

	DEVELOPMENT & NEIGHBORHOOD SERVICES STAFF REPORT AND RECOMMENDATION
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Subject/Agenda Item:

Ordinance 2024-05: CPA-24-03 4901 and 4977 S. 56th Terr. (City Hall Annex)

Recommendation to City Council: A City-initiated request for a small-scale Future Land Use Amendment for two (2) parcels totaling approximately 8.7 acres from PBC LR-1 Low Residential, 1 unit per Acre (Low Density 1 Unit per Acre) to the City of Greenacres Public Institutional (PI) land use designation. The properties are located at 4901 and 4977 South 56th Terrace.

Recommendation to APPROVE

Recommendation to DENY

Quasi-Judicial

Legislative

Public Hearing

<p>Originating Department: Development and Neighborhood Services</p> <p>Project Manager</p> <p>_____</p> <p>Gionni Gallier, Senior Planner</p>	<p>Reviewed By:</p> <p>Director of Development & Neighborhood Services (DNS)</p> <p>_____</p> <p>Denise Malone, AICP, Director DNS</p>
<p>Approved By:</p> <p>City Manager</p> <p>_____</p> <p>Andrea McCue</p>	<p>Public Notice:</p> <p><input checked="" type="checkbox"/> Required <input type="checkbox"/> Not Required</p> <p>Date: 1/25/24, 2/22/24, 3/7/24</p> <p>Paper: Lake Worth Herald</p> <p>Mailing</p> <p><input type="checkbox"/> Required <input checked="" type="checkbox"/> Not Required</p> <p>Notice Distance:</p>

<p>Attachments:</p> <ul style="list-style-type: none"> • Location Map • Ordinance 2024-01 • Existing and Proposed Land Use Maps 	<p>City Council Action:</p> <p><input checked="" type="checkbox"/> Approval</p> <p><input type="checkbox"/> Approve with conditions</p> <p><input type="checkbox"/> Denial</p> <p><input type="checkbox"/> Continued to: _____</p>
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I. Executive Summary

The proposed comprehensive land use amendment (CPA-24-03) involves two parcels, totaling approximately 8.7 acres, recently annexed into the City boundary through voluntary annexation (ANX-24-03). The City purchased two (2) of the properties on November 18, 2022, which are directly adjacent to City Hall and will allow for the expansion of the existing site in the future to address future demands of the City. In addition, the City contacted the Lake Worth Drainage District (LWDD) who gave consent to voluntarily annex the adjacent Right of Way which is adjacent to the City’s properties and extends east along the canal 14 right-of-way to Haverhill Road.

The two (2) parcels have a Palm Beach County (PBC) Land Use designation of LR-1, Low Residential, 1 unit per acre and a Palm Beach County Zoning designation of Agricultural (AR). This application is a request for a small-scale Future Land Use Amendment for the parcels from PBC LR-1, Low Residential, 1 unit per acre) to City Public Institutional (PI). The city is required to apply city land use and zoning designations for properties annexed into the city boundary within two (2) years of annexation.

II. Site Data

Existing Use: Two single-family home with accessory buildings and a vacant LWDD maintenance parcel

Proposed Use: City Government services and drainage maintenance

Parcel Control Numbers: 00-42-44-26-00-000-7100; 00-42-44-26-00-000-7040;

Parcel Size: 8.7 acres

Existing Future Land Use Designation: PBC LR-1, Low Residential, 1 unit per acre

Proposed Future Land Use Designation: City Public Institutional (PI)

Existing Zoning District: PBC Agricultural Residential (AR)

Proposed Zoning District: Government Use (GU)

Table 1: Surrounding Existing Land Use, Future Land Use, Zoning District:			
Direction	Existing Land Use	Future Land Use	Zoning District
<i>North</i>	Harvest Pines Residential Development	City Residential Low Density (RS-LD)	City Residential Low – 3 Density (City RL-3)
<i>South</i>	Nautica Isles	City Residential Low Density (RS-LD)	City Residential Low – 3 Density (City RL-3)
<i>East</i>	Unincorporated Residential development	PBC Residential Low 1 (PBC LR-1)	PBC Agricultural Use (City AR)
<i>West</i>	Greenacres City Hall	Public Institutional (City PI)	City Government Use (City GU)

III. Annexation/Zoning History

This collection of properties, currently part of unincorporated Palm Beach County, encompasses multiple parcels totaling 8.7 acres. These parcels include both developed lands, featuring single-family homes, and are all situated within the designated Future Annexation Area of the City, forming part of several Palm Beach County enclaves adjacent to the City's limits.

The first City-owned parcel, located at 4901 South 56th Terrace, is developed with a 4,356 square foot single family home including a 936 square foot detached garage. The second parcel, located at 4977 South 56th Terrace, is developed with a 3,329 square foot single-family home with a 725 square foot detached garage. The parcels are accessed via S. 56th Terrace that is an access easement across the rear properties of three single-family lots with frontage on Misty Pines Trail in unincorporated PBC. The two (2) properties are directly adjacent to the existing Greenacres City Hall.

The parcels have a Palm Beach County (PBC) Land Use designation of LR-1, Low Residential, 1 unit per acre and a Palm Beach County Zoning designation of Agricultural (AR). This application is a request for a small-scale Future Land Use Amendment for the parcels from PBC LR-1, Low Residential, 1 unit per acre to City Public Institutional (PI). Future planning applications for this parcel, including a Zoning Change or Rezoning (ZC-24-03), will be considered and processed concurrent with the Annexation (ANX-23-03) of the parcel.

IV. Data and Analysis

Background:

This small-scale future land use amendment is needed in order to replace the existing Palm Beach County (PBC) LR-1, Low Residential, 1 unit per acre future land use designation with an appropriate City designation of Public Institutional (PI).

LEVEL OF SERVICE ANALYSIS

A Level of Service (LOS) analysis is required to address the potential impact of a land use amendment on public services and facilities. The future-land use amendment has been analyzed relative to the provision of adequate urban services. All service providers have confirmed that there will be adequate capacity available for traffic, water, sewer, solid waste, drainage, police, fire, schools, and recreation services.

The proposed City of Greenacres Public Institutional (PI) future land use designation allows a maximum FAR of 0.10 to 0.35, whereas the County allows a density of one (1) unit per acres for residential uses.

The maximum lot coverage for all buildings in the city's government use (GU) district shall be subject to staff review and determination on the basis of good planning and design and published safety standards. The maximum FAR shall not exceed a range from 0.10 to 0.35, with the actual maximum FAR for a particular property to be determined during the site plan approval process on the basis of compatibility with adjacent land uses, service capacity availability, current and future traffic capacity (Year 2020, etc. MPO Model) and safety.

POTENTIAL IMPACTS UNDER EXISTING LAND USE

Table 2: Palm Beach County Development Potential				
Land Use	Area	Max Density	Density Bonus	Max Potential Units
PBC LR-1	8.7 acres	1 dui	TDR +3 dui	34 units
Maximum Development Potential				34 units
Average Daily Trips (51 units X 10 avg daily trips) (ITE code 210)				340 ADT

POTENTIAL IMPACTS UNDER PROPOSED LAND USE

Table 3: Greenacres Development Potential				
Land Use	Area	Lot Coverage	FAR	Max Potential
COG PI	12.8627 acres	NA	.1 (min)	56,029
			0.35 (max)	196,104 square feet
Maximum Development Potential				196,104 square feet
Average Daily Trips ((196,104/1000)*22.59) (ITE Code 730)				4,429 ADT

As the above intensity/density analysis demonstrates, the proposed PI land use designation will be more than the maximum density of the County LR-1 designations if the entire site was developed at the maximum development potential of .1 FAR but allows for the City to extend services to residents. The ITE Code utilized was for government offices as the maximum development potential for the site, but more than likely portions of the site will be utilized to be Emergency Operations offices and open spaces to meet existing level of service demands.

The proposed (PI) future land use designation for the site is consistent with the existing development pattern in the area and appropriate at this time.

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Table 4: Public Facilities Impacts Table – CPA-24-01 PBC Utility Site

Public Facility	Demand- Existing FLU Max Development Potential (see Table 2)	Demand Proposed FLU Max Development Potential (see Table 3)	Change	Available Public Facilities to meet LOS for increased demand
Roadways	34 x 10 ADT/du = 340 ADT	0 units= 0 ADT	Remove 340 trips	YES
Recreation*	34 units x 3 persons/du= 102 persons	0 units = 0 persons	Remove 102 net persons demand	YES
Potable Water*	102 persons x 126 gal/person/day = 19,278 gal/day	0 persons x 126 gal/person/day = 0 gal/day	Remove 19,278 net gallons per day	YES
Sanitary Sewer*	102 persons x 85 gal/person/day = 13,005 gal/day	0 persons x 85 gal/person/day = 0 gal/day	Remove 13,005 net gallons per day	YES
Drainage	Requirements are the same regardless of land use or development type		None	YES
Solid Waste*	102 persons x 7.13 pounds/person/day = 1090.9 lbs./day	0 persons x 7.13 pounds/person/day = 0 lbs./day	Remove 1090.9 net pounds (lbs.) per day	YES
Mass Transit*	34 ADT x .05% transit trips/vehicle trip = 0.0255 transit trips	0 ADT x .05% transit trips/vehicle trip = 0 transit trips	Remove 0.0255 net transit trips	YES
*The level of service standards does not divide systemwide capacity into residential and non-residential uses; rather, they simply provide gallons, pounds, acres, or transit trips per person served per day that include both residential and non-residential uses.				

Traffic

The city prepared a basic Level of Service Traffic Evaluation for the subject property based on impacts from the Average Daily Trips (ADT). The analysis examined the traffic impacts of the current future land use designation, PBC Residential Low / 1 unit per acre (LR-1) (see Table 2), and the proposed future land-use designation, City of Greenacres Public Institutional (PI)(see Table 3), and concludes that the proposed Comprehensive Plan Map Amendment meets the City's transportation standards and is consistent with the City's Comprehensive Plan Transportation Element.

Potable Water and Sanitary Sewer

The property is located within the Palm Beach County Water Utilities Department (PBCWUD) service area and is developed with a lift station to support adjacent development. It is utilized to meet the required level of service for adjacent development.

Based on the City’s current Comprehensive Plan, the permitted capacity for all plants owned and operated by PBCWUD in 2008 is 87 million gallons daily (MGD) average and 129 MGD maximum per Permit #50-00135. Currently, PBCWUD has a total potable water capacity of 129 MGD with approximately 74 MGD committed and in use, which leaves 13 MGD of extra capacity available. The adopted level of service for Potable Water is 126 gallons per capita per day. The PBCWUD does not use level of service standards that divide systemwide capacity into residential and non-residential uses; rather, they simply provide gallons per person served per day that include both residential and non-residential uses. The proposed land use designation is non-residential; therefore, the land use amendment will remove the potential demand from the property.

The City of Greenacres is within the PBC Central Region and is served by the East Central Region Wastewater Treatment Plant (ECR), which is operated by the City of West Palm Beach. The projected

sewage generation for the Central and Southern Regions of Palm Beach County service areas will be less than the available capacity of 44.0 MGD outlined in the County's Comprehensive Plan. All County projections account for the current and future residents of the City of Greenacres. The existing Level of Service of the PBCWUD system is 85 gallons of wastewater produced and treated per capita per day as outlined in Palm Beach County's Comprehensive Plan. This level of service adopted by Palm Beach County will be the same for the City of Greenacres since it is served by PBCWUD. The PBCWUD does not use level of service standards that divide systemwide capacity into residential and non-residential uses; rather, they simply provide gallons per person served per day that include both residential and non-residential uses. The proposed land use designation is changing from residential to non-residential use; therefore, the land use amendment will remove the potential demand from the property.

The proposed land use amendment meets the City's potable water LOS standard of 126 gallons per day per capita (GPD) and the sanitary sewer LOS Standard of 85 gallons per day per capita. The PBCWUD has shown that sufficient excess capacity exists to meet the demands of the existing development and is not impacted negatively by the proposed land use amendment.

Solid Waste

The Solid Waste Authority of Palm Beach County (SWA) is the provider of solid waste disposal and recycling services for the area. Capacity is available for the coming year, five-year, and ten-year planning periods. As of September 2020, the Authority's Landfill located at the Palm Beach Renewable Energy Park has an estimated 26,926,868 cubic yards of landfill capacity remaining. The City's comprehensive plan does not use level of service standards that divide systemwide capacity into residential and non-residential uses; rather, they simply provide gallons per person served per day that include both residential and non-residential uses. The adopted level of service for Solid Waste is 7.13 pounds per capita per day. The proposed land use designation is changing from residential to non-residential use; therefore, the land use amendment will remove the potential demand from the property.

Drainage

The site is located within the boundaries of the Lake Worth Drainage District (LWDD). The developed site is located within a developed shopping center and provides sewer infrastructure for the area as a lift station, which is owned and operated by Palm Beach County. The city's adopted Level of Service for drainage is Legal Positive Outfall, and per SFWMD regulations. The site is located within the boundaries of the South Florida Water Management District Intracoastal Basin C-51. Runoff will be directed to an on-site water management lake and/or exfiltration trench by means of paved or grass swales and/or inlets and storm sewer. Legal positive outfall is available via discharge to adjacent right-of-way. Requirements for drainage are the same regardless of the land use or development type.

Schools

There is no residential population, therefore there will be no demand for School Capacity.

Recreation

The City's Comprehensive Plan and Land Development Regulations require the evaluation of the impact on the Recreation Level of Service generated by new residents from an amendment. The current Citywide recreation and open space inventory total is approximately 137.90 acres. Based on the current population of 45,476 (BEBR 4/2023), the city exceeds the Level of Service (LOS) of 3.0 acres per 1,000 population by 1.90 acres ($45,476 / 1,000 \times 3 = 136$) ($137.90 - 136 = 1.90$). The proposed comprehensive plan amendment will not generate any additional residents (0 units x 2.2 Persons per household), therefore, there will not be a demand for additional acres of recreation and open space facilities.

Conclusion of Level of Service Analysis

The proposed development demonstrates that there will be no adverse impacts on the adopted Level of Service (LOS) standards for sanitary sewer and potable water, solid waste, drainage, public safety, schools, recreation, and traffic. Therefore, the proposed Comprehensive Plan Map Amendment from PBC LR-1 to COG PI will not pose a negative impact on the public facilities in the area. The City has determined that adequate capacity exists for the proposed amendment.

Land Use Analysis:

After a review of the proposed land use amendment, staff has determined that the application is consistent with the provisions of Chapter 163, FS, because it is compatible with adjacent properties, meets concurrency requirements, and is consistent with the provisions of the City's Comprehensive Plan. Specifically, these are as follows:

A. *Compatibility:*

North: To the north of the subject site is Harvest Pines, an existing single family residential development with a future land use designation of City Residential-Low density (RS-LD) and a zoning designation of City Residential Low 3 (RL-3). The proposed PI designation will be a compatible with the existing development to the north.

South: To the south of the subject site is Nautica Isles, an existing single family residential development with a future land use designation of City Residential-Low density (RS-LD) and a zoning designation of City Residential Low 3 (RL-3). The proposed PI designation will be a compatible with the existing development to the north.

East: To the east of the parcel is Unincorporated Residential development on large residential lots that range from 2.3 to 2.6 acres with a PBC land use designation of LR-1, Low Residential, 1 unit per acre and an Agricultural Residential (AR) zoning designation. The proposed PI designation will be a compatible with the existing development to the east.

West: To the west of the subject parcel is the City of Greenacres City Hall site which has a Public Institutional (PI) land use designation and a Government Use (GU) zoning district. The proposed designation is identical to the adjacent land use; therefore, there will be no adverse impacts from the proposed future land use amendment.

Conclusions: Reviewing the adjacent existing residential and government development to the north, south, east and west shows that the proposed City Commercial future land use designation is compatible with the surrounding properties and the general residential and city services development.

B. *Concurrency:*

As previously stated, this future land use amendment will provide these sites with a City future land use designation based on its annexation. Any future changes to the site will be evaluated for compliance with level of service standards by all relevant agencies as part of site and development plan approval. The applicant meets the level of service (LOS) standards for this site.

C. Consistency with City's Comprehensive Plan:

The proposed amendment is consistent with the Goals, Objectives and Policies of the Comprehensive Plan, specifically:

1. Future Land Use Element

The Advisory Future Land Use Map (Map FLU 9) recommends Residential Low Density (RS-LD) for the subject area. The City is proposing the Public Institutional (PI) Use to accommodate the development of city services on the site since it is adjacent to the existing city hall site also with a Future Land Use designation of PI.

Objective 8, Policy c)

Land development regulations adopted to implement this Comprehensive Plan shall be based on and be consistent with the following standards for residential densities and commercial intensities as indicated below:

** * * (1 through 14 and 16 omitted for brevity) * * **

(15) Public/Institutional Land Use – 0.10-0.35 FAR

Objective 10, Policy e)

The City of Greenacres shall regulate and control all future land use activities which affect the topography, materials beneath the land's surface and availability of services by implementing the following policies:

Policy e)

In reviewing future land use amendments in the City's Future Annexation Area, the City will utilize the Advisory Future Land Use Map (Map 9) as the basis for the assignment of future land use designations as well as consideration of the goals, objectives and policies contained in this Element and an analysis of the proposal's compatibility with adjacent uses in order to determine the appropriate designation.

Objective 11, Policies a, b & c)

The City shall discourage the proliferation of urban sprawl by following established land use patterns, promoting appropriate infill and designating future land use densities based upon levels of services and the availability of services and facilities.

Policy a)

Urban Sprawl will be discouraged by permitting only development that is consistent and compatible with the established land use pattern. "Consistent and compatible with the established land use pattern" shall mean:

- (1) Only uses permitted within the Plan's land use designation and the implementing zoning district shall be approved.
- (2) Only development within the designated density range and intensity regulations of the implementing zoning district will be approved.

- (3) Adequate facilities and services shall be available and concurrent to accommodate the proposed development.

Policy b)

Infill development shall be promoted within existing areas to discourage the harmful effects of leapfrog development.

Policy c)

Future timing of appropriate land use densities and intensities will be determined by the established levels of services and the availability of services and facilities to meet the established levels.

Policy d)

The City will continue to utilize the nodal system (Section VI A.1 and A.2 of the Future Land Use Element) in conjunction with Map 5 to designate Future Land Uses in activity spheres and infill corridors.

V. Consistency with the Treasure Coast Regional Planning Council SRPP

The proposed future land use amendment represents a means of increasing commercial opportunities in the City through the process of infill development, rather than approving land uses which will encourage urban sprawl. This is consistent with the intent of Regional Goal 2.1, which discourages urban sprawl development patterns and Regional Goal 5.1, which states that redevelopment, revitalization and infill of existing neighborhoods and districts should be encouraged. The proposed Commercial (CM) future land use designations are consistent with the intent of Regional Goal 8.1 which states that development should take place concurrent with or after the provision of necessary infrastructure and services. As a result, the proposed future land use amendment is consistent with the Treasure Coast Regional Planning Council's Strategic Regional Policy Plan (SRPP) concerning appropriate development patterns.

VI. Consistency with Chapter 163, Florida Statutes

The amendment is consistent with the provisions of Chapter 163.3184 and 163.3187 F.S. concerning the processing of a small-scale future land use amendment to the Comprehensive Plan, as well as providing all applicable data and analysis to support the amendment.

In summary, this small-scale future land use amendment to the City’s Comprehensive Plan is compatible with adjacent land uses, adequately addresses concurrency issues, and is consistent with the City’s Comprehensive Plan, the Regional Planning Council’s SRPP and Chapter 163, F.S.

VII. Staff Recommendation

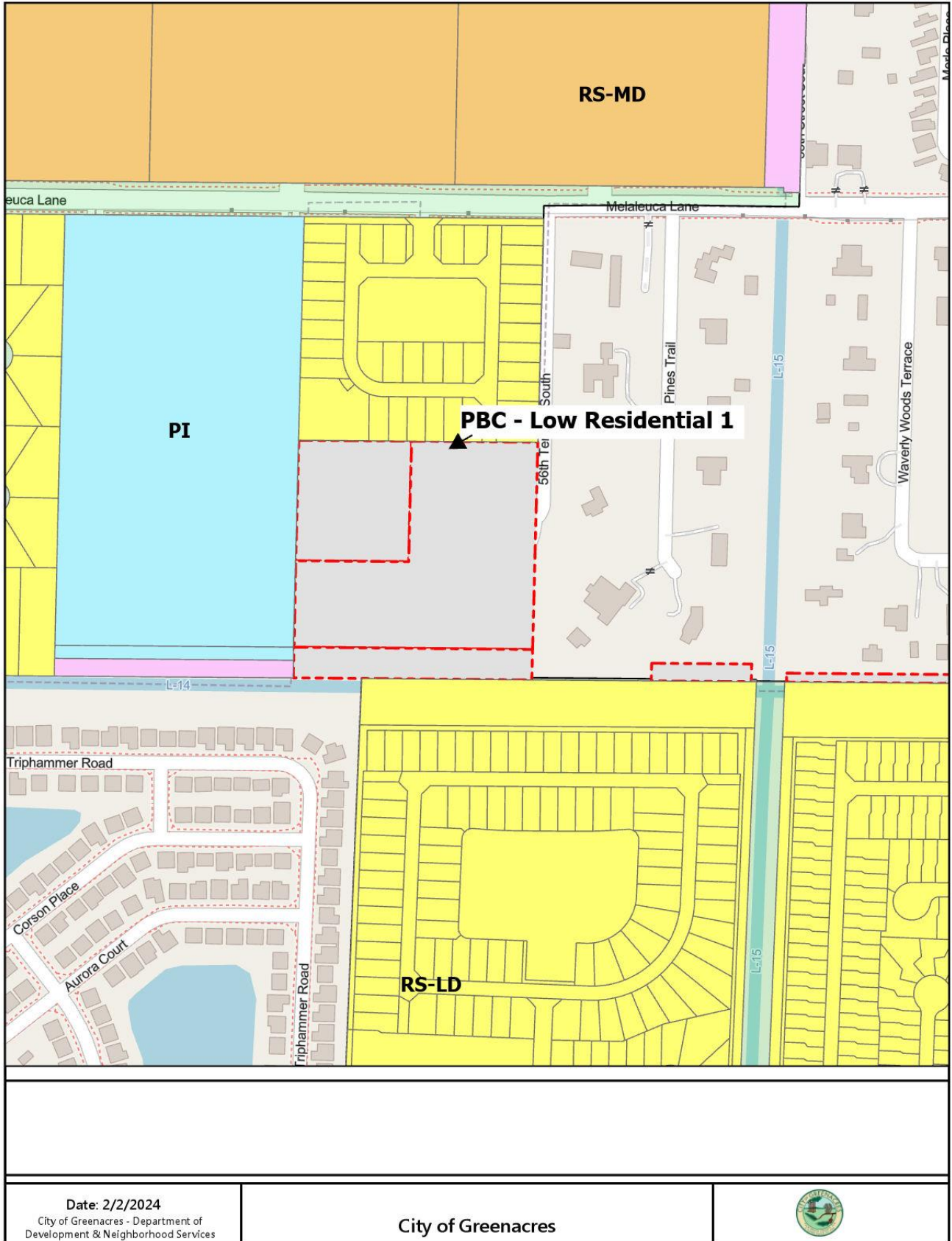
Approval of CPA-24-03 through the adoption of Ordinance 2024-05.

LOCAL PLANNING AGENCY ACTION – February 8, 2024

The Local Planning Agency on a motion made by Board Member Edmundson and seconded by Board Member Hayes, voting five (5) to zero (0), *recommended approval* of *CPA-24-03*, as presented by staff.

CITY COUNCIL ACTION First Reading – April 15, 2024

CITY COUNCIL ACTION Adoption Hearing



Date: 2/2/2024
 City of Greenacres - Department of
 Development & Neighborhood Services

City of Greenacres



