DEPARTMENT FOR COMMUNITY SUSTAINABILITY
Planning Zoning Historic Preservation Division
1900 2ND Avenue North
Lake Worth Beach, FL 33461
561-586-1687

HISTORIC RESOURCES PRESERVATION BOARD REPORT

Ordinance 2026-13 and 2026-14 (HRPB 26-00300001 & 26-01300002): Privately-Initiated Future Land Use Map amendment and Zoning Map amendment requesting a Future Land Use Map (FLUM) amendment from Medium Density Residential (MDR) to Mixed Use – East (MU-E) and a rezoning from Low-Density Multi-Family Residential (MF-20) to Mixed Use East (MU-E) for two (2) parcels located at 504 3rd Avenue South and 228 South L Street.

Meeting Date: September 9, 2026

Property Owner: Mobat, Inc.

Applicant: Wes Blackman, AICP; CWB Associates

Addresses: 504 3rd Avenue South and 228 South L Street

PCNs: 38-43-44-21-15-091-0300, 38-43-44-21-15-091-0020

Legal Description: LOTS 2, 3, 30, 31 AND 32, BLOCK 91, TOWN OF LAKE WORTH

Size: +/- 0.39 acres

General Location: North of 3rd Avenue South, west of South M Street, and east of South L Street.

Existing Land Use: Type III Community Residence (Assisted Living Facility) / Parking Lot

Current Future Land Use Designation: Medium Density Residential (MDR)

Proposed Future Land Use Designation: Mixed Use - East

Current Zoning District: Low-Density Multi-Family (MF-20)

Proposed Zoning District: Mixed Use – East (MU-E)

Location Map



RECOMMENDATION

The proposed Future Land Use Map (FLUM) Amendment and rezoning (Ordinances 2026-13 and 2026-14) are consistent with the Comprehensive Plan, Strategic Plan, and the guidelines and standards found in the City of Lake Worth Beach Land Development Regulations (LDRs). Therefore, staff recommends that the Historic Resources and Preservation Board recommends approval to the City Commission for the proposed FLUM amendment and rezoning request.

PROJECT DESCRIPTION

The applicant, Wes Blackman, AICP of CWB Associates, on behalf of Mobat Inc., is requesting a Future Land Use Map Amendment and Rezoning for the properties located at 504 3rd Avenue South and 228 South L Street. The request proposes amending the Future Land Use classification from Medium Density Residential (MDR) to Mixed Use – East (MU-E), and rezoning the parcels from Low-Density Multi-Family Residential (MF-20) to Mixed Use – East (MU-E). The applicant is requesting that both properties be amended together, as the parcel at 228 South L Street serves as the required off-street parking for the facility at 504 3rd Avenue South.

The rezoning and FLUM amendments are supported by and consistent with the Comprehensive Plan and City Strategic Plan, as described in the respective Comprehensive Plan and Strategic Plan Analysis sections of this report.

The data and analysis section of this staff report for the Zoning Map amendment analyzes the proposed request for consistency with the City's Comprehensive Plan, Strategic Plan, and review criteria provided in LDR Section 23.2-36(4).

COMMUNITY OUTREACH

Notification letters were sent out to the property owners of the properties included in the proposed rezoning and FLUM Amendment, as well as all property owners within 400 feet of the subject properties on August 26, 2026. Signs were also posted along the street frontages of the two subject properties. As of the date of publication, staff has not received letters of either support or opposition for this application.

BACKGROUND

The subject site at 504 3rd Avenue South contains an existing four-story Assisted Living Facility which is non-conforming with the regulations of its current MF-20 zoning designation. The structure features a higher intensity and scale than those currently allowed in the surrounding district. While Assisted Living Facilities are permitted as a Conditional Use in both MF-20 and MU-E, the MF-20 district is primarily intended for one-family, two-family, and multi-family residential development, with only a very limited number of low-intensity nonresidential permitted uses that are compatible with a residential character. Accordingly, because of the height, massing, and operational intensity of the existing structure, the Assisted Living Facility functions as a non-conforming development within the MF-20 district.

The property located at 228 South L Street provides the required off-street parking for the Assisted Living Facility and has historically functioned as part of the same development site, pursuant to a 1985 City of Lake Worth Zoning Board of Appeals Development Order which granted a variance for 9 parking spaces, rather than 35, to be provided at the subject site. Aligning the zoning and Future Land Use designations of both properties is necessary to ensure consistency between the existing building form, development pattern and the regulatory framework governing the sites going forward and to ensure that any lapse of the existing non-conforming use does not leave the subject structure without any reasonable, economically feasible or functionally viable adaptive reuse potential under the current zoning regulations.

The existing non-conforming Assisted Living Facility use (which maintains an active business license as a Community Residence Type III) itself is permitted as a Conditional Use in both MF-20 and MU-E; however, the existing structure exceeds the intended scale and intensity of the MF-20 district, which is intended to primarily permit development of multiple-family, one-family and two-family structures, with provision for a very limited number of nonresidential uses for the convenience of residents. The

regulations for the zoning district specify that these nonresidential uses are *compatible by reason of their nature and limited frequency of occurrence with an overall residential character*. In order to establish a new Assisted Living Facility, an applicant would be required to comply with the Conditional Use criteria found in Sec. 23.4-13 which requires that the use comply with the underlying restrictions of the zoning district in which they are located, including height, setback, lot coverage and FAR; and a minimum parcel size of 2.5 acres. Therefore, although an Assisted Living Facility would be a conditional use permitted in the MF-20 zoning district, if the current non-conforming use were to lapse a new facility could not be established on the subject site.

Rezoning and amending the Future Land Use of both parcels together would proactively align the current development form at the subject site with the adjacent MU-E district located immediately to the east across South M Street. This combined amendment would provide an appropriate zoning framework for the existing structure and ensure that, if the non-conforming Assisted Living Facility use were to ever lapse in the future (subject to the non-conformities regulations as outlined in LDR Sec. 23.5-3), the structure would retain viable adaptive-reuse options consistent with its size, scale, intensity, and location. Under the current MF-20 designation, redevelopment would be constrained to 20 dwelling units per acre, which would provide approximately 7 conventional dwelling units across an approximately ±16,000 sf existing structure, which constitutes an inefficient and restrictive outcome and severely limits the re-use of the existing architecturally-significant structure. The applicant has further voluntarily requested re-designation as a contributing structure to the Southeast Lucerne Historic District (HRPB 26-00100185) which is provided under separate, but concurrent, cover to this application.

The data and analysis section of this staff report for the FLUM amendment was prepared in accordance with the requirements of F.S. 163.3177 and provides relevant and appropriate data based on the City's community goals and vision and consistency with level of service requirements. The proposed FLUM amendment is eligible for processing as a small-scale future land use map amendment per F.S.163.3187. If adopted, the proposed amendment would be sent to the Florida Department of Economic Opportunity (DEO) upon adoption and become effective 31 days after adoption if not challenged within 30 days.

The data and analysis section of this staff report for the concurrent Zoning Map amendment analyzes the proposed request for consistency with the City's Comprehensive Plan, Strategic Plan, and LDR Section 23.2-36(4): Review Criteria for the Rezoning of Land.

ANALYSIS

Consistency with the Comprehensive Plan and Strategic Plan

The subject properties currently have a Future Land Use (FLU) designation of Medium Density Residential, which is intended "primarily to permit development of two-family and multi-family structures. Two-family structures are those that provide two principal dwelling units, each for occupancy by one family or household. Multi-family structures are those that contain three or more principal dwelling units, each for occupancy by one family or household… Zoning regulations shall protect two-family and medium density multi-family residential areas from the encroachment of incompatible land uses. At the same time, provision may be made for a limited number of nonresidential uses that are compatible by reason of their nature and limited frequency of occurrence with an overall medium-density, multi-family residential character. Zoning regulations shall provide for compatible nonresidential uses either through special zoning districts that may be mapped in areas designated SF/TF-14, MF-20 or NC, or through conditional use permit provisions". While the City's Permitted Use Table (Sec. 23.3-46) allows that a Nursing Home/Assisted Living Facility is permitted subject to Conditional Use permit review as a High Intensity Institutional Use within the MF-20 zoning district, the subject development at 504 3rd Avenue South and 228 South L Street would not qualify for establishment of a new Assisted Living Facility use at the subject site under the required conditional use review criteria (Sec. 23.4-13(c)(12)).

Per the **Comprehensive Plan Future Land Use Element Policy 1.1.1.5**, The Mixed Use-East FLU designation is more appropriate for the subject site because it is specifically intended to support a blend of residential, institutional, office, service, and commercial uses, whereas the current MDR designation is designed to protect medium-density residential neighborhoods from higher-intensity, nonresidential development. MU-E therefore provides a regulatory framework

that can accommodate the existing non-conforming structure and offers compatible long-term adaptive-reuse options while ensuring proper buffering and transitional design when located adjacent to residential districts, aligning the site more closely with its built form and its proximity to the central mixed-use corridor.

The City's Strategic Plan sets goals and ideals for the City's future vision and lays out methods to achieve them. Pillar Two, Section D of the City's Strategic Plan aims to Strengthen Lake Worth Beach as a Community of neighborhoods by preserving the character and protecting historic resources. The proposed rezoning will support this goal by protecting the existing structure located at 504 3rd Avenue South by ensuring that adaptive reuse of the subject site is possible in the event that the current non-conforming use lapses.

Based on this analysis, the proposed rezoning and FLUM amendment is consistent with the City's Strategic Plan.

Level of Service Analysis

Pursuant to Chapter 163 of the Florida Statutes, any FLU amendment must be evaluated to determine if the proposed future land use will have a significant impact on the long-range level of service (LOS) for public facilities (i.e. drainage, potable water, wastewater, solid waste, parks, schools, and traffic) that service the property and the surrounding area. The LOS for public facilities is analyzed based on the maximum development potential for the existing and proposed FLU, and whether or not each public facility has capacity to accommodate any additional demands.

According to the City's Comprehensive Plan, there is a maximum of 10 du/acre change in the level of maximum potential development. However, given the property is currently a non-conforming 52 bed nursing home use and by virtue of being located within a designated historic district the current structure must be maintained, it would likely be very difficult for the applicant to reach the levels of service shown in the table below based solely on density. Even if the current structure were to be demolished and the site redeveloped, any future development under the Mixed Use – East regulations would be substantially lower in impact than the current Assisted Living Facility use. Furthermore, the property is not currently being proposed to be developed or expanded. Therefore, community facilities and services are available in the area to sustain the current and future demands and long-range Level of Service (LOS) can be met with current and planned system capacities. The following table provides a LOS summary.

FLUM AMENDMENT LOS SUMMARY TABLE

Type of Facility:	Existing FLU Designations: (at 20 du/acre for Medium Density Residential)	Proposed FLU Designations: (at 30 du/acre for Mixed Use - East)
Drainage	3-year, 1-hour storm duration, as recorded in the FDOT Drainage Manual IDF curves, current edition and fully contained onsite.	Both FLU designations meet the 3 yr. – 1 hr. drainage LOS requirements. Site improvements may be required to provide drainage collection and conveyance systems to positive outfall. Any drainage improvements would be reviewed under a site plan application.
Potable Water	105 gpcpd (gallons per capita per day).	Increase in a maximum of approximately 1,029 gallons per day over base MF-20 zoning. This is less intensive than the current assisted living facility use. The City facilities have available capacity to accommodate both FLU designations.
Sanitary Sewer	Collection and treatment of 100 gallons per capita per day at secondary treatment level, or 250 gallons per ERU per day.	Increase in a maximum of approximately 980 Gallons per day. This is less intensive than the current assisted living facility use. The City facilities have available capacity to accommodate both FLU designations.

Solid Waste	Collection and disposal of 6.5 pounds of solid waste per capita per day.	Increase in solid waste of a maximum of ~12 tons per year. This is less intensive than the current assisted living facility use. The Solid Waste Authority has available capacity to accommodate the demand of both FLU designations.
Parks	2.5 acres of community parks for every 1,000 persons and 2.0 acres of neighborhood parks for every 1,000 persons.	Increase in demand is 10 persons assuming maximum density of 30 du/acre. This is a negligible impact compared to the existing assisted living facility's demand.
Schools	SCAD determination is required at Site Plan Review	SCAD determination is required at Site Plan Review
Traffic	Sec. 23.5-7 requires a minimum of "E" level of service on the following "constrained" roadways: Lucerne Avenue, Dixie Highway, Lake Avenue, 10th Ave. N., (west of Dixie Highway), Federal Highway, 6th Ave. S. (west of Dixie Highway), and I-95. "C/D" all other structures ("C" average daily volumes/"D" peak hour volumes).	This item does not contemplate a redevelopment that would increase the level of traffic to the subject site. The expansion of the site's facilities in the future would be subject to review for traffic concurrency under a site plan review application to ensure any additional uses and structures will meet required levels of service by both the City and Palm Beach County.

Consistency with the City's Land Development Regulations

Full analysis of the rezoning review criteria is provided below. The analysis demonstrates that the proposed FLUM amendment and rezoning complies with the review criteria and that the required findings can be made in support of the FLUM amendment and rezoning.

Section 23.2-36(4): Review Criteria for the Rezoning of Land and Future Land Use Map (FLUM) Amendments

The Department of Community Sustainability is tasked in the Code to review rezoning applications for consistency with the findings for granting rezoning applications in LDR Section 23.2-36 and to provide a recommendation for whether the application should be approved, approved with conditions, or denied.

The land development regulations require all rezoning requests with a concurrent FLUM Amendment be analyzed for consistency with **Section 23.2-36(4)**. Staff has reviewed the rezoning against this section and has determined that the rezoning complies with the following review criteria:

a. Consistency. *Whether the proposed FLUM amendment would be consistent with the purpose and intent of the applicable comprehensive plan policies, redevelopment plans, and land development regulations. Approvals of a request to rezone to a planned zoning district may include limitations or requirements imposed on the master plan in order to maintain such consistency.*

Analysis: As analyzed in the sections above addressing consistency with the City's Comprehensive Plan and Strategic Plan, and the analysis in this section, the proposed rezoning is consistent with the comprehensive plan and land development regulations. As the subject request is not to rezone to a planned zoning district, a master plan is not required. **Meets Criterion.**

b. Land use pattern. *Whether the proposed FLUM amendment would be contrary to the established land use pattern, or would create an isolated land use classification unrelated to adjacent and nearby classifications, or would constitute a grant of special privilege to an individual property owner as contrasted with the protection of the public welfare. This factor is not intended to exclude FLUM amendments that would result in more desirable and sustainable growth for the community.*

Analysis: The rezoning request will not be contrary or incompatible with the established land pattern, or create an isolated land use classification unrelated to adjacent and nearby classifications. The Mixed Use – East zoning district is not unrelated to adjacent or nearby classifications, and is in fact currently adjacent to the subject property to the east. The request, therefore, is not intended to create an isolated or discontinuous land designation, or provide a privilege to an individual property owner not granted to others. The proposed rezoning and FLUM amendment would promote adaptive reuse of an existing historic structure by providing a greater variety of potential uses for the subject site if redevelopment of the subject structure is desired in the future, which directly promotes the principles of desirable and sustainable growth.

Below is a table outlining the existing zoning and future land use designations of adjacent properties. **Meets Criterion.**

Subject Property FLU	Adjacent Direction	Adjacent Future Land Use Designations	Adjacent Zoning Districts	Existing Use
Medium Density Residential	North	Medium Density Residential	MF-20 - Low Density Multi-Family Residential	Single Family Residential
	South	Medium Density Residential	MF-20 - Low Density Multi-Family Residential; SFR - Single Family Residential	Multi-Family Residential
	East	MU-E – Mixed Use - East	MU-E - Mixed Use - East	Multi-Family Residential
	West	Medium Density Residential	MF-20 - Low Density Multi-Family Residential	Single Family Residential

c. Sustainability**:** *Whether the proposed FLUM amendment would support the integration of a mix of land uses consistent with smart growth or sustainability initiatives, with an emphasis on 1) complementary land uses; 2) access to alternative modes of transportation; and 3) interconnectivity within the project and between adjacent properties.*

Analysis: The rezoning request supports the integration of a mix of land uses consistent with smart growth and sustainability initiatives with an emphasis on complementary land uses and access to alternate modes of transportation. Approval of the rezoning request would reflect the existing mix of uses in the area and would provide for a more cohesive urban form between adjacent properties. **Meets Criterion.**

d. Availability of public services/infrastructure**:** *Requests for rezoning to planned zoning districts shall be subject to review pursuant to section 23.5-2.*

Analysis: This criterion is only applicable to requests to rezone land to a planned zoning district. As this request seeks approval to rezone the subject properties to a conventional zoning district and not a planned development district, this criterion does not apply. **Criterion not applicable.**

e. *Compatibility*: *The application shall consider the following compatibility factors:*

1. *Whether the proposed FLUM amendment would be compatible with the current and future use of adjacent and nearby properties, or would negatively affect the property values of adjacent and nearby properties.*

Analysis: The proposed FLUM amendment and rezoning will not preclude the continuation of the existing land uses adjacent to the subject site, and will have no impact on the property values of adjacent and nearby properties. **Meets Criterion.**

f. *Direct community sustainability and economic development benefits*: *For rezoning involving rezoning to a planned zoning district, the review shall consider the economic benefits of the proposed amendment, specifically, whether the proposal would:*

1. *Further implementation of the city's economic development (CED) program;*
2. *Contribute to the enhancement and diversification of the city's tax base;*
3. *Respond to the current market demand or community needs or provide services or retail choices not locally available;*
4. *Create new employment opportunities for the residents, with pay at or above the county average hourly wage;*
5. *Represent innovative methods/technologies, especially those promoting sustainability;*
6. *Support more efficient and sustainable use of land resources in furtherance of overall community health, safety and general welfare;*
7. *Be complementary to existing uses, thus fostering synergy effects; and*
8. *Alleviate blight/economic obsolescence of the subject area.*

Analysis: The rezoning request does not include rezoning to a planned zoning district. As such, this criterion is not applicable. **Criterion not applicable.**

g. Economic development impact determination for conventional zoning districts. *For rezoning to a conventional zoning district, the review shall consider whether the proposal would further the economic development program, and also determine whether the proposal would:*

1. *Represent a potential decrease in the possible intensity of development, given the uses permitted in the proposed land use category; and*
2. *Represent a potential decrease in the number of uses with high probable economic development benefits.*

Analysis: The proposed rezoning to the MU-E zoning district will not result in a decrease in development intensity or density of the subject property. Furthermore, the MU-E zoning classification would allow for a wider variety of additional uses that are not permitted within the current MF-20 zoning district, and thereby promote an equal or greater number of uses with high probable economic development benefits. **Meets Criterion.**

h. Master plan and site plan compliance with land development regulations. *When master plan and site plan review are required pursuant to section 2.D.1.e. above, both shall comply with the requirements of the respective zoning district regulations of article III and the site development standards of section 23.2-32.*

Analysis: A master plan and site plan are not part of this request. Any future development request which requires site plan review will be subject to the criteria and standards set forth in Sec. 23.2-32 and review by the City's full Site Plan Review Team, as required. **Criterion not applicable.**

The analysis has shown that the required findings can be made in support of the rezoning. Therefore, the proposed rezoning is consistent with the review criteria for FLUM amendment and rezoning as outlined in LDR Section 23.2-36.

CONCLUSION

The proposed FLUM amendment and rezoning are consistent with the purpose, intent, and requirements of the Comprehensive Plan and LDRs. Therefore, staff recommends that the Board recommend approval to the City Commission for the Future Land Use and Zoning Map amendments based on the data and analysis in this report and the findings summarized below:

- The amendments are consistent with the existing uses of the subject property, and would allow for possible future uses which would promote rehabilitation and sensitive and sustainable re-use of existing historically-significant building stock within the City, and therefore would promote an increase in local economic development and opportunities for the City's residents;
- The amendments are supported by and are consistent with the Comprehensive Plan and City Strategic Plan as described in the respective Comprehensive Plan and Strategic Plan Analysis sections of this report;
- The FLUM amendment is supported by data and analysis prepared in accordance with the requirement of F.S. 163.3177 that provides relevant and appropriate data based on the City's community goals and vision and consistency with level of service requirements; and
- The Zoning Map amendment is consistent with the proposed FLUM amendment.

BOARD POTENTIAL MOTION:

I MOVE TO **RECOMMEND APPROVAL** of Ordinance 2026-13 and 2026-14 (HRPB 26-00300001 & 26-01300002) for the proposed Future Land Use Map Amendment and Zoning Map Amendment based on the data and analysis in the staff report and the testimony at the public hearing.

I MOVE TO NOT RECOMMEND APPROVAL of Ordinance 2026-13 and 2026-14 (HRPB 26-00300001 & 26-01300002) for the proposed Future Land Use Map Amendment and Zoning Map Amendment The proposal does not meet the applicable criteria for the following reasons [Board member please state reasons.]

Consequent Action: *The Historic Resources Preservation Board will forward a recommendation to the City Commission. Should the request be denied by the City Commission, no application for substantially the same zoning may be submitted, within one (1) year from the date of denial.*

ATTACHMENTS

A. Location Map and Property List
B. Current Zoning Map and Photos
C. Proposed Zoning Map
D. Ordinance 2026-13 and 2026-14
E. Justification Statement & Applicant Submittal

ATTACHMENT A
LOCATION MAP & PROPERTY LIST



LIST OF PROPERTIES INCLUDED IN ORDINANCES 2026-13 and 2026-14

- 504 3rd Avenue South – 38-43-44-21-15-091-0300
- 228 South L Street – 38-43-44-21-15-091-0020