MEMORANDUM

To: Council Members  
From: Staff  
Date: September 19, 2014 Council Meeting  
Subject: Local Government Comprehensive Plan Review  
Draft Amendment to the Palm Beach County Comprehensive Plan  
Amendment No. 14-3ESR

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 Palm Beach County includes changes to the Future Land Use Atlas associated with the Minto West property, and related text changes to the Introduction and Administration, Future Land Use, and Transportation elements and Map Series 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 (FLU) designation on 3,788.60 acres known as the Minto West property, which is located on the east and west sides of Seminole Pratt Whitney Road in central western Palm Beach County. This property was known previously as Callery-Judge Groves. Most of the subject site received a newly created Agricultural Enclave (AGE) FLU designation along with entitlements for limited residential density and non-residential intensity in 2008. The subject property has current FLU designations AGE on 3,735.43 acres, and Rural Residential, 1 unit per 10 acres (RR-10) on 53.17 acres. The proposed FLU designation is AGE on the entire property with revisions to conditions of approval, the Conceptual Plan, and Implementing Principles.
The subject property currently is in active agricultural use with built parcels including a utility site and packing plant. The site is located within the county's Rural Tier in an area known informally as the Central Western Communities, which is characterized by low density residential and agricultural lands. The Seminole Improvement District provides drainage, water, and wastewater services for the subject property. The property is largely bounded by the Acreage, a subdivision in the unincorporated county dominated by 1.25-acre lots. Adjacent uses include Rural Residential, 1 unit per 2.5 acres (RR-2.5) to the east; RR-2.5, Rural Residential, 1 unit per 5 acres (RR-5), RR-10, and Conservation (CON) to the north; RR-10 to the west; RR-2.5 to the southwest; and RR-5 within the Town of Loxahatchee Groves to the southeast. The existing uses on the adjacent properties in the Town of Loxahatchee Groves are vacant, agricultural, and residential.

The proposed FLU change would increase the residential density from 0.80 dwelling units (du)/acre (2,996 units) to a maximum of 1.20 du/acre (4,546 units), for a net increase of 1,550 units. The proposed FLU designation would also increase the non-residential intensity from a maximum of 235,000 square feet (SF) of commercial uses to a maximum of 500,000 SF retail; 1,500,000 SF of economic development uses (office, light industrial, and research and development); 200,000 SF of civic uses; and allow a 150-room hotel and a 3,000-student college.

The amendment package also includes proposed text changes to the comprehensive plan related to the Minto West property. These changes modify policies in the plan related to the AGE designation and are shown in strikethrough and underline format in the attached exhibits. The proposed revisions are summarized below:

**Introduction and Administration Element**

- Revises the statutory reference to the Agricultural Lands and Practices Act.

**Future Land Use Element**

- Revises Policy 2.2.5-d to clarify which policies govern the site specific approval in the AGE designation. This policy specifies that a site specific plan amendment ordinance adopting an Agricultural Enclave future land use designation shall include a Conceptual Plan and Implementing Principles that establish the range of densities and intensities and demonstrate compliance with Section 163.3162(4), Florida Statutes.

- Revises Policy 2.2.5-e to indicate that an Agricultural Enclave shall be developed utilizing the Traditional Town Development Zoning District to demonstrate compliance with the "appropriate new urbanism concepts" as set forth in Section 163.3162(4), Florida Statutes, and provide additional details related to the transect zones permitted within this designation.

- Revises Policy 2.2.5-f to indicate that the Agricultural Enclave Traditional Town Development shall incorporate Design Standards, "appropriate new urbanism concepts" and shall contain specific details related to neighborhood design; internal street network; civic and recreation; and community vision.
• Adds new Policy 2.2.5-g indicating that within an Agricultural Enclave, utilities uses may be allowed within any Transect Zone, subject to special siting criteria set forth in the Unified Land Development Code, the Zoning Master Plan, or as identified on the adopted Conceptual Plan.

• Deletes Policy 2.2.5-i and relocates the specification for design requirements to Policy 2.2.5-f.

• Revises Policy 3.3-a by adding language that indicates within a designated Agricultural Enclave, the rules and property development regulations governing densities and intensities of the Urban/Suburban Tier shall apply.

• Revises Policy 3.5-d to update the statutory reference to the Agricultural Lands and Practices Act.

• Revises Table III.C.1 to update the statutory reference to the Agricultural Lands and Practices Act.

• Revises Table III.C.2 to indicate that the intensity of an Agricultural Enclave in the Rural Tier shall be determined utilizing the provisions of Section 163.3162(4), Florida Statutes, and shall be clearly indicated in the site data of the adopted Conceptual Plan for each Agricultural Enclave.

Transportation Element

• Revises Policy 1.4-q to indicate the Rural Parkway concept is established to protect the rural character of roadways outside of the Urban/Suburban Tier, and those roadways identified on the Conceptual Plan of an Agricultural Enclave designation pursuant to Section 163.3162 Florida Statutes and in FLU Element Policies 2.2.5-d and 2.2.5-e. This policy identifies specific segments of roadways to be designated as Rural Parkways.

Map Series

• Revises the Managed Growth Tier System Map LU 1.1 to depict the Minto West Agricultural Enclave as a Limited Urban Service Area.

• Revises the Service Areas Map LU 2.1 to depict the Minto West Agricultural Enclave as a Limited Urban Service Area.

• Revises the Thoroughfare Right of Way Identification Map TE 14.1 to modify the depiction of rural parkways.

The county staff report indicated that the proposed site specific amendment meets all levels of service standards, is compatible with adjacent land uses, and is consistent with other provisions in the comprehensive plan. The county staff report concludes the proposed amendment,
including the staff proposed text changes and FLU amendment with Conceptual Plan and Implementing Principles, coupled with the use of the Traditional Town Development zoning district includes appropriate new urbanism concepts pursuant to the Agricultural Enclave statute.

Public Comment

Council has received considerable correspondence from citizens expressing concerns and objections to the proposed amendment (Exhibit 10). These concerns are summarized below:

- There is no demand or need for the proposed increase in development.
- The proposed development will negatively impact the regional roadway network and existing infrastructure in the area.
- The proposed development will cause taxes to rise.
- The jobs offered by the proposed development are not needed, because there is relatively low unemployment in the area.
- The proposed development is not compatible with lifestyles in the rural surroundings and will destroy the quality of life in the area.
- The proposed development will negatively impact existing agricultural operations in the area.
- The proposed development will be a detriment to the environment and negatively impact stormwater management systems in the area.
- The proposed development will place unsustainable demands and excess burdens on public services.
- The proposed development is an urban enclave that exceeds the density and intensity of the surrounding area.

Extrajurisdictional Impacts

The proposed amendment was sent to the Palm Beach County Intergovernmental Plan Amendment Review Committee Clearinghouse for review on May 2, 2014. The amendment package from Palm Beach County contains correspondence and resolutions opposing the proposed amendment from several organizations, including nearby land owners associations, home owners associations, the Indian Trail Improvement District, Town of Loxahatchee Groves, and Village of Royal Palm Beach.

The resolution adopted by the Town of Loxahatchee Groves expresses concern for Okeechobee Boulevard, which runs from east to west through the center of the town. The resolution indicates that the proposed development would result in a massive development on the town’s border, and the conversion of Okeechobee Boulevard into a thoroughfare for traffic from the proposed development would permanently alter the rural lifestyles of the town and western communities. The resolution urges the Palm Beach County Commission to deny the proposed amendment.

The resolution from the Village of Royal Palm Beach supports Palm Beach County’s previous approvals to the subject property, and strongly urges the Palm Beach County Board of County Commissioners not to change the previous approvals. The resolution indicates the Village
Council believes the proposed amendments to increase the size of the project are not in the best interest of the citizens of Royal Palm Beach.

Regional Impacts

The primary regional resources and facilities that could be impacted by the proposed amendment include the regional drainage system and regional roadway network. Regarding drainage facilities, the M-canal is located along the northern boundary of the Minto West property. The M-canal flows eastward and conveys water from western parts of the county to Grassy Waters Preserve, which is a 20-square mile wetland that forms the historic headwaters of the Everglades and Loxahatchee River. The Grassy Waters Preserve also serves as the primary source of drinking water for the City of West Palm Beach. A major function of the M-canal is to provide drinking water to communities along the coast.

Development of the Minto West property is not expected to negatively impact the M-canal, because the Seminole Improvement District provides drainage from the site by way of a canal system running approximately four miles south to the C-51 canal, which flows to Lake Worth Lagoon. The Palm Beach County staff report contains considerable discussion on how the Minto West property has the potential to provide a public benefit as a component of a comprehensive regional water approach to address existing issues, such as flood control, water storage, and water quality treatment. The county and the applicant are continuing to discuss possible ways a public benefit could be provided by providing additional water storage on the Minto West property. The provision of additional water storage and treatment on the subject property would significantly reduce the potential for adverse effects on regional canals, waterbodies, and natural resources of regional significance.

Regarding impacts to the regional roadway network, significant regional facilities that could be impacted by the proposed amendment include: Seminole-Pratt Whitney Road; State Road 7; Southern Boulevard; Northlake Boulevard; and Okeechobee Boulevard. The transportation analysis submitted with the amendment package concluded there are deficiencies in level of service based on current county long range plan projections with or without approval of the proposed amendment. The county staff report indicated that due to the complexity of the Minto West Agricultural Enclave project, and the concurrent zoning requests, traffic analysis is ongoing and a full determination of the traffic impacts and associated mitigation will be available prior to the public hearing to adopt the proposed amendment. This analysis will address the proportionate share of improvements required to mitigate the roadway impacts.

The county staff report also indicated that the proposed amendment is exempt from the county’s Policy 3.5-d, because it is an Agricultural Enclave pursuant to Section 163.3162(4), Florida Statutes. This policy states the county shall not approve a change to the Future Land Use Atlas which 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 the Metropolitan Planning Organization’s 2025 Long Range Transportation Plan.
The full impacts to the regional roadway network are not available for review at this time. However, it is clear from the materials in the amendment package that the increases in density and intensity of the proposed amendment are likely to significantly impact the level of service on the regional roadway network. The amendment materials do not explain how the proportionate share contributions required to mitigate the roadway impacts will result in maintaining or improving the level of service on the regional roadway network.

**Conclusion**

The Minto West property is strategically located and presents the county with a great opportunity to balance land uses and correct certain limitations associated with existing development patterns in the Central Western Communities. This needs to be done without adversely impacting regional resources and facilities and the quality of life of citizens in nearby communities and jurisdictions.

It is not the quantity or intensity of development in the proposed comprehensive plan amendment that should concern the county as much as: 1) how the arrangement and organization of development on the property can be improved; 2) how its relationship to the surrounding community can be improved; 3) how to utilize this development opportunity to correct certain limitations and deficiencies associated with existing land use patterns and serviceability of the area; 4) whether there will be adequate public facilities and infrastructure to support the development; 5) how the development can enhance water quality, water management, and environmental restoration efforts in the area; and 6) whether the ultimate plan of development will lead to a built environment sophisticated enough to accomplish these and other local and regional objectives.

Following is an assessment of the plan amendment for consistency with the SRPP. Under Chapter 163, Florida Statutes, Council’s review role is limited to an examination of: 1) adverse effects on regional resources and facilities; and 2) extrajurisdictional impacts that would be inconsistent with another jurisdictions local comprehensive plan.

**ADVERSE EFFECTS ON REGIONAL RESOURCES AND FACILITIES**

Approval of the proposed amendment has the potential to degrade the quality of life in the Central Western Communities of Palm Beach County by adversely impacting the level of service on several regional roadways. These include: Seminole-Pratt Whitney Road; State Road 7; Southern Boulevard; North Lake Boulevard; and Okeechobee Road. The provision of proportionate share payments to mitigate the roadway impacts does not guarantee that roadways will operate at an acceptable level of service and the existing quality of life will be maintained.

Based on the information provided, the amendment is considered inconsistent with SRPP Regional Goal 8.1 and Strategy 8.11, which is to provide levels of public facilities and services necessary to achieve a high quality of life, cost effectively. Council recommends that Palm Beach County commit to a program that will adequately mitigate project impacts on the regional roadway network prior to approval of the proposed amendment. There is an opportunity for the
county to address these and other issues in the conditions of approval considered during the zoning process.

**EXTRAJURISDICTIONAL IMPACTS INCONSISTENT WITH OTHER LOCAL COMPREHENSIVE PLANS**

One of the key responsibilities of regional planning councils in the review of local government comprehensive plans is to identify extrajurisdictional impacts that are inconsistent with the comprehensive plan of any local government (Section 163.3184, Florida Statutes). As noted above, the Town of Loxahatchee Groves and Village of Royal Palm Beach have adopted resolutions opposing the proposed amendment and encouraging Palm Beach County not to approve it. The resolutions refer to concerns related to increase traffic impacts and the potential to permanently alter rural lifestyles of citizens in the adjacent communities. Council recommends that Palm Beach County adequately address the concerns of the Town of Loxahatchee Groves and Village of Royal Palm Beach and any other extrajurisdictional comprehensive plan impacts prior to approval of the proposed amendment.

**ADVISORY RECOMMENDATIONS RELATED TO TOWN PLANNING AND URBAN DESIGN**

The most significant element of the SRPP is the Future of the Region or vision/urban form section. This element focuses on community structure and organization, urban form and efficient patterns of development. The reason for this is based on Council’s conclusion that regional issues related to the form, location, balance, mix and organization of the built environment has a direct impact on whether the region can accomplish its goals and sustain a high quality of life for its citizens. For example, urban form and development patterns have a profound regional effect on: 1) how often and how far we drive; 2) how much energy we use; 3) how long and well the regional roadway network will function; 4) how much air and water pollution we generate; 5) how feasible and cost-effective public transit will be; 6) how much of the public must spend on public facilities and infrastructure; 7) how much land and water we consume; 8) the extent to which upland and wetland system are impacted; 9) whether there is an adequate supply of affordable housing; 10) how successful we are at infill and redevelopment of our established towns and cities; 11) how competitive we are in attracting business and economic development; 12) the region’s ability to minimize crime and emergency response times; 13) how much public money we have to spend on education and care of the elderly and children; 14) how well we respond and recover from natural disasters; 15) how successful we are in implementing the Comprehensive Everglades Restoration Plan and restoring the Loxahatchee River, St. Lucie River, and Indian River and Lake Worth lagoon systems; and many other important regional issues and concerns.

The notion of urban form and efficient patterns of development is an important factor with this particular plan amendment, because it is considered an Agricultural Enclave amendment under Chapter 163.3162, Florida Statutes. Agricultural Enclave plan amendments must include: “appropriate new urbanism concepts such as clustering, mixed-use development, the creation of rural village and city centers, and the transfer of development rights in order to discourage urban sprawl while protecting landowner rights.”
The Minto West plan amendment included a conceptual master plan whose structure is generally consistent with the SRPP. It is organized as series of interconnected neighborhoods of walkable size that include a mix of uses and building types, a network of public greens, a mixed-use town center and work place district, as well as a variety of other proposed public and civic uses. The current project site and master plan present a great opportunity to develop and organize a new town in a way that completely addresses all key regional issues and mitigates regional impacts.

At the same time, the master plan could be greatly improved to better address regional issues, extrajurisdictional impacts, and consistency with the SRPP and Section 163.3162, Florida Statutes. For example, a large portion of the public open space is devoted to private water management features. In many cases, the design of these features unnecessarily and artificially divide and diminish the walkability between urban neighborhoods and other destinations. This design also reduces the opportunity to create a more adequate edge of open space between this new town and existing surrounding communities.

The amount and arrangement of public open space can be improved by: 1) compressing proposed development areas; 2) replacing some of the artificial neighborhood edge conditions via the use of authentic avenues, boulevards, and formal linear parks rather than wide “greenways” or flowways;” 3) reducing or eliminating the footprint of the low density Planned Unit Developments (PUDs) that surround the main project; and 4) increasing net density within the proposed neighborhoods. The different arrangement of public open space being suggested here is important to consider if this general area is to maintain some semblance of rural character. It could also address some of the concerns expressed by surrounding jurisdictions.

Further improvement to the master plan could be accomplished by: 1) adding and defining smaller civic use and open space/park sites within each of the neighborhoods; and 2) increasing the amount of neighborhood fabric/units within walking distance of designated work place and shopping districts.

Recommendation

Council should approve this report and authorize its transmittal to Palm Beach County and the Florida Department of Economic Opportunity.

Attachments
List of Exhibits

Exhibit

1  General Location Map
2  Regional Facilities Map
3  Aerial Map
4  Proposed Text and Map Series Amendments Showing Strikethrough and Underline
5  Managed Growth Tier System Map
6  Service Areas Map
7  Thoroughfare Right-of-Way Identification Map
8  Conceptual Plan To Be Adopted
9  Proposed Implementing Principles
10 Correspondence
Exhibit 2
Regional Facilities Map
Future Land Use Atlas Amendment
Minto West (LGA 2014-007)

Site Data
Size: Agricultural & Vacant
Existing Use: Mixed
Proposed Use: AGE & RR-10
Current FLU: AGE
Proposed FLU: AGE

Future Land Use Designations
RR-2.5: Rural Residential, 1 unit per 2.5 ac
RR-5: Rural Residential, 1 unit per 5 ac
RR-10: Rural Residential, 1 unit per 10 ac
AGE: Agricultural Enclave
PARK: Park
CON: Conservation

Exhibit 3
Aerial Map
Exhibit 4
Proposed Text and Map Series Amendments
Showing Strikethrough and Underline

A. Introduction and Administration Element, Minto West Agricultural Enclave

REVISIONS: To revise the statutory reference to the Agricultural Lands and Practices Act. The revisions are numbered below, and shown with the added text underlined.

1. **REVISE AGRICULTURAL ENCLAVE DEVELOPMENT** – Has the meaning given it in s. 163.3164(334), Florida Statutes pursuant to 163.3162(54), Florida Statutes.

2. **REVISE TRANSECT ZONE (T-ZONE)** – one of several areas of the County either within the Priority Redevelopment Areas of the Urban Redevelopment Area regulated by a form-based code, or an Agricultural Enclave regulated by a conceptual plan and implementing principles that establish a range of densities and intensities and that demonstrate compliance with S. 163.3162(54), Florida Statutes. Transect zones are administratively similar to the land use designations and their corresponding zoning districts in conventional codes, except that in addition to the building use, density, height, and setback requirements, other elements of the intended habitat are integrated including those of the private lot and building and public frontage. General New Urbanism transect classifications (from highest to lowest density/intensity) are: urban core, urban center, general urban, sub-urban, rural, and natural.

B. Future Land Use Element, Minto West Agricultural Enclave

REVISIONS: To revise the Agricultural Enclave FLU policies and implementing provisions. The revisions are numbered below, and shown with the added text underlined.

OBJECTIVE 2.2 Future Land Use Provisions - General

2.2.5 Agricultural

1. **REVISED Policy 2.2.5-d**: The County shall recognize Agricultural Enclaves pursuant to Florida Statutes section 163.3162(54) by assigning the Agricultural Enclave (AGE) Future Land Use Designation through a Future Land Use Amendment process in accordance with the procedures set forth in Florida Statutes Chapter 163 for Agricultural Enclaves. To the extent the density, intensity and required new urbanism concepts of an AGE conflict with the policies of the Rural Tier, the site specific amendment approval shall be governed by the Agricultural Enclave in s. 163.3162(4) FS. by this policy and policies 2.2.5-e, 2.2.5-f, and 2.2.5-g. The site specific plan amendment ordinance adopting an Agricultural Enclave future land use shall include a Conceptual Plan and implementing principles that establish the range of densities and intensities and that demonstrate compliance with s. 163.3162(54), Florida Statutes. The Conceptual Plan shall include a Site Data table establishing an overall density and intensity for the project consistent with the requirements of s. 163.3162(54), Florida Statutes, as well as minimum and maximum percentages for the acreages of the Transects shown on the Plan and other binding standards. The Conceptual Plan and Implementing Principles can only be revised through the Future Land Use Atlas amendment process. All development orders must be consistent with the adopted conceptual plan and implementing principles. Bona fide agricultural uses shall be permitted until such time as a specific area of the Enclave physically converts to the uses permitted by such
development orders. Bona fide agricultural uses shall be permissible after conversion to 
the extent indicated on the Conceptual Plan. Utility outparcels lying within and 
surrounded by a qualifying agricultural enclave may also be assigned the AGE Future 
Land Use Designation.

2. REVISED Policy 2.2.5-e: The Agricultural Enclave eConceptual pPlan shall include a 
series of transect zones which act as the essential elements of the project and allow the 
clustering of the density to promote a variety of neighborhoods and housing types and to 
act as transition areas between the Enclave and adjacent existing communities. An 
Agricultural Enclave shall be developed utilizing the Traditional Town Development 
Zoning District to demonstrate compliance with the "appropriate new urbanism concepts" 
as set forth in s. 163.3162(4), Florida Statutes. Each Agricultural Enclave shall include at 
least one Neighborhood Zone and one Village Center. The Agricultural Enclave 
Traditional Town Development shall be comprised of the following pods: Traditional 
Neighborhood Developments, Traditional Marketplace Developments, Employment 
Centers (as Multiple Use Planned Developments), may also include limited Planned Unit 
Developments, as well as incorporating significant open space outside of the pods to 
further the Statute’s clustering requirement and to promote compatibility with surrounding 
uses. Each neighborhoodpod may be developed according to the appropriate transect 
zones based on the density/intensity assigned on the eConceptual pPlan and 
Implementing Principles. An interconnected network of streets shall link each 
development area together to form cohesive neighborhoods and an organized 
transportation network that allows for pedestrian, bicycle and equestrian circulation. The 
following transect zones and other components are permitted:

- **Natural Transect** - shall consist of active recreation, pastures, greenspace within 
rural parkways and open space including agriculture, preservation, conservation, 
  wetlands, passive recreation, greenways, landscaping, landscape buffers, water 
  management tracts, and wellfields. A minimum of 40% of the Enclave total 
  acreage shall be within this transect. All entitlement density associated with the 
  Natural Transect may only be transferred to another transect within the 
  Agricultural Enclave. The Natural Transect shall define the boundaries of an 
  Agricultural Enclave except where the Enclave abuts schools or commercial 
  areas. The Natural Transect may also be located throughout the Enclave to 
  provide open space and connectivity within and between neighborhoods.

  - **Rural Parkways** – The Conceptual Plan shall recognize Thoroughfare 
    Right-of-Way Identification Map roadways within the Enclave as 
    corridors that act as regional connectors of neighborhoods and zones 
    within the project and connecting to the surrounding communities by 
    designating these roadways as Rural Parkways as indicated in 
    Transportation Element Policy 1.4-q. These corridors shall be designed 
    with opportunities for alternate modes of transportation such as 
    pedestrian pathways, bike lanes and equestrian trails. Only the 
    greenspace portions of rural parkways shall contribute to the minimum 
    Natural Transect requirements.

  - **Natural Transect Open Space** – Open lands and landscape buffers shall 
    include linked public or private pedestrian, bicycle and equestrian trails, 
    when possible and shall be used to define and connect different 
    neighborhoods and zones, as well as providing a surrounding greenbelt 
    for the overall Agricultural Enclave. The linked open space network shall
be available for passive recreation, and enable potential future connections to regional trails and linked open space networks. The Conceptual Plan shall include appropriate separations and buffering from the surrounding existing communities. A minimum of a 400-foot separation edge shall be provided from any adjacent parcels not wholly surrounded by the Agricultural Enclave, with the separation edge averaging at least 400 feet in width.

- **Water** — A portion of the Natural Transect of an AGE shall be allocated to address any or all of the following: 1) regional deficiencies concerning stormwater management; 2) regional water supply solutions; 3) provide opportunities for environmental mitigation and restoration. The purpose is to provide a larger public benefit by addressing regional issues beyond the boundaries of a designated Agricultural Enclave. Land within the Natural Transect allocated for this provision, may be set aside for other uses consistent with the Natural Transect until such time when the land is utilized to provide this benefit.

- **Rural Transect** — The Rural Transect shall consist of sparsely settled lands including managed woodlands, agricultural lands, and equestrian estates. A range of very low densities from one unit per 20 acres to a maximum of one unit per two acres is permitted. Equestrian Centers, accessory commercial recreation facilities associated with the equestrian centers, and Neighborhood and Village Centers are permitted within this Transect zone. A minimum of 20% and a maximum of 25% of the Enclave total acreage shall be within this Transect.

- **Sub-urban Transect** — consists of low-to-moderate-density residential areas with some potential for the mixing of uses. The Sub-urban Transect shall develop at an overall gross density ranging between one unit per two acres to eight dwelling units per acre. An interconnected network of streets shall link each sub-zone together to form cohesive neighborhoods and an organized transportation network that allows for bicycle and pedestrian circulation. Each neighborhood shall have a gathering space, such as a green or park, connected by a network of streets that will allow most residents to live within a 5-10 minute walk of a green space. A maximum of up to 40% of the Enclave total acreage shall be within this Transect. Notwithstanding the provisions of the Sub-Urban Transect, any portion of residential development proposed to be located within 660 feet of the perimeter edge of the AGE shall be developed at a residential density that corresponds to the adjacent development density. The Sub-urban Transect shall consist of the following sub-zones:

  - **Neighborhood Edge** — The Neighborhood Edge Zone shall be developed at a minimum gross density of one unit per two acres and a maximum gross density of one unit per acre. Neighborhood Edge Zones shall comprise a maximum of 20% of the Agricultural Enclave total acreage. The Neighborhood Edge Zone shall be adjacent the Natural Transect, Neighborhood General Zone or the Neighborhood Center Zone.

  - **Neighborhood General** — The Neighborhood General Zone shall be developed at a minimum gross density of 1 unit per acre and a maximum gross density of 35 units per acre, and may include small-scale, neighborhood-serving uses where appropriate. Neighborhood General
Zones shall comprise a maximum of 30% of the Agricultural Enclave total acreage. The Neighborhood General Zone may abut the Natural Transect, Rural Transect, or the Neighborhood Edge and Neighborhood Center Zones of the Sub-urban Transect and the Urban Transect.

- **Neighborhood Center** – The Neighborhood Center shall contain a minimum gross density of 4 units per acre, and shall contain a minimum of 20% of the Enclave’s units. Neighborhood Centers shall be pedestrian-friendly, incorporate residential uses integrated in mixed-use buildings, which enfront publicly accessible open spaces, and shall be linked to the adjacent residential neighborhoods through pedestrian and vehicular interconnections. The mixed-use component shall be designed as a Traditional Marketplace Development, or utilize the Neighborhood Center utilizing the provisions of a Traditional Neighborhood Development in the ULDC. Those portions of the Neighborhood Center Zone not developed as a TMD or TND Neighborhood Center, shall be located within a ¼ mile (5 minute walk) radius to commercial, mixed-uses, public spaces, or schools to encourage alternative modes of transportation. Neighborhood Center Zones shall comprise no more than 10% of the land area of the entire Agricultural Enclave. The Neighborhood Center Zone may abut the Neighborhood General Zone, Urban Transect, or the Natural Transect where it consists of a Rural Parkway, and arterial roadways.

- **Village Center** – A portion of the Neighborhood Center Zone may be designated as a Village Center. The Village Center shall be designed as a Traditional Marketplace Development, a pedestrian-friendly retail and office development. The Village Center shall incorporate some residential uses integrated in mixed-use buildings and shall be linked to the adjacent residential areas through pedestrian and vehicular interconnects.

- **Urban Transect** – shall consist of the most intense components of the Agricultural Enclave including a majority of the non-residential uses designed as a Town Center and an Employment Center. The Urban Transect shall be centrally located within the Agricultural Enclave, and generally adjacent to an arterial thoroughfare. Up to 10% of the total acreage of the Agricultural Enclave may be assigned to the Urban Transect. Residential uses in the Urban Transect may utilize up to 20% of the total units for the Enclave, not to exceed 12 units per acre, and shall be located proximate to Neighborhood Center Zones. The Urban Transect may abut the Sub-urban Transect’s Neighborhood Center and Neighborhood General Zones, the Natural Transect, and arterial roadways.

- **Town Center** – The Urban Transect shall include a Town Center. The Town Center shall be a Traditional Marketplace Development, a pedestrian-friendly predominantly retail and office development oriented to streets and useable open spaces. The Town Center shall incorporate some residential uses vertically integrated in mixed-use buildings and shall have pedestrian and vehicular connectivity with the adjacent residential neighborhoods of the Sub-urban Transect.

- **Employment Center** – The Urban Transect shall also include an Employment Center. The Employment Center shall be a Multiple Use Planned Development or other appropriate Traditional Development District.
3. **REVISED Policy 2.2.5-gf:** The Agricultural Enclave shall be rezoned through one of the following options:  
- The Agricultural Enclave shall be rezoned to an Agricultural Enclave Traditional Town Development including a Traditional Market Development and a Master Plan shall be submitted at the time of the rezoning application. The Master Plan shall be submitted in compliance with the Unified Land Development Code (ULDC) and the Technical Requirement Manual. *(relocated from Policy 2.2.5-i)*  
The Agricultural Enclave Traditional Town Development shall incorporate Design Standards, "appropriate new urbanism concepts" and shall include the following:

- **Neighborhood Design** – Neighborhoods shall be based on a street design that fosters alternate modes of transportation such as pedestrian pathways, bike lanes and/or equestrian trails. Neighborhoods shall consist of low-to-moderate-density residential areas, which may include the mixing of uses. Neighborhoods shall contain centrally located gathering places, and major buildings.

- **Internal Street Network** – Sub-urban and Urban Transects shall be developed with enhanced connectivity, such as providing connectivity between neighborhoods, schools, employment, civic, and retail uses where appropriate. Streets shall be configured to provide efficient circulation systems for pedestrians, non-motorized vehicles and motorists, and serve to functionally integrate the various activities in each zone. Streets and squares that are internal to the neighborhoods should be designed to be a safe, comfortable, and interesting environment to the pedestrian. All components of the site design, streetscape, and architecture shall contribute to the composition and definition of streets and public spaces.

- **Civic & Recreation** – Appropriately scaled concentrations of civic and institutional uses shall be distributed in proximity to the individual neighborhoods and within Natural, Sub-urban and Urban Transect zones. Civic sites and gathering places shall be located at important sites to reinforce community identity. A range of parks, from tot-lots and village greens to ball fields and passive parks should be distributed within or near residential neighborhoods.

- **Community Vision** – Comprised of graphic depictions and written descriptions, the intended community vision shall guide the character of the project and address compatibility within the AGE and also the surrounding area. This shall include architecture, landscape, urban design, and other necessary components of public spaces and streets. These shall allow for individual variety without affecting visual and functional compatibility, consistent with the intended character within the AGE, and to ensure a cohesive, coordinated design over the build-out of the Traditional Town Development.

- A single development order or series of individual development orders consistent with:
  a. The Conceptual Plan and implementing principles required in Policies 2.2.5-d and 2.2.5-e;

4. NEW Policy 2.2.5-g: Within an Agricultural Enclave, Utilities uses may be allowed within any Transect Zone, subject to special siting criteria set forth in the Unified Land Development Code, the Zoning Master Plan, or as identified on the adopted Conceptual Plan. The placement of utility uses in residential areas shall be controlled through the ULDC to ensure the protection of existing and planned residential areas from adverse impacts of the facility.

5. DELETE (relocated to Policy 2.2.5-f) Policy 2.2.5-i: At the time of rezoning of any portion of an Agricultural Enclave, the application will include design requirements including the following new urbanism concepts:

- Neighborhood Design — Neighborhoods within the suburban Transect shall be based on a street design that fosters alternate modes of transportation such as pedestrian pathways, bike lanes and/or equestrian trails. Neighborhoods shall consist of low-to-moderate-density residential areas, which may include the mixing of uses. Neighborhoods shall contain centrally located gathering places, and major buildings.

- Internal Street Network — Suburban Transects shall be developed with enhanced connectivity, such as providing connectivity between neighborhoods, schools, civic uses, and retail uses where appropriate. Streets shall be configured to provide efficient circulation systems for pedestrians, non-motorized vehicles, and motorized vehicles, and serve to functionally integrate the various activities in each zone. Streets and squares that are internal to the neighborhoods should be designed to be a safe, comfortable, and interesting environment to the pedestrian.

- Civic & Recreation — Appropriately scaled concentrations of civic and institutional activity shall be distributed in proximity to the individual neighborhoods and within Natural, Rural and Suburban Transect zones. Civic sites and gathering places shall be located at important sites to reinforce community identity. A range of parks, from tot-lots and village greens to ball fields and passive parks should be distributed within or near neighborhoods.

- Water Systems — The water retention systems shall be designed to provide connectivity with the open spaces and buffers where appropriate.

6. REVISED Policy 3.3-a: The Limited Urban Service Area: The following are designated as Limited Urban Service Areas: (unaltered text omitted for brevity)

6. an Agricultural Enclave pursuant to Florida Statute section 163.3182(54).

(unaltered text omitted for brevity)

The LUSA shall be depicted on the Service Areas Map in the Map Series upon designation through a Plan amendment. The official boundaries of each LUSA shall be depicted on the Service Areas Map in the Map Series. Within a designated Agricultural Enclave, the rules and property development regulations governing densities and intensities of the Urban/Suburban Tier shall apply.
7. **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 the MPO’s 2025 Long Range Transportation Plan dated March 18, 2002. Significant impact shall be as defined in Table 3.5-1.

<table>
<thead>
<tr>
<th>Net Trip Generation**</th>
<th>Distance</th>
</tr>
</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 trips increase will 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 2025 Long Range Transportation Plan dated March 18, 2002.

** When calculating net trip increase, consideration will 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; results in a project that fails Test 2 regulations adopted to implement TE Policy 1.1-b.

This policy shall not be applicable to an Agricultural Enclave pursuant to Florida Statutes section 163.3162(5)(4).


<table>
<thead>
<tr>
<th>Category</th>
<th>Dwelling Units Per Gross Acres</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>Maximum</td>
</tr>
<tr>
<td>Agriculture Enclave</td>
<td>---</td>
</tr>
</tbody>
</table>

Unaltered text omitted for brevity

1. to 5. are unaltered and omitted for brevity

6. The density of an Agricultural Enclave shall be determined utilizing the provisions of s. 163.3162(4), Florida Statutes, and shall be clearly indicated in the Site Data of the adopted Conceptual Plan for each Agricultural Enclave.

9. REVISED

**TABLE III.C.2**

Maximum Floor Area Ratios (FARs) For Non-Residential Future Land Use Categories and Non-Residential Uses

<table>
<thead>
<tr>
<th>Future Land Use</th>
<th>FLU Category</th>
<th>Tier</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td>Urban/Suburb</td>
</tr>
<tr>
<td>Agriculture</td>
<td>AGE</td>
<td>not allowed</td>
</tr>
</tbody>
</table>

Unaltered text omitted for brevity

Notes:
1. to 8. are unaltered and omitted for brevity

9. The intensity of an Agricultural Enclave shall be determined utilizing the provisions of s. 163.3162(4), Florida Statutes, and shall be clearly indicated in the Site Data of the adopted Conceptual Plan for each Agricultural Enclave.

C. Transportation Element, Minto West Agricultural Enclave

**REVISIONS:** To revise the Rural Parkways policies and implementing provisions. The revisions are numbered below, and shown with the added text underlined.

1. **REVISED Policy 1.4-q:** The Rural Parkway concept is established. To protect the rural character of roadways outside of the Urban/Suburban Tier, and those roadways identified on the Conceptual Plan of an Agricultural Enclave designated pursuant to Section 163.3162 Florida Statutes and in FLUE Policies 2.2.5-d and 2.2.5-e the County hereby establishes the Rural Parkway concept. Rural Parkways shall accommodate future transportation planning needs to ensure that the cross-section and alignment of the roads preserves the rural residential lifestyle, sense of place and quality of life of the adjacent areas. For properties fronting on rural parkways, a portion of the designated Right-of-Way may be retained in private ownership provided that the property owner
dedicates a parkway easement to Palm Beach County for non-vehicular pathways. Such dedications shall only be required when consistent with the criteria contained in Transportation Policy 1.4-d. The following roadway segments are hereby designated as Rural Parkways: (unaltered text omitted for brevity)

Within a designated Agricultural Enclave:

3. Persimmon Boulevard, from 140th Avenue North to approximately 3,700 feet east of Seminole Pratt Whitney Road (as measured along the centerline, and not located within an Urban or Sub-urban Transect), a 50 foot easement on each side in order to accommodate multipurpose pathways landscaped with at least 70% native vegetation, shall be required. No walls or signs shall be allowed within the parkway easements.

4. 140th Avenue North from Persimmon Boulevard from the municipal boundary of Loxahatchee Groves to 60th Street North, a 50 foot easement on the west side in order to accommodate multipurpose pathways landscaped with at least 70% native vegetation, shall be required. No walls or signs shall be allowed within the parkway easements.

5. The future "Town Center Parkway" within the Agricultural Enclave, from 60th Street North to approximately 2,500 feet east of Seminole Pratt Whitney Road (as measured along the centerline, and not located within an Urban or Sub-urban Transect), a 50 foot easement on each side in order to accommodate multipurpose pathways landscaped with at least 70% native vegetation, shall be required. No walls or signs shall be allowed within the parkway easements.

6. Seminole Pratt Whitney Road from Sycamore Drive to Persimmon Boulevard, and from 1,400 feet south of 60th Street North to 60th Street North, an 80 foot easement on each side in order to accommodate multipurpose pathways landscaped with at least 70% native vegetation, shall be required. No walls or signs shall be allowed within the parkway easements. However, for each segment, a pair of context-sensitive community identification monuments may be permitted provided they are more than 400 feet from the terminus of the parkway easement, subject to approval by the Planning Director.

7. 60th Street North from 140th Avenue North to the M-canal crossing at 59th Lane North, a 50 foot easement on the south side in order to accommodate multipurpose pathways landscaped with at least 70% native vegetation, shall be required. No walls or signs shall be allowed within the parkway easements.
Change To "3-7"
Exhibit 8
Conceptual Plan To Be Adopted
Exhibit 9
Proposed Implementing Principles

Minto West Implementing Principles

The Implementing Principles are an accompaniment to the Minto West Conceptual Plan to ensure the implementation of appropriate values of the region within the Agricultural Enclave, while allowing flexibility during subsequent zoning and site planning.

Balance the Western Communities
Currently, the western communities include a vast amount of residential units and a minimal amount of consumer services. Minto West will provide long-desired commercial, employment, and recreational opportunities to achieve a more balanced mix of land uses within the western communities. Minto West proposes intensity increases, which will allow for viable commercial development including employment opportunities to serve the residential densities on the property and within the surrounding area. Minto West moves in the direction of accomplishing the County’s goal of addressing the land use imbalance in the area as reflected in numerous County initiated studies and planning efforts. As such, the Minto West continues to direct future development to an appropriate location, specifically to address the need for balanced growth, the provision of services and employment opportunities. By providing needed employment and commercial uses to serve residents within the entire central western communities, Minto West will alleviate, rather than exacerbate, the existing urban sprawl pattern development, thereby addressing an identified County planning need.

Connecting the Communities
Minto West will promote walkable and connected communities and provides for compact development, where appropriate, and a mix of uses at densities and intensities that will support a range of housing choices and a multimodal transportation system, including pedestrian, bicycle, and transit, if available.

Provide a Town Center
Minto West will provide long-desired commercial, employment, and recreational opportunities to achieve a more balanced mix of land uses within the western communities in a town center setting. Minto West’s proposal to increase nonresidential intensity will set the stage for an economic development center that will continue to encourage a functional mix of uses. The workplace and commercial uses will become a great resource for the surrounding residential community, limiting the east-west trips that are created today along the major corridors.

Implement Traditional Neighborhood Design
Residential neighborhoods shall be based on a street design that fosters alternate modes of transportation such as pedestrian pathways and/or bicycle lanes. Neighborhoods shall be designed with character and clearly defined gathering places, with many residences within walking distance of such places.

Provide for Civic and Recreation Opportunities
Appropriately scaled concentrations of civic and institutional activity shall be distributed in proximity to each residential neighborhood. Civic sites and gathering places shall be located at important sites to reinforce community identity. A range of parks from tot-lots and village greens, to regional parks and passive parks, which will be distributed within or near neighborhoods. Each neighborhood will include appropriately scaled civic and recreation
spaces to meet the needs of the communities’ residents. The majority of the more active recreational uses will occur just west of Seminole Pratt Whitney Road and on the eastern portion of the property, as shown on the Conceptual Plan.

**Design Neighborhoods with Housing Variety**
Minto West shall include a variety of neighborhood types allowing for a variety of housing types and lot sizes. The Minto West Conceptual Plan depicts the general locations of residential neighborhoods. The specific location, densities and number of dwelling units will be determined during the approval of the Master Plan and Site Plan, not to exceed the overall density permitted for the parcel. Generally, lower density residential areas will occur towards the edges of the property, with higher density development approaching Seminole Pratt Whitney Road. Additionally, factors such as proximity to schools, civic and recreation areas, or the Town Center will result in clustering of densities to further pedestrian accessibility.

**Create an Internal Street Network**
The Minto West Enclave shall be developed with enhanced connectivity between neighborhoods, schools, civic uses, and retail uses where appropriate. The Minto West Conceptual Plan provides for a hierarchy of streets connecting with the County’s Thoroughfare Roads, which provides for circulation and access from the neighborhoods both to the Thoroughfare Roads as well as between individual neighborhoods, schools, and the Town Center. Excluding roadways identified on the County’s Thoroughfare Map, streets shall be designed in a pedestrian-friendly manner with appropriate street cross sections for slow travel speeds. Streets and squares internal to the neighborhoods will be safe, comfortable, and interesting to the pedestrian where appropriate. Properly configured, they encourage walking and will enable neighbors to know each other and their communities.

**Build Corridors**
Persimmon Boulevard and Seminole Pratt Whitney Road are corridors that act as connectors of neighborhoods and districts within Minto West and surrounding communities. These corridors shall be designed as rural parkways with opportunities for alternate modes of transportation such as pedestrian pathways, bike lanes, and equestrian trails where appropriate.

**Provide for Separation of and Buffering to Adjacent Neighborhoods**
Minto West shall include appropriate separations and buffering from the surrounding existing communities. The Minto West Conceptual Plan depicts appropriate buffers around the entire property. These buffer areas will not only provide physical separation, but will contain features such as trails and landscape enhancement areas for the use of existing and future residents. Additionally, density considerations around the perimeter will ensure compatibility with the surrounding community.

**Maintain Agricultural Uses**
Agricultural Enclaves are encouraged to maintain agricultural uses and activities. For that reason, incremental conversion of Agricultural Enclaves to nonagricultural use is permitted. The property shall be rezoned to Agricultural Enclave Overlay with an accompanying Master Plan, consistent with the Conceptual Plan and these Implementing Principles. The County Planning, Zoning & Building Department will maintain records of the total density and/or intensity approved to ensure that the total approved units do not exceed the maximum density and/or intensity granted in accordance with the FLUA amendment and Conceptual Plan. The conceptual plan provides areas within the natural transect that may be used as open space including continued and new agricultural use.
Respect the Natural Environment
The development shall respect environmental stewardship consistent with the goals of the western communities. Because the proposed amendment enhances the infill development on property, which today contains no natural environmental features, it reflects environmentally sound land use planning by directing growth away from environmentally sensitive areas. In addition, large open space areas and water features provide an opportunity for significant environmental enhancement where today no such features exist. There are no native and natural habitat features on the property. However, through the development of the site, a large amount of vegetation, lakes, and other natural features will be created. Minto West may also include or incorporate lands for environmental mitigation or restoration.

Be a Good Neighbor
It is important to ensure the involvement of the surrounding community and receive input from the existing residents in the neighborhoods that are within close proximity to Minto West. Although not everyone’s wishes can be granted, the underlying themes and their vision for the area should be considered and included in the design process. Some of these themes include providing separation at the edges of the property and also designing lower density residential communities in these areas as well, more consistent with the adjacent neighborhoods.