



DATE: January 28, 2020
 TO: Members of the Planning and Zoning Board
 FROM: Andrew Meyer, Senior Community Planner
 THRU: William Waters, Community Sustainability Director
 MEETING: February 5, 2020

SUBJECT: **PZB Project Number 19-01400011:** A Major Site Plan request by Robert Kuoppala of Kuoppala & Associates on behalf of Juan Padron for consideration of a +/-16,455 square foot mixed-use commercial and warehouse center at 2202 Lake Worth Road. The project is located within the Mixed-Use West (MU-W) zoning district. The subject property's PCN is 38-43-44-20-01-117-0020.

SYNOPSIS:

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|---|---|--|---|
| Applicant | Robert Kuoppala of Kuoppala & Associates on behalf of Juan Padron | | |
| General Location | Northeast corner of Lake Worth Road and Boutwell Road | | |
| Zoning | Mixed-Use West (MU-W) | | |
| Existing Land Use | Vacant Land | | |
| Future Land Use Designation | Mixed-Use West (MU-W) | | |
| Applicable Municipal Code Sections | 23.2-28; 23.2-31; 23.3-18; 23-4.10; 23.5-1 | | |
| | Required | Proposed/Existing | |
| Lot Area | Minimum 13,000 square feet | +/-77,316 square feet (1.77 acres) | |
| Lot Width | Minimum 100 feet | +/-135 feet | |
| Building Height | Comprehensive Plan: Maximum 35', 65' under Sustainable Bonus Program. | Zoning Code: Primary: Minimum 24' facing Lake Worth Road, Maximum 30' (not to exceed two stories) | Building 1: 22.75 feet Building 2: 22.75 feet Building 3 (facing Lake Worth Road): 27.33 feet |

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|----------------------------------|--|---|--|
| | | Accessory: Maximum 24 feet (not to exceed two stories). | |
| Setbacks | Required | Provided | |
| Front | 20 feet | 20.16 feet | |
| Street Side | 20 feet | 20.16 feet to 69 feet | |
| Interior Side | 10% of lot depth (lot width varies throughout the site) | 13.83 feet to 57.86 feet | |
| Rear | 10 feet | 74 feet | |
| Impermeable Surface Total | Maximum 55% + 5% Administrative Adjustment | 59.97% (46,365 square feet) | |
| Maximum Building Coverage | Maximum 50% | 21.28% (16,455 square feet) | |
| Floor Area Ratio | Maximum 1.3 | 0.21 | |
| Parking | Office: 4.17 (1 per 300 square feet) Retail: 51.02 (1 per 200 square feet) Warehouse: 10.03 (1 per 500 square feet) Total required: 65.22 less Mixed-Use Credit: -16.31 Total: 49 | 64 | |
| Board Action Required | Approve; Approve With Conditions; Deny the Request; Continue the request for additional information | | |
| Staff Recommendation | Staff recommends approval of the requested Major Site Plan for a +/-16,455 square foot mixed-use commercial and warehouse center at 2202 Lake Worth Road. | | |

HISTORY:

The property was annexed into the City of Lake Worth Beach (formerly Lake Worth) on January 17, 2012 through Ordinance 2012-07, and has remained a vacant lot since its annexation.

BACKGROUND/ PROPOSAL:

The Applicant, Robert Kuoppala of Kuoppala & Associates on behalf of Juan Padron, is requesting approval of a Major Site Plan to construct a +/-16,455 square foot mixed-use commercial and warehouse center consisting of three separate buildings at 2202 Lake Worth Road. The site is located within the Mixed-Use West (MU-W) zoning district and has a future land use map (FLUM) designation of Mixed-Use West (MU-W). It is also located within the Lake Worth Park of Commerce (LWPOC) Urban Redevelopment Area.

Building 1 will be located on the north end of the site. It contains approximately 5,011 square feet of warehouse space, and 1,253 square feet of office space, for a total of 6,264 square feet. The building will have 4 bays,

ranging in size from 1,537 to 1,566 square feet, each with an entrance door facing Boutwell Road and an overhead door on the opposite side of the building.

Building 2 will be centrally located on the site, between building 1 and building 3, and will contain 5,300 square feet of retail and/or office space. The building will have 3 bays, approximately 1,766 square feet each, with each bay's main entrance facing Boutwell Road.

Building 3 will be located on the south end of the site, and will contain approximately 4,891 square feet of retail and/or office space. The building will have 4 bays, each ranging in size from 1,056 to 1,328 square feet, with each bay having two entrances, one facing Lake Worth Road, and the other facing the north.

The site will have two points of vehicular ingress and egress, both from Boutwell Road.

Within this application, it is important to note the following:

- **Lot coverage:** An administrative adjustment has been granted to the total allowed lot coverage of 55%. Per LDR Section 23.2-28, the development review official is allowed to administratively adjust certain sections of the Code, including lot coverage, up to 5%. The project is providing additional amenities on the site, including the availability of additional parking to help avoid any parking issues on the site, and providing more landscaping than what currently exists on site. Therefore, instead of the maximum 55% total lot coverage, the application is proposing to cover 60% of the lot, leaving 40% of the lot as pervious space.
- **Use:** This application does not include any use approvals at this time because the potential use(s), as expressed by the applicant, will most likely be market-driven and will be warehouse, office, or retail in nature, generally falling into the categories expressed above. Because of this, any use coming forward at this site is subject to the review process outlined in LDR Section 23.3-6, Use Table.
- **Signage:** This application includes a Unified Master Signage Plan as per Section 23.5-1(f)(9), which requires all proposed Mixed-Use projects to include such a plan. The sign plan has been reviewed against the sign code described in Section 23.5-1 and was found to meet the code.

SITE CHARACTERISTICS:

The site is a +/-77,316 square feet (1.77 acre) parcel, located on the northeast corner of Boutwell Road and Lake Worth Road. The subject property is currently vacant. The east side of the parcel notches in and out, resulting in different widths throughout the project, while the west side of the parcel follows the contour of Boutwell Road.

ANALYSIS:

Surrounding Properties

The site is surrounded by a mix of industrial, residential, and commercial land uses. Based on the site's location within the Mixed-Use West zoning district and the site plan design, the proposed use is found to be compatible on the subject site. The following summarizes the nature of the surrounding properties adjacent to the subject site:

NORTH: North of and adjacent to the subject site is a parcel located in Unincorporated Palm Beach County. This parcel contains a warehouse building, which houses an interior designer and furnisher business, as well as an electric company, and has the Palm Beach County zoning designation of General Commercial (GC). Further north of the subject site, across from 2nd

Avenue North, are parcels within the City of Lake Worth Beach and are part of the Lake Worth Industrial Park subdivision, and are zoned Industrial Park of Commerce (I-POC).

SOUTH: South of the subject site, across Lake Worth Road, is a parcel located in Unincorporated Palm Beach County. This parcel contains a commercial building, which houses a nuisance animal control business, and has the Palm Beach County zoning designation of Commercial Specialized (CS). Further south of the subject site are parcels within Unincorporated Palm Beach County that contain a mix of vacant parcels as well as residential, and have a Palm Beach County zoning designation of Multi-Family: High Density (RH).

EAST: To the east of the subject site are several parcels located in Unincorporated Palm Beach County. These parcels contain a mix of multiple single-family/two-family structures, a bicycle store, and a vacant lot, and all parcels have a Palm Beach County zoning designation of Neighborhood Commercial (CN). Further east of the subject site, across North Buffalo Street, are parcels within the City of Lake Worth Beach, contain a vacant parcel as well as a large shopping plaza, and have the zoning designation of Mixed-Use West.

WEST: To the west of the subject site, across Boutwell Road, is a large parcel within the City of Lake Worth Beach zoned Mixed-Use West. This parcel contains a large multi-family development. Further west are parcels located in Unincorporated Palm Beach County, contain several single-family residences, and have a Palm Beach County zoning designation of Multi-Family: High Density (RH).

Consistency with the Comprehensive Plan and Strategic Plan

The proposed project is to be located in the Mixed-Use West zoning district and would provide a mix of office, retail, and industrial uses. The project is new development within the Lake Worth Park of Commerce (LWPOC), and is situated along the south entrance of Boutwell Road. The project has the capacity to influence the supply and expansion of jobs as well as promote an improved and diversified tax base. As such, the proposed mixed-use commercial and warehouse center appears to be compatible with the following portions of the City of Lake Worth's Comprehensive Plan and Strategic Plan:

Policy 1.1.1.6: Mixed-Use West

The Mixed-Use West land use category is intended to provide for a mixture of residential, office, service and commercial retail uses within specific areas west of I-95. The distinguishing characteristic of the Mixed Use West land use area is that it allows higher-intensity uses as well as higher height limits along the City's western thoroughfares.

Policy 1.1.2.12: Locational Criteria for the Mixed-Use West Designation

The Mixed Use West land use designation is intended for mapping in areas from the westernmost city limits eastward to I-95 and adjacent to the Lake Worth Park of Commerce, where the existing land use pattern is characterized by a high proportion of land (either vacant or with marginally useful structures) that has a good potential for new retail, office, commercial and high-density multi-family development.

Objective 1.7.1:

To encourage development/redevelopment of the LWPOC as an employment center through redevelopment and economic revitalization efforts. The boundaries for the Park of Commerce are: 10th Avenue North to the north; Lake Worth Road to the south; Interstate 95 to the east; and the E-4 Canal to the west.

Policy 1.7.1.4:

The City shall encourage new development proposals within the LWPOC, with emphasis on those at the north and south entrance of the Park of Commerce along Boutwell Road, to be consistent with the goal to create a quality office/industrial park, as established in the LWPOC Conceptual Plan.

Strategic Plan Pillar 4: Navigating Towards a Sustainable Community

A. Achieve economic and financial stability 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.

Site Plan

The applicant is requesting approval of a +/-16,455 mixed-use commercial and warehouse center consisting of three separate buildings at 2202 Lake Worth Road.

Section 23.2-31(c) –Qualitative development standards

1. **Harmonious and efficient organization.** All elements of the site plan shall be harmoniously and efficiently organized in relation to topography, the size and type of plot, the character of adjoining property and the type and size of buildings. The site shall be developed so as to not impede the normal and orderly development or improvement of surrounding property for uses permitted in these LDRs.

Staff Response: The surrounding buildings have various building sizes and uses, ranging from industrial uses to single-family residential. The project is split among three separate buildings instead of one large building, which splits up the building mass. The warehouse portion of the building is located on the side of the property closest to industrial uses and zoning district. The buildings are similar in architectural style, and the project provides a unified master sign plan, which ensures that the site is harmonious in aesthetic.

The proposed site plan includes an Administrative Adjustment (subject to LDR Section 23.2-28), which allows for an increase of 5% to the maximum allowed lot coverage. Therefore, instead of the maximum 55% total lot coverage, the application is proposing to cover 60% of the lot, leaving 40% of the lot as pervious area.

While the application includes a 5% increase in total lot coverage, the project is in similarity with surrounding industrial buildings and sites within the Mixed-Use West adjacent zoning districts. The property is providing additional parking space above what is required by code, this helps reduce any parking issues on and near the site.

2. **Preservation of natural conditions.** The natural (refer to landscape code, Article 6 of these LDRs) landscape shall be preserved in its natural state, insofar as practical, by minimizing tree and soil removal and by such other site planning approaches as are appropriate. Terrain and vegetation shall not be

disturbed in a manner likely to significantly increase either wind or water erosion within or adjacent to a development site. Natural detention areas and other means of natural vegetative filtration of stormwater runoff shall be used to minimize ground and surface water pollution, particularly adjacent to major waterbodies. Fertilizer/pesticide conditions may be attached to development adjacent to waterbodies. Marinas shall be permitted only in water with a mean low tide depth of four feet or more.

Staff Response: The lot is currently vacant. There are few to no trees on the lot, and the little vegetation that does exist has been determined by the City Horticulturist as not worthy or preserving. There are currently no bodies of water, and the site is mostly flat. The applicant has provided a landscape plan which adds a significant amount of trees and vegetation. The City Horticulturist has determined that the provided landscape plan meets landscape code.

3. Screening and buffering. Fences, walls or vegetative screening shall be provided where needed and practical to protect residents and users from undesirable views, lighting, noise, odors or other adverse off-site effects, and to protect residents and users of off-site development from on-site adverse effects. This section may be interpreted to require screening and buffering in addition to that specifically required by other sections of these LDRs, but not less.

Staff Response: The applicant is proposing a 10 to 20 foot landscape buffer along the west and south property line along Lake Worth Road and Boutwell Road, and a nine to 27.5 foot landscape buffer along the east and north property lines. The buffer is comprised of live oak trees, silver buttonwood trees, holly trees, gumbo limo trees, palm trees, and a coco plum hedge. Additionally, a wall will run along the east property line. While there are existing single-family homes on lots adjacent to the subject site, based on the site plan proposal, adequate screening has been provided to protect residents from any undesirable views, lighting, noise, odors or other adverse impacts.

4. Enhancement of residential privacy. The site plan shall provide reasonable, visual and acoustical privacy for all dwelling units located therein and adjacent thereto. Fences, walls, barriers and vegetation shall be arranged for the protection and enhancement of property and to enhance the privacy of the occupants.

Staff Response: The project is located between a large multi-family building opposite of Boutwell Road to the west and several single-family structures adjacent to the project to the east. The applicant is proposing a 6-foot high wall between the project and the single-family structures to the east, as well as providing the aforementioned landscape buffer. To the west, the project will be separated by the aforementioned landscape buffer, in addition to the existing right-of-way width of Boutwell Road. In addition, the applicant has stated that Buildings 2 and 3, which are closest to the single-family structures, will have a roof heights of 19.33 feet, maintaining a compatible height in relation to adjacent single-family structures. The combination of the wall, right-of-way, compatible height, and landscape buffer will provide reasonable, visual, and acoustical privacy for all dwelling units located adjacent to the project.

5. Emergency access. Structures and other site features shall be so arranged as to permit emergency vehicle access by some practical means to all sides of all buildings.

Staff Response: The applicant has proposed to provide drive aisles that range in width from 22-34 feet wide. All drive aisles will provide two-way access from both points of ingress and egress from Boutwell Road. The applicant states that emergency vehicles will have access to all sides of Buildings 1 and 2 on-

site, and Building 3 will have access from on-site drive aisles and public streets. The applicant also states that two fire hydrants will be installed on-site to conform to Palm Beach County Fire Rescue requirements, in addition to the existing fire hydrant on the east side of Boutwell Road.

6. Access to public ways. All buildings, dwelling units and other facilities shall have safe and convenient access to a public street, walkway or other area dedicated to common use; curb cuts close to railroad crossings shall be avoided.

Staff Response: The site plan shows two vehicular access points along Boutwell Road, both access points being two-way drive isles. Furthermore, there is a proposed continuous six-foot wide pedestrian path that runs throughout the site connecting all three buildings to each other and to the sidewalk along Lake Worth Road. This sidewalk will connect to the future sidewalk that will run along the east edge of Boutwell Road as part of the City's Boutwell Road Enhancement project. The attached traffic study completed for the site states that both AM and PM traffic shows the project will impact less than one-percent of the level of service volume for the surrounding roadways.

7. Pedestrian circulation. There shall be provided a pedestrian circulation system which is insulated as completely as reasonably possible from the vehicular circulation system.

Staff Response: As stated, there is a proposed continuous six-foot wide pedestrian path that runs throughout the site connecting all three buildings to each other and to the sidewalk along Lake Worth Road. This pedestrian path will connect to the future sidewalk that will run along the east edge of Boutwell Road as part of the City's Boutwell Road Enhancement project. The applicant states that the pedestrian path will provide ADA interconnectivity between the buildings.

8. Design of ingress and egress drives. The location, size and numbers of ingress and egress drives to the site will be arranged to minimize the negative impacts on public and private ways and on adjacent private property. Merging and turnout lanes traffic dividers shall be provided where they would significantly improve safety for vehicles and pedestrians.

Staff Response: The applicant states that the two proposed drive aisles off of Boutwell Road are so that no access is given to vehicles off of Lake Worth Road. Restricting access to Boutwell Road will not increase any vehicle conflict points on Lake Worth Road, and will not negatively impact the safety of Lake Worth Road. Pedestrian access to the site is also brought to where the sidewalk meets the intersection, allowing pedestrians the opportunity to cross Lake Worth Road or Boutwell Road at the signalized intersection. In addition, the large Multi-Family development opposite Boutwell Road does not have drive aisle directly onto Boutwell Road. Therefore, the location, size and number of ingress and egress points to the site appear to be minimal and do not pose negative impacts to adjacent properties or to Boutwell Road and Lake Worth Road. The submitted traffic study states that the net traffic for the proposed uses during the AM peak hour is 5 v/hr for entering traffic and 3 v/hr for exiting traffic, and 19 v/hr for entering traffic and 23 v/hr for exiting traffic during PM peak hour.

9. Coordination of on-site circulation with off-site circulation. The arrangement of public or common ways for vehicular and pedestrian circulation shall be coordinated with the pattern of existing or planned streets and pedestrian or bicycle pathways in the area. Minor streets shall not be connected to major streets in such a way as to facilitate improper utilization.

Staff Response: As described above, the pedestrian access to the site is connected to where the sidewalk meets the signalized intersection of Lake Worth Road and Boutwell Road. The applicant states that having the pedestrian access in this location minimizes the pedestrian interaction with vehicular traffic. Having the pedestrian access in this location also provides the pedestrian the opportunity to cross either Boutwell Road with Lake Worth Road at a signalized intersection, and allows the pedestrian to access between each building at a highly visible drive aisle crossing.

10. Design of on-site public right-of-way. On-site public street and rights-of-way shall be designed to for maximum efficiency. They shall occupy no more land than is required to provide access, nor shall they unnecessarily fragment development into small blocks. Large developments containing extensive public rights-of-way shall have said rights-of-way arranged in a hierarchy with local streets providing direct access to parcels and other streets providing no or limited access to parcels.

Staff Response: There are no on-site public right-of-ways proposed on the site plan.

11. Off-street parking, loading and vehicular circulation areas. Off-street parking, loading and vehicular circulation areas shall be located, designed and screened to minimize the impact of noise, glare and odor on adjacent property.

Staff Response: As mentioned, the entire site, inclusive of the off-street parking, loading, and vehicular drive aisles, are screened from adjacent properties with the use of a six-foot high wall and continuous landscape buffer. The applicant states that the off-street circulation is designed to code. There are 64 parking spaces being provided, which meets and exceeds the requirement of 49 parking spaces. The loading area will be located on the east side of the site so as to not conflict with regular vehicle traffic on the site.

12. Refuse and service areas. Refuse and service areas shall be located, designed and screened to minimize the impact of noise, glare and odor on adjacent property.

Staff Response: Refuse and service areas are proposed to be located on the east side of the property, adjacent to the loading area. The applicant states that the refuse area will be screen with a six-foot high concrete masonry unit enclosure. In addition, there will be the aforementioned landscape buffer of 15 feet and additional six-foot high wall to the east which helps buffer the dumpster from the adjacent property to the east.

13. Protection of property values. The elements of the site plan shall be arranged so as to have minimum negative impact on the property values of adjoining property.

Staff Response: The applicant states that the development is designed without negative impact to adjacent property values. The development of this lot as a mixed-use commercial and warehouse center will create additional commercial and warehouse tenant space in the Mixed-Use West zoning district, and will continue to add to the City's tax base.

14. Transitional development. Where the property being developed is located on the edge of the zoning district, the site plan shall be designed to provide for a harmonious transition between districts. Building exteriors shall complement other buildings in the vicinity in size, scale, mass, bulk, rhythm of openings and character. Consideration shall be given to a harmonious transition in height and design style so that

the change in zoning districts is not accentuated. Additional consideration shall be given to complementary setbacks between the existing and proposed development.

Staff Response: The applicant states that this criterion is not applicable. The buildings are situated on the site so that the industrial warehouse uses are located on the northerly portion of the site, closest to nearby industrial land uses and the city's I-POC zoning district, and the office and retail uses are located on the more visible southerly portion of the site, adjacent to Lake Worth Road, one of the city's major thoroughfares and compatible with nearby developments within the Mixed-Use West zoning district.

15. Consideration of future development. In finding whether or not the above standards are met, the review authority shall consider likely future development as well as existing development.

Staff Response: The applicant states that no future development at this project is proposed. As stated above, the proposed site plan meets the intent of the Mixed-Use West land use category in the City's Comprehensive Plan. The proposal appears to fit with the urban fabric of the surrounding parcels, and provides potential growth opportunities for the Industrial Park.

Section 23.2-31 (I) – Community appearance criteria

1. The plan for the proposed structure or project is in conformity with good taste, good design, and in general contributes to the image of the City as a place of beauty, spaciousness, harmony, taste, fitness, broad vistas and high quality.

Staff Response: The proposed development of the subject site appears to be in conformity with good taste, good design, and contributes to the beautification of the City. The project massing is broken up into different, smaller buildings, and these buildings vary in height, which further breaks up the massing of the building and enhances the overall design of the site. The applicant states that the structures are lower in height and are in keeping with the adjoining residential property buildings. The design also meets the requirements of the Major Thoroughfare Design Guidelines, including but not limited to orienting the building toward the major thoroughfare (Lake Worth Road), putting the majority of parking behind the front building façade, and more.

2. The proposed structure or project is not, in its exterior design and appearance, of inferior quality such as to cause the nature of the local environment or evolving environment to materially depreciate in appearance and value.

Staff Response: The proposed development does not appear to be of inferior quality such as to cause the nature of the local environment to materially depreciate in appearance and value. In addition to the elements described in criterion 1 above, the applicant will also provide landscaping which will significantly increase the number and quality of trees and vegetation on the subject site.

3. The proposed structure or project is in harmony with the proposed developments in the general area, with code requirements pertaining to site plan, signage and landscaping, and the comprehensive plan for the City, and with the criteria set forth herein.

Staff Response: The proposed development of this site appears to be in harmony with the properties in the general area. As stated, much of the properties in the surrounding area, with the exception of the single-family structures, contain commercial and industrial uses, and vary in lot size and building height.

The multi-family development to the west of the site is also contains a building type that is compatible with nearby commercial development. As outlined earlier in this staff report, the project is in harmony with code requirements pertaining to site plan, signage, and landscaping as well as the City's Comprehensive Plan.

4. The proposed structure or project is in compliance with this section and 23.2-29, as applicable.

Staff Response: The application does not include a request for a Conditional Use Permit at this time. All businesses that will operate at this site will be subject to the review process outlined in the City's Use Table, LDR Section 23.3-6.

CONSEQUENT ACTION:

The Planning and Zoning Board's decision will be final for the Major Site Plan request. The Applicant may appeal the Planning and Zoning Board's decision to the City Commission.

STAFF RECOMMENDATION:

Staff has reviewed the documentation and materials provided, applying the applicable guidelines and standards found in the City of Lake Worth Zoning Code. The proposed Major Site Plan meets the criteria of the Comprehensive Plan, City's Strategic Plan and LDRs. Staff recommends that the Board approve the request for a +/-16,455 square foot mixed-use commercial and warehouse center at 2202 Lake Worth Road.

POTENTIAL MOTIONS:

Having reviewed the staff report and all attachments, and having heard the testimony of staff, the applicant, and the public, I MOVE TO APPROVE the request for a **Major Site Plan** for a +/-16,455 square foot mixed-use commercial and warehouse center at 2202 Lake Worth Road with the conditions recommended by staff in Attachment B, because the applicant has established by competent substantial evidence that the Major Site Plan meets the relevant criteria in the City's comprehensive plan, strategic plan, and LDRs.

Having reviewed the staff report and all attachments, and having heard the testimony of staff, the applicant, and the public, I MOVE TO DENY the request for a **Major Site Plan** for a +/-16,455 square foot mixed-use commercial and warehouse center at 2202 Lake Worth Road because the applicant has failed to establish by competent substantial evidence that the Major Site Plan meets the relevant criteria in the City's comprehensive plan, strategic plan, and LDRs.

ATTACHMENTS:

- Attachment A: Zoning Map
- Attachment B: Conditions of Approval
- Attachment C: Development Application
- Attachment D: Site Plan Package
- Attachment E: Traffic Study
- Attachment F: Stormwater Calculations