and Senior Landscape Planner will continue to work with developers during the Site Plan Review process to develop a consistent landscape theme for redevelopment of properties within the corridor. Since the redevelopment area is also the entrance to the City from the south, coordinated landscape improvements will help to establish an identity for the area as part of the City of Delray Beach and differentiate it from the City of Boca Raton.

It is also noted that there are a number of properties within the redevelopment area which do not comply with the landscape provisions in the Land Development Regulations or even with their own approved landscape plans. Damaged hedging materials and missing trees are common problems on a number of properties. One extreme case, the South Delray Shopping Center has almost no trees on the entire 9 acre site. A recommendation of this redevelopment plan is to perform a comprehensive evaluation of all properties in the corridor and take code enforcement action to require the replacement missing or dead landscape materials.

### **IMPLEMENTATION STEPS**

- Adoption of the Redevelopment Plan
- Future Land Use Map Amendments and Rezoning
- Amendments to the Land Development Regulations
- Enhanced code enforcement – landscape enhancements
- Monitor implementation and make strategy adjustments as required

**Part One**  
**Introduction**



Figure 1.1 - 2010 Aerial Photograph of Redevelopment Area

## THE STUDY AREA

The South Federal Highway Redevelopment Area (shown on the aerial photo to the left), includes the commercial property along both sides of the South Federal Highway corridor, between Linton Boulevard on the north and the City Limits to the south. Nearly two-thirds of the area (64.76%) is located on the west side of Federal Highway, which runs diagonally from northeast to southwest.

## PURPOSE OF THE PLAN

In preparing its vision for the future in the 1989 Comprehensive Plan, the City of Delray Beach realized that build-out was rapidly approaching. It was also evident that future increases in ad-valorem tax revenues would become more and more dependent upon the value of existing properties and less dependent on new development. This fact and a growing realization of the importance of neighborhood stability, led the City to refocus its attention toward redevelopment and revitalization of the older sections of Delray Beach. Recognizing that some of these areas were becoming increasingly blighted and that property values were declining, the City adopted a pro-active approach to stop the decline.

The Future Land Use Element of the City's Comprehensive Plan identifies 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 represents the starting block upon which its implementation strategy has been built. It is stated as follows:

***BLIGHTED AREAS OF THE CITY SHALL BE REDEVELOPED AND RENEWED AND SHALL BE THE MAJOR CONTRIBUTING AREAS TO THE RENAISSANCE OF DELRAY BEACH.***

The purpose of a Redevelopment Plan is to identify the specific deficiencies and assets of an 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. Six of these areas were

originally depicted on the 1989 Future Land Use Map as Redevelopment Areas #1 through #6. Additional areas have been added since to address changes in conditions.

A Policy dealing with South Federal Highway was initially added to the Comprehensive Plan in Amendment 2008-1, adopted on December 9, 2008. This amendment was based on the City's 2006 Evaluation and Appraisal Report which reviewed the entire Comprehensive Plan and made recommendations based on changed conditions and priorities since the last EAR was completed in 1996. In addition to updating all data and analysis sections of the Plan Elements, this EAR-based amendment also took a comprehensive approach to updating the goals, objectives and policies of the Plan. Earlier, during a series of public workshops on the EAR, the public and staff had reviewed the wording of each existing goal and objective of the Plan, made suggestions for changes, and added a number of new goals and objectives to address problems or take advantage of opportunities.

As the Plan Amendment was being written in 2008, a recession was beginning to take its toll on the national, state and local economies. While the residential housing meltdown and resulting financial crisis affected all sectors of the economy, the automotive industry was especially hard hit by the downturn. In 2008, a series of damaging blows drove the Big Three to the verge of bankruptcy. The Big Three had in recent years manufactured SUVs and large pickups, which were much more profitable than smaller, fuel-efficient cars. When gasoline prices rose above \$4 per gallon in 2008, Americans stopped buying the big vehicles and Big Three sales and profitability plummeted. This forced automakers to continue offering heavy incentives to help clear excess inventory. Sales fell further as consumer credit tightened and it became much harder for people with average or poor credit to obtain a bank loan to buy a car. The instability of the job market and individual consumers' finances also discouraged consumers who already had a working vehicle from taking on a new loan and payments, which affected almost all major manufacturers. The overall effect of these conditions was that the industry experienced an 18% drop in new car sales from 2007 levels.

As this situation was playing out, City leaders saw how volatile the automotive industry had become and became concerned that the large amount of automotive dealerships on South Federal Highway would not be sustainable in the long term. If the industry imploded and dealers began to withdraw from the

area, there would be a major economic impact on the corridor and the City as a whole. The City Commission wanted the area to be evaluated and a Plan prepared that would help the area to become more sustainable. Policy C-1.12 of the Future Land Use Element states:

***Policy C-1.12*** *The following pertains to the South Federal Highway area, south of Linton Boulevard.*

*In FY 2010/11, the City's Planning & Zoning Department shall review existing land uses in this area and shall create a redevelopment plan, overlay district or other development tool to promote and guide future redevelopment of the area.*

In 2010, an attempt by Walmart to rezone the former Ralph Buick property on the east side of South Federal Highway from AC (Automotive Commercial) to GC (General Commercial) met considerable opposition from the residents of the adjacent neighborhood based on compatibility. The rezoning ultimately failed and the property is still vacant. Although properly designed shopping centers can and do exist adjacent to residential development throughout the City and elsewhere, the level of concern by residents in this area was such that it became evident that any redevelopment on this side of South Federal Highway would have to address compatibility with the adjacent residential neighborhoods to the east.

The reality of the situation is that commercial property directly abuts residential property in this area. South Federal Highway is a commercial corridor with nearly all of the property having a General Commercial Future Land Use Map designation. With this Future Land Use designation already in place, compatibility with adjacent uses is normally dealt with during the site plan review process. Since the "No Big Box" mantra espoused during the Walmart hearings did not adequately identify what the specific issues were with the use, a series of public workshops were set in 2011 to engage residents in a discussion of exactly what their objections were and how they might be addressed in the upcoming Redevelopment Plan for the area. Staff's goal was to separate the use issues from the site planning issues and strike a balance between the residents' needs and the needs of the commercial property owners.

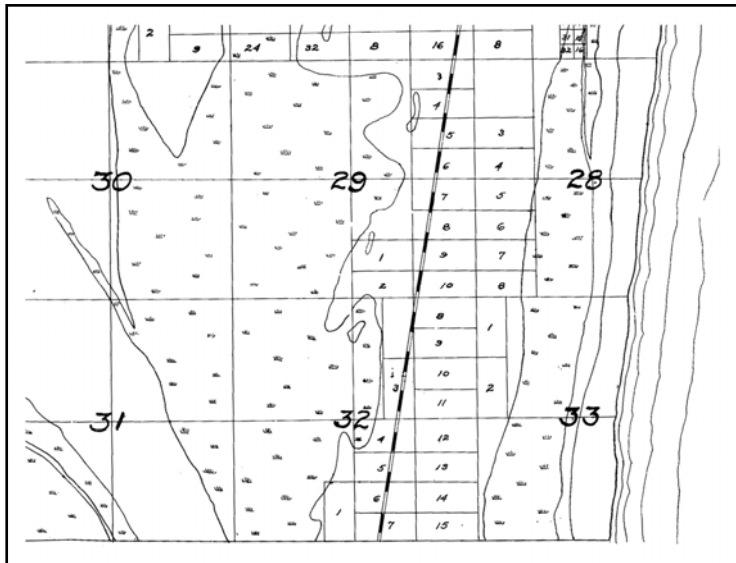
Initially, the primary intent of the Redevelopment Plan was to deal with land use issues and sustainability. However, to increase the comfort level of the adjacent neighborhoods and ensure compatibility, the Plan was expanded to



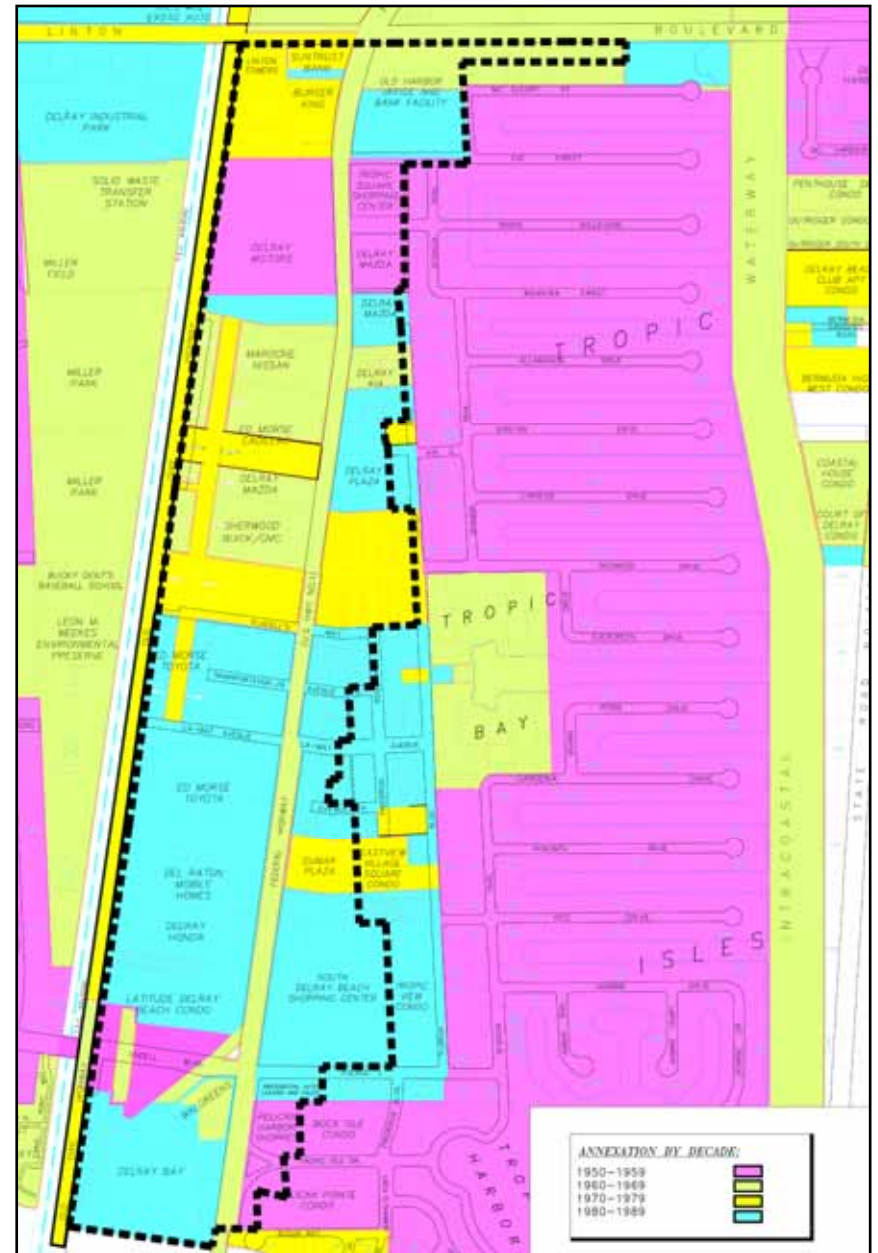
include a number of buffering and setback provisions, as well as a limitation on maximum tenant size. Although some compromise will be necessary, with these provisions in place, staff is confident that the residents' concerns can be addressed while ensuring that the commercial corridor remains viable for commercial development and this redevelopment area becomes a catalyst for economic development in the City.

**BACKGROUND AND HISTORY OF THE AREA**

The Redevelopment area lies within Sections 28, 29 and 32 of Township 46 South, Range 43 East. A map showing subdivisions within this Township was recorded in Dade County, Florida in 1896. Palm Beach County was not created until 1909. It was carved out of what was then the northern portion of Dade County, comprising part of the areas now occupied by Palm Beach, Okeechobee and Broward counties, part of Martin and initially including all of Lake Okeechobee. Following the creation of Palm Beach County, existing subdivisions were rerecorded in the new County. The subdivision map for Township 46 South, one of the oldest, was recorded on March 25, 1910 in Plat Book 1, Page 4, a portion of which is shown below. For reference, Linton Boulevard is now located along the north line of Sections 28 and 29. The FEC Railroad is clearly shown on the map. Note the swamp areas.



**Figure 1.2 – Subdivision Map - Township 46 South, Range 43 East**



**Figure 1.3 – Annexion by Decade**



Prior to 1950, the entire redevelopment area was located on the fringe of the City of Delray Beach in unincorporated Palm Beach County. Although some scattered development had occurred in the County, most of those buildings have since been replaced. By the late 1980's, most of the area had been annexed into the City, but a number of enclaves still remained. These properties were ultimately annexed under the Enclave Act. See annexation map on the previous page.

Almost all of the buildings in the area today were constructed after annexation into the City. Eighty percent of the buildings within the redevelopment area were constructed after 1970. The oldest remaining building in the area, which is located in the Del Raton RV Park, was constructed in 1940. This and several other structures, also constructed in the 1940s are located within the "Del Raton Park Plat", one of the oldest subdivisions in the area, recorded in 1926. Automotive dealerships started to settle in the area in the 1960s, but most of the current dealerships did not locate here until much later. As shown on the aerial photograph to the right, there were still major parcels within the redevelopment area left undeveloped as late as 1981.

## THE PLANNING PROCESS

Following a series of visits to the area to collect land use and environmental data, staff attended two public workshops with property owners, residents and business owners in the area to discuss existing conditions, identify problems and listen to what the attendees had to say about how the area should be redeveloped. These workshops occurred in March of 2011, and those people who attended the workshops were enthusiastic and generally supportive of the planning effort.

After the initial workshops, staff prepared a series of recommendations for the area and held a second set of two workshops in June of 2011 to discuss the recommendations and get feedback from the attendees. Not everyone agreed with every solution and the groups were divided on what to do with several parcels.

On July 10, 2012, the Planning and Zoning department held a public workshop with property owners, residents and business owners to review and discuss the Redevelopment Plan. A presentation was given by City staff that included the following:

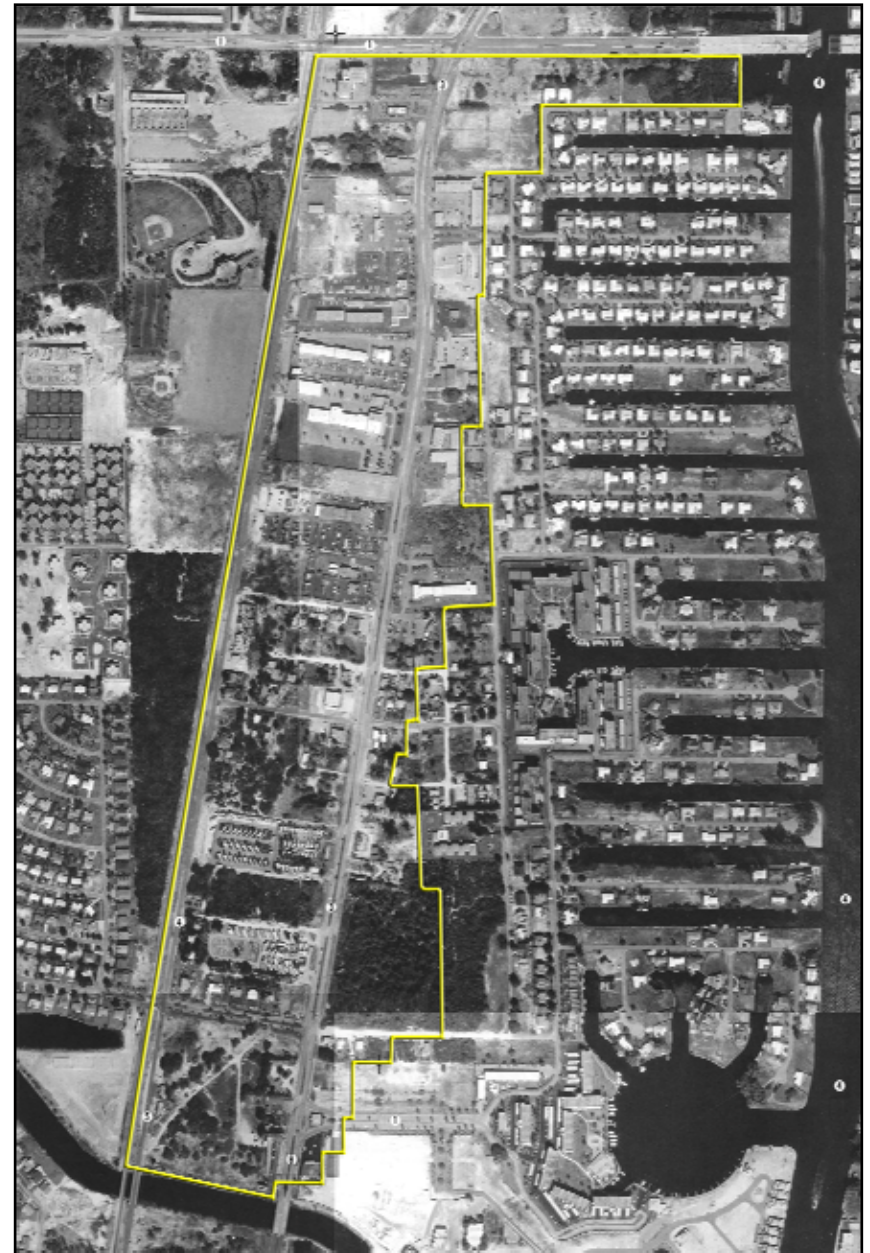


Figure 1.4 – 1981 Aerial Photograph of Redevelopment Area

- An overview of existing conditions;
- A review of proposed Future Land Use Map Amendments;
- A review of proposed rezonings;
- A review of boundaries of the proposed South Federal Highway Overlay District; and
- A review of proposed regulations for properties within the overlay district, including permitted uses, buffering, setbacks, building size, access, etc.

Notices were sent to all property owners and business owners in the affected area to invite them to the workshop. Courtesy notices were also sent to the adjacent homeowners associations. The Plan Implementation Section of the report (Part Three of the Plan) was made available earlier on the City's website to give the public time to review the proposals prior to the July 10th workshop. This section of the Plan provides all the recommendations for the redevelopment area, including Future Land Use Map amendments, rezonings and amendments to the Land Development Regulations.

A press release was issued on July 2, 2012 to invite all property owners, residents and business owners to participate in the Public Workshop on July 12, 2012 to review and discuss the draft Redevelopment Plan. The dates of the Planning and Zoning Board and City Commission meetings when the Plan would be considered were also noted in the press release.

The draft of the completed Plan was presented to the Planning and Zoning Board on July 16, 2012. The Plan was revised to incorporate changes recommended by the Planning and Zoning Board. The Plan was adopted by the City Commission on September 20, 2012.

**Part Two**  
**Existing Conditions**



Figure 2.1 – Existing Land Uses

**DATA COLLECTION**

In the preparation of this Plan, City staff compiled a database of all properties within the Study Area. The primary source of data was the Palm Beach County Property Appraiser’s 2010 tax roll, but the data has since been updated with the 2011 tax roll. Additional information was obtained from field surveys conducted in the spring of 2011 and from review of recorded documents. The information in the database includes the property control number, property area, ownership, building area, existing land use, and assessed value. The following existing land use data and other property information in this report are based on this database.

**EXISTING LAND USES**

There are approximately 141 acres (not including road rights-of-way) in the Redevelopment Area. The *“Existing Land Use Map,”* at left, shows the distribution of the various land uses in the area, and Table 1 below gives a complete breakdown of these uses by type.

**Table 1**  
**Existing Land Uses**  
**South Federal Highway Redevelopment Area**

Land Use	Land Area (Sq. Ft.)	Land Area Acres	% of Total Land Area
Automotive Commercial/Service	2,554,839	58.65	41.72%
General Commercial	1,108,681	25.45	18.10%
Office	809,521	18.58	13.22%
Multi-Family	754,643	17.32	12.32%
RV Park	200,113	4.59	3.27%
Undeveloped/Vacant	696,253	15.98	11.37%
<b>TOTALS</b>	<b>6,124,050</b>	<b>140.59</b>	<b>100%</b>

The redevelopment area contains a mix of automotive commercial (sales/rental/service), general commercial, office, and residential land uses. Automotive commercial is the largest existing land use category representing nearly 42 percent of the total land area. This is more than twice that of all other commercial uses with only 18 percent of total land area. Office uses, representing 13% of total land area are scattered throughout the area; however,



the bulk of the office use is located at the north end of the redevelopment area in the Linton Towers and the Old Harbor Office and Bank projects. Multiple-family residential uses, located at the south end of the redevelopment area, account for 12% of the total land area. An RV park, which is located near the center of the redevelopment area on the west side of Federal Highway, accounts for about 3% of the total land area. While undeveloped/vacant property currently makes up over 11% of the total land area, it is important to note that the bulk of this property was developed for automotive uses within automotive dealerships and still contains unoccupied buildings and parking lots.

**Automotive Commercial**

While automotive commercial uses exist on both sides of South Federal Highway, the majority of the land devoted to this use is located on the west side of the roadway. This is also where most of the full-service dealerships are located, which pursuant to Future Land Use Element Policy A-2.4 of the Comprehensive Plan, is one of only four areas where automobile dealerships are to be directed to within the City of Delray Beach. The largest, dealership, Delray Motors, covers 14 acres of property and has over 175,000 square feet of building area, including multiple showrooms, 68 mechanical repair bays and body shop. This full service dealership has both new and used cars and covers multiple car lines, including Lincoln, Dodge, Chrysler, Jeep, Mitsubishi and Subaru.



**Figure 2.2 – Delray Motors - 2102 South Federal Highway**

Other full service dealerships on the west side of South Federal Highway (from north to south) include: Maroone Nissan, Ed Morse Cadillac, Delray Mazda, Sherwood Buick/GMC, Ed Morse Toyota and Delray Honda. Full service dealerships on the east side of South Federal Highway include Delray Mazda and Delray Kia. Smaller dealers include “Thrifty Car Sales” and “Presidential Auto Leasing and Sales”. Enterprise Rental Car is also located on the east side.



**Figure 2.3 – Presidential Auto Leasing and Sales - 3201 South Federal Highway**

Mazda recently expanded its facilities through the purchase of a 2.4 acre parcel on the west side of Federal Highway for \$975,000 in 2011.



**Figure 2.4 – Property Acquired by Mazda in 2011 - 2350 South Federal Highway**



## General Commercial

While smaller general commercial uses are scattered throughout the redevelopment area, most of the land area in this use category is located in shopping centers on the east side of South Federal Highway. These include: Tropic Square Shopping Center (1.82 acres), Delray Plaza (2.82 acres), Pelican Harbor Shoppes (1.48 acres) and South Delray Beach Shopping Center (8.89 acres).



**Figure 2.5 – Tropic Square - 1911 South Federal Highway**

Individual free-standing commercial uses in the redevelopment area include, Walgreens, Collado's Market, Casual Patio, Pier One Imports and Kwik Stop.



**Figure 2.6 – Kwik Stop - 2881 South Federal Highway**

## Office Development

Although office development is scattered throughout the redevelopment area, most of the land area in this use category is located in four projects. The Old Harbor Office and Bank complex, with 96,702 square feet of office space on 9.95 acres, is the largest office complex in the redevelopment area. It is located on the east side of South Federal Highway at the extreme north end of the redevelopment area at Linton Boulevard. Much of the office space in this project is currently vacant and the demand for office space has been marginal in this area. The property was recently acquired by a developer who wishes to redevelop it as a high-end shopping center.

The second office development is “Linton Towers”, a multi-story 60,000 square feet office building constructed in 1973. It is located at the southeast corner of Linton Boulevard and South Dixie Highway. The building is outdated and in need of updating. Additionally, the adjacent parking lot to the south is in poor condition. With the parking lot parcel, this site is approximately 3 acres in size.

Adjacent to Linton Towers, but fronting on South Federal Highway, is the SunTrust Bank. This parcel contains a 5,000 bank on 1.58 acres of land. Planning and Zoning has received inquiries involving demolition of the existing bank and redevelopment of the site with a new bank and a fast food restaurant.



**Figure 2.7 – Linton Towers - 100 East Linton Boulevard**

The fourth major office development is Dumar Plaza with 2.93 acres of land. This development is a mixed commercial/office development with a restaurant in the front facing South Federal Highway. 19,984 square feet of offices are located in the rear of the parcel.

### Del Raton RV Park

The RV Park was constructed in 1940 under Palm Beach County Jurisdiction. The property was annexed into the City, under the Enclave Act, on July 25, 1989, as a part of Enclave #50. In addition to 36 RV and 24 mobile home sites, the facility sells trailers, trailer parts and accessories; and refills propane tanks. This gated RV Park contains an office building with an 8,000 sq. ft. patio, restroom and showering facilities, and six (6) individual utility buildings totaling 2,668 square feet. On February 23, 2011, the Site Plan review and Appearance Board approved a Class III Site Plan Modification to construct a 4,940 square foot metal storage building on the northern part of the site. This building will be used for general storage of maintenance equipment and supplies for the existing business.



Figure 2.8 – Del Raton RV Park - 2998 South Federal Highway

### Residential Development

Multiple-family residential development within the redevelopment area consists of townhouses, condominiums and rental apartments located within two projects at the south end of the redevelopment area. Originally included within Redevelopment Area #6, these two properties were developed following

adoption of the “Lindell/Federal Highway Redevelopment Plan”. The Delray Bay Apartment Complex, located on the south side of Lindell Boulevard contains 166 rental apartment units. Latitude Delray is located on the north side of Lindell Boulevard. Although only 14 townhouses and 42 condominiums have been constructed, the project is approved for 30 townhouse units and 84 condominiums. Both of these projects also contain nonresidential components consisting of commercial and/or office uses.



Figure 2.9 – Residential Development within the Redevelopment Area

### Undeveloped/Vacant Property

The existence of vacant properties indicates unproductive land use, which limits tax revenues. These properties often become dumping grounds for trash and unsightly or unsafe debris and overgrowth or lack of vegetation often becomes an ongoing problem for the city’s code enforcement program. Seven parcels within the redevelopment area are currently vacant or undeveloped. These parcels include nearly 16 acres of land and represent over 11% of the total redevelopment area. Most of this property was part of automotive dealerships which have either closed or no longer need portions of their property. A complete discussion of these properties and the redevelopment opportunities which they represent can be found in the “Plan Implementation” section of this Plan.



## FUTURE LAND USE AND ZONING MAPS

The Future Land Use Map (FLUM) specifies the permitted land uses on each parcel of land within the City. While FLUM designations represent broad categories of use, zoning districts are much more specific, establishing individual permitted uses and providing detailed regulations for development within the district. One or more zoning districts may be permitted within each FLUM designation. The **“Future Land Use Map,”** currently in effect for the South Federal Highway Redevelopment Area, is shown to the right. Nearly 93 percent of the area is currently designated as GC (General Commercial). The remaining 7% is designated TRN (Transitional). These designations were originally established with adoption of the Future Land Use Map in the City’s 1989 Comprehensive Plan. Although minor changes on individual properties have occurred since then, most of the area retains its original designation set in 1989. The following paragraphs briefly describe the Future Land Use Map Designations that are applied within the redevelopment area.

### General Commercial (GC)

The General Commercial FLUM designation is applied to land which is, or should be, developed for general commercial purposes e.g. retail, office, services. A maximum Floor Area Ratio of 3.0 is permitted for nonresidential uses, except in certain areas identified in the Comprehensive Plan where the maximum has been reduced to achieve traffic concurrency. None of these areas are located within the South Federal Highway Redevelopment Area.

Residential uses, which may comprise up to 15% of the total floor area of the General Commercial FLUM designation, 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 in specific areas identified in the Comprehensive Plan. Within the South Federal Highway Redevelopment Area, there is only one such area—Lindell/Federal Highway (former Redevelopment Area #6). Residential densities in this area 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. Although most of properties within have already been redeveloped (Delray Bay Apartments and Latitude Delray), there is still one property within the former redevelopment area that might take advantage of this higher density if it were to be redeveloped—the Del Raton RV Park.

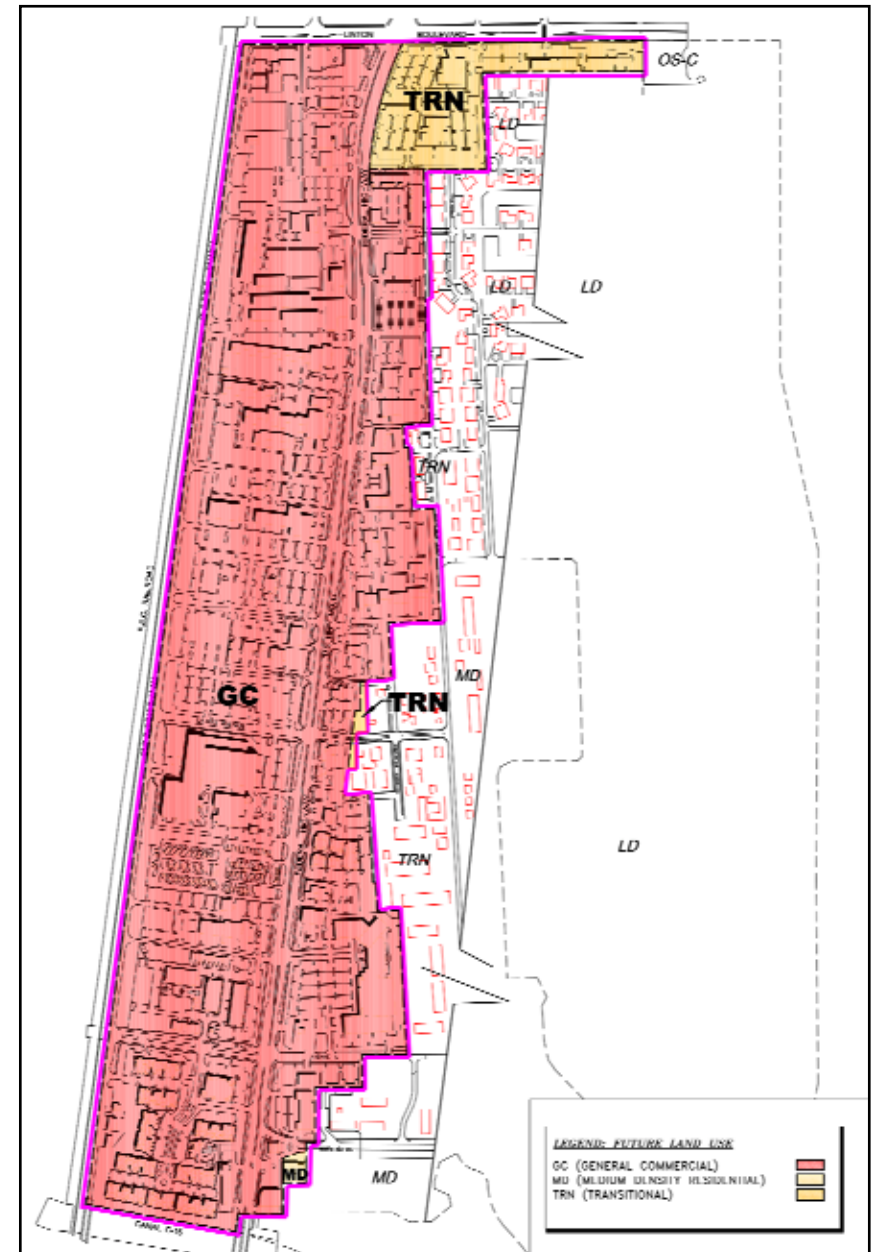


Figure 2.10 – Existing Future Land Use Map Designations

**Transitional (TRN)**

The Transitional FLUM designation is applied to land which is developed, or is to be developed, for either residential or nonresidential uses. In some instances this designation provides for a transition between less intensive residential use and commercial uses. In other instances, it allows the establishment of uses which are compatible with adjacent residential use or provides for uses which are not as intensive as general commercial in areas where residential use is not desirable and/or appropriate. Residential development at a density between five and twelve units per acre, mobile home parks and apartment development in addition to condominiums, Continuing Care Facilities, A.C.L.F., and various types of group homes are appropriate under this designation. Nonresidential development at an intensity equivalent to that associated with medium density residential land uses is also appropriate at a maximum FAR of 1.0.

**ZONING DESIGNATIONS**

Together with the Future Land Use Map, zoning is one of the primary tools by which the City regulates development within its boundaries. There are seven zoning designations currently applied within the redevelopment area. They include: PC (Planned Residential); AC (Automotive Commercial); GC (General Commercial); NC (Neighborhood Commercial), POC (Planned Office Center); RM (Medium Density Residential); and SAD (Special Activities District). Zoning District locations are shown on the *“Existing Zoning Map”* to the right and a breakdown is given in the table below:

**Table 2**  
**Existing Zoning**  
**South Federal Highway Redevelopment Area**

Land Use	Land Area (Sq. Ft.)	Land Area Acres	% of Total Land Area
Automotive Commercial (AC)	3,145,163	72.20	51.36%
General Commercial (GC)	67,678	1.55	1.11%
Planned Commercial (PC)	2,391,632	54.90	39.05%
Neighborhood Commercial (NC)	12,683	0.29	0.21%
Planned Office Center (POC)	432,916	9.94	7.07%
Special Activities District (SAD)	69,728	1.60	1.14%
Multiple-Family Residential (RM)	4,250	0.10	0.07%
<b>TOTALS</b>	<b>6,124,050</b>	<b>140.59</b>	<b>100%</b>

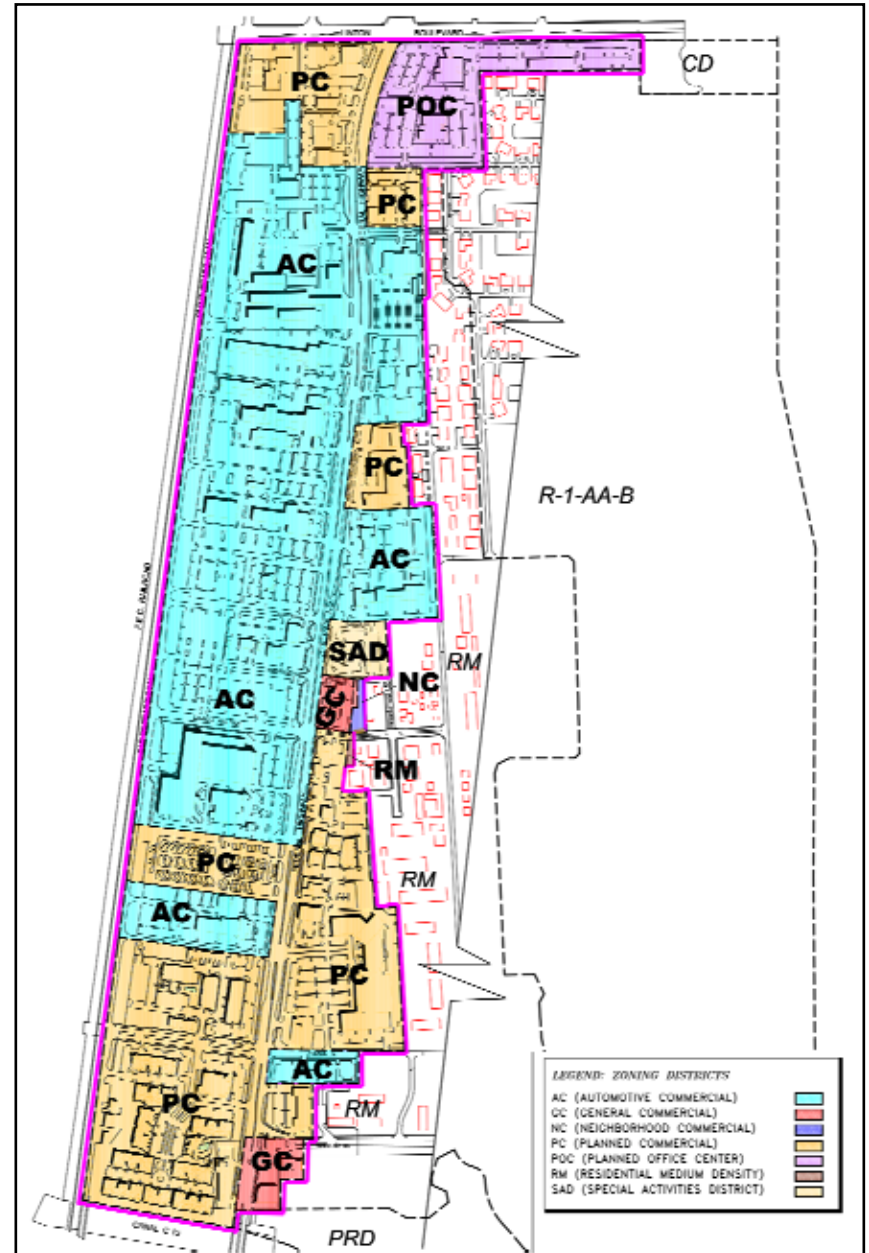


Figure 2.11 – Existing Zoning Map

The existing zoning designations occurred as part of a citywide rezoning, following adoption of the City's 1989 Comprehensive Plan. The new zoning map was adopted in September 1990. As with the Future Land Use Map designations, zoning within the redevelopment area has been essentially static, with most of the area retaining its original designation set in 1990. While 10 rezonings on individual properties have occurred since 1990, most of these have been minor. One notable exception involves the former Ralph Buick dealership. This property was rezoned from AC to GC in 2006, and a mixed-use development was proposed on the property. When the project did not go forward, the property owner rezoned the property back to AC in 2008, under the assumption that AC zoning would be more marketable. This has proven not to be the case. In 2010, with Walmart interested in the property, the owner again sought to rezone the property to GC. However when residents in the area objected to a Walmart bordering their neighborhood, the rezoning was denied.

The following paragraphs briefly describe the zoning districts that are applied within the study area.

#### **Automotive Commercial (AC)**

The Automotive Commercial District was created to provide specific regulations for the sale, lease or rental of motor vehicles, including automobiles, trucks, motorcycles, boats and recreational vehicles. It also allows for the service of these vehicles when part of a full service dealership. Service outside of a dealership is possible, but requires Conditional Use approval. The sale of vehicular parts, equipment and accessories without installation is a permitted use.

#### **General Commercial (GC)**

The General Commercial District provides basic regulations for small parcels which are best suited for general retail and offices uses. The GC designation is to be applied primarily along arterial and collector streets. Uses may be conducted singularly or in combination within the same structure. Mixed-use development is permitted within the GC district with residential units within the same structure as commercial uses, provided that residential units are not located on the ground floor and commercial uses occupy at least 25% of the building. Although free-standing multiple-family residential development is usually included as a conditional use, they will not be permitted in this area.

#### **Planned Commercial (PC)**

The Planned Commercial 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 General Commercial on the Future Land Use Map where the unified development is, or will be, in excess of five (5) acres; or where 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. With few exceptions, all of the permitted and conditional uses allowed within the GC District are also allowed within the PC District.

#### **Neighborhood Commercial (NC)**

The Neighborhood Commercial (NC) District provides the opportunity to locate limited retail and service uses in a manner convenient to and yet not disruptive to residential areas. The NC District may be located in areas designated as Transitional on the Future Land Use Map when a nonresidential use is appropriate for the location. While a wide range of retail, service and office uses are permitted within this district, development regulations for the district restrict the parcel size to 2 acres and the maximum floor area is capped at 10,000 square feet.

#### **Planned Office Center (POC)**

The Planned Office Center (POC) District provides for the concentration of office and support uses in a well planned and managed environment. A POC is to be planned and developed on land under unified control and as a single development, or in a programmed series of development phases. Unified control may be achieved through single ownership or the existence of binding agreements among owners of individual parcels therein. The minimum site area for a POC is to be three (3) acres with individual development parcels allowed to be one acre in size. The approving body may grant a waiver to the three acre requirement upon a determination that the development is consistent with the purpose and intent of the POC District and there exists good cause for not combining properties or aggregating additional property.

Business, professional and medical offices are all permitted within the district, as are banks and financial institutions. It is not intended that the district be for commercial activities in which goods and merchandise are stored, displayed, or sold except as appropriate to meet the needs of users of the POC.



**Special Activities District (SAD)**

The Special Activities District (SAD) is established in order to provide a zone district which is appropriate for projects which are not otherwise classified or categorized in other zone districts; or, which for some other good reason, cannot be properly accommodated in the other zone districts. Also, the SAD is to be used for large scale and mixed projects for which conventional zoning is not applicable.

While SAD zoning is deemed consistent with any land use designation on the Future Land Use Map, the uses allowed within a specific SAD shall be consistent with the land use category shown on the Future Land Use Map. The uses, activities, and characteristics of a SAD are to be consistent with the Comprehensive Plan, suitable and compatible with surrounding existing development, and with the proposed character of the area.

**Residential Multi-Family (RM)**

The Medium Density Residential (RM) District provides a residential zoning district with flexible densities having a base of six (6) units per acre and a maximum of twelve (12) units per acre. The actual density of a particular RM development is based upon its ability to achieve certain performance standards which are intended to mitigate the impacts of the increased density and ensure that the project is compatible with surrounding land uses. Within designated Workforce Housing Areas, density can be increased to 18 or 24 units per acre; however, the actual density is also based upon the development’s ability to comply with Article 4.7 (Family/Workforce Housing). No workforce housing areas exists within the Redevelopment Area.

**PROPERTY VALUES**

The total assessed value of the 146 properties within the redevelopment area was \$129 million in 2011. Given a total acreage (excluding rights-of-way) of 140.59 acres, the average assessed value of all property in the area, including structures, is \$21.04 per square foot of land. A breakdown of assessed values for different land uses within the Redevelopment Area is given in Table 3. Automotive commercial, general commercial and office development are all near \$20 per square foot of land area. Residential development has the highest value at nearly \$35 per square foot of land area.

**Table 3  
2011 Property Assessments  
South Federal Highway Redevelopment Area**

<b>Land Use</b>	<b># of Parcels</b>	<b>Land Area (Sq. Ft.)</b>	<b>Assessed Value</b>	<b>Value per Square Foot</b>
Automotive Commercial	25	2,554,839	\$53,443,516	\$20.92
General Commercial	24	1,108,681	\$24,680,833	\$22.26
Office	16	809,521	\$15,888,894	\$19.63
Multi-Family	73	754,643	\$26,331,786	\$34.89
RV Park	1	200,113	\$1,198,786	\$5.99
Undeveloped/Vacant	7	696,253	\$7,283,503	\$10.46
<b>TOTALS</b>	<b>146</b>	<b>6,124,050</b>	<b>\$128,827,449</b>	<b>\$21.04</b>

**DILAPIDATED STRUCTURES AND BLIGHTED PROPERTIES**

Dilapidated structures give an area a blighted appearance, which discourages investment in adjacent properties. At least one structure (pictured below) in the area has deteriorated to the point where it has become a hazard and should be removed.



**Figure 2.12 – These Dilapidated Buildings in the 2700 Block Should Be Redeveloped.**

**INFRASTRUCTURE**

All streets within the redevelopment area are paved and are generally in good condition. Sidewalks exist on both sides of South Federal Highway and on at least one side of connecting side streets. Typical cobra head street lights,

attached to Florida Power and Light poles are located on South Federal Highway and at the intersections with the side streets. According to the City's Water and Sewer Atlases water and sewer mains service the entire redevelopment area. No major deficiencies are noted with any of the infrastructure in the area.

### **STREETSCAPE AND LANDSCAPING**

Although the Redevelopment Area is the entrance to the City from the south, there is no entry feature to signal entrance into the City of Delray Beach.

It is also noted that there are a number of properties within the Redevelopment Area which do not comply with the landscape provisions in the Land Development Regulations or even with their own approved landscape plans. Damaged hedging materials and missing trees are common problems on a number of properties. One extreme case, the South Delray Shopping Center has almost no trees on the entire 9 acre site.

**Part Three**  
**Plan Implementation**

## GUIDELINES FOR REDEVELOPMENT OF THE AREA

The following discussion provides a basis for a plan for future redevelopment within the South Federal Highway Redevelopment Area. 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. It is also important to promote uses that will be sustainable over time, enhance the economic vitality of the area and the city as a whole, and at the same time be compatible with adjacent residential uses.

### Potential Uses

Due to its close proximity to Interstate 95 and the Linton Boulevard Interchange, the redevelopment area is a prime location for destination shopping for goods and services, including automotive sales. Commercial development supporting residents living east of Interstate 95 is primarily located downtown and along the three major collectors, Federal Highway, Linton Boulevard and Atlantic Avenue. Federal Highway also connects the redevelopment area with Downtown Delray Beach, which is a destination zone itself.

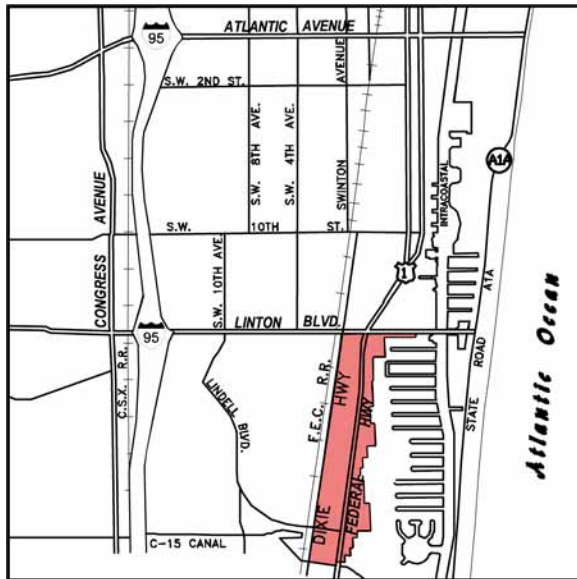


Figure 3-1 – Redevelopment Area in Context

Over 90% of the properties within the Redevelopment Area are currently zoned PC (Planned Commercial) or AC (Automotive Commercial). The uses allowed within these zoning districts are primarily intended to provide consumers access to goods and services. The Planned Commercial district provides for a variety of retail and service uses, as well as office and residential development. This zoning district is appropriate within the entire redevelopment area.

In 2010, an attempt by Walmart to rezone the former Ralph Buick property on the east side of South Federal Highway from AC to GC met considerable opposition from the residents of the adjacent neighborhood based on compatibility. The rezoning ultimately failed and the property is still vacant. Although properly designed shopping centers can and do exist adjacent to residential development throughout the City, the level of opposition to that project has led to a number of buffering and setback provisions being included in this Plan to assure compatibility.



Figure 3-2 – Ralph Buick Property at 2501 South Federal Highway

The Automotive Commercial District provides for the sale, lease and rental of automobiles, trucks, boats, recreational vehicles and motorcycles. Vehicle repair, paint and body shops are allowed as accessory uses in full-service

dealerships and full-service vehicle repair not associated with dealerships as a conditional use. These automotive uses have a number of potential impacts on adjacent residential development, such as test-driving on residential streets; offloading vehicles on adjacent streets, noise impacts from car alarms, music, loud speakers and mechanical equipment; and nighttime glare from higher levels of lighting and lighting during later hours of the evening. For this reason, AC zoning is more appropriate on the west side of South Federal Highway.



**Figure 3-3 – Delivery of vehicles on South Federal Highway**

Major dealerships in the redevelopment area include Lincoln, Cadillac, Buick, Toyota, Honda, Mazda, Nissan, and Kia. In recent years, the long-term sustainability of automobile dealerships in this area has come into question. In fact, this was the original impetus for the decision to prepare a redevelopment plan for the corridor. There are currently over 15 acres of vacant/unused AC zoned property for sale within the redevelopment area. One of the major sites, the 6.5 acre former Ralph Buick dealership, has been vacant since 2005. Two other vacant properties on the west side of South Federal Highway were subdivided from larger dealership sites. Whether this situation is a result of the current economic downturn or a long-term trend is uncertain, but in any event the City must take steps to stabilize the area.

### RECOMMENDED DEVELOPMENT SCENARIOS BY SECTION

The following provides the guidelines and parameters for development within the Redevelopment Area. The area has been divided into two sections— one on the east side and one on the west side of South Federal Highway. While some

of the development guidelines will apply to both sides of the corridor, others are unique to one side or the other.

#### East of South Federal Highway

This area contains the Old Harbor Office and Bank complex at the extreme north end of the redevelopment area. Much of the office space in this project is currently vacant and the demand for office space has been marginal in this area. The property was recently acquired by a developer who wishes to redevelop it as a high-end shopping center. Staff supports this proposal, subject to the site plan adequately addressing the development's compatibility with adjacent residential development, and feels that a major retail center at this corner will anchor the redevelopment area and encourage additional redevelopment. The City is currently promoting office development in the downtown area and in the "Innovation Corridor" along Congress Avenue in the MROC (Mixed Residential, Office and Commercial) zoning district. It would be better if this site did not compete with those initiatives.

The rest of the area on the east side of South Federal Highway consists of a mix of general commercial shopping centers, automotive dealerships and auto rental facilities. Redevelopment in this area should consist of general retail and service uses and not additional automotive commercial uses. While the existing automotive uses will retain their AC zoning designation, one of the recommendations of this Plan is to allow alternative development of all AC zoned property under the PC zoning district regulations. This will maximize flexibility for future redevelopment of the area while allowing the automotive commercial uses to remain conforming. Since efforts to attract additional dealerships to the area have been failing, this change will also help to stabilize the area by providing an alternative development option for the large vacant automotive tracts in the area.

Another proposed change to promote long-term sustainability and economic stability of the corridor involves residential development. The redevelopment area is primarily a commercial corridor and should remain as such. While mixed-use residential/commercial development will continue to be encouraged throughout the area, conditional uses for free-standing multiple-family residential development will not be permitted.

A major redevelopment opportunity on the east side of the corridor is the former Ralph Buick dealership property. As previously discussed, an attempt to



rezone this property by Walmart failed in 2010; due in part to the objections of adjacent residents. Any redevelopment on this side of South Federal Highway must address compatibility with the adjacent residential neighborhoods to the east. Although commercial development immediately adjacent to residential neighborhoods is not unique in Delray or elsewhere, to increase the comfort level of these neighborhoods and ensure compatibility, this Plan includes a number of special buffering and setback provisions, as well as a limitation on maximum tenant size. These provisions are meant to address issues specifically mentioned by the residents during the Walmart rezoning action. Staff is confident that the residents' concerns can be addressed while ensuring that the commercial corridor remains viable for commercial development and this redevelopment area becomes a catalyst for economic development in the City. Staff still feels that the best zoning for this parcel is PC (Planned Commercial) and that recommendation has been included as a component of this Plan.

### West of South Federal Highway

At the extreme north end of the redevelopment area, this area contains "Linton Towers", a multi-story 60,000 square feet office building constructed in 1973. The building is outdated and in need of updating. Additionally, the adjacent parking lot to the south is in poor condition. With the parking lot parcel, this site is approximately 3 acres in size. While redevelopment for a variety of uses is certainly possible within the existing PC zoning district, without Federal Highway frontage, the redevelopment of this parcel may not be economically feasible. Accordingly, the site is better suited to remain office development and should be rehabilitated instead of redeveloped. Of course, this is dependent on the market for office space in this area. If the market continues to decline, redevelopment may be necessary.

Other existing development at the north end of the area includes a bank and a number of restaurants, including a Burger King. These types of uses are appropriate in this area and should remain. It is noted, however, that there has been interest in redevelopment of the bank site for a new bank, a restaurant or both. If this parcel were to be combined with the adjacent office parcel to the west, redevelopment of that parcel, which is otherwise unlikely, may be possible.

The center of the redevelopment area on this side of South Federal Highway consists entirely of automotive dealerships. These uses should remain as long as they remain economically viable, and this plan does not propose that they be

replaced. However, it is noted that there is a trend toward larger multi-line automotive dealerships that may ultimately affect the long-term potential for dealerships in this area. One advantage of this area is that South Federal Highway has become an auto dealership corridor with a large variety of car lines available. This gives buyers the ability to comparison shop in a limited area.

The large amount of vacant/unoccupied AC zoned property still gives pause and necessitates action being taken by the City to ensure long-term stability of the area. For this reason, as stated earlier, one of the recommendations of this Plan is to allow alternative development of all AC zoned property under the PC zoning district regulations.

The south end of the redevelopment area contains two large multi-family residential developments, "Latitude Delray", a townhouse and condominium development, and "Delray Bay", a rental apartment complex. These are the only residential development in the corridor and both projects have a nonresidential component. Construction of Latitude Delray was underway during the recent recession and has been struggling as a result of the downturn on residential development. Accordingly, only half of the approved residential units have been constructed in the project and there has been a substantial reduction in unit value with units sold in 2008 having lost half their value compared to units resold in 2011 and 2012.



Figure 3.4 – Townhouse Units at Latitude Delray

As on the east side of Federal Highway, mixed-use residential/commercial development will continue to be encouraged, but conditional uses for free-standing multiple-family residential development will not be permitted.

### Aggregation of Properties

Compared to the other redevelopment areas in the City, considerable property aggregation has already taken place in this area. Most of the development parcels within the redevelopment area are over 1 acre in size. The smaller shopping centers are generally between 1 and 3 acres in size and one, “South Delray Shopping Center” is 9 acres. Automobile dealerships are generally over 3 acres in size, with the largest, “Delray Motors”, which includes the Lincoln dealership, is 14 acres.

While aggregation of property is generally not needed to provide redevelopment opportunities in the corridor, there are three areas where aggregation could help. The first area concerns automotive commercial property between 2500 and 2700 South Federal Highway, on the west side of the South Federal Hwy.



Figure 3-5 - Vacant/Unoccupied Automotive Commercial Property

This area involves 4 properties which include vacant land, unoccupied structures and improved parking areas. The properties are currently being marketed separately or together with a potential fifth parcel at the northeast corner of Dixie Highway and Le Mar Avenue for a total of 12 acres. This size site would allow for a major mixed-use development site that would have a major impact on the surrounding area. Its close proximity to the FEC Railroad also makes this a potential site for a high density mixed-use Transit Oriented Development. The South Florida Regional Transportation Authority (SFRTA) and the FDOT are moving forward with their programs to provide commuter passenger service on the FEC Railroad. The redevelopment area is over 2 miles away from the planned downtown station, which is far enough to permit an additional station (Employment Center Station) to be provided in this area if it were economically feasible. Although this is definitely a long-term scenario with a lot of ifs, it is one which may be worth considering in the future if the right developer could secure the property.

The second area where aggregation is needed is across the street from the first area in the 2700 block along the east side of South Federal Highway. The potential site includes three parcels fronting on South Federal Highway and a fourth parcel facing Le Mat Avenue. The property is already under common ownership, but the rear portion of the site is vacant. With its small size and current zoning of NC (Neighborhood Commercial), freestanding commercial development of this vacant portion of the property is unlikely. One of the recommendations of this Plan is to rezone the rear property from NC to GC (General Commercial) to match the frontage properties. The existing structures in the front are among the oldest in the area and are in poor condition. Unified redevelopment of the entire one acre property would improve the area.



Figure 3.6 - 2700 Block of South Federal Highway



The third area involves the Honda Dealership. The property is 4.69 acres and the dealer has expressed a need to expand operations, which would necessitate relocation to a new site or acquisition of additional adjacent property. The dealer has also indicated that he wishes to stay in the South Federal Highway corridor. The property to the south has been recently redeveloped for a mixed-use project, "Latitude Delray", and so it is unavailable. The property to the north of the dealership is an RV Park that is a nonconforming use in the existing PC (Planned Commercial) zoning district. Although the owner of the RV Park is not interested in selling his property at this time, this may change in the future. To at least make this a possibility, the Plan is recommending a change in zoning of the RV Park from PC to AC (Automotive Commercial). Since the Plan is also recommending that all AC zoned properties in the redevelopment area be allowed the alternative to develop under the PC zoning regulations, this change will result in additional flexibility in potential redevelopment options for the property. The total site area with the combination of the two properties is 9.29 acres.



**Figure 3.7 – Honda Dealership and adjacent RV Park**

### Unifying Elements

All new development and redevelopment should include a consistent pattern of perimeter landscaping. The Land Development Regulations contain provisions

for special landscape setbacks along South Federal Highway and Linton Boulevard. The size of the setback varies based on the depth of property but the minimum along both roadways is 10 feet. The maximum required landscape setback along South Federal Highway is 25 feet.

This special landscape setback may be inappropriate where new development seeks to provide a more urban feel at the street front. The creation of an urban edge along South Federal Highway with the storefronts moved closer to the street and the parking provided behind is an alternative that should be considered. This concept reflected in the principals of new urbanism directly conflicts with the requirement for the special landscape setback on deeper parcels where the setback would be 25 feet. While the special setback provides an additional buffer for off-street parking lots, it does little in front of building faces. The Land Development Regulations should be amended to allow this alternative development scenario. The minimum front setback of 10 feet in the PC zoning district and 15 feet in the AC zoning district is adequate to provide enhanced sidewalks, street trees and foundation planting. Elimination of the special landscape setback in the front will also help to offset the loss of buildable area in the rear with the provision of the larger landscape buffers proposed by this plan adjacent to the residential neighborhood.

The Planning Department and Senior Landscape Planner will continue to work with developers during the Site Plan Review process to develop a consistent landscape theme for redevelopment of properties within the corridor. Since the redevelopment area is also the entrance to the City from the south, coordinated landscape improvements will help to establish an identity for the area as part of the City of Delray Beach and differentiate it from the City of Boca Raton.

It is also noted that there are a number of properties within the redevelopment area which do not comply with the landscape provisions in the Land Development Regulations or even with their own approved landscape plans. Damaged hedging materials and missing trees are common problems on a number of properties. One extreme case, the South Delray Shopping Center has almost no trees on the entire 9 acre site. A recommendation of this redevelopment plan is to perform a comprehensive evaluation of all properties in the corridor and take code enforcement action to require the replacement missing or dead landscape materials.

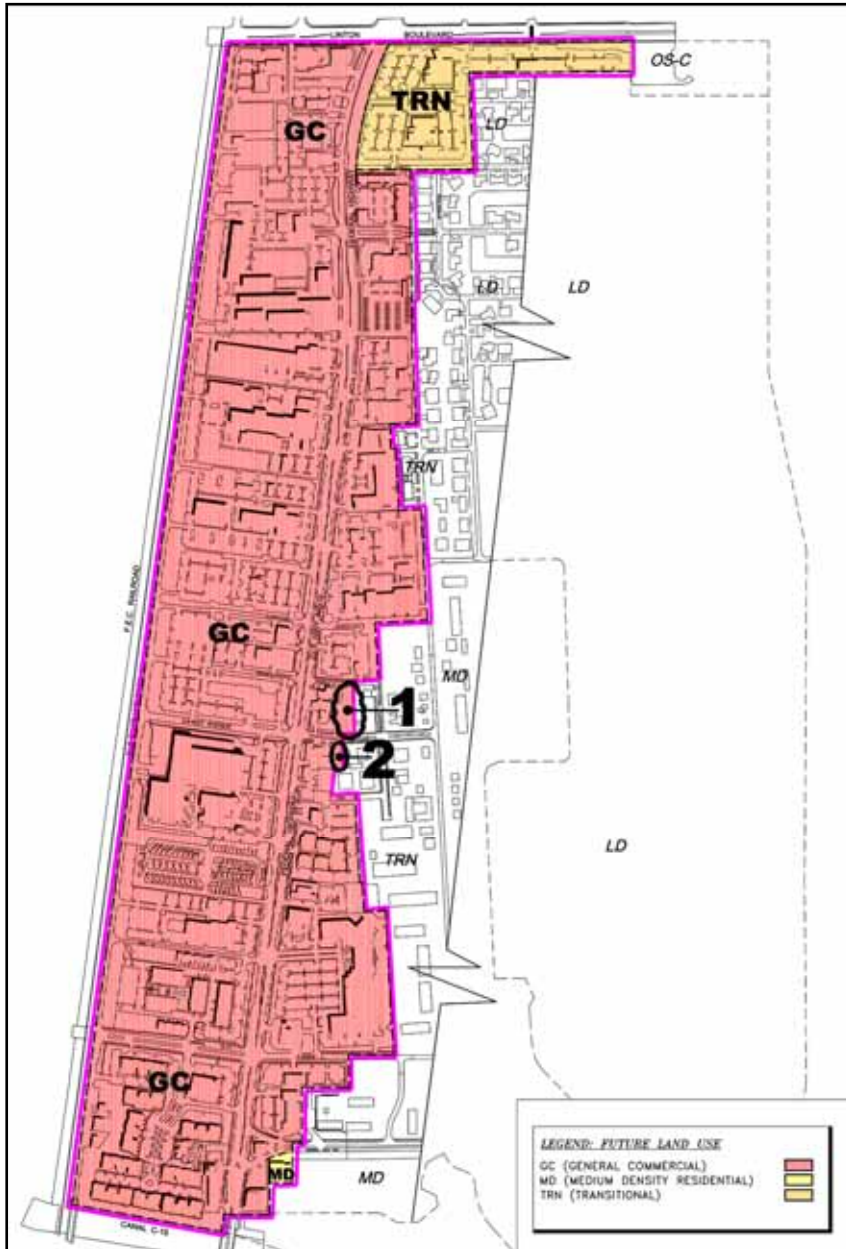


Figure 3.8 – Proposed Future Land Use Map

### FUTURE LAND USE

Nearly 93 percent of the South Federal Highway Redevelopment Area is currently designated as GC (General Commercial) on the Future Land Use Map (FLUM). The remaining 7% is designated TRN (Transitional). Two Future Land Use Map modifications are recommended for the Redevelopment Area. Both change the FLUM designation from TRN to GC. Following adoption of the Redevelopment Plan, these modifications will be processed as small scale comprehensive plan amendments. The **“Proposed Future Land Use Map”** for the Redevelopment Area with the amendment areas indicated is shown to the left. The proposed amendments are as follows.

- Area 1: Undeveloped parcels located on the north side of Le Mat Avenue – Change the FLUM designation from TRN (Transitional) to GC (General Commercial) – approximately 0.23 acres. The current zoning of these two parcels is NC (Neighborhood Commercial), but they do not meet the minimum 1 acre size requirement in the NC zoning district, even when combined. Given the limited size of the property, freestanding development for commercial use is unlikely. However, since these parcels are under common ownership with the adjacent property fronting on South Federal Highway, they could be aggregated into a single general commercial development site. The existing structures on the property along Federal Highway are among the oldest in the redevelopment area and in the worst condition. This change will support a long term strategy for future redevelopment of the entire site. A concurrent rezoning to GC will be processed with the FLUM amendment.



Figure 3.9 – Aerial of Area 1 FLUM Amendment



- Area 2: “Quality Lighting and Accessories”, located at the southeast corner of South Federal Highway and Le Mat Avenue – Change the FLUM designation of the rear portion of the property (Lot 30) from TRN (Transitional) to GC (General Commercial) – approximately 0.10 acres. Although zoned RM (Multiple Family Residential), the small size of the lot makes it undevelopable for residential purposes. This lot is part of the commercial site fronting on South Federal Highway and is being used by the business for storage and truck parking. This change is required to support the existing use of the property. A concurrent rezoning to PC (Planned Commercial) will be processed with the FLUM amendment.



Figure 3.10 – Aerial of Area 2 FLUM Amendment

In addition to the above changes, modification of Future Land Use Element Policy C-1.12 is required to reflect adoption of this Redevelopment Plan for the “South Federal Highway Area”, and to require that all future development be in compliance with the adopted Plan. Processing of this text amendment will be undertaken concurrent with consideration of the FLUM amendments.

### ZONING MAP AMENDMENTS

Eighty-four percent of the property within the redevelopment area will retain its current zoning. However, implementation of the redevelopment plan will require rezoning of some parcels in the area. The first two of these were discussed above with the Future Land Use Map amendments. Additional recommended rezonings, which do not require a concurrent FLUM amendment, are discussed in detail below. The “**Proposed Zoning Map**” for the Redevelopment Area is shown to the right.

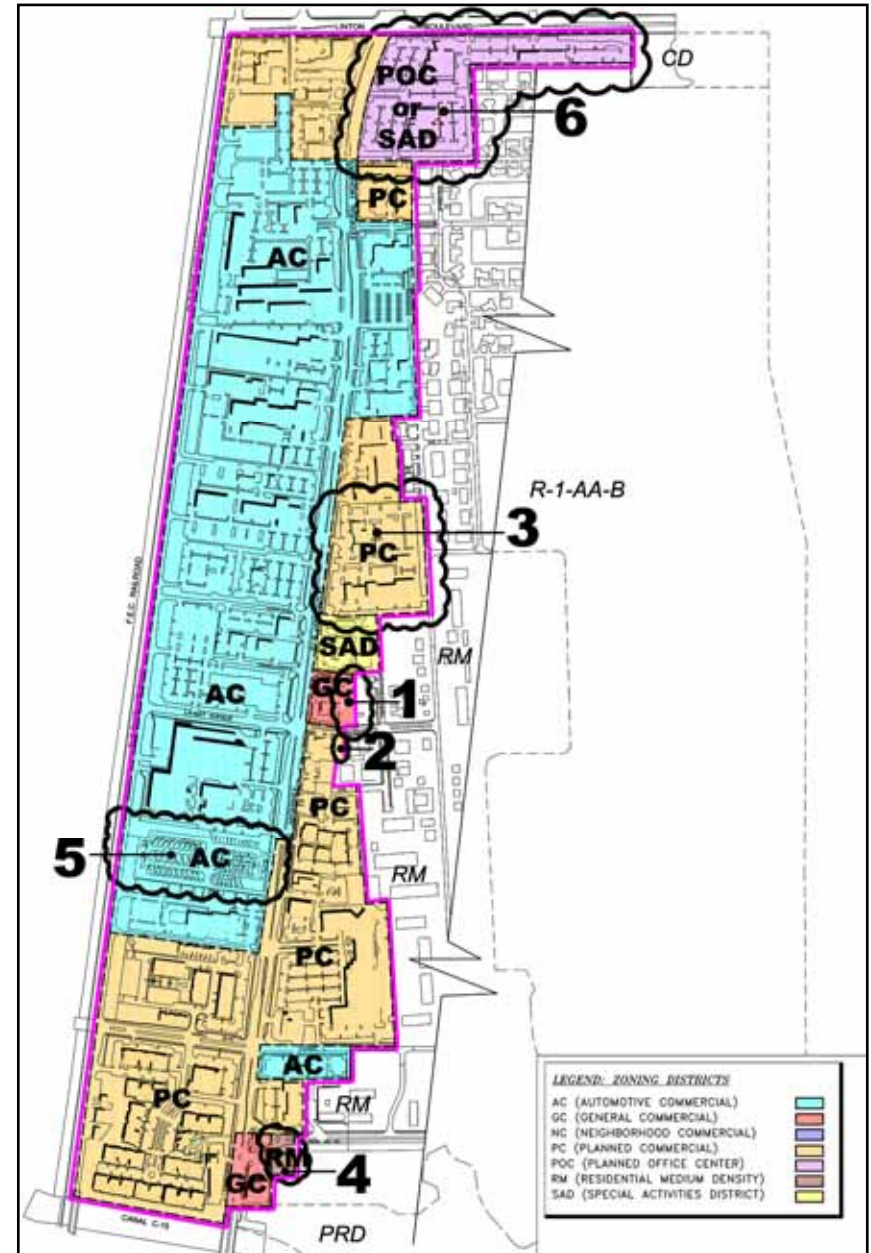


Figure 3.11 – Proposed Zoning Map

- Area 1: Undeveloped parcels located on the north side of Le Mat Avenue – Rezone from NC (Neighborhood Commercial) to GC (General Commercial) – approximately 0.23 acres.
- Area 2: “Quality Lighting and Accessories” located at the southeast corner of South Federal Highway and Le Mat Avenue – Rezone from RM (Multiple Family Residential) to PC (Planned Commercial) – approximately 0.10 acres.
- Area 3: Former Ralph Buick Dealership located on the east side of South Federal Highway, north of Fladell Way – Rezone from AC (Automotive Commercial) to PC (Planned Commercial) – approximately 6.5 acres. A commercial shopping center or mixed-use development would be appropriate for this site. Since the property backs up to Florida Boulevard, the rear of the property is highly visible to the adjacent neighborhood. Appropriate building setbacks and buffering will be essential to getting the support of the neighborhood for any project at this location. The initial compatibility issues associated with the previous application for Walmart are addressed in the Plan with individual tenant size maximums, increased setbacks, buffering requirements and proposed operational restrictions on loading times, etc.



**Figure 3.12 – Aerial of Area 3 Rezoning - Former Ralph Buick Site**

- Area 4: Pelican Pointe Condo on Tropic Isle Drive – Rezone a portion of a parcel from GC (General Commercial) to RM (Multiple Family Residential) – approximately 0.5 acres. The existing zoning does not properly reflect the use of the property. The existing GC zoning extends eastward from the Casual Patio Store to include this property. The zoning line incorrectly splits a parcel which contains a residential condominium. The remaining area of the condominium is correctly zoned Multiple Family Residential. While this designation has existed on the zoning map since 1991, it is unclear why the property was so designated. Since the Future Land Use Map correctly depicts the property as MD (Medium Density Residential), it is assumed that this was simply an error. Since the existing zoning is not consistent with the FLUM designation, this corrective rezoning is necessary to address this issue and bring the property’s zoning into compliance with its FLUM designation.



**Figure 3.13 – Aerial of Area 4 Rezoning - Pelican Pointe**

- Area 5: Del Raton RV Park – Rezone from PC (Planned Commercial) to AC (Automotive Commercial) – approximately 4.59 acres. As stated earlier in this report, the rezoning of this property will increase its redevelopment potential by adding the option for automotive sales. The Del Raton RV Park is an attractive, well-managed facility 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 RV 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.



**Figure 3.14 – Aerial of Area 6 - Del Raton RV Park**

development of an automobile dealership. The Future Land Use Map amendment would be required in either case. Staff's recommendation was for the Planned Commercial alternative and the response from residents was generally favorable, although some residents felt that the area was better suited for automobile sales, which they also felt would be less impacting to the adjacent neighborhood



**Figure 3.15 – Aerial of Area 6 Rezoning - Old Harbor Office and Bank Site**

The property was acquired by the current owner in September, 2011 and an application to privately-initiate a change to PC was submitted on January 6, 2012. Since the proposal was in keeping with staff's recommendation, the application was supported by staff. However, residents were concerned that the redevelopment of the property would not have to comply with buffering and setback provisions which had been previously presented for inclusion in the redevelopment plan, and felt that action on the proposal should be delayed until the Plan was completed. Ultimately, the application was continued for a period of up to six months at the public hearing on the ordinance by the City Commission on April 3, 2012. This continuance was to give the applicant time to address the concerns of the residents of the adjacent neighborhood to the east. Since the residents' concerns were mostly site development issues related to building size, setbacks, location of service areas, and buffering, an alternative rezoning to SAD (Special Activities District) was also discussed. This zoning district requires that the site plan

- Area 6: The Old Harbor Office and Bank parcel located at the southeast corner of Linton Boulevard and South Federal Highway – Although a rezoning of this property is not required by the Plan and will not be initiated by the City, a privately-initiated rezoning by the property owners to SAD (Special Activities District) is recommended as an option to retaining the existing POC (Planned Office Center) zoning – approximately 9.95 acres.

Staff presented alternatives for the redevelopment of this property at two workshops on the Redevelopment Plan in June of 2011. One alternative was to rezone the property to PC (Planned Commercial) to allow development of a commercial shopping center. The second alternative was to rezone the property to AC (Automotive Commercial) to allow

be included as part of the rezoning action and would provide a higher level of comfort to the adjacent residents.

Staff continues to support the property owner's proposal to redevelop the site as a high end shopping center, subject to the site plan adequately addressing the development's compatibility with adjacent residential development, and feels that a major retail center at this corner will anchor the redevelopment area and encourage additional redevelopment. Since a rezoning of the property is required to realize this objective, it is now recommended that the property owner amend his rezoning application to request a zoning of SAD (Special Activities District) instead of PC (Planned Commercial). If a rezoning to SAD is not approved then the property should remain zoned POC (Planned Office Center).

### AMENDMENTS TO THE LAND DEVELOPMENT REGULATIONS

Processing of LDR text amendments made necessary by the Redevelopment Plan will be initiated immediately following the adoption of the plan. An LDR text amendment will be necessary to create an overlay district and amend the development standards within the Redevelopment Area/Overlay District. The boundaries of the proposed Overlay District are shown on the exhibit to the right. This area replicates the boundaries of the study area for this redevelopment plan with the exception of one parcel which is being rezoned to RM (see rezoning area 4).

### Increasing Redevelopment Flexibility

As noted earlier, one of the recommendations of this Plan is for all AC zoned properties in the redevelopment area be allowed the alternative of developing under the PC zoning regulations, this change will result in additional flexibility in potential redevelopment options for these properties. This may also help to reduce the inventory of vacant/unoccupied AC zoned property in the redevelopment area. Market conditions will play a major role in how this plays out, but since these two zoning districts are compatible with each other, and the option is strictly voluntary, there is no real downside to this proposal.

### Residential Development

As noted earlier, mixed-use residential/commercial development will continue to be encouraged, but conditional uses for free-standing multiple-family residential development will not be permitted within the overlay district.

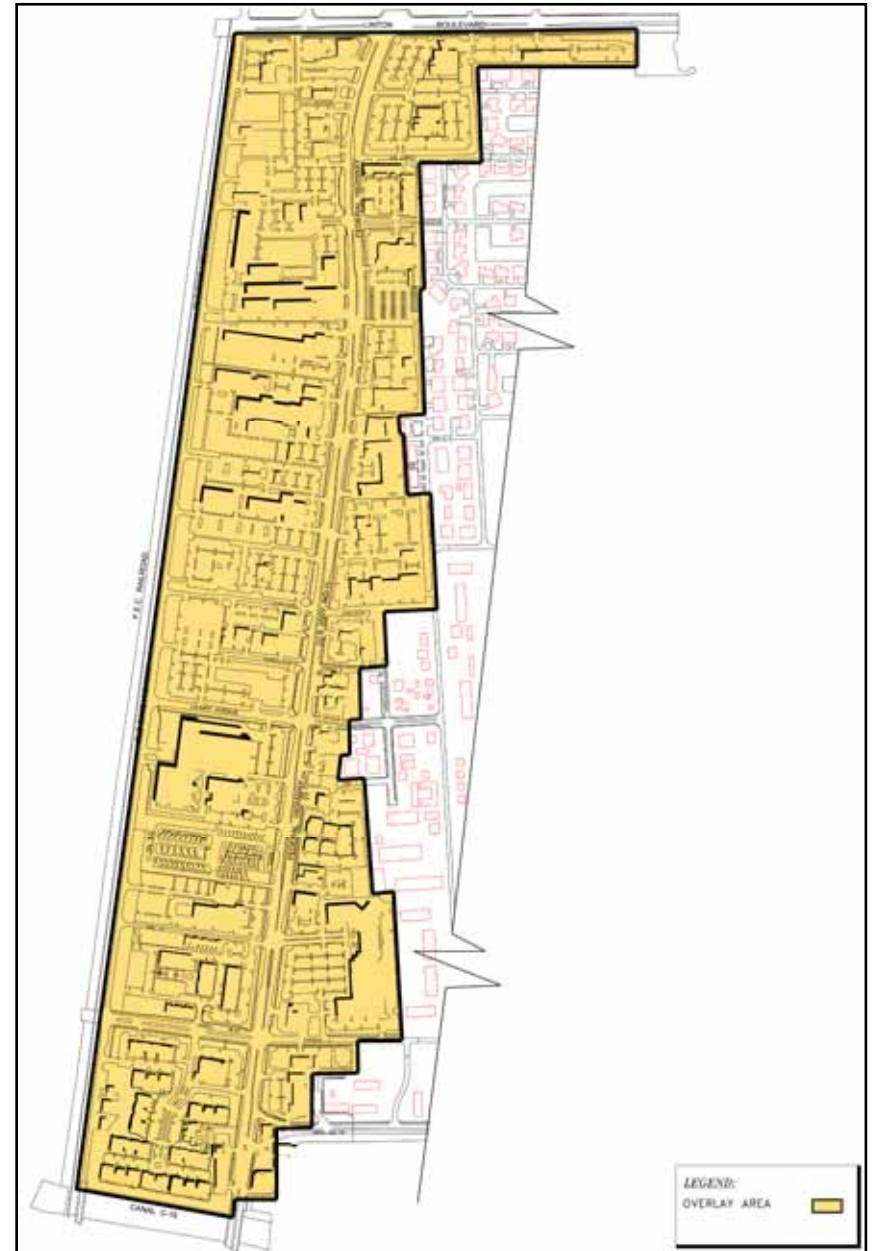


Figure 3.16 – Map of Overlay District Boundaries



### **Tenant Size Limitations**

This amendment to the Land Development Regulations is an attempt to address concerns raised by residents of the adjacent residential neighborhoods during the attempted Walmart rezoning. Walmart became a symbol for big box retailers in general and the residents stated that they did not want big box retailers in this area. The Plan proposes that tenants be limited to a maximum floor area of 50,000 square feet. This figure represents a compromise between the current regulations where there is no limit on maximum tenant size and the 30,000 square feet that some of the residents are proposing as the maximum.

Since typical big box developments today far exceed this cap, the proposal will limit this type of development, but still provide reasonable redevelopment opportunities on parcels in the area. The cap will also allow for reasonable division of the space into smaller units should a tenant abandon a store. Larger vacant stores are more difficult to subdivide if the vacant space cannot be leased, which can then have a serious impact on the shopping center and the tenants that remain. This often results in leasing the space to marginal uses which have no place in the shopping center and do not support the smaller tenants who relied on the previous anchor to bring in customers.

A further problem is presented when the former retailer continues to lease the abandoned space to prevent a competitor from moving in, effectively prohibiting the center's redevelopment. Since surrounding business owners and the community are often hurt by this practice, empty stores should be maintained as if they are occupied, including such activities as cleaning the windows regularly. This would be an incentive for old tenants to give up their lease on the empty property. Also, consideration should be given to enacting regulations that forbid tenants of large stores from continuing to lease the space after vacating it.

Discussions with the neighborhood residents at a series of workshops on the Plan revealed that many of the concerns with big box retailers were related to issues of building mass, noise and traffic. By itself, a limit on individual tenant size would not address the residents' concerns. Since the total area of retail space is the same whether there are nine small stores or one large store, there is no difference in the noise and traffic generated by the larger store. Given the size of some of the parcels in the redevelopment area, a cap on individual tenant size will have no real impact on the total building mass without also seriously restricting the overall development potential of these properties. That

type of restriction could bring challenges that it may represent a taking of property rights and this type of limitation should be avoided. For this reason, the Plan proposes other regulations to address the real issues of building mass and buffering.

### **Urban Edge**

As previously noted in this Plan, the Land Development Regulations should be amended to allow that the special landscape setback along South Federal Highway be eliminated where new development seeks to create an urban edge at the street front by moving storefronts closer to the street and providing parking behind the buildings. The special landscape setback must be provided along portions of the parcel where off-street parking directly abuts the roadway.

### **Building and Site Design Requirements**

The Plan proposed that the Land Development regulations be amended to require that the façade and exterior walls be designed to include projections and recessions, so as to reduce the massive scale and uniform appearance of large buildings. Similarly, street frontage must be designed to include windows, arcades, or awnings for at least 50% of the façade. The regulations should also address the number and variation in rooflines, appropriate building materials, the clear indication of entryways, and the inclusion of pedestrian scale amenities and spaces.

Additional requirements should specify that parking areas be distributed around large buildings and shopping centers in an attempt to balance the parking and shorten the distance to all buildings, public sidewalks, and transit stops. Parking located at unrealistic distances from the buildings that it services should be prohibited. Use of this technique to maximize building area on the site at the expense of customers should be discouraged. Sidewalks must be provided along the full length of any building where it adjoins a parking lot. Sidewalks must also connect store entrances to the adjacent roadway, bus stops and adjacent neighborhoods.

### **Access**

Street access shall be primarily from South Federal Highway. No vehicular access will be permitted to the rear of the commercial districts onto residential streets on the east side of South Federal Highway.

**Deliveries**

No deliveries, loading or unloading operations in the rear of the commercial buildings will be permitted before 7:00 AM or after 7:00 PM on the east side of South Federal Highway.

**Setbacks to Mitigate Building Mass**

As noted above, façade and exterior walls must be designed to include projections and recessions, so as to reduce the massive scale and uniform appearance of large buildings. On the east side of South Federal Highway, the following setbacks will be required when the rear of a commercially zoned property is adjacent to a residential zoning district:

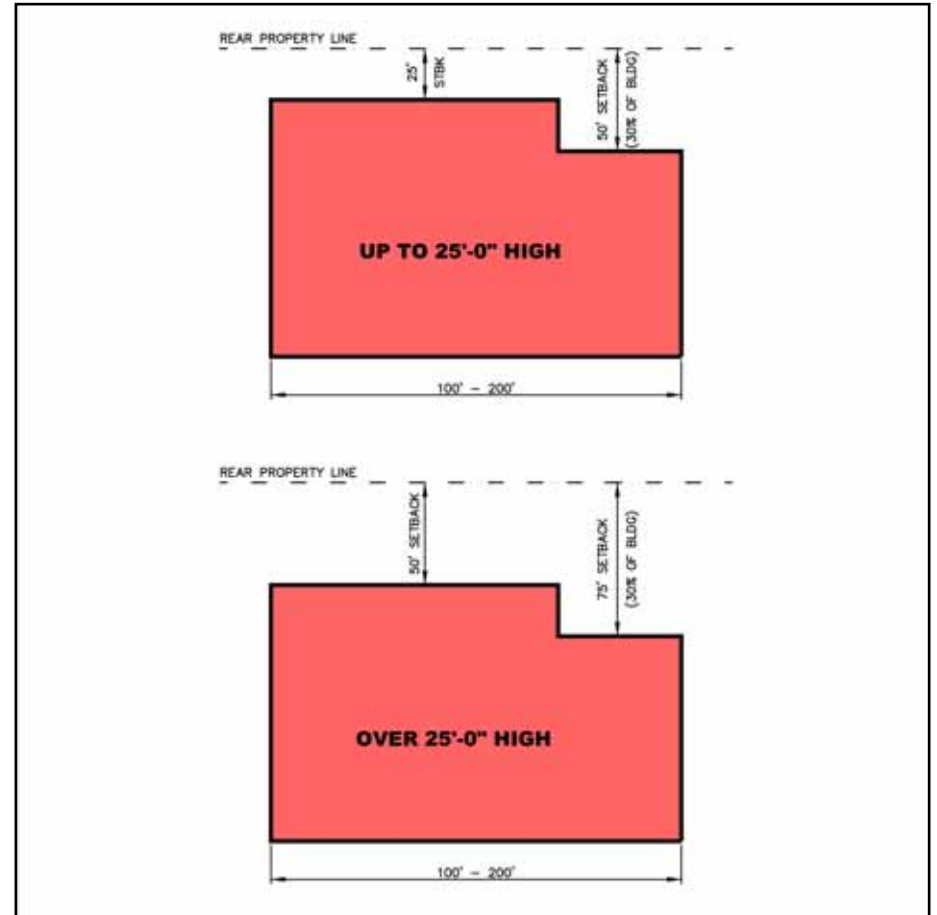
- For buildings up to 100 feet wide, as measured along the rear property line adjacent to the residential district, the minimum building setback is 25 feet from the rear property line for buildings up to 25 feet in height. Buildings greater than 25 feet in height shall be setback a minimum of 50 feet.



**Figure 3.17 – Setbacks for Buildings up to 100' wide on East side of Federal Highway**

- For buildings between 100 and 200 feet wide, as measured along the rear property line adjacent to the residential district, the minimum rear building setback is 25 feet for buildings up to 25 feet in height and at least 30% of the building must be setback a minimum of 50 feet. For buildings greater

than 25 feet in height, the minimum building setback is 50 feet and at least 30% of the building must be setback a minimum of 75 feet.



**Figure 3.18 – Setbacks for Buildings 100' to 200' wide on East side of Federal Highway**

- For buildings between 200 and 300 feet wide, as measured along the rear property line adjacent to the residential district, the minimum rear building setback is 25 feet for buildings up to 25 feet in height and at least 50% of the building must be setback a minimum of 50 feet. For buildings greater than 25 feet in height, the minimum building setback is 50 feet and at least 50% of the building must be setback a minimum of 75 feet.



Figure 3.19 – Setbacks for Buildings 200' to 300' wide on East side of Federal Highway

- For buildings greater than 300 wide, as measured along the rear property line adjacent to the residential district, the minimum rear building setback is 25 feet for buildings up to 25 feet in height and at least 70% of the building must be setback a minimum of 50 feet. For buildings greater than 25 feet in height, the minimum building setback is 50 feet and at least 70% of the building must be setback a minimum of 75 feet.

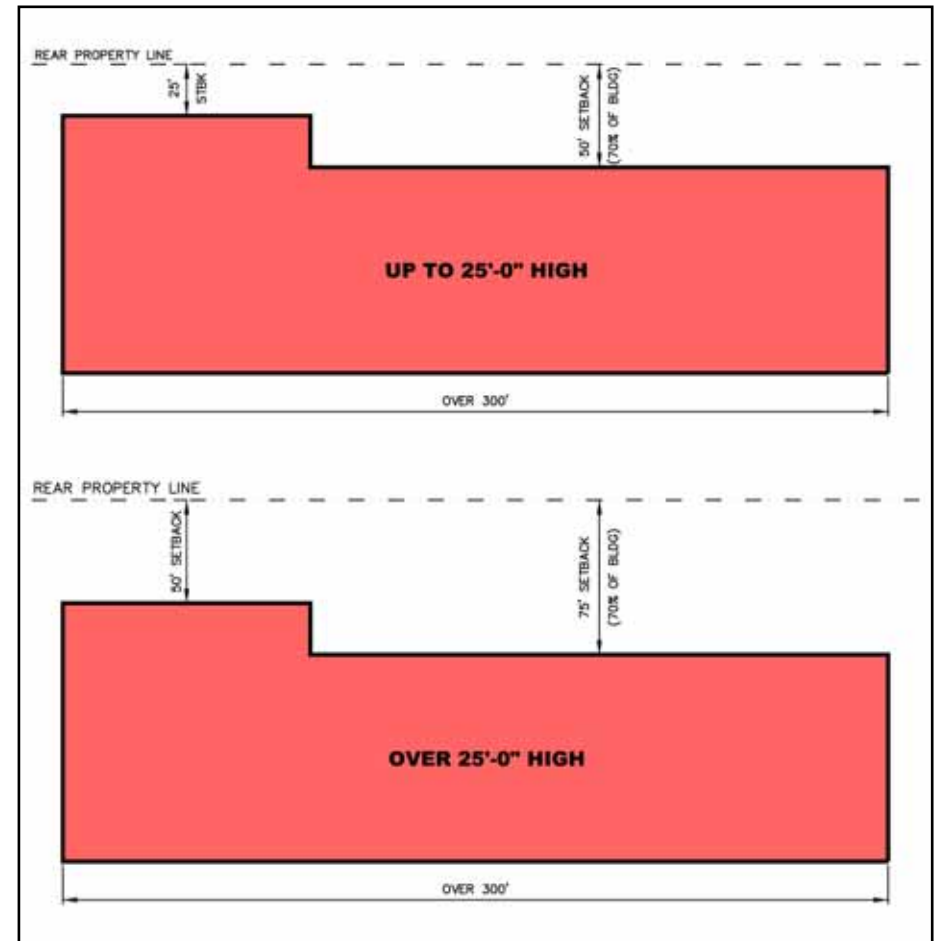


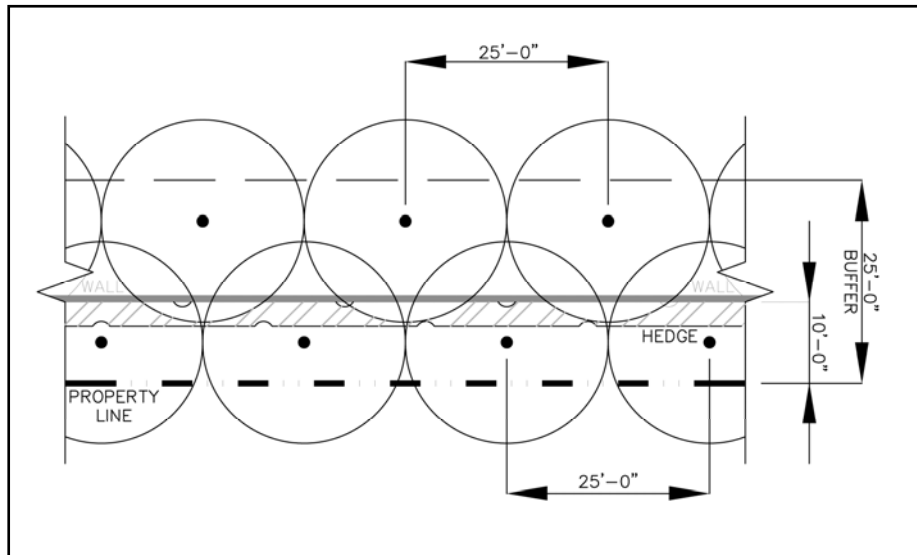
Figure 3.20 – Setbacks for Buildings over 300' wide on East side of Federal Highway

### Landscape Buffers

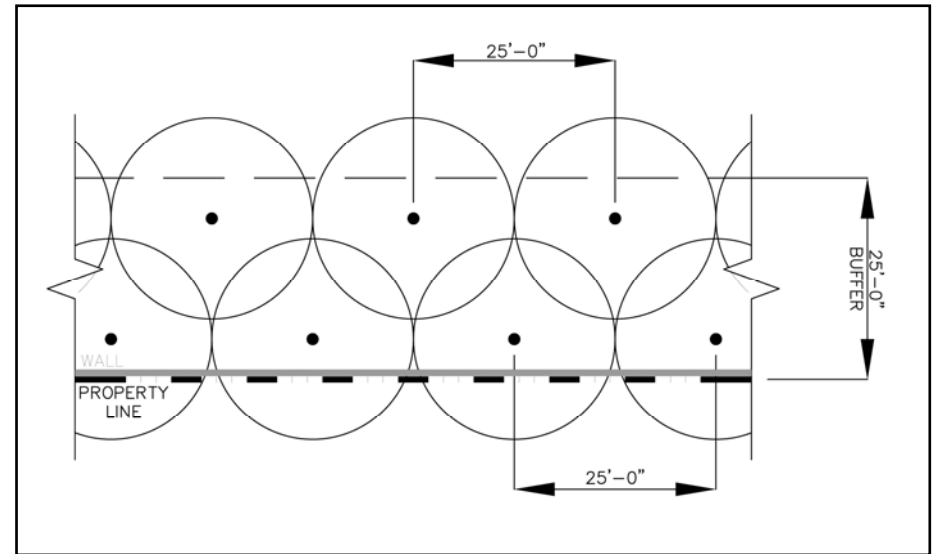
Machinery equipment, service areas, and trash collection must be screened from the adjacent neighborhood in a manner consistent with the overall design of the building and landscaping. Delivery and loading areas must be designed so as to minimize visual and noise impacts. On the east side of South Federal Highway, a landscape buffer, which includes canopy trees, is required for all sites that adjoin residential uses or zoning districts. In order to more effectively screen the commercial development, shade trees with a minimum height of 18 feet and

a spread of 8 feet at the time of planting shall be used. The landscape buffer shall be 25 feet in depth, and shall include a wall placed 10 feet from the rear or side property line when abutting an adjacent right-of-way, trees spaced on 25 foot centers and a hedge planted outside of the wall. An additional row of trees on 25' centers shall also be placed inside of the wall. A detail illustrating this requirement is provided in Figure 3.21 below. Where the rear property line immediately adjoins residential property with no roadway or alley between, the wall shall be placed against the property line and the 25 foot buffer provided inside the walled area. A detail illustrating this requirement is provided in Figure 3.22.

This buffer requirement may be reduced or modified by the Site Plan Review and Appearance Board for small parcels or where buffers already exist on adjacent properties, upon a finding by the Board that compliance would result in a substantial and unreasonable hardship, and that a finding of compatibility can be made.



**Figure 3.21 – Landscape Buffer Detail - Commercial Property separated from Residential by Street or Alley**



**Figure 3.22 – Landscape Buffer Detail - Commercial Property Directly Abuts Residential**

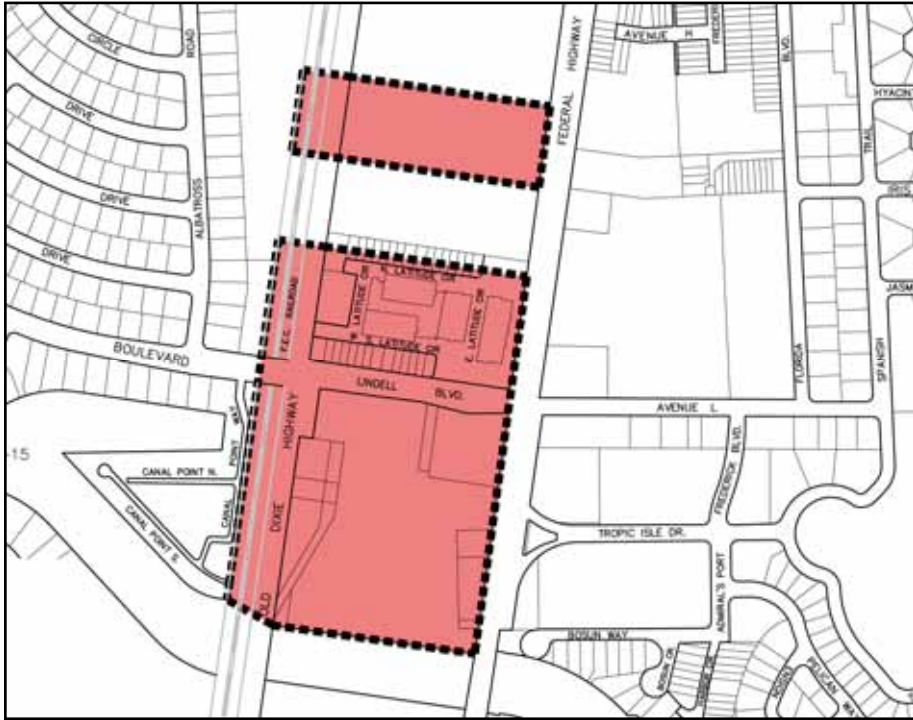
**DILAPIDATED STRUCTURES AND BLIGHTED PROPERTIES**

Dilapidated structures can give an area a blighted appearance, which discourages investment in adjacent properties. Therefore, the City will continue to evaluate poorly maintained and abandoned structures to determine if they should be demolished.

**LINDELL/FEDERAL HIGHWAY REDEVELOPMENT PLAN**

In addition to this Redevelopment Plan, properties within the former Redevelopment Area #6 shall continue to comply with the provisions in the Lindell/Federal Highway Redevelopment Plan, adopted on April 4, 2000. If any conflicts exist between provisions in the two Plans, the provisions of the South Federal Highway Redevelopment Plan shall prevail.





**Figure 3.23 - Redevelopment Area #6**

**IMPLEMENTATION STEPS**

- Adoption of the Redevelopment Plan
- Future Land Use Map Amendments and Rezoning
- Amendments to the Land Development Regulations
- Enhanced code enforcement – landscape enhancements
- Monitor implementation and make strategy adjustments as required