MEMORANDUM

To: Council Members

From: Staff

Date: July 18, 2014 Council Meeting

Subject: Local Government Comprehensive Plan Review
Draft Amendment to the Town of Lantana Comprehensive Plan
Amendment No. 14-2ESR

Introduction

The Community Planning Act, Chapter 163, Florida Statutes, requires that the Treasure Coast Regional Planning Council (TCRPC) review local government comprehensive plan amendments prior to their adoption. TCRPC comments are limited to adverse effects on regional resources and facilities identified in the Strategic Regional Policy Plan (SRPP) and extrajurisdictional impacts that would be inconsistent with the comprehensive plan of any local government within the Region. 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.

The amendment package from the Town of Lantana includes one amendment to the Future Land Use Map (FLUM) and one text amendment to the Future Land Use Element of the comprehensive plan. This report includes a summary of the proposed amendment and TCRPC comments.

Summary of Proposed Amendment

The proposed amendment is to change the future land use designation from Mixed Use Industrial (MI) to Mixed Use Development (MXD) on property totaling 72.79 acres. The subject property is located on the north side of Lantana Road about one quarter of a mile east of I-95. The property is a portion of the former site of the A.G. Holley State Hospital, which closed in 2012. The Town of Lantana’s athletic fields, which include baseball and multipurpose fields, are also on the site. The town’s athletic fields are planned to be relocated elsewhere in the town. The applicant is proposing to remove the existing state hospital buildings and construct Lantana Commons, a proposed mixed use development. Adjacent property is designated Mixed Use Industrial to the north; Commercial District and Residential District (up to 15 units per acre) to the west; Commercial District, Residential District (up to 15 units per acre) and Industrial to the east; and Commercial District to the south.
The proposed Master Plan for Lantana Commons includes 365,079 square feet of commercial/retail uses; 620 residential units; a public or private school with up to 1,100 students; and a congregate living facility. The proposed plan will incorporate traditional town planning practices to enable alternative transportation options, energy conservation, and a walkable community. The proposed community is also being designed to allow the residents of Lantana and the surrounding region to have access to shopping, dining, housing, and educational opportunities. In order to comply with the terms of a contract to purchase the subject property from the State of Florida Board of Trustees, the applicant is requesting approval of a conceptual master plan at this time that only includes potential uses, intensities, and densities. This will allow for future flexibility in refining the uses and site design after the sale of the property has been completed.

A traffic impact analysis for the proposed development indicated it has the potential to generate 15,205 net new external daily trips; 1,214 net new external a.m. peak-hour trips; and 1,260 net new external p.m. peak-hour trips. The subject property is located within the county designated Coastal Residential Concurrency Exception Areas. Therefore, the requirements of the Palm Beach County Traffic Performance Standards do not apply to the residential portion of the proposed development. Analysis of the remaining components of the site plan indicates the westbound segment of Lantana Road between I-95 and High Ridge Road is expected to be significantly impacted by the proposed development. The addition of a third west bound through lane is anticipated to be necessary to mitigate impacts on this segment. Information contained in the amendment package submitted by the Town of Lantana indicates that adequate public facilities exist to sustain the proposed uses on the site, including water services.

The amendment package also includes a proposed text change to Policy LU.1.1.7.1 in the Future Land Use Element. The underlined text is proposed to be added as follows:

Policy LU.1.1.7.1. Mixed-Use Development (MXD). The intent of this category is to provide for mixed-use developments that are well-planned and designed to integrate residential and commercial activities. This category allows the following mix of uses: Retail, Personal and Business Service, Office, and Residential. Retail uses are limited to the ground floor and second floor only. Personal and Business Service and Office uses are limited to the ground floor and second floor. Residential uses are allowed on all floors up to one hundred (100) percent of the total building square footage, however if the site is less than one (1) acre in size residential uses are limited to second floor and above and may constitute up to seventy-five (75) percent of the total building square footage. The maximum allowable residential density shall be fifteen (15) units per acre. The maximum allowable commercial intensity shall be a floor area ratio (FAR) of 1.0. The land development regulations shall define the specific uses and activities allowed as well as the physical characteristics of development in this category.

The proposed text change will allow for horizontal integration of the commercial and residential uses, while providing for the mix of uses envisioned for the MXD land designation.
Extrajurisdictional Impacts

The proposed amendment was circulated by the Palm Beach County Intergovernmental Plan Amendment Review Committee Clearinghouse Coordinator on June 12, 2014. No extrajurisdictional impacts have been identified.

Regional Impacts

The traffic impact analysis provided with the amendment package submitted by the Town of Lantana indicates the level of service on the westbound segment of Lantana Road between I-95 and High Ridge Road is expected to be significantly impacted by the proposed development. Lantana Road is part of the regional roadway network identified in the SRPP. Additionally, Lantana Road provides an important connection to I-95, which is designated by the state as a Strategic Intermodal System (SIS) highway corridor.

Conclusion

The proposed amendment is consistent with the SRPP. However, the conditions of approval for the proposed Lantana Commons should include provisions to avoid or mitigate significant impacts to the regional roadway network and the SIS highway system. Council recommends the applicant and the Town of Lantana coordinate with the Florida Department of Transportation to identify appropriate measures to reduce impacts to the regional roadway network, including employing design features to maximize the potential for internal trip capture on the project site, incorporate the use of public transportation alternatives, and maximize the use of pedestrian and bicycle facilities to be included on the site.

Recommendation

Council should approve this report and authorize its transmittal to the Town of Lantana and the Florida Department of Economic Opportunity.

Attachments
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Exhibit 2
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Exhibit 3
Future Land Use Map
Exhibit 4
Correspondence from the Florida Department of Transportation

David B. Thatcher
Development Services Director
Town of Lantana
500 Greynolds Circle
Lantana, FL 33462

Dear Mr. Thatcher:

SUBJECT: Proposed Lantana Comprehensive Plan Amendments, DEO #14-2ESR

The Department has reviewed the proposed amendments to the Town of Lantana Comprehensive Plan relating to Lantana Commons. In accordance with subsection 163.3184(3)(b), Florida Statutes, the focus of our review was on major transportation issues, including adverse impacts to the Strategic Intermodal System (SIS). One of the key purposes of the SIS is to enhance economic prosperity and competitiveness.

One proposed amendment would change the future land use designation on a 79.91-acre site north of Lantana Road and between US 1 and I-95 from Mixed-Use Industrial (MI) to Mixed Use Development (MXD). Another would modify a land use policy governing residential uses in buildings on sites with an MXD designation. I-95 is a SIS facility, and Lantana Road and US 1 are part of the Regional Roadway Network identified in the Strategic Regional Policy Plan for the Treasure Coast Regional Planning Council and the Regional Transportation Network designated by the Southeast Florida Transportation Council (SEFTC). SEFTC includes the Palm Beach Metropolitan Planning Organization. The ramps connecting Lantana Road to I-95 are within a distance of 1,200 to 1,700 feet from the southwest corner of the Lantana Commons site.

The traffic impact analysis provided with the proposed amendments compares impacts from existing uses on the site (i.e., the former A.G. Holley state hospital and a town park) with impacts under a conceptual master plan intended to vest intensities and densities of development on the site consistent with the traffic

impact analysis. The proposed uses addressed in the traffic impact analysis follow:

- 365,079 square feet of commercial/retail uses
- 620 multi-family dwelling units, and
- 1,100-student K-8 charter school.

The traffic impact analysis indicates these three proposed uses would generate a net increase of 15,205 daily trips, 1,214 am peak hour trips, and 1,456 pm peak hour trips. The justification statement provided with the proposed amendment mentions a potential fourth use, congregated living facility. In addition, it notes flexibility regarding uses on the site is critical to the applicant so amendments to the master plan and traffic approval could be sought through the Town’s development review process. The traffic impact analysis does not compare the maximum number of trips that could be generated from the site under its

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current and proposed future land use designations. Rough estimates prepared by the Department indicate that number would be higher under an MXD designation than under an MI designation.

The Department understands and supports the intentions behind the proposed amendments to promote redevelopment on the site. We, however, are concerned that the traffic impact analysis does not take into account the potential for unmitigated adverse impacts from added trips to I-95. According to Department projections, the segments of I-95 north and south of the interchange will operate at a level of service (LOS) F by 2040 without the proposed amendments. The Lantana Road at I-95 Interchange Operational Analysis Report completed in July 2011 projected a LOS E or F for the northbound and southbound ramps at the interchange during am and pm peak hours in 2014. In 2010 and 2012, there were two high crash locations at this interchange ranked statewide.

Given the location of the Lantana Commons site, the Department recommends that the Town apply the following conditions to adoption of the proposed change in future land use designation for the site:

- **Provision of roadway improvements needed to mitigate for the net increase in vehicular trips.** The justification statement indicates provision of roadway improvements along the Lantana Road corridor are already anticipated. The Department is developing a Palm Beach County I-95 Interchange Master Plan which will identify potential improvements, beyond the southbound ramp improvement currently under construction, to the I-95 interchange at Lantana Road. The Town and the applicant should consult with the Department regarding potential avoidance or mitigation of adverse impacts to this I-95 interchange.

- **Inclusion of the Department in the development review/site plan approval process for the site.** That would include seeking our input on methodologies used for additional traffic impact analysis, analysis results, and any proposed equivalency statement. The Department can also serve as a source of technical guidance/assistance.

- **An assurance that access to any school on the site will be via North 8th Street, as currently planned, and that the access to the school will be a sufficient distance from Lantana Road to avoid any queuing of vehicles on Lantana Road associated with the transporting of students to and from the school.** Such queuing would be particularly problematic given the location of the site in relation to the I-95 interchange at Lantana Road.

The Department also recommends that the Town consider the following:

- maximizing the potential of mixed use development on the site for internal trip capture by providing for an efficient, multimodal system of internal circulation across the site (not limited to the residential community);

- incorporating use of public transit to help reduce vehicular trips attracted to and generated by the site as it is redeveloped; add travel choices for the site’s residents, employees, and visitors; and maximize use of the pedestrian and bicycle facilities to be provided on the site; and

- identifying the role Transportation Demand Management (TDM) strategies could play in helping to offset impacts from vehicular trips, particularly during peak hours.

Palm Tran Route 70 currently serves the area and connects to the Boynton Beach Tri-Rail Station. Palm Tran’s current Transit Development Plan identifies unfunded service improvements for Route 63, which
runs on Lantana Road, and Route 1, which runs on US 1. Examples of TDM strategies are carpooling, vanpooling, emergency ride home programs, displays for transit information, transit fare discount programs, assistance with the provision of on-site bicycle parking and storage facilities, and use of an Employee Transportation Coordinator. TDM programs can be more effective when implemented as part of a Commute Trip Reduction Ordinance that applies to the largest trip generators and attractors in a municipality. Availability of these programs and services could result in benefits to businesses, such as enhancing employee recruitment, retention of existing employees, and more efficient ease of access. A contact for more information on TDM is Larry Hymowitz at (954) 777-4663.

The Department appreciates the opportunity to participate in the review process. We remain committed to working with the Town and other partners in pursuing mobility solutions. If you have any comments or questions about this letter, please contact Lois Bush at (954) 777-4654.

Sincerely,

Gerry O’Reilly, P.E.
Director of Transportation Development
District Four

cc: James Stansbury, DEO
    Peter Merritt, TCRPC
    Jim Wood, FDOT Central Office
    Maria Cahill, FDOT Central Office
    Stacy Miller, FDOT District Four
    Lois Bush, FDOT District Four
    Lisa Dykstra, FDOT District Four