

PART 3: ZONING MAP DIAGNOSIS

The official zoning map is incorporated as part of the zoning code. It depicts the geographical application of the zoning districts established in the code. Under Florida law, a community's zoning code and zoning map must be consistent with its comprehensive plan, particularly the plan's Future Land Use Element (FLUE) and that element's Future Land Use Map (FLUM). Furthermore, in Broward County, a municipality's FLUE and FLUM must be consistent with the Broward County Land Use Plan and the Future Broward County Land Use Plan Map.

This zoning map diagnosis analyzes the official zoning map in relationship to the city's future land use map and identifies any mismatches that should be addressed while the zoning map is being revised to implement the new code. It also discusses how the new code and revised zoning map can correct those mismatches to better achieve the city's planning goals and objectives. The zoning map diagnosis focuses on those key places consistently identified or targeted during the issue/problem identification and definition process as "areas of stability" and "areas of change."

3.1 AREAS OF STABILITY

As discussed on page 1-7 of the introduction, areas of stability are those geographical areas of the city where the fundamental pattern of land development and mix of land uses are not expected to change significantly in the next 10 to 15 years. As such, these areas should be specially targeted for preservation or protection, and thus for application of those aspects of the new code and zoning map that preserve neighborhood character, provide protection from encroachment by incompatible development, and ensure adequate transitions from adjacent dissimilar or incompatible development. Identified areas of stability (see map following page 1-12 of the introduction) include the following:

- Most single-family residential neighborhoods;
- Most industrial areas; and
- Several commercially developed areas (e.g., Citi Centre shopping mall).

A. SINGLE-FAMILY RESIDENTIAL AREAS OF STABILITY

Nearly all of the city's single-family residential development exists within relatively large neighborhoods or clusters of abutting neighborhoods. The characteristics of these neighborhoods are well established and have not been undermined by significant encroachment by commercial, industrial, or multifamily development. Even those high-value single-family neighborhoods that abut the Intracoastal Waterway have not succumbed to pressures for redevelopment into large homes that are out of character with the neighborhood's existing character.

Suggested code changes that focus on preserving and protecting the city's single-family residential neighborhoods include the following:

- Add a neighborhood conservation overlay district (see page 2-46);
- Add a historic overlay district (see page 2-39);

- Add transitional standards (see page 2-45);
- Add a CRA overlay district (see page 2-54);
- Encourage infill development; (see page 2-56); and
- Modify administrative adjustment review procedures (see page 2-26).

These changes serve to establish and impose standards and procedures to preserve a neighborhood's existing character (neighborhood conservation and historic overlay districts, and possibly CRA overlay districts), add flexibility to application of dimensional standards to accommodate existing development characteristics (administrative adjustment procedures), encourage compatible development of vacant land (infill development), and protect the neighborhood from incompatible adjacent development (transitional standards).

B. INDUSTRIAL AREAS OF STABILITY

A large part of the city west of I-95, particularly in its northwest corner, has been zoned and developed for industrial uses. Although these areas contain a significant amount of vacant land (604 acres in 2005), the vacant parcels tend to be scattered throughout the industrial area and remain most marketable for industrial use. Other land uses are unlikely to encroach into the industrial area. Regulatory challenges in these areas focus on accommodating the changing character of industrial development, improving the quality of industrial development, and providing for appropriate transitions to adjacent development along the edges of the industrial areas. These challenges are addressed by the following proposed code changes:

- Modernize use standards (see page 2-33), including adding new industrial uses and complementary ancillary or related uses;
- Establish a Planned Development–Commercial/Industrial district to provide the flexible standards necessary to encourage high quality development (see page 2-38);
- Add industrial design standards (see page 2-43);
- Add transitional standards (see page 2-45); and
- Add a placeholder CRA overlay district (see page 2-54), which can be used to establish and impose standards designed promote viable employment-generating redevelopment in accordance with CRA redevelopment plans as they become more defined.

C. COMMERCIAL AREAS OF STABILITY

The Citi Centre shopping mall makes up the principal commercial area of stability. It is the result of a recent major renovation of a mall originally built in 1970 and substantially renovated once before, in 1985. Given the extent of the recent renovations, resulting in a total 972,000 square feet of retail space, the mall site can be considered one of the city's few stable commercial areas. The mall site is currently zoned General Business (B-3) with Planned Commercial Development (PCD) overlay zoning. The mall may continue under the current zoning, or may obtain Planned Development–Commercial/Industrial zoning to accommodate future expansions.

Another commercial area of stability consists of the Super Wal-Mart store and adjacent Palm-Aire Market Place, on the southern corners of the intersection of Atlantic Boulevard and Powerline Road. Part of this area is currently zoned General Business (B-3) with Planned Commercial Development (PCD) overlay zoning, and the remainder is zoned Neighbor Business (B-2). This commercial development may continue under the current

zoning, or may obtain Planned Development–Commercial/Industrial zoning to accommodate future expansions.

3.2 AREAS OF CHANGE

As discussed on page 1-8 of the introduction, areas of change are geographical areas of the city that are likely to experience significant changes in land use or development patterns during the next 10 to 15 years. Because of the great variation in the characteristics among identified areas of change, they are categorized as follows:

- Areas of obsolescence/transition;
- Areas of obsolescence/transition with emerging character;
- Areas of market/zoning mismatch;
- Areas vulnerable to conversion; and
- Coastal Transition areas.

A. AREAS OF OBSOLESCENCE/TRANSITION

These are areas of change likely to experience widespread pressure for redevelopment, but because of fragmented property ownership, such redevelopment is likely to occur only incrementally. As shown on the map following page 1-12 of the introduction, identified areas of obsolescence/transition include:

- Strip commercial development along Federal Highway, Atlantic Boulevard, Dixie Highway, and Sample Road;
- Old Downtown Pompano;
- Commercial uses near Hillsboro Inlet; and
- Commercial development at the intersection of Martin Luther King, Jr. Boulevard and Powerline Road.

Regulatory challenges in these areas focus on facilitating the land assembly necessary to create more viable redevelopment sites and encouraging—in selected nodes and corridor segments—redevelopment into mixed-use and pedestrian-oriented activity centers. Proposed code changes that address these challenges include:

- Create incentives for lot consolidation (see page 2-56);
- Establish transit-oriented development base districts (see page 2-35);
- Establish planned development districts that can be used for redevelopment along the corridors (especially PD–Commercial/Industrial, PD–Local Activity Center, PD–Transit-Oriented, PD–Infill) (see page 2-38);
- Allow residential as a by-right use when part of a mixed-use development;
- Encourage mixed-use development of commercial corridors (see page 2-53);
- Add commercial and multifamily residential design standards (see page 2-43); and
- Add transitional standards (see page 2-45).

Federal Highway, Atlantic Boulevard, Dixie Highway, and Sample Road, for example, are all bus transit corridors along which selected areas could be targeted for transit-oriented

corridor zoning or a PD-Transit-Oriented district. The Sample Road corridor includes a rail transit station around which transit-oriented development zoning or a PD-Transit-Oriented district could be established. A PD-Local Activity Center would be appropriate for Old Downtown Pompano and at the Martin Luther King, Jr. Boulevard area. For all areas, design standards enhance the quality of redevelopment and its marketability.

As noted on page 1-9 of the introduction, Pompano Beach has an oversupply of land zoned exclusively for commercial use. Demands for commercial development are more likely, therefore, to be directed into other more viable areas of change first. Focusing redevelopment at selected nodes within these areas may create a “critical mass” of commercial and community activity at those locations that will accelerate further growth and development in nearby areas. These nodes are ideally located where they can serve other important city planning goals, such as promoting transit along bus transit corridors or around rail transit stations, or bolstering community redevelopment efforts in Old Downtown Pompano.

B. AREAS OF OBSOLESCENCE/TRANSITION WITH EMERGING CHARACTER

The principal area identified as an area of obsolescence/transition with emerging character is the eastern end of the Atlantic Boulevard corridor, from 18th Avenue to Pompano Beach Boulevard—where recent and planned redevelopment activities indicate emergence of that part of the area west of the Intracoastal Waterway as a mixed-use, main street environment, and that part east of the Intracoastal Waterway as a pedestrian-oriented area of mixed-use development largely catering to beach visitors.

Code changes that focus on this area are those establishing the mixed-use, form-based Atlantic Boulevard Urban Core district (see page 2-56) and adding transitional standards (see page 2-45).

The proposed Atlantic Boulevard Urban Core district would control development quality through district regulations that include building form and design standards. These standards would foster provision of fine-grained, human-scaled architecture, promote the establishment of mixed-uses at urban densities, and ensure compatibility with surrounding uses. Because this area abuts stable residential areas, it is important that appropriate transitions exist between area development and adjacent residential development. The transitional standards, supplemented by area-specific transitional standards in the Atlantic Boulevard Urban Core district regulations, will ensure appropriate transitions.

C. AREAS OF MARKET/ZONING MISMATCH

These are areas where market demand calls for land uses and development patterns that do not match the land uses and development patterns allowed by the applicable zoning district regulations. Two such areas are identified: one industrially-zoned area between I-95 and the South Florida Rail Corridor (Tri-Rail line), running north from McNab Road to Martin Luther King, Jr. Boulevard; and a smaller area in the Collier City neighborhood that is zoned Community Business. The first area should be rezoned to a business zoning district allowing uses and development that respond to the market and meet city goals. The mismatch in the second area will be addressed by a combination of broadening the range of land uses allowed in business districts, consideration of whether another business district may be more appropriate to the area, and the addition of transitional standards to protect the immediately adjacent residential development.

D. AREAS VULNERABLE TO CONVERSION

These areas are vulnerable to conversion from their present land uses and development patterns to new land uses and development patterns because the potential value of the new land uses and development is substantially greater than the low value of existing development. The largest identified area vulnerable to conversion is the focal point of NWCRA plans for a transit-oriented activity center around an intermodal transit station. The new code provides transit-oriented base zoning districts and a transit-oriented planned development district that can be used to implement the NWCRA plans. Other areas are located along bus transit corridors or near the city's rail transit station, where developers can take advantage of these same transit-oriented districts to create development that realizes the land's potential value and meet community goals. Several mobile home parks are included among the areas vulnerable to conversion. The city could encourage redevelopment of these areas for new affordable housing through the new code's PD-Residential district or into integrated mixed-use neighborhoods with an affordable housing through the PD-Local Activity Center district.

E. COASTAL TRANSITION AREAS

Coastal transition areas include most of the area on the barrier island and contain examples of perhaps the greatest contrast between old development (e.g. one-story single-family homes) and emerging new development (e.g., high-density, high-rise condominium developments). The new code addresses the need to ensure an orderly transition in these areas by encouraging the lot consolidation needed to allow new large-scale development to occur, encouraging compatible infill development where new small-scale development is more likely to occur, applying new design standards that ensure higher quality new development, and applying transitional standards that ensure all new development is compatible with adjacent older development.

3.3 FUTURE LAND USE MAP CONSISTENCY

As is the case in most Florida communities, the city's future land use map is a very fine-grained map, applying relatively specific land use classifications on a parcel-by-parcel basis, and the zoning map very closely resembles the future land use map. There are very few places where the zoning map applies a zoning classification that does not match the land use classification shown on the future land use map. Other than "tweaking" a classification boundary in a few places, no significant changes are necessary to make the current zoning map consistent with the future land use map.

A number of the proposed changes in the new code, however, anticipate or call for zoning map changes—principally in establishing the Atlantic Boulevard Urban Core base zoning district and establishing transit-oriented development districts and planned developments. Additional minor zoning map changes may be called for to eliminate nonconformities. Subject to further refinement during preparation of the new zoning map, our preliminary suggestions for changes to the zoning map are as follows:

- Reclassify land within the Atlantic Boulevard Overlay district currently zoned for business or multifamily residential to the proposed Atlantic Boulevard Urban Core District (see page 2-52);
- Show the current airport zones as a single combined airport compatibility overlay district (referencing a separate map showing individual subdistricts comparable to the current zones) (see page 2-40);

- Show a historic overlay district covering the areas currently zoned Historic Downtown Core Overlay and Historic Downtown Transition Area Overlay (see page 2-39); and
- Reclassify lands where the current zoning (particularly its dimensional standards) does not accurately reflect the predominate characteristics of existing development (to be identified in conjunction with development of the new zoning map) (see page 2-55).

The city could also reclassify appropriate areas to the proposed Transit-Oriented Corridor and Transit-Oriented Development base districts. Alternatively, it could hold off on reclassifying some or all of these areas and await a developer's proposal to rezone an appropriate area to the proposed Planned Development–Transit-Oriented district in accordance with a master plan.

It appears some changes to the city's FLUE and FLUM may be necessary or desirable to accommodate the zoning map changes proposed above. Additional changes may be necessary or desirable to avoid the constraints posed by the required use of flexibility and reserve units to accommodate new residential development in commercially-classified areas (see pages 1-14 and 2-34).