



DATE: June 4, 2020

SUBJECT: **PZB/HRPB 20-00200001**: City-initiated request to amend the Future Land Use Map of Lake Worth Beach through a large scale map amendment from the Future Land Use (FLU) designations of Mixed Use East and Mixed Use West to the Transit Oriented Development FLU designation on property generally located on the north side of the Lake Worth Road corridor from between Boutwell Road and North A Street and more fully described in Exhibit A of the attached ordinance..

LPA Meeting Dates: **May 13, 2020 and May 20, 2020**

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#### **BACKGROUND:**

The subject City-initiated proposed amendments to the Future Land Use Map provide prime locations for Transit-Oriented Development (TOD) that are in close proximity to the existing Tri Rail train station/I-95 corridor and respond to market driven conditions for economic development by providing the desired TOD FLU designations. Furthermore, the amendments are supported by and are consistent with the Comprehensive Plan and City Strategic Plan as described in the Comprehensive Plan and Strategic Plan Analysis section of this report.

The two (2) proposed Future Land Use Map amendments to expand the TOD boundaries are described as follows:

- Future Land Use Map amendment for approximately 7.11 acres (24 properties) from Mixed Use East (MU-E) to TOD from Lake Worth Road north to 2nd Avenue, North A Street west to I-95 and the CSX Railroad Tracks; and
- Future Land Use Map amendment for approximately 19.56 acres (10 properties) from Mixed Use West (MU-W) to TOD from Lake Worth Road north to 2nd Avenue, Boutwell Road east to I-95 and the CSX Railroad Tracks.

The current FLU and proposed FLU maps are included as Exhibit A in the attached proposed Ordinance. The data and analysis section in the staff report was prepared in accordance with the requirement of F.S. 163.3177 and provides relevant and appropriate data based the City's community goals and vision and consistency with level of service requirements.

**STAFF RECOMMENDATION:**

Staff recommends that the Planning and Zoning Board and Historic Resources Preservation Board recommend that the City Commission transmit the City initiated future land use map amendments (**PZB/HRPB 20-00200001**) to the Florida Department Economic Opportunity (DEO) for expedited review.

**DATA & ANALYSIS:**

The proposed TOD Future Land Use for the subject properties is compatible with the Future Land Use designations of surrounding properties. The following outlines the Future Land Use designations for the adjacent areas:

- Future Land Use Map amendment for approximately 7.11 acres (24 properties) from Mixed Use East (MU-E) to TOD from Lake Worth Road north to 2nd Avenue, North A Street west to I-95 and the CSX Railroad Tracks

| Current FLU    | Adjacent Direction | Future Land Use            |
|----------------|--------------------|----------------------------|
| Mixed Use East | North              | Medium Density Residential |
| Mixed Use East | South              | Public                     |
| Mixed Use East | East               | Mixed Use East             |
| Mixed Use East | West               | Mixed Use West             |

- Future Land Use Map amendment for approximately 19.56 acres (10 properties) from Mixed Use West (MU-W) to TOD from Lake Worth Road north to 2nd Avenue, Boutwell Road east to I-95 and the CSX Railroad Tracks.

| Current FLU    | Adjacent Direction | Future Land Use Designations |
|----------------|--------------------|------------------------------|
| Mixed Use West | North              | Industrial and Public        |
| Mixed Use West | South              | Transit Oriented Development |
| Mixed Use West | East               | Mixed Use East               |
| Mixed Use West | West               | Mixed Use West               |

**JUSTIFICATION:**

The TOD FLU designation provides an alternative mixed-use development pattern within a one-quarter mile radius of the existing Tri Rail Station, CSX railway, and I-95 transit nodes. Currently, the adjacent property to the south of Lake Worth Road and west of I-95 has a TOD FLU. Expansion of the TOD boundaries will enable a greater TOD area to serve the desired TOD uses, design, and lifestyle all within one-quarter mile of the existing Tri Rail train station/I-95 corridor and within close proximity to the Lake Worth Road Park of Commerce. The amendment provides market driven opportunities for TOD in prime transit locations positioning Lake Worth Beach to be a competitive viable location of choice.

## **COMPREHENSIVE PLAN AND STRATEGIC PLAN ANALYSIS:**

### **Consistency with the Comprehensive Plan**

The proposed FLUM amendments are consistent and in support of the following associated Objectives and Policies of the City of Lake Worth Beach's Comprehensive Plan. The underlined text emphasizes key concepts, strategies and objectives within these objectives and policies that are furthered by the subject amendments.

#### **1. FUTURE LAND USE ELEMENT**

- Objective 1.2.2:** The City shall facilitate a compact, sustainable urban development pattern that provides opportunities to more efficiently use and develop infrastructure, land and other resources and services, and to reduce dependence on the automobile. This can be accomplished by concentrating more intensive growth within the City's mixed use, high density residential and transit oriented development (TOD) areas.
- Policy 1.2.2.1: The City shall continue to promote compact developments within the mixed use high density residential and TOD areas while providing adequate public services for each development in the most cost effective manner possible.
- Policy 1.2.2.2: The City shall require all future development and redevelopment to incorporate a functional mix of uses that promote walkable and interconnected uses with a mix of densities and intensities and access to transit, bicycle, pedestrian and other modes of transportation.
- Policy 1.2.2.3: Investigate additional uses and opportunities to promote a more sustainable and resilient community.
- Policy 1.7.1.13: The City shall consider creating a "Commerce Park Village" incorporating the current LWPOC with the Mixed-Use West and TOD areas west of I-95.

#### **2. TRANSPORTATION ELEMENT**

- Policy 2.1.1.6: The City shall encourage local businesses and encourage transit friendly development in the Land Development Regulations for all land uses to maximize the use of the public transit system.
- Policy 2.1.1.16: The City shall coordinate with South Florida Regional Transportation Authority, the Palm Beach MPO, and the Florida East Coast Railway to establish a commuter rail station serving Tri-Rail Coastal Link service and to encourage transit opportunities to the future station.

#### **3. HOUSING AND NEIGHBORHOODS ELEMENT**

- Objective 3.1.8:** Encourage construction of workforce housing units and market- rate housing to alleviate the excessive concentration of affordable units in the City and to contribute to the Goal of providing a full range of quality residential unit types

**and prices for current and anticipated homeowners and renters in all household income levels.**

Policy 3.1.8.1: Establish an effective housing program to alleviate the excessive concentration of affordable units in the City and to provide a full range of quality residential unit types and prices.

Policy 3.1.8.2: Promote the construction of market-rate housing in redevelopment areas and mixed-use corridors to contribute to achieve a full range of housing supply.

Policy 3.3.1.7: Strengthen the positive attributes and distinctive character of each neighborhood to help sustain Lake Worth as a healthy, vital City.

- Strengthen the sense of place in each neighborhood with adequate and well-designed, public facilities such as libraries, schools, recreation centers, fire stations and streetscapes.
- Continue to support public art and historic preservation as a focus for neighborhood identity and pride.
- Recognize that every neighborhood has assets that identify that neighborhood and contribute to the well-being of the people who live there. Understand what those are and look for opportunities to enhance them and leverage them for neighborhood improvement. Assets include trees, large yards, schools, people and independent businesses.
- The physical layout of a neighborhood should encourage walking, bicycling and transit use, be safe, family friendly, usable by people of all ages, encourage interaction between people and be a sense of pride.
- Recognize that there are different development patterns. They have been defined generally as: urban, traditional, suburban, contemporary and rural. Each has sustainability standards that must be used.
- Accommodate the City's existing and future housing needs through maintenance of existing residential neighborhoods and the creation of new residential neighborhoods.
- Relate new buildings to the context of the neighborhood and community.
- Where a fine-grained development pattern exists, build within the existing street, block, and lot configuration of the neighborhood.

## 11. ECONOMIC DEVELOPMENT ELEMENT

- Policy 11.1.2.3: The City shall allocate adequate commercial, industrial, and residential acreage through mechanisms such as zoning and land use plans to meet future needs of a diversified economy.
- Policy 11.1.2.11: The City shall foster the redevelopment of commercial corridors by preparing individual corridor redevelopment plans for key economic corridors located in existing mixed-use corridors and areas.
- Policy 11.1.2.12: The City shall establish and maintain land uses and zoning regulations that will facilitate telecommuting, home based occupations, mixed-use centers, Transit-Oriented Development (TOD) areas, and other components that are helpful to job creation and retention, including the targeted industries.
- Policy 11.1.2.16: The City shall maintain its unique urban character and charm by preserving historic sites and districts within the City as much as possible, and direct economic development projects to existing mixed-use corridors and sites as well as to the Lake Worth Park of Commerce.

### **Consistency with the Strategic Plan**

The proposed amendments further the City's Strategic Plan that is committed to building a vibrant and diverse economy, planning thoughtfully for the future, and support the Strategic Pillars of Positioning Lake Worth Beach to be a competitive viable location of choice, Strengthening Lake Worth Beach as a "Community of Neighborhoods", and Navigating towards a sustainable community.

Specifically, the proposed amendments are consistency with the following Strategic Plan Pillars:

#### **Pillar I: Positioning Lake Worth Beach to be a competitive viable location of choice**

A: Ensure effective economic development incentives and zones

E: Provide superior public amenities and services to retain existing and entice new residents and businesses

#### **Pillar II: Strengthening Lake Worth Beach as a 'Community of Neighborhoods'**

A: Diversify housing options

#### **Pillar IV: Navigating Towards a Sustainable Community**

A: Achieve economic and financial sustainability through a versatile and stable tax base.

D: Influence the supply and expansion of jobs.

E: Ensure facility placement, construction and development that anticipates and embraces the future.

### **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, the maximum development potential change is for the existing Mixed Use FLU at 30 du/acre to the proposed TOD FLU at 60 du/acre resulting in an increase of 30 du/acre.

Analysis of the increased density (30 du/acre to 60 du/acre= 30 du/acre) on the long range Level of Service (LOS) impacts concluded community facilities and services are available in the area to sustain the future increased demands and long range LOS can be met with current and planned system capacities. Specifically, the additional 30 du/acre for the proposed TOD area of approximately 26.67 acres generates an increase of 800 dwelling units or 2,024 persons (at an average household size of 2.53 people per household per Comprehensive Plan Future Land Use Data and Analysis). The following table provides a LOS summary.

**FLUM AMENDMENT LOS SUMMARY TABLE**

| Type of Facility:     | Existing FLU Designations:<br>(at 30 du/acre for Mixed Use)   | Proposed FLU Designations:<br>(at 60 du/acre for TOD)   |
|-----------------------|---|---|
| <b>Drainage</b>       | 3-year, 1-hour storm duration, as recorded in the FDOT Drainage Manual IDF curves, current edition and fully contained onsite.  | 3-year, 1-hour storm duration<br><br>Both FLU designations meet the 3 yr. – 1 hr. drainage LOS requirements. Site improvements will be required to provide drainage collection and conveyance systems to positive outfall.          |
| <b>Potable Water</b>  | 105 GPCD (gallons per capita per day.<br><br>105 gpcd x 30 du/acre x 2.53 pph =7,970  | 105 gpcd x 60 du/acre x 2.53 pph =15,939<br>Increase of 7,970 gpcd<br><br>The City facilities have available capacity to accommodate the additional demand.   |
| <b>Sanitary Sewer</b> | Collection and treatment of 100 gallons per capita per day at secondary treatment level, or 250 gallons per ERU per day.<br><br>100 gpcd x 30 du/acre x 2.53 pph =7,590                     | 100 gpcd x 60 du/acre x 2.53 pph =15,180<br>Increase of 7,590 gpcd<br><br>The City facilities have available capacity to accommodate the additional demand.   |
| <b>Solid Waste</b>    | Collection and disposal of 6.5 pounds of solid waste per capita per day.<br><br>6.5 lbs/pcd x 30 du/acre x 2.53 pph x 365 days/year / 2,000 = 90 Tons/year                                  | 6.5 lbs/pcd x 60 du/acre x 2.53 pph x 365 days/year / 2,000 = 180 Tons/year<br><br>Increase of 90 Tons/year<br><br>The Solid Waste Authority has available capacity to accommodate the additional demand.                           |
| <b>Parks</b>          | 2.5 acres of community parks for every 1,000 persons and 2.0 acres of neighborhood parks for every 1,000 persons.<br><br>26.67 acre x 30 du/acre = 800 du/acre x 2.53 pph/du= 2,024 persons | 26.67 acre x 60 du/acre = 1,600 du/acre x 2.53 pph/du= 4,048 persons<br><br>Increase of 2,024 persons<br><br>The City has available capacity with over 330 acres in Public Rec and Open Space to accommodate the additional demand. |

|                |   |   |
|----------------|---|---|
| <b>Schools</b> | 800 dwelling units  | 1600 dwelling units<br>Increase of 800 du<br>School District to determine impact of additional 800 units; School Capacity Availability Determination (SCAD).  |
| <b>Traffic</b> | $26.67 \text{ acre} \times 30 \text{ du/acre} = 800 \text{ du}$<br>$800 \text{ du} \times 5.44 \text{ daily trips}^* = 4,356 \text{ Daily Trips}$<br><br>* ITE 10th Edition Trip Generation Rates | $26.67 \text{ acre} \times 60 \text{ du/acre} = 1,600 \text{ du}$<br>$1,600 \text{ du} \times 5.44 \text{ daily trips} = 8,705 \text{ daily trips}$<br>Increase of 858 daily trips<br>Capacity is available to accommodate the additional demand. |

**Traffic:** The proposed amendment could result in an additional 4,356 daily trips. However, the number of trips will likely be less given mitigating circumstances. These areas, with a 2040 LOS at LOS D, are served by multi-modal transportation options and are located on primary arterial streets in close proximity to I-95 which is a ten (10) lane Urban Principal Arterial facility. Additionally, half of the area is within the urbanized traffic concurrency exemption area. Lake Worth Road, Lake Avenue, Lucerne Avenue, 10<sup>th</sup> Avenue North and 6<sup>th</sup> Avenue South impacted. Dixie Highway is also within close proximity and serves as a major north south connector for these streets. Additionally, unit sizes are anticipated to be smaller than average based on current development trends which would generate less daily trips as the per household rate would be less than the calculated 2.53 rate.

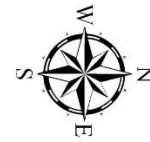
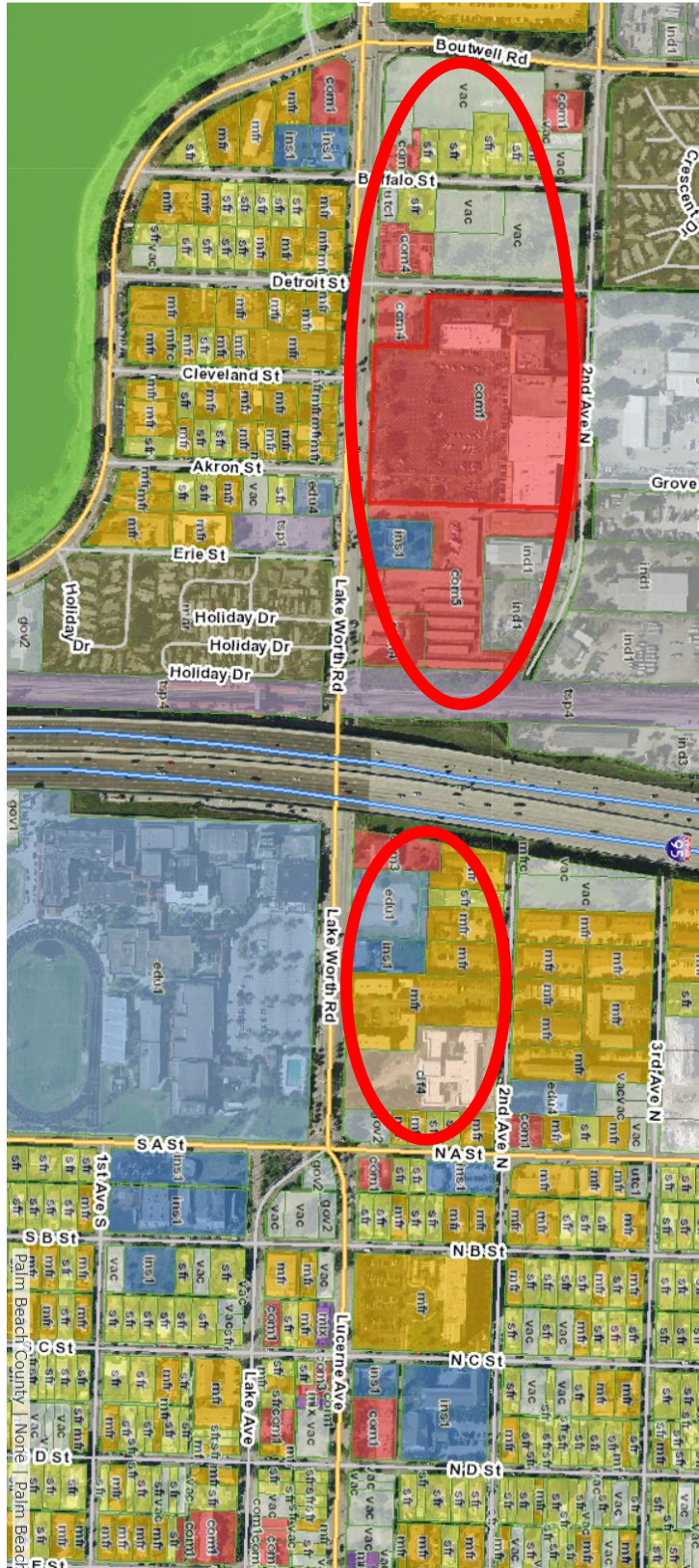
### **CONCLUSION:**

Staff **recommends approval of the draft City initiated site-specific amendments**, as:

- The amendments are consistent the City's goals of housing diversity and economic development by allowing for mixed use transit oriented development desired in close proximity to the existing Tri Rail train station that optimizes the maximum residential development potential for these locations.
- The amendments area supported by and are consistent with the Comprehensive Plan and City Strategic Plan as described in the Comprehensive Plan and Strategic Plan Analysis section of this report; and
- The amendments are supported by data and analysis prepared in accordance with the requirement of F.S. 163.3177 that provides relevant and appropriate data based the City's community goals and vision and consistency with level of service requirements.



Existing Land Uses in the vicinity of the subject amendment. General amendment area indicated by red oval shapes.





## FUTURE LAND USE MAP AMENDMENTS

Two (2) Future Land Use Map Amendments to extend the Transit-Oriented Development boundaries as follows:

- a) Future Land Use Map amendment for approximately 7.11 acres from Mixed Use–East (MU-E) to TOD from Lake Worth Road north to 2<sup>nd</sup> Avenue, North A Street west to I-95 and the CSX Railroad Tracks; and
- b) Future Land Use Map amendment for approximately 19.56 acres from Mixed Use–West (MU-W) to TOD from Lake Worth Road north to 2<sup>nd</sup> Avenue, Boutwell Road east to I-95 and the CSX Railroad Tracks.

