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. The TCRPC comments are limited to adverse effects on regional resources or facilities identified in the Strategic Regional Policy Plan and extrajurisdictional impacts that would be inconsistent with the comprehensive plan of any local government within the Region. The TCRPC must provide any comments to the local government within 30 days of the receipt of the proposed amendments and must also send a copy of any comments to the State Land Planning Agency.

Background

Palm Beach County has transmitted one proposed amendment to the Future Land Use Map (FLUM) and proposed text amendments to the Future Land Use, Introduction and Administration, Coastal Management and Transportation Elements of the County Comprehensive Plan.

Evaluation

A. Future Land Use Map Amendment

1. Hooks Road Residential (LGA 2011-002)

   This 29.3 acre property is located on Hooks Road, within the West Lake Worth Road Neighborhood Plan Area. The property is east of Lyons Road, south of Lake Worth Road and west of the Florida Turnpike (see Exhibits 2-3).
The property is currently in agricultural use, primarily as a palm tree nursery. There are some stables and an irrigation pond on the property. The proposed use is for a Residential Planned Unit Development (PUD). The present FLUM designation is Low Density Residential (LR-2). The proposed designation is Low Density Residential (LR-3), which would raise the density from 2 dwelling units per acre to 3 dwelling units per acre. The existing land use on surrounding lands includes agricultural and equestrian uses to the north, the E-2W Canal and Florida Turnpike to the east, the L-14 Canal and single family homes to the south, and vacant land to the west. The FLUM designations on surrounding lands are LR-2 to the north and south, LR-3 to the west and Utility to the east.

The property is within the Urban/Suburban Tier, in a 600 acre land area formerly dominated by agricultural and equestrian uses, with a few large-lot single family homes. Much of the area was approved for residential PUD’s in 2006, but the approvals were revoked when development did not proceed. Several FLUM amendments have been approved by the County recently in the area.

County staff recommended denial of the proposed amendment because the County Comprehensive Plan requires that density increases be acquired through the Transfer of Development Rights, Workforce Housing and Affordable Housing programs, unless the landowner can justify and demonstrate that the existing FLUM designation is inappropriate and there is a need for the change. The County staff determined that the landowner did not provide adequate justification for the increased density based on the provisions of the County Plan. The County staff also pointed out that the developer could actually get more density by utilizing the County programs designed to permit density increases.

B. Text Amendments

1. Future Land Use Element
   a. Revitalization, Redevelopment and Infill Overlay

   This amendment will change the number of Countywide Community Revitalization Team (CCRT) Areas from 104 to 85 in Sub-Objective 1.2.1. It will also update Map LU 1.1 (RRIO) to reflect the latest CCRT areas based on a recently approved CCRT Reassessment Study.

   The purpose of the RRIO is to depict areas of focus for revitalization and redevelopment efforts. The RRIO includes CCRT areas and the Urban Redevelopment Area. The CCRT Area Reassessment Study (required under Policy 1.2.1-b) found that 20 CCRT areas should be removed from the original list, one new area should receive CCRT designation and the boundaries of 5 areas should be redefined.
The Board of County Commissioners approved the recommendations in the CCRT Reassessment Study in 2010. The removal of the 20 CCRT Areas was based on:

- the majority of the area was annexed into a municipality;
- the infrastructure improvements were completed;
- the area only has crime and/or code enforcement issues and will be addressed by law or code enforcement;
- the property values are above the pre-established threshold;
- the area is a private mobile home park with privately maintained roads; and/or
- the area is a federally funded Housing Authority development.

The revisions to Map LU 1.1 also reflect the new County boundary after the removal of the area known as the “Wedge,” which was amended by the State Legislature in March 2007, and became effective September 2009 (see Exhibit 4).

2. Introduction and Administration Element; Coastal Management Element and Map Series

The Introduction and Administration Element is to be revised to reflect the new definition for a Coastal High Hazard Area (CHHA), which is defined in the Florida Statutes as the category 1 evacuation zone. The Coastal Management Element will also be revised to reflect the new definition and the CHHA Map (CM 2.1) is to be modified to reflect the revised CHHA boundaries.

Under the new definition of the CHHA, the area will be reduced from 18,371 acres to 1,917 acres overall, and from 3,311 acres to 330 acres in the incorporated County (see Exhibits 5 and 6). According to the County, this will likely result in increased residential density requests in the area formerly falling within the CHHA.

3. Transportation Element

a. Alternative Facilities

This amendment modifies Policy 1.9-b to indicate that in the plans for all major roadway construction and reconstruction projects, bicycle, pedestrian, and bus transit facilities are to be provided only where deemed cost feasible and practical by the County Engineer. It is recognized there will be circumstances where such facilities cannot or will not be provided. For instance, creating bicycle lanes on major thoroughfares may be dangerous. There may be a better alternative such as a bicycle route along a parallel, low-speed, low volume residential street. The amendment to Policy 1.9-b recognizes there will be circumstances under which it may not be desirable or feasible to fulfill an absolute mandate to “provide for bicycle, pedestrian, and bus transit facilities in the plans for all major roadway construction and reconstruction projects….”
b. Boynton Beach Traffic Concurrency Exception Area (TCEA)

The City requested a modification to the TCEA condition regarding trolley service. The Boynton Community Redevelopment Agency (CRA) TCEA was designated by the County in 2004 to facilitate the City redevelopment efforts. The TCEA promotes an integrated mix of uses and enhanced non-automobile modes of transit. One of the conditions of the approved TCEA required the completion of a transit study. The study, completed in 2007, recommended that a downtown trolley be established once certain development thresholds were achieved.

In 2005, before the completion of the study, the City established a trolley service. Another route was added in 2008. However, by 2010, the service was terminated by the CRA due to severe financial constraints affecting the City and the CRA. An independent analysis of trolley ridership done by the CRA in 2010 found that trolley ridership and service was not as anticipated at the initiation of the service. Policy 1.2-u is revised to call for an update of the 2007 Transit Circulator Study to determine if any additional public transit routes are needed.

c. West Palm Beach TCEA

This amendment will modify the policy which established the West Palm Beach TCEA to reconcile inconsistencies between the County and City Comprehensive plans regarding allowable development building area. The West Palm Beach TCEA was adopted by the County in 1997.

As part of Policy 1.2-m, Table TE 3 is to be modified to simplify monitoring to reflect the City Place Development and to reconcile inconsistencies. There will be no increases in allowable total building area as a result of this amendment.

d. Constrained Roadways at a Lower Level of Service (CRALLS) Update

This amendment will modify the procedure for converting CRALLS facilities to peak hour, peak direction numbers and revise or delete several CRALLS facilities to account for changed conditions. The TCEA and CRALLS Map (TE 15.1) will be revised accordingly (see Exhibits 7, 8 and 9).

A CRALLS is one of the several types of exceptions to Level of Service (LOS) Standards in the Palm Beach County Comprehensive Plan. Under Policy 1.2-f, the County has adopted 44 CRALLS. Various factors have affected some of these CRALLS facilities. This amendment will update several of the CRALLS designations to account for changed conditions, as well as to update the methodology to convert existing CRALLS to peak hour, peak direction numbers.

Three types of changes necessitated this amendment:
1. Thirteen items within Policy 1.2-f designating various CRALLS are being deleted since these CRALLS are no longer applicable due to changed conditions.

2. Seventeen items within Policy 1.2-f designating various CRALLS are being updated to be consistent with the updated traffic concurrency methodology in the Plan.

3. One item, Lantana Airport CRALLS, is being deleted at the request of the Airports Department since the project has met regular LOS D Standards and does not need the CRALLS.

e. I-95/Spanish River TIM and 2020 Map

Policy 1.13-b expresses the County commitment to use the Palm Beach Metropolitan Planning Organization (MPO) transportation planning process as the County’s main mechanism for long-range transportation planning. This amendment will modify the Future 2020 Roadway Network Number of Lanes Map (2020 Map) for consistency with the MPO 2035 Cost Feasible Plan. It will also modify the Thoroughfare Right-of-Way Identification Map (TIM) to add a new I-95 interchange at Spanish River Boulevard (see Exhibits 10 and 11). The new interchange is considered necessary to provide relief to the I-95 interchange at Glades Road and Yamato Road. Glades Road is currently severely over capacity, especially east of I-95.

f. Stribling Way TIM and 2020 Map

This proposed amendment will modify the 2020 Map to reflect existing conditions or for consistency with the MPO 2035 Cost Feasible Plan, and modify the TIM as follows:

- Stribling Way from Forest Hill Boulevard to SR 7, add as a 2-lane segment on the 2020 Map.
- Stribling Way from SR 7 to Lyons Road, add as a 4-lane segment on the 2020 Map.
- Stribling Way from Forest Hill Boulevard to Lyons Road, add as an 80-foot right-of-way on the TIM Map.

This amendment reflects the growing significance of Stribling Way on the County’s major thoroughfare system (see Exhibits 12 and 13).

g. Atlantic Avenue 2020 Map

The proposed amendment will modify the 2020 Map for consistency with the MPO 2035 Cost Feasible Plan as follows:

- West Atlantic Avenue from Hagen Ranch Road to Jog Road, to increase from 4 to 6 lanes (see Exhibits 14 and 15).
The County TIM shows this road segment as a 120 foot wide right-of-way, which is enough to accommodate a 6-lane roadway.

h. Old Dixie Highway 2020 Map

The proposed amendment will modify the 2020 Map for consistency with the MPO 2035 Cost Feasible Plan as follows:

- Old Dixie Highway from Yamato Road to Lindell Boulevard, to reduce from 4 to 2 lanes (see Exhibits 16 and 17).

The Old Dixie Highway Master Plan Study of 2008 concluded that intersection improvements and a 3-lane section would adequately accommodate future traffic demands on the corridor. Most of the single family homes fronting on Old Dixie would be severely impacted by a widening to four lanes, and commercial properties may lose required parking.

i. Australian Avenue TIM

The proposed amendment would modify the TIM as follows:

- To remove Australian Avenue from Blue Heron Boulevard to Old Dixie Highway (see Exhibits 18 and 19).

This 0.5 mile proposed extension of Australian Avenue is no longer shown on the MPO Long Range Transportation Plan. The segment would not carry extensive traffic and would negatively impact the surrounding neighborhood, likely requiring condemnation of existing residential and commercial development. The removal of this segment will not negatively impact the traffic circulation, will not affect the quality of life in the area, will be consistent with the MPO Long Range Transportation Plan, and be consistent with the City of Riviera Beach Comprehensive Plan.

Extrajurisdictional Impacts

The County provided notification of these amendments to the Palm Beach County Intergovernmental Plan Amendment Review Committee on May 17, 2011. No objections have been received by the County. It is not anticipated that these amendments would result in any significant extrajurisdictional impacts.

Effects on Significant Regional Resources or Facilities

Analysis of the proposed amendments indicates that they would not have adverse effects on significant regional resources or facilities.
Analysis of Consistency with Strategic Regional Policy Plan

Comments/Recommendations for Modification

As the County staff indicated in the staff report, it does not appear that FLUM amendment LGA 2011-002 (Hooks Road Residential) is internally consistent with the County Comprehensive Plan. The density increase sought by the landowner should be secured through one of the County programs (Transfer of Development Rights, Workforce Housing, Affordable Housing). If the County intends to permit density increases in this area without adequate justification and demonstration that the existing FLUM designation is inappropriate, then the County should consider policy changes to the comprehensive plan.

The proposed amendments are not in conflict or inconsistent with the Strategic Regional Policy Plan.

Recommendation

The Treasure Coast Regional Planning Council should adopt the above comments and instruct staff to transmit the report to the County and the State Land Planning Agency.

Attachments
List of Exhibits

Exhibit

1. General Location Map
2. Amendment Location Map
3. Hooks Road Residential – Site Map
4. Redevelopment and Revitalization Infill Overlay
5. Coastal High Hazard Area – Current Boundaries Unincorporated
6. Coastal High Hazard Area - New Boundaries Unincorporated
7. CRALLS Update – Northern County
8. CRALLS Update – Central County
9. CRALLS Update – South County
10. Spanish River Amendment – Location Map
11. Spanish River Amendment – Aerial Map
12. Stribling Way Amendment – Location Map
13. Stribling Way Amendment – Aerial Map
14. Atlantic Avenue Amendment – Location Map
15. Atlantic Avenue Amendment – Aerial Map
16. Old Dixie Amendment – Location Map
17. Old Dixie Amendment – Aerial Map
18. Australian Avenue Amendment – Location Map
19. Australian Avenue Amendment – Aerial Map
Exhibit 5
Exhibit 11
Spanish River Amendment
Exhibit 17
Old Dixie Amendment

Aerial Map
Exhibit 18
Australian Avenue Amendment