TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members

From: Staff

Date: September 17, 2010 Council Meeting

Subject: Local Government Comprehensive Plan Review
Draft Amendments to the Palm Beach County Comprehensive Plan
DCA Reference No. 10-2

Introduction

The Local Government Comprehensive Planning and Land Development Regulation Act, Chapter 163, Florida Statutes, requires that the Treasure Coast Regional Planning Council (TCRPC) review local government comprehensive plan amendments prior to their adoption. Under the provisions of this law, the Department of Community Affairs (DCA) prepares an Objections, Recommendations, and Comments (ORC) Report on a proposed amendment only if requested to do so by the local government, the regional planning council, an affected person, or if an ORC Report is otherwise deemed necessary by the DCA. If an ORC Report is to be prepared, then the TCRPC must provide DCA with its findings of consistency or inconsistency with the Strategic Regional Policy Plan (SRPP), and provide any comments and recommendations for modification on the proposed amendments within 30 days of its receipt.

Background

Palm Beach County is proposing text amendments to the Future Land Use, Transportation and Coastal Management Elements; and one amendment to the Future Land Use Map (FLUM) of the County Comprehensive Plan. The County has requested that the DCA carry out a formal review of the proposed amendments.

Evaluation

1. Inland Logistics Center (LGA 2010-024)

   This 850.0 acre property consists of 3 parcels of land located in the Glades area of Palm Beach County between the Cities of Belle Glade and South Bay; approximately 0.5 miles east of U.S. 27 and 0.5 miles north of SR 80 (see Exhibits 1-3). The property, for many years, has been used for agricultural purposes.
The Current FLUM designation is Low Density Residential (LR-3). The proposed FLUM designation is Industrial. The land uses on surrounding lands are:

<table>
<thead>
<tr>
<th></th>
<th><strong>Existing Use</strong></th>
<th><strong>FLUM Designation</strong></th>
</tr>
</thead>
<tbody>
<tr>
<td><strong>North</strong></td>
<td>Canal, golf course, agricultural</td>
<td>LR-3, Recreational (Belle Glade)</td>
</tr>
<tr>
<td><strong>East</strong></td>
<td>Canals, ditches, agricultural</td>
<td>LR-3, Institutional (Belle Glade), Residential (South Bay)</td>
</tr>
<tr>
<td><strong>South</strong></td>
<td>Canal, agricultural</td>
<td>Industrial (South Bay)</td>
</tr>
<tr>
<td><strong>West</strong></td>
<td>North New River Canal Right-of-Way</td>
<td>LR-3</td>
</tr>
</tbody>
</table>

The property is within the Glades Tier Urban Service Area (see Exhibit 2) and the Glades Economic Development Overlay. The Glades Tier includes over 800,000 acres, most of which is used for agricultural purposes; primarily sugar cane production. However, it also includes an urbanized area along the southeastern side of Lake Okeechobee including the Cities of Belle Glade, Pahokee and South Bay. Population has changed little in the area for several decades. There is a long standing and well-documented need for economic development in the area. The unemployment rate in the Glades was estimated at 40 percent in 2009.

The proposed use of the site is for an Inland Logistics Center (ILC) that would serve as an extension of services provided at a terminal, and could combine transportation, warehouse/distribution, supporting office, industrial, manufacturing and assembly uses. The County’s proposed formal definition of an ILC is “an inland multimodal facility, receiving/sending cargo to/from south Florida ports that provides off-port cargo storage, consolidation, repackaging and transfer of goods. The facility may include other intermodal terminals, and related transportation facilities, warehousing/distribution, and associated office, light industrial, manufacturing, and assembly uses. Structures and uses not accessory to the forgoing facilities and allowed uses are prohibited in an Inland Logistics Center. Transportation modes to and from the center may include roads rail and air”. This site is one of several originally proposed for an inland port. However, the Port of Palm Beach is no longer pursuing the development of an inland port.

In amendment round #09-1, the County proposed another site about five miles south of this site for an inland port. However, the proposed FLUM amendment for the Okeelanta site was found not in compliance by the DCA due to concerns about potential impacts on Everglades restoration efforts. The County executed a settlement agreement with the DCA to resolve the noncompliance finding. Under the compliance agreement, the Okeelanta site amendment proposed in amendment round #09-1 had to be rescinded and a proposed amendment was to be submitted for the current ILC site. The new site is considered preferable because it is:

A. Located within an existing Urban Services Area as designated in the Comprehensive Plan;
B. Located within the Glades Economic Development Overlay designated in the comprehensive plan;
C. Located within a Rural Area of Critical Economic Concern designated by the Governor of Florida in Executive Order 06-34;
D. Not inconsistent with and does not interfere with current Everglades restoration strategies and programs (including but not limited to projects in the Comprehensive Everglades Restoration Program or projects proposed for consideration in the “River of Grass” project planning) or Lake Okeechobee restoration;
E. Compatible with existing and planned land uses in the vicinity;
F. Within .2 mile of connections to central water and sewer;
G. Proximate to regionally significant road and rail transportation facilities; and
H. Proximate to existing residential areas and public facilities and services of the Tri-Cities Area.

The landowner of the ILC site intends to proceed with the development of an inland logistics center despite the recent decision by the Port of Palm Beach. The justification for the amendment provided by the landowner is based on the following:

- Consistency with Economic Development Goals of the County
  
  - Establishing an inland port is one of the priority strategic directions contained within the County’s Strategic Economic Development Plan adopted by the Board of County Commissioners in 2007.
  - An inland port was identified as a potential avenue for improving the quality of life of western communities’ residents by the Lake Okeechobee Regional Economic Alliance of Palm Beach County in 2007.
  - The amendment site is adjacent on its south and southwest perimeters to a designated “enterprise zone” established in the City of South Bay to target economic development.
  - The amendment site is also adjacent to a State-designated Rural Area of Critical Economic Concern in South Bay.

- Location
  
  - The Cambridge Systematics’ Final Report of the South Florida Inland Port Feasibility Study prepared for the FDOT in June 2007 identified several characteristics of established ILCs or inland ports, such as access to larger markets, multi-modal capabilities, and access to sufficient labor. The Cambridge study found that a location south of Lake Okeechobee is likely the best option for multiple market access due to north-south and east-west connectivity. The amendment site, south of Lake Okeechobee, provides access to an available workforce in the western communities that has historically experienced higher than average unemployment.
  - The amendment site is located in the Urban Service Area, approximately .2 mile east of existing water and wastewater facilities serviced by the Glades Utility Authority.
• Lack of Industrial Land Availability

- The largest acreage of industrially designated land in the vicinity consists of two parcels totaling approximately 1200 acres, owned by the Florida Board of Trustees of the Internal Improvement Trust Fund Department of Corrections. These public lands are restricted to correctional work programs by lease to a third party until 2052.
- Six other property owners were identified as owning contiguous parcels with over 100 acres, but well below the size necessary to accommodate an ILC.
- Smaller acreages located throughout the western communities and unincorporated area are not suitable due to their scattered locations and lack of contiguity.

The County staff report indicates that many of the residential FLUM designations in the area date from the 1972 Comprehensive Plan, when they were considered necessary to spur economic development in the area. The availability of land designated industrial in the area is limited to small and scattered sites. A number of visionary processes, community planning efforts and economic development incentives have identified the need for economic development and job creation in the area. These efforts include:

- the June 2006 “Visioning in the Glades” Report;
- the inclusion of the Glades area in a Rural Area of Critical Economic Concern designated by the Governor of Florida;
- the demographic data and statistics on population growth, income, unemployment, and housing conditions provided by the U.S. Census Bureau, the University of Florida, and local municipal officials;
- the County’s adoption of the Glades Economic Development Area Overlay in the Comprehensive Plan;
- the findings of the 2007 Economic Development Summit convened by the Lake Okeechobee Regional Economic Alliance of Palm Beach County; and

The County indicates that the proposed amendment is consistent or not-in-conflict with a number of County economic development directives and policies. The County does not consider the present FLUM designation of residential as appropriate. There are concerns that the acquisition of other lands in this area for Everglades restoration will further exacerbate existing economic conditions. The Governor has already designated the Glades as a Rural Area of Critical Economic Concern. The development of the site will not interfere with current Everglades’s restoration strategies or programs. Adequate public services and facilities are available, except roadway capacity. There are long-range deficiencies on portions of U.S. 27 and SR 715 identified in the 2035 Long Range Transportation Plan. As a result, the County is amending Policy 3.5-d (see Attachment A) of the Future Land Use Element to exempt the ILC site from compliance. This includes a limitation on the number of net daily vehicle trips and other conditions shown in Attachment B.
The County is continuing to work with the Cities of Belle Glades and South Bay on an Interlocal Service Boundary Agreement. Both cities have expressed an interest in annexing the site.

2. Wellington Medical Arts District CRALLS Text and Map Amendment

This amendment would revise the Transportation Element and Map Series (see Exhibit 4) to designate several roadways/intersections as Constrained Roadways at a Lower Level of Service (CRALLS) exclusively for the Wellington Medical Arts District (MAD). The amendment application was made by the Village of Wellington and is necessary to allow concurrency for the MAD which consists of 210 acres in 9 separate properties including the Wellington Regional Medical Center. A letter from the Village to DCA Secretary Pelham dated July 29, 2010 puts the MAD in perspective with regards to the Village Economic Development Initiative (see Attachment C). The intent of the MAD is to: “create an integrated campus consisting of a hospital; medical and professional offices; professional and technical medical education facilities; medically-oriented activities such as research and development laboratories and manufacturing facilities; residential opportunities for students, employees and residential congregate living facilities; and commercial, retail and hotel uses to support the overall campus”.

A conceptual plan for the MAD (see Exhibit 5) estimates development of 2.3 million square feet of hospital, medical and professional offices, educational, research and development, manufacturing, residential and commercial facilities. Existing development consists of approximately 725,000 square feet with the hospital totaling 205,190 square feet. The Village estimates there will be 5,000 – 6,000 jobs in the MAD at build out.

Previous efforts have been made to complete a SR 7 Corridor Master Plan for an 8-mile section of the corridor in the area of the MAD. Efforts to complete the plan resumed in 2007 at the initiative of the Village of Wellington, but disagreements including those expressed by the Village of Royal Palm Beach resulted in a discontinuation of the effort. Existing County policy allows a lower level of service (LOS) for specific roadway segments and intersections if planning and public policy goals are in conflict with LOS requirements.

As part of a recommendation of denial, the County staff pointed out:

1. The proposed MAD allows for land uses such as self-storage, apartments, hotel, general and government offices, retail, etc. Only hospital and hospital related uses qualify under a public purpose exception.
2. The CRALLS amendments would require a variance from the Florida Department of Transportation for impacts to Southern Boulevard, a Strategic Intermodal System facility. This would be inconsistent with County Policy.
3. CRALLS mitigation measures prepared by the Village (see Attachment D) need greater specificity, including more detail about how and when they would be implemented and monitored.
4. Only a conceptual master plan has been prepared for the MAD.
5. The amendment would significantly impact the ability of other properties in the area to meet concurrency by reserving a large amount of traffic capacity for the proposed project.

6. The CRALLS application is premature.

7. Some of the proposed segments to be designated as CRALLS are not warranted, because widening of these segments are anticipated in the Long Range Transportation Plan.

However, the County staff acknowledged the potential benefits of the MAD and recommended working with the Village on plan amendments to address the various issues. The Local Planning Agency for the County also recommended denial (11-1), expressing concerns about the lack of a developed and adopted master plan for the MAD and the failure to comprehensively address traffic impacts from other properties in the area.

The Village seeks the designation of 11 segments or intersections as CRALLS. Additional conditions are proposed for the amendments, as are CRALLS mitigation measures (see Attachment D). The background/history of the MAD and the need for the CRALLS according to the Village is shown in Attachment E. According to the Village, this MAD initiative is nearly identical in terms of goals, intents, requirements and traffic impacts to the SR 7 Economic Development Overlay designated by the County to the immediate north of the MAD site.

A letter from the City of Greenacres regarding the CRALLS application dated June 18, 2010 is included as Attachment F.

3. General Future Land Use Revisions

This amendment would revise the Future Land Use Element to allow medical office uses on properties with an Institutional and Public Facilities FLUM designation only within projects with a hospital or medical center use and on sites that received a prior amendment specifically for medical office uses. Previously, County policy prevented “mid-block” locations from receiving a Commercial FLUM designation. As a result, the County has begun to see amendment requests for the Institutional FLUM designation for medical office uses. The Institutional FLUM designation allows both public and private uses, but was not intended for free-standing medical office uses.

County policy now allows the consideration of the Commercial Low Office designation in mid-block locations. This designation is considered the most appropriate one for medical office uses. The proposed amendment revises the Future Land Use Element Regulation Section under Institutional and Public Facilities.

4. Coastal Management Element Text Updates

This is a County-initiated amendment to reflect updated information on the Lake Worth Lagoon Management Plan, Manatee Protection Plan, Coastal Construction Control Line, Sea
Turtle Management Plan, and Coastal Council. The amendments will update and revise the Coastal Management Element as follows:

- Countywide Beaches and Shores Council is being replaced with Coastal Council consistent with two BCC resolutions (R-2004-1344 and 1345) dated June 8, 2004.
- Policy 1.1-c modifications will accurately reflect the County’s authority to protect wetland habitats, and reflect the County’s role in commenting on shoreline alteration and construction permits.
- Policy 1.1-g modifications will accurately reflect County coordination regarding South Florida Water Management District activities.
- The requirement to develop a formal Sea Turtle Management Plan will be removed from the Policy 1.1-l as most of the components of such a plan are already being implemented.
- Policy 1.2-c is being deleted since the revised Coastal Construction Control Line has already been established.
- Additional modification will improve readability and correct errors throughout the Element.

Extrajurisdictional Impacts

The proposed amendments were provided to the Palm Beach County Intergovernmental Plan Amendment Review Committee by the County and were noticed to surrounding local governments and agencies on June 18, 2010. Council is not aware of any objections to the proposed amendments.

Effects on Significant Regional Resources or Facilities

Analysis of the proposed amendments for the ILC and the Wellington MAD suggest there will be adverse impacts to the regional roadway network, including SR 80, an SIS facility. These impacts should be limited by conditions to the amendments.

Analysis of Consistency with Strategic Regional Policy Plan

A. Inland Logistics Center (LGA 2010-024)

Council recognizes that this proposed amendment is part of a settlement agreement to resolve the finding of not in compliance for the Okeelanta site amendment proposed in amendment round 09-1. Furthermore, the County has provided additional support for the amendment including:

- The location of the property within the Glades Economic Development Overlay and the urban service area.
- The need in the Glades Area for larger properties designated for industrial use.
- A recommendation from an inland port feasibility study that a site south of Lake Okeechobee would be the best option for north/south and east/west connectivity.
- That the development of the property is unlikely to interfere with the Everglades Restoration Program.

In addition, conditions have been attached to the amendment regarding a limitation of traffic to be generated from development, monitoring of traffic volume on US 27 and SR 80 and coordination with the South Florida Water Management District on stormwater management and the Comprehensive Everglades Restoration Plan.

The proposed amendment is considered to be consistent with Regional Goal 3.1 (An improved economy for the Region’s distressed communities); Strategy 3.1.1 (Carry out activities designed to assist distressed neighborhoods to share in the overall prosperity of the Region); Policy 3.1.1.5 (Support local efforts to address the problems of distressed communities); and Regional Goal 3.6 (Diversification of the year-round economy and establishment of an economic climate that will allow the Region to compete effectively in the global economy).

A conceptual development plan or a planning study for this site was not included in the amendment materials. Regional Policy 1.1.2.3 calls for a planning study to evaluate development proposals of this nature. A conceptual plan would provide an indication of roadway access to the site and allow for an assessment of impacts from site development including those to the existing street network of the Cities of Belle Glade and South Bay consistent with SRPP Policy 7.1.2.9.

The County should consider adding the following additional conditions:

1. the completion of a multijurisdictional traffic analysis consistent with SRPP Policy 7.1.2.9;
2. a requirement that the landowner plan for, site and construct a transit stop with transit ridership amenities (SRPP Policy 7.1.4.2), and coordinate with Palm Tran on transit services to the site; and
3. the preparation of a cost estimate of the railway improvements or enhancements that would be necessary to connect to the rail line that runs near the site.

B. Wellington Medical Arts District CRALLS Text and Map Amendment

The intent of the MAD as stated in the amendment materials is consistent with Regional Goal 3.6 (Diversification of the year-round economy and establishment of an economic climate that will allow the Region to compete effectively in the global economy); and more particularly with the following policies:

- 3.6.1.1 – Local governments should develop areawide land use plans that will increase opportunities for business and commerce.
3.6.1.2 – Recruit desired businesses that would provide year-round employment opportunities.

3.6.1.3 – Identify locations for and encourage development of economic clusters for business that would benefit from being located near related industries in the Region.

3.6.1.4 – Support the development of clean industry clustering (e.g. aerospace, marine, aquaculture) at appropriate locations in the region, as identified by county and local economic/business development organizations.

However, the SRPP Regional Strategy 8.1.1 is to provide levels of public services necessary to achieve a high quality of life, cost effectively and Policy 8.1.1.1 is that all development should take place concurrent with or after the provision of necessary infrastructure and services. The SRPP also indicates that support for requests for lower levels of service and establishment of transportation concurrency areas should be in areas where it can be demonstrated that levels of mobility and convenience will be maintained or increased through other modes of transportation or land use corrections (SRPP Policy 7.1.4.4).

The County is faced with competing goals. On the one hand, the establishment of a MAD with ultimate employment of 5,000 – 6,000 jobs meets the intent of a number of local/regional goals and would help to improve the jobs/housing balance in this area of the County. However, in order to do so, several roadway segments and intersections must operate at lower than established levels of service. Furthermore, development at the scale estimated in the conceptual plan for MAD may make it more difficult to develop/redevelop other properties within the SR 7 Corridor.

If the County decides to adopt this amendment, it is recommended that they consider the following:

1. The amount of retail development on the MAD site be limited (see Attachment F, letter from City of Greenacres); and that the type of retail development be restricted to those that would directly serve the employees and residents of the MAD.

2. That any impacts on Southern Boulevard, a Strategic Intermodal System facility, be approved by the Florida Department of Transportation.

3. That CRALLS mitigation measure #9 regarding mass transit be strengthened to require additional transit amenities, consistent with SRPP Policy 7.1.4.2.

4. Since the master plan for the MAD is only conceptual, the amount of development permitted should be conditioned so that other properties in the SR 7 Corridor retain the ability to develop/redevelop. If the success of the MAD becomes such that capacities become extremely limited, stronger measures to require multimodal transportation may be necessary.
Consistency with Strategic Regional Policy Plan

The contract agreement with the DCA requires the TCRPC to include a determination of consistency with the SRPP as part of the written report to be submitted to the DCA. The TCRPC finds the proposed amendments to be CONSISTENT with the SRPP. The County is encouraged to consider the conditions recommended above for the ILC and Wellington MAD amendments.

Recommendation

The Treasure Coast Regional Planning Council should adopt the above comments and instruct staff to transmit the report to the Department of Community Affairs.

Attachments
List of Attachments

Attachments

A  Exhibit 2 from Palm Beach County Staff Report – Inland Logistics Center
B  Exhibit 1 from Palm Beach County Staff Report – Inland Logistics Center
C  July 29, 2010 Correspondence from L. Martin Hodgkins, Strategic Planning and Economic Development Director, Village of Wellington to Secretary Pelham with respect to Wellington Medical Arts District
D  Exhibit 1 from Palm Beach County Staff Report – Wellington Medical Arts District
E  Exhibit 2 from Palm Beach County Staff Report – Wellington Medical Arts District
F  June 18, 2010 Correspondence from Thomas Lanahan, Planning and Engineering Director, City of Greenacres to Khurshid Mohyuddin, Principle Planner, Palm Beach County with respect to Proposed Wellington Medical Arts District CRALLS
Exhibit 2
Proposed Text Amendment
(Note: This exhibit becomes part of the adopting ordinance.)

A. Future Land Use Element, Inland Logistics Center Amendment

REVISION: To revise Policy 3.5-d to add implementing provisions for an inland logistic center. The revisions are shown with the added text underlined, and the deleted text struck out. Text which has double strike-throughs and underlines reflects changes made following the transmittal of the proposed amendment.

REVISED Policy 3.5-d: The County shall not approve a change to the Future Land Use Atlas which:

1) results in an increase in density or intensity of development generating additional traffic that significantly impacts any roadway segment projected to fail to operate at adopted level of service standard “D” based upon cumulative traffic comprised of the following parts a), b), c) and d):

a) Projected traffic volumes from the MPO’s latest adopted Long Range Transportation Plan (LRTP) as amended to include latest available Future Land Use Atlas amendments that became effective subsequent to the adoption of the LRTP, and

b) Projected traffic from proposed land use amendment, and

c) Projected traffic from latest available Land Use Atlas amendments that were previously adopted but have not yet become effective, and

d) Projected traffic from concurrent Land Use Atlas amendments that are approved in the same Comprehensive Plan Amendment Round that significantly impact the same roadway segments as the proposed land use change.

For purposes of applying this Policy, traffic from land use amendments in parts b), and c) shall be layered on top of traffic from part a). If the cumulative traffic from parts a), b), and c) violates this Policy, then the traffic study for the land use amendment shall not be pre-approved by the Traffic Division and the land use amendment application shall not be accepted by the Planning Division for consideration in the current Comprehensive Plan Round.

Traffic from land use amendments in parts b), c), and d) shall then be layered on top of traffic from part a). If the cumulative traffic from parts a), b), c) and d) violates this Policy, then this information shall be provided to the County Commission for consideration in deciding which land use amendments and what densities/intensities for these amendments can be approved in the current Round to comply with this Policy.

Significant impact shall be as defined in Table 3.5-1.
TABLE 3.5-1
Significant Impact

<table>
<thead>
<tr>
<th>Net Trip Generation**</th>
<th>Distance</th>
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</thead>
<tbody>
<tr>
<td>1 - 50</td>
<td>No significant impact</td>
</tr>
<tr>
<td>51 - 1,000</td>
<td>Only address directly accessed link on first accessed major thoroughfare*</td>
</tr>
<tr>
<td>1,001 - 4,000</td>
<td>One (1) mile*</td>
</tr>
<tr>
<td>4,001 - 8,000</td>
<td>Two (2) miles*</td>
</tr>
<tr>
<td>8,001 - 12,000</td>
<td>Three (3) miles*</td>
</tr>
<tr>
<td>12,001 - 20,000</td>
<td>Four (4) miles*</td>
</tr>
<tr>
<td>20,001 - up</td>
<td>Five (5) miles*</td>
</tr>
</tbody>
</table>

* A project has significant traffic: (1) when net trip increase will impact FIHS and SIS facilities which are already exceeding the adopted LOS or cause the adopted LOS for FIHS or SIS facilities to be exceeded; and/or (2) where net trip increase impacting roads not on the FIHS or SIS is greater than one percent (1%) for volume to capacity ratio (v/c) of 1.4 or more, two percent (2%) for v/c of 1.2 or more and three percent (3%) for v/c of less than 1.2 of the level of service "D" capacity on an AADT basis of the link affected up to the limits set forth in this table. The laneage shall be as shown on the MPO's latest adopted LRTP.

** When calculating net trip increase, traffic associated with all prior Land Use Atlas amendment approvals for the property that has not yet received development order approvals, shall be cumulatively included in the analysis. Consideration will also be given to alternative modes of transportation (i.e. bicycle lanes, bicycle paths, bus lanes, fixed rail, and light rail facilities) in reducing the number of net trips. These alternative modes must either be operating at the time of the change to the Future Land Use Atlas or be included in both the Transportation Element (Mass Transit) and the Capital Improvement Element of the Comprehensive Plan.

or;

2) results in a project that fails Test 2 regulations adopted to implement TE Policy 1.1-b.

This policy shall not be applicable to:
1) an Agricultural Enclave pursuant to Florida Statutes section 163.3162(5); This policy shall not be applicable to
2) the area designated as SR-7 Economic Development Overlay (EDO);
3) The area designated as Industrial in the Urban Service Area of the Glades Tier, identified by the following property control numbers: 00-36-44-01-00-000-5040; 00-36-44-01-00-000-5030, and 00-36-44-01-00-000-5020.
## Exhibit 1

<table>
<thead>
<tr>
<th>Amendment No.:</th>
<th>Inland Logistics Center (LGA 2010-024)</th>
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<tbody>
<tr>
<td>FLUA Page Nos.:</td>
<td>133, 136</td>
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<tr>
<td>Amendment:</td>
<td>Low Residential 3 (LR-3) to Industrial (IND)</td>
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<tr>
<td>Location:</td>
<td>West end of Avenue E approximately .15 mile south of West Canal Street North, approximately one-half (½) mile east of U.S. Highway 27 and approximately ½ mile north of State Road 80.</td>
</tr>
<tr>
<td>Size:</td>
<td>849.86 Acres</td>
</tr>
<tr>
<td>Property No.:</td>
<td>00-36-44-01-00-000-5040, 00-36-44-01-00-000-5030, 00-36-44-01-00-000-5020</td>
</tr>
</tbody>
</table>

### Conditions:

1. Building permits for development generating more than 907 net AM peak hour vehicle trips and/or 669 net PM peak hour vehicle trips may not be issued prior to December 31, 2014 unless the property owner is able to demonstrate that the transportation concurrency requirements have been satisfied for additional development, or additional development is otherwise permitted by applicable laws and ordinances at time of development order application.

2. Development of the subject site is limited to a development program which generates no more than 46,789 net daily vehicle trips.

3. Commencing in the year 2012, and continuing every other year thereafter through the buildout of the project, the developer shall collect hourly directional counts for a 24-hour period on US 27 between the project entrance and SR 80. Counts shall be conducted for three consecutive days from Tuesday through Thursday during one of the following months: January, February or March. These data shall be submitted to the County Engineer and Planning Director no later than April 30th of each reporting year. Continued development of the project shall be permitted provided the traffic counts collected do not exceed the LOS D threshold for a Class I facility in an urbanized area (utilizing FDOT Generalized Level of Service Guidelines Manual service volumes). If that threshold is exceeded, no further development shall be allowed until it can be demonstrated to the Palm Beach County Engineer and the Florida Department of Transportation that peak-season, peak-hour, peak-direction traffic is operating at level of service D or better, or additional development is otherwise permitted by applicable laws and ordinances at that time.

4. Uses allowed on the 850-acre site shall be limited to those contained in the definition of "Inland Logistics Center" adopted by the County on August 25, 2009, by Ordinance 2009-026, which amended the Introduction and Administration Element of the County's comprehensive plan.

5. The applicant shall consult and coordinate with the South Florida Water Management District (SFWMRD) prior to re-zoning for the entire 850-acre site, to ensure that the development, operation, maintenance and possible future expansion of the SFILC will not conflict with the Comprehensive Everglades Restoration Plan and the Northern Everglades and Estuaries Protection Program.
6. A hazardous waste and materials management plan will be submitted to the County, the Florida Department of Environmental Protection (FDEP) and the SFWMD for review and approval prior to re-zoning for the entire 850-acre site. At a minimum, the plan shall include FDEP's best management practices for the storage, handling and emergency release of hazardous waste and materials, and a worst-case scenario response plan that includes containment and monitoring.

7. All development on the entire 850-acre site shall be required to connect to central water and wastewater services provided by the Glades Utility Authority.

8. The surface water management system for the SFILC will be designed to meet all applicable requirements of the County, the SFMWD, the FDEP, and the United States Environmental Protection Agency and, to the extent not otherwise required by those regulatory programs, shall include the following additional features:

   A. A plan for the prevention, containment, countermeasures, and remediation of spills of chemicals listed in the Emergency Planning and Community Right-to-Know Act (Title III of the Superfund Amendments and Reauthorization Act of 1986), as well as chemicals listed under section 112(r) of the Clean Air Act. Remediation shall include monitoring for a specific period of time, based on the type and amount of chemical constituents involved and the containment and countermeasures undertaken.

   B. Implementation of the SFWMD's best management practices to further reduce the potential for hydrocarbons to reach the stormwater system. This approach will include the following:
      - Routine sweeping and scrubbing of paved areas.
      - If deemed appropriate by the SFWMD, the installation and maintenance of "first-flush" system(s) to reduce hydrocarbon and nutrient loads by separating highly concentrated flows for pre-treatment and/or separate treatment. To the extent appropriate for the site, the first-flush system(s) will include the use of diversion inlets, grit chambers (baffle boxes), and oil-water separators, as well as baffles/skimmers on discharge structures of wet detention ponds.

The applicant shall submit a proposed surface water management plan meeting the requirements listed in this Paragraph 5 to the SFWMD for review and approval in conjunction with review and approval of an application for an Environmental Resource Permit for the entire 850-acre site.

9. Implementation of the following low-impact development features:
   - Minimization of paved surfaces; use of bio-retention and bio-filtration systems for stormwater management; incorporation of green roofs into building design and construction; use of pervious pavement for employee parking; and use of reclaimed stormwater for all irrigation needs within the 850-acre site.
July 29, 2010

Secretary Thomas G. Pelham  
Florida Department of Community Affairs  
2555 Shumard Oak Boulevard  
Tallahassee, Fl. 32399-2100

Dear Secretary Pelham,

In 2008 the City of Wellington created the “Economic Development Initiative” (EDI). The EDI is a long-term effort to develop a broad economic vision for Wellington through a variety of initiatives. The initiatives recognize current economic realities and are intended, wherever possible, to capitalize on existing strengths and current projects within Wellington. The EDI program was incorporated into the Wellington Comprehensive Plan in July of 2009 as part of Wellington’s Evaluation and Appraisal Report revisions. Each of the eight EDI initiatives is currently underway in one form or another. The Wellington Medical Arts District (MAD) is one of these initiatives.

The MAD consists of approximately 210 acres and is located at the intersection of State Road 7/US 441 and Forest Hill Boulevard. This effort will consolidate the properties of 8 major owners. Each property owner has worked with staff during development of the MAD and has signed a non-binding letter of agreement for moving forward with the MAD concept.

The District is intended to utilize Wellington’s largest private employer, the Wellington Regional Medical Center, as an economic engine to assist with creation of family-sustaining professional and technical employment opportunities for residents of both Wellington and Western Palm Beach County. Currently there is approximately 1.2 million square feet of existing and permitted development within the MAD. The conceptual plans for the MAD estimate construction of an additional 1.1 million square feet of hospital, medical and professional office, educational, research and development, manufacturing, residential, and commercial support facilities. It is estimated approximately 5,000 to 6,000 jobs ultimately would result at buildout of the entire District.

Wellington and much of the surrounding area consists of suburban, largely bedroom communities. In a five-mile radius there are approximately 55,000 Wellington residents and approximately 165,000 residents of Royal Palm Beach, Loxahatchee Groves and unincorporated Palm Beach County. The MAD proposes to create a local employment center
In the immediate area and significantly reduces commute time for many of these residents.

From 2006 through 2008, Wellington initiated and participated in the State Road 7 Corridor Master Plan, a plan that actually was the responsibility of Palm Beach County. This multi-jurisdictional plan identified potential development and redevelopment sites within an 8 mile segment of State Road 7. The effort was disbanded based largely upon a lack of support for decreasing levels of service along State Road 7.

The MAD supports national, state and local policies for sustainable development. It utilizes compact development principles, creates higher wage employment, attracts "industries of the mind" and prevents the sprawl development that will likely occur if the properties are developed independently.

Development of the MAD is projected to result in a decreased level of service for adjacent roadways. In order to move forward with development of the MAD a Constrained Roadway at Lower Level of Service designation or "CRALLS", or similar traffic exemption, will be required by Palm Beach County and requires an amendment to their comprehensive plan.

An application requesting a CRALLS designation and comprehensive plan amendment was submitted to PBC by Wellington for the 2010-02 CPA round. Wellington staff coordinated with PBC staff on the CRALLS application although PBC Planning and Engineering staff ultimately recommended denial. Despite the staff recommendation, the PBC Board of County Commissioners approved, on a 5-2 vote, transmittal of Wellington's application to the Department of Community Affairs on July 21, 2010.

Wellington believes that the MAD is a sustainable, long-term planning vision and feel this effort represents planning for people rather than cars. This proposal meets a multitude of criteria repeatedly cited as desirable characteristics for development in a suburban area.

We would greatly appreciate a meeting with you in Tallahassee to familiarize you and your staff with the specifics of the district. The MAD is an exceptionally important component of Wellington’s economic plan and we believe a meeting with DCA would be of benefit to all and will help illuminate the benefits of the MAD.

We will follow up with your office to request a meeting in mid-August and look forward to discussing the MAD with you and your staff.

Sincerely,

[Signature]
L: Martin Hodgkins
Strategic Planning and Economic Development Director

CC: Wellington Council
Senior Staff
Sheri Coven, Florida Department of Community Affairs
Exhibit 1 – As proposed by the City of Wellington

A. Transportation Element, Wellington Medical Arts District CRALLS

REVISIONS: To create CRALLS for the Wellington Medical Arts District. The revision is shown with the added text underlined.

Policy 1.2-f.44:

44. a. The following roadway segments and intersections are hereby designated as CRALLS facilities exclusively for the purposes of concurrency for Wellington Medical Arts District (MAD) intensities and densities to be developed as a single Master Plan.

1) Okeechobee Boulevard from Royal Palm Beach Boulevard to Wildcat Way
   Peak hour directional standard: 2826 vehicles per hour

2) Southern Boulevard from Big Blue Trace to Forest Hill Boulevard
   Peak hour directional standard: 2767 vehicles per hour

3) Southern Boulevard from Forest Hill Boulevard to Royal Palm Beach Boulevard
   Peak hour directional standard: 3535 vehicles per hour

4) Southern Boulevard from Royal Palm Beach Boulevard to SR 7
   Peak hour directional standard: 4593 vehicles per hour

5) Southern Boulevard from SR 7 to Sansbury’s Way
   Peak hour directional standard: 4654 vehicles per hour

6) Southern Boulevard from Sansbury’s Way to Pike Road
   Peak hour directional standard: 4328 vehicles per hour

7) SR 7 from Forest Hill Boulevard to Pioneer Road
   Peak hour directional standard: 3994 vehicles per hour

8) Lyons Road from Lantana Road to Lake Worth Road
   Peak hour directional standard: 956 vehicles per hour

9) Lyons Road from Forest Hill Boulevard to Southern Boulevard
   Peak hour directional standard: 1111 vehicles per hour

10) Intersection of SR 7 and Southern Boulevard (SR 80)
    HCM Average Control Delay = 133.9 secs/veh
    CMA – Critical Sum: 1569
    In addition, the maximum queue length (95th percentile) projected by the HCM signalized intersection analysis shall not exceed the available storage on the east and west ramps from SR 80 to their at grade intersections with SR 7 so as not to interfere with the movement of east-west through traffic on
SR 80.

11) Intersection of SR 7 and Forest Hill Boulevard
    CMA – Critical Sum: 1805

b. This CRALLS designation shall no longer be in effect after December 31, 2030.

c. With the exception of extensions to valid development orders and/or redevelopment having the effect of retaining the same or a lesser amount of traffic generation as the prior approval, no development order or permit that is dependent on this CRALLS shall be issued unless and/or until:

1) all unincorporated properties located on the west side of State Road 7 between Old Hammock Way to the north and Forest Hill Boulevard to the south are annexed into Wellington;

2) a legally binding agreement, initiated by Wellington, that allocates the traffic capacity derived by this CRALLS between all properties and/or owners within the MAD is recorded in the public record; and

3) a Master Plan for the entirety of the MAD is approved by the Wellington Council that
   i) allows for mixed/multiple uses;
   ii) provides for shared use of points of ingress/egress to State Road 7 and Forest Hill Boulevard by all properties within the MAD;
   iii) provides pedestrian, bicycle, transit and vehicular connections to and between all properties within the MAD; and
   iv) provides for a common storm water management system and other customary public infrastructure.

d. The following CRALLS Mitigation Measures are to be implemented in conjunction with the Wellington Medical Arts District CRALLS including:

1) The project shall provide a contribution ("mitigation fee") to help cover some of the funding shortfall for various transportation related improvements at a minimum of 1.5 times the applicable impact fee, to be used towards off-site roadway, intersection, and multi-modal improvements including, but not limited to:
   1. the Lyons Road extension from Stribling Way to Lake Worth Road,
   2. turn lane improvements at the SR 80/SR 7 intersection
   3. operating funds for PalmTran express bus service from the Wellington/Royal Palm Beach area to the City of West Palm Beach.
This mitigation fee shall be paid concurrent with building permit issuance.

2) The Project shall provide vehicular, bicycle, and pedestrian interconnectivity to existing residential developments of Black Diamond and Polo Chase, if allowed by these developments. Such interconnectivity shall be recommended by Wellington staff as conditions of approval in conjunction with any development order amendments requested by these residential developments. However, if no development order amendments have been requested 6 months after the CRALLS effective date, the requests for interconnectivity shall also be submitted directly to these developments.

3) The Project shall provide pedestrian, bicycle, and vehicular interconnectivity between all parcels within the Medical Arts District. Pedestrian connections between adjacent parcels or between building clusters within a single parcel shall be provided at a minimum spacing of every 500 feet of building frontage or property line, and should be designed and located to maximize safe and convenient access to buildings, roadway corridors, transit stops, and parking areas.

4) Due to internal connectivity between parcels, the Project shall limit access points along SR 7 to no more than the number and spacing permitted by the applicable State Access Management Classification. In addition, only one additional traffic signal along SR 7 may be requested for MAD and it shall be located insofar as possible to establish a 0.25 mile-spacing between signals, subject to permit approvals.

5) Prior to issuance of final certificates of occupancy for new development on each MAD parcel, the Project shall improve bus shelters along the frontage of SR 7 and Forest Hill Boulevard in locations approved by PalmTran and other applicable permit agencies.

6) Prior to issuance of final certificates of occupancy for new development on each MAD parcel, the Project shall provide covered bicycle racks or lockers to accommodate commuters using alternative modes of transportation. Minimum requirements for Bicycle Parking Facility shall be 1 bicycle space per 25 vehicle parking spaces for Non-Residential land uses and 1 bicycle space per 4 dwelling units for multi-family Residential land uses. The secure bicycle parking facility must be provided within 75 feet of the entrance to buildings that cyclists will most likely use. Where there is more than one building on a site, or where a building has more than one main entrance, the parking must be distributed to serve all buildings or main entrances.

7) The Project shall implement parking strategies that allocate a minimum of 5% of all parking spaces as preferred parking for alternative vehicles and car pool vehicles per LEED requirements. Preferred parking programs shall include special decals or other Program identification on participant vehicles and special marking or signs for the parking spaces. Preferential parking spaces shall be delineated on each project Site Plan and must be
located closest to building entrances, with the exception of reserved spaces required by the ADA.

8) The Project shall participate with South Florida Commuter Services to promote and provide information on ride-sharing services to persons employed by the project.

9) The Project shall encourage the use of mass transportation by providing a shuttle bus service to connect between all on-site buildings and the PalmTran timed transfer location at the Wellington Mall.

10) The Project shall reimburse on a monthly basis the cost of PalmTran passes that require Project employee identification for use for a minimum of 20% of the employees for employers with more than 100 employees. Reimbursement of these bus passes shall be provided to all on-site employees for a minimum of 2 years after the first certificate of occupancy is issued for the Project.

11) After receipt of certificates of occupancy for 25% of the building area for the proposed development, the Project shall appoint a transportation coordinator for the entire Master Plan area and implement a Car-Sharing Program for the benefit of on-site employees who do not use a personal automobile to commute to work. The Transportation Coordinator shall be responsible for administering the Car Sharing Program, the Free Transit Pass program, and the Ridesharing Program in conjunction with South Florida Commuter Services.

12) To facilitate monitoring of these CRALLS mitigation conditions, copies of all final site plans for MAD parcels shall be provided to the County Engineers Office either by hard copy or by posting on a website within 3 months of approval.
III. Background/History

This is a request for a site specific CRALLS (Constrained Roadway at Lower Level of Service). The following information provides background specifics and demonstrates how the proposed Medical Arts District (MAD) furthers the goals of county and local comprehensive plans.

Background
In 2008 the City of Wellington created the “Economic Development Initiative” (EDI). The EDI is a multi-dimensional effort to develop a broad economic vision for the City and implement strategies that will foster sustainable economic development through a variety of initiatives.

The EDI initiatives recognize current economic realities and are intended, wherever possible, to capitalize on existing strengths and current projects within Wellington.

Wellington’s Medical Arts District is one of eight EDI initiatives. The remaining seven initiatives are the following: a Sustainable Development initiative, a Village Center initiative for redevelopment of commercial centers, a Flex Zoning category to facilitate higher-wage job creation, a Town Center to provide for construction of a municipal complex which will consolidate many of the city’s functions into a central location to better serve the public, a housing/redevelopment initiative to enhance the city’s neighborhoods, a Forest Hill “Boulevarding” intended to create a community-defining feature with native landscaping and connection to city facilities, and the Equestrian Community Initiative intended to preserve/protect/enhance the equestrian areas of Wellington.

The EDI program was incorporated into the Wellington Comprehensive Plan in July of 2009.

Project Description
The proposed Medical Arts District will consolidate nine separate properties, consisting of approximately 210 acres and includes the existing Wellington Regional Medical Center. The proposed site is located at the intersection of two major highways in central Palm Beach County: SR 7/US 441 and Forest Hill Boulevard. The overall intent of the District is to create an integrated campus consisting of a hospital; medical and professional offices; professional and technical medical education facilities; medically-oriented activities such as research and development laboratories and manufacturing facilities; residential opportunities for students, employees and residential congregate living facilities; and commercial, retail and hotel uses to support the overall campus.

The proposed Medical Arts District is intended to utilize Wellington’s largest private employer, the Wellington Regional Medical Center, to assist with creation of professional and technical employment opportunities for Wellington residents and residents of central Palm Beach County. The District will take advantage of the anticipated employment increases in the overall fields of medicine and health. In a suburban, largely bedroom community, the District will help create well paying jobs in the immediate area, rather than miles away in the eastern, urban portion of this County or in adjacent Broward and Miami-Dade Counties. This initiative supports national, state and local policies for sustainable development.

Economic Benefits
The conceptual plans for the District estimate construction of over 2,000,000 square feet of hospital, medical and professional office, educational, research and development,
manufacturing, residential, and commercial support facilities. It is estimated approximately 5,000 to 6,000 jobs ultimately would result at buildout of the entire District. In addition to the major economic benefits flowing from professional and technical payrolls, a large but undetermined amount of value will be added to both Wellington and the county tax base. The increase in assessed valuation of the property will assist with expansion of ad valorem revenues, while creating those types of facilities and activities that do not require excessive amounts of municipal services. The possibility for professional and technical medical education facilities will provide an enormous, lower cost opportunity to municipal and area residents to obtain jobs that truly are family-sustaining.

Past Efforts to Develop State Road 7
The State Road 7 Corridor Study was initiated by Wellington in 2006 in conjunction with Palm Beach County, the Florida Department of Transportation (FDOT), the Treasure Coast Regional Planning Council, the Village of Royal Palm Beach, and the City of Greenacres. This was an attempt to establish an acceptable level of service in an area that included more than 107 parcels and more than eight miles of shared roadway. The corridor study, a requirement of the county’s comprehensive plan, was conducted over a period of approximately 24 months. Ultimately the proposed study was not transmitted by the county to DCA, due to concerns by the county and Royal Palm Beach regarding the potential for a CRALLS designation for the entire corridor.

The creation of a State Road 7 Master Plan was one of the three major actions identified in the Wellington 2007 Evaluation and Appraisal Report (EAR). Since the demise of the State Road 7 Corridor Study Master Plan, Wellington has made the creation of a State Road 7 Corridor Master Plan a priority. The Future Land Use element of the Wellington Comprehensive Plan notes the city may develop a SR7 Master Plan independently of other jurisdictions. The MAD initiative is such an effort.

Consistency with County and Regional Plans
The CRALLS request is site specific the proposed project is consistent with a number of the intent, goals, objectives and policies of the Palm Beach County Comprehensive Plan and the 21st Century Palm Beach County Strategic Economic Development Plan.

A. Palm Beach County Comprehensive Plan

PBC Comprehensive Plan Land Use Element - Introduction

Seven broad principles guide sustainable land use planning and development:

1. Conserve and protect natural and man-made resources, and restore and maintain key ecosystems to provide adequate supplies of clean and safe water for natural, human and economic systems;
2. Prevent urban sprawl through establishing urban development areas and encouraging urban revitalization and redevelopment;
3. Provide for sufficient open space to protect wildlife, and provide natural and recreational areas for public use;
4. Create quality livable communities by balancing, distributing and integrating the relationship among land uses to meet the needs of the diverse communities and their associated lifestyle choices, and improve the quality of life through better housing, recreational, and cultural opportunities for all;
June 18, 2010

Khurshid Mohyuddin, Principal Planner
Comprehensive Planning Section
Palm Beach County Planning Division
2300 N. Jog Road
West Palm Beach, FL 33411-2741

Re: Proposed Wellington Medical Arts District CRALLS

Dear Mr. Mohyuddin:

Thank you for including the City of Greenacres in the meeting on May 12, 2010 to discuss the proposed CRALLS for State Road 7, Southern Boulevard, Okeechobee Boulevard, and Lyons Road in conjunction with the Wellington Medical Arts District project to be located at the northwest corner of State Road 7 and Forest Hill Boulevard.

We support the goal of the Wellington Medical Arts District to create high wage jobs, and recognize that the traffic patterns created will be generally moving in the opposite direction of peak hour commuter traffic on the affected roadways within the current boundaries of the City of Greenacres (Forest Hill Boulevard and Jog Road). However, the CRALLS will impact roadways which are used by the people of Greenacres to reach destinations to the west and north and which are used by customers and employees of Greenacres businesses to come here.

The impacts of a reduced level of service for vehicle circulation (the end result of a CRALLS designation) must be balanced against the benefits of the promotion of sustainable economic development and high wage jobs. Therefore, we ask that if the CRALLS is approved, it be conditioned to limit the retail component of the project to the amount proposed in the traffic study of June 4, 2010 to ensure that the bulk of the project is used to create jobs in the medical field and for research and development activities as proposed.

Sincerely yours,

Thomas J. Lanahan,
Planning and Engineering Director

cc: Wellington Medical Arts District CRALLS file
Bill Nemser, Village of Wellington
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B. Map Series, TCEA and CRALLS Map (TE 15.1), Wellington Medical Arts District

CRALLS

REVISIONS: To add several CRALLS to Map TE 15.1.

LOCATION MAP

LEGEND
CRALLS LINKS -
CRALLS INTERSECTIONS -

MEDICAL ARTS DISTRICT  PROJECT LOCATION
Florida Rail Network

Florida Freight Rail System 2006

- CSX Transportation (Class I)
- Norfolk Southern Corporation (Class I)
- Florida East Coast Railway (Class II)

Class III Railroads

AGR Alabama and Gulf Coast Railway
AN AN Railway
BAYL Bay Line Railroad
FCEN Florida Central Railroad
SFRC South Florida Rail Corridor
FMID Florida Midland Railroad
FNOR Florida Northern Railroad
GFRR Georgia and Florida Railnet
SGLR Seminole Gulf Railway
SCFE South Central Florida Express
FCRD First Coast Railroad
FWCR Florida West Coast Railroad

Cities
State
Coastal Water Boundary

0 25 50 100 150 200 Miles