



## FUTURE LAND USE ATLAS AMENDMENT STAFF REPORT AMENDMENT ROUND 25-B

### BCC TRANSMITTAL PUBLIC HEARING, MAY 13, 2025

#### A. Application Summary

##### I. General Data

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<b>Project Name:</b>	<b>Palms West Tier Change (LGA 2025-005)</b>
<b>Tier Summary:</b>	<b>Rural Tier to Urban/Suburban Tier</b>
<b>Acres:</b>	18.85 acres
<b>Location:</b>	Northside of Southern Boulevard (SR-80), approximately 0.41 miles west of Crestwood Boulevard
<b>Project Manager:</b>	Alondra Lopez-Mojica, Planner I Stephanie Gregory, Principal Planner
<b>Applicant:</b>	Todd Maxwell, Palms West Hospital Limited Partnership
<b>Owner:</b>	Todd Maxwell, Palms West Hospital Limited Partnership
<b>Agent:</b>	Joni Brinkman, Urban Design Studio
<b>Staff Recommendation:</b>	Staff recommends <b>approval with conditions</b> based upon the conclusions contained within this report.

##### II. Assessment & Conclusion

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The applicant is requesting a tier change on an 18.85 acre site from the Rural Tier to the Urban/Suburban (U/S) Tier in order to allow for a consistent tier designation over the combined area of land owned by Palms West Hospital. The subject site is located along Southern Boulevard (State Road 80) and bounded by the Urban/Suburban Tier to the south and east and by the Rural Tier to the north and west. The subject site and the main campus hospital are an unincorporated pocket surrounded by the Village of Wellington, Town of Loxahatchee Groves and Village of Royal Palm Beach.

The site has an Institutional and Public Facilities (INST) future land use designation and there is no proposed change concurrent with the re-designation. The tier change would result in an increase of maximum development potential on the site from 82,102 square feet (0.10 FAR) of institutional uses to 369,461 square feet (0.45 FAR) of institutional uses due to the higher allowable floor area ratio in the Urban/Suburban Tier. However, the applicant at this time is only proposing additional parking for the expansion of the hospital uses directly to the east.

The required Tier Study, prepared by staff, is provided in Exhibit 3 and demonstrates that the change is appropriate and meets the criteria in Future Land Use Element (FLUE) Policy 1.1-b. In addition, for consistency with long range traffic standards in FLUE Policy 3.5-d, staff recommends a condition limiting the maximum number of trips allowed.

### III. Hearing History

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**Local Planning Agency: *Approval with conditions***, motion by Ankur Patel, seconded by Serge D'Haiti, passed in a 9 to 0 vote at the March 14, 2025 public hearing. Board discussion included comments regarding community outreach, the potential impact on traffic flow along Southern Boulevard, whether the cap on trip generation reflects the potential, future expansion of the hospital use, as well as highlighting the benefit of having the hospital available to the community. There was no public comment.

**Board of County Commissioners Transmittal Public Hearing:**

**State Review Comments:**

**Board of County Commissioners Adoption Public Hearing:**

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## B. Petition Summary

### I. Site Data

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#### Current Future Land Use

<b>Current FLU:</b>	Institutional and Public Facilities (INST)
<b>Existing Land Use:</b>	Vacant
<b>Current Zoning:</b>	Institutional and Public Facilities (IPF)
<b>Current Dev. Potential Max:</b>	Institutional uses, up to 82,102 square feet (.10 FAR)

#### Proposed Future Land Use Change

<b>Proposed FLU:</b>	Institutional and Public Facilities (INST) - No change
<b>Proposed Use:</b>	Hospital (parking proposed)
<b>Proposed Zoning:</b>	Institutional and Public Facilities (IPF)
<b>Dev. Potential Max/Conditioned:</b>	Institutional uses, up to 369,461 square feet (.45 FAR)

#### General Area Information for Site

<b>Tier:</b>	Rural to Urban/Suburban Tier
<b>Utility Service:</b>	Palm Beach County Water Utilities Department
<b>Overlay/Study:</b>	Loxahatchee Groves Neighborhood Plan
<b>Comm. District:</b>	Sara Baxter, District 6

# Future Land Use Atlas Amendment

## Palms West Tier Change (LGA 2025-005)



### Site Data

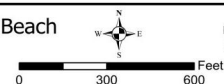
Size: 18.85 acres  
Existing Use: Vacant  
Proposed Use: Institutional  
Current FLU: INST  
Proposed FLU: INST

### Future Land Use Designations

CL-O/RR-10 Commercial Low-Office, underlying RR-10  
INST Institutional and Public Facilities  
PARK Park  
RR-10 Rural Residential, 1 unit/10 acres

Date: 1/21/2025  
Contact: PBC Planning  
Filename: T:Planning/AMEND/25-B/  
Note: Map is not official, for presentation purposes only.

Site Tier Boundaries Royal Palm Beach  
Loxahatchee Groves Wellington



Planning, Zoning & Building  
2300 N. Jog Rd, WPB, FL 33411  
Phone (561) 233-5300





## C. Introduction

### I. Intent of the Amendment

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The 18.85 acre subject site is located in the Rural Tier, on Southern Boulevard (SR-80), approximately one-half mile west of Crestwood Boulevard. Palms West Hospital is the property owner of the subject site as well as the approximately 74 acres directly to the east, which contain the main hospital campus and medical office outparcels. Portions of Palms West Hospital and its ancillary services are located in both unincorporated Palm Beach County and within the Village of Royal Palm Beach (annexed in 2002). In addition, the unincorporated portions of the hospital are located within two Tiers of the County's Managed Growth Tier System. The subject site is in the Rural Tier and the approximately 45 acre main hospital campus is in the Urban/Suburban Tier.

**Background:** The site was the subject of a prior land use amendment:

- **Palms West Expansion (LGA 2006-003).** In 2006, the property owner, Palms West Hospital Limited Partnership (PWHLP), requested to change the future land use designation from Rural Residential, 1 unit per 10 acres (RR-10) to Institutional and Public Facilities (INST) in order to expand the existing hospital ancillary uses (medical offices and outpatient services) allowing up to 82,197 square feet (0.10 FAR) of institutional uses. The staff report at the time did not acknowledge the potential challenges of developing the overall Palms West Hospital sites within two Tier designations. The Board of County Commissioners adopted the FLUA amendment on August 21, 2006 via Ordinance 2006-031 with no conditions.

**Associated Zoning Application.** In February 2025, the Board adopted a rezoning (Z/DOA-2024-01026) for the site from Agricultural Residential (AR) and Rural Service District Residential (RSER) to Institutional and Public Facilities (IPF). In addition, the request included a Development Order Amendment (DOA) to reconfigure the site plan for the approved hospital to the east and to add the subject site land area. The site plan was also modified to allow for a 55,617 square foot expansion to the existing hospital footprint for an increase of 36 hospital beds. Due to the hospital expansion on the site to the east, the approved site plan includes surface parking on the subject site meeting the Rural Tier standards.

**Tier Change Amendment.** The applicant is requesting a tier change on the subject site from the Rural to Urban/Suburban Tier in order to allow for a consistent tier designation over the combined area of land owned by Palms West. The re-designation will also allow for the utilization of the Urban/Suburban Tier parking standards, which the applicant indicates is a more efficient use of space due to the smaller sized parking islands required, allowing more parking spaces between islands, and will be consistent with the parking on the main hospital campus.

There is no FLUA request associated with this amendment as the site has an Institutional and Public Facilities future land use designation, which is consistent with the proposed use. However a tier change from Rural to the Urban/Suburban Tier will allow an increase in the development potential of the site from 82,102 square feet (0.10 FAR) of institutional uses to 369,461 square feet (0.45 FAR) of institutional uses due to the higher allowable floor area ratio in the Urban/Suburban Tier. The applicant has indicated that there are no buildings proposed on the subject site at this time. The tier change request will also necessitate revisions to Managed Growth Tier System Map, LU 1.1 and the Service Area Map, LU 2.1 to reflect the Tier re-designation and to depict the site as an Urban Service Area.

## II. Data and Analysis Summary

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This section of the report provides a summary of the consistency of the amendment with the County's Comprehensive Plan. The chapters in Exhibit 2 detail the consistency of the amendment with Plan policies, including justification, compatibility, public facilities impacts, intergovernmental coordination, and consistency with specific overlays and plans.

- A. Overview of the Area.** The subject site is the only unincorporated Rural Tier parcel in the surrounding area. The other unincorporated parcel to the east contains the Palms West Hospital and is located within the Urban/Suburban tier. The other parcels surrounding the subject site are located within the municipalities of the Town of Loxahatchee to the north and west, the Village of Wellington to the south and the Village of Royal Palm Beach to the east. Regarding surrounding land uses, on the eastern side of the subject site are predominately medical uses associated with the Palms West Hospital. The subject site is generally surrounded on all other sides by residential uses ranging from predominately 5 acre lots in the Town of Loxahatchee to multifamily and planned unit developments, in the Village of Royal Palm Beach and the Village of Wellington, respectively. There is also a commercial node at the northeast corner of Southern Boulevard and Crestwood Boulevard.
- B. Appropriateness of the Re-designation.** Although the request does not include a companion FLUA change for the future land use designation, the applicant provided a justification for the proposed tier re-designation. The applicant states that a tier change is necessary to be consistent with the parcel to the east in order to allow for a unified development with the hospital which is under the same ownership. The subject site also already has an INST future land use designation, and was recently rezoned as IPF to be consistent with the hospital site. By re-designating the subject site to the U/S Tier, the request seeks to further this consistency to allow for the development of multiple parcels owned by the same entity to utilize the same ULDC regulations. The staff prepared Tier Study (see Exhibit 3) concludes that the proposed Tier change is appropriate and meets the criteria in FLUE Policy 1.1-b.
- C. Compatibility.** The location of the subject site is on Southern Boulevard, which serves as an Urban Principal Arterial (U-PA) as described in the Functional Classification of Roads Map TE 3.1 and provides adequate access to the site. The site already has a land use designation of INST and was rezoned to IPF to be consistent with the hospital use and land area to the east. This request aims to further consistency of development between the two parcels, ensuring that the U/S Tier designation extends to the subject site. The site is located adjacent to the Palms West Hospital, and is currently a vacant parcel. The requested U/S Tier designation will increase the maximum floor area ratio (FAR) allowed for development from 0.10 to 0.45 FAR. The Palms West Hospital intends to expand a pre-existing building (Building A) on the site located east of the subject site. The vacant subject site will provide additional parking for the expansion, and no buildings are proposed at this time. The site's water retention is positioned adjacent to existing residential to the north, allowing for spatial separation between the residential properties to the west and the potential uses on the site.
- D. Assessment and Recommendation.** The applicant is requesting a tier change on an 18.85 acre site from the Rural Tier to the Urban/Suburban Tier in order to allow for a consistent tier designation over the combined area of land owned by Palms West Hospital. The subject site is located along Southern Boulevard (State Road 80) and bounded by the

Urban/Suburban Tier to the south and east and by the Rural Tier to the north and west. The subject site and the main campus hospital are an unincorporated pocket surrounded by the Village of Wellington, Town of Loxahatchee Groves and Village of Royal Palm Beach.

The site has an Institutional and Public Facilities (INST) future land use designation and there is no proposed change concurrent with the re-designation. The tier change would result in an increase of maximum development potential on the site from 82,102 square feet (0.10 FAR) of institutional uses to 369,461 square feet (0.45 FAR) of institutional uses due to the higher allowable floor area ratio in the Urban/Suburban Tier. However, the applicant at this time is only proposing additional parking for the expansion of the hospital uses directly to the east.

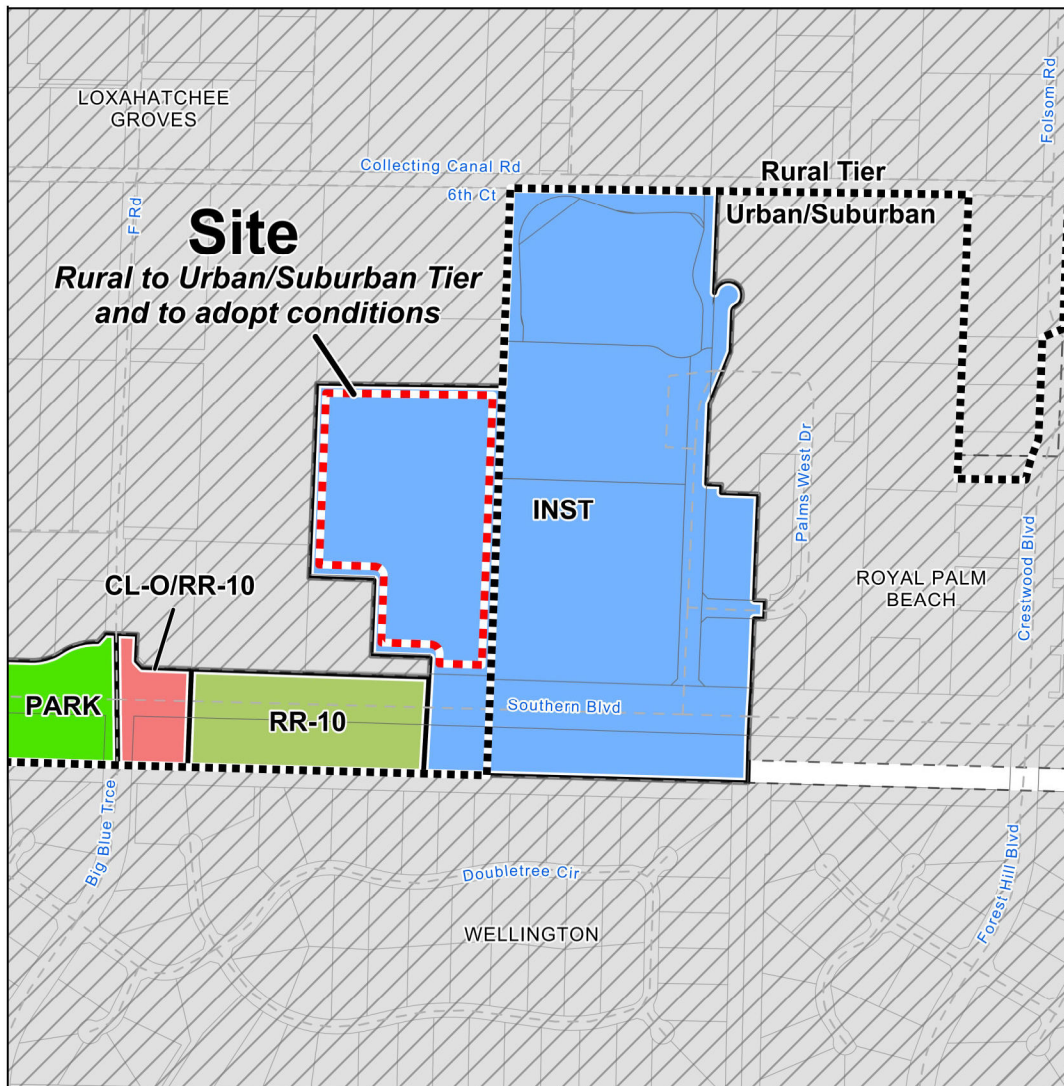
The required Tier Study, prepared by staff, is provided in Exhibit 3 and demonstrates that the change is appropriate and meets the criteria in Future Land Use Element (FLUE) Policy 1.1-b. In addition, for consistency with long range traffic standards in FLUE Policy 3.5-d, staff recommends a condition limiting the maximum number of trips allowed. Therefore, staff is recommending approval with a condition of approval.

<b>Exhibits</b>	<b>Page</b>
1. Future Land Use Map & Legal Description	E-1
2. Consistency with Comprehensive Plan	E-7
3. Planning Division Tier Change Study	E-15
4. Urban Sprawl Analysis	E-20
5. Applicant's Justification/Consistency with Comprehensive Plan & Florida Statutes	E-22
6. Applicant's Public Facility Impacts Table	E-40
7. Palm Beach County Traffic Division Letter	E-41
8. Water & Wastewater Provider LOS Letter	E-43
9. Applicant's Disclosure of Ownership Interests	E-44
10. Correspondence	E-48

## Exhibit 1-A

<b>Amendment No:</b>	<b>Palms West Tier Change (LGA 2025-005)</b>
<b>FLUA Page No:</b>	61
<b>Amendment:</b>	From Rural Tier to the Urban/Suburban Tier with a revision to Map Series Map LU 1.1, Managed Growth Tier System Map and Map LU 2.1, Service Area to reflect the Tier re-designation and designation of the site as an Urban Service Area; and to adopt a condition of approval.
<b>Location:</b>	Northside of Southern Boulevard (SR80), approximately 0.41 miles west of Crestwood Boulevard
<b>Size:</b>	18.85 acres approximately
<b>Property No:</b>	00-41-43-17-01-904-0040

**Conditions:** Development of the site shall be limited to a maximum of net 3,247 daily trips and net 259 peak hour trips.





## Legal Description

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ALSO KNOWN AS:

A PORTION OF LOT 4, BLOCK K, LOXAHATCHEE DISTRICT SUBDIVISION, ACCORDING TO THE MAP OR PLAT THEREOF, AS RECORDED IN PLAT BOOK 7, PAGE 81 OF THE PUBLIC RECORDS OF PALM BEACH COUNTY, FLORIDA, BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

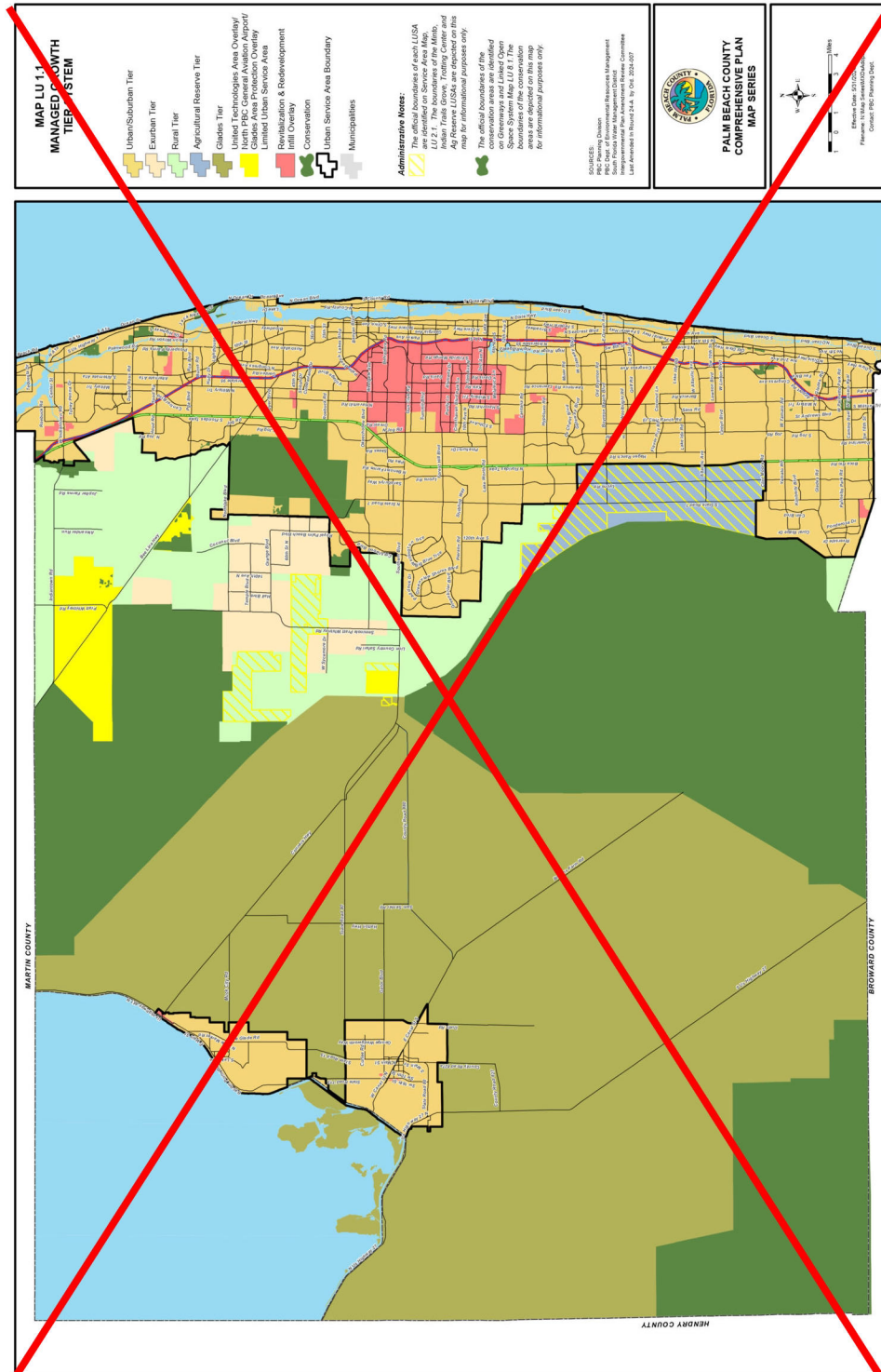
COMMENCING AT THE NORTHEAST CORNER OF SAID LOT 4, BLOCK K, ALSO BEING THE NORTHWEST CORNER OF PALMS WEST MEDICAL CENTER - REPLAT NO. 1, ACCORDING TO THE PLAT THEREOF, AS RECORDED IN PLAT BOOK 117, PAGES 41 THROUGH 45 OF SAID PUBLIC RECORDS; THENCE ALONG THE EAST LINE OF SAID LOT 4 AND THE WEST LINE OF SAID PALMS WEST MEDICAL CENTER - REPLAT NO. 1, S02°17'46"W, A DISTANCE OF 834.29 FEET TO THE POINT OF BEGINNING; THENCE CONTINUE ALONG SAID EAST AND WEST LINE, S02°17'46"W, A DISTANCE OF 1220.99 FEET TO A POINT OF INTERSECTION WITH THE NORTH RIGHT-OF-WAY LINE OF STATE ROAD NO. 80, SOUTHERN BOULEVARD, AS RECORDED IN OFFICIAL RECORDS BOOK 12372, PAGE 468 OF SAID PUBLIC RECORDS; THENCE ALONG SAID NORTH RIGHT-OF-WAY LINE, N88°08'24"W, A DISTANCE OF 260.20 FEET; THENCE N02°17'46"E, A DISTANCE OF 80.00 FEET; THENCE N88°08'24"W, A DISTANCE OF 248.56 FEET; THENCE N02°17'46"E, A DISTANCE OF 321.11 FEET; THENCE N88°08'24"W, A DISTANCE OF 275.01 FEET TO A POINT OF INTERSECTION WITH THE WEST LINE OF SAID LOT 4, BLOCK K; THENCE ALONG SAID WEST LINE, N02°17'45"E, A DISTANCE OF 805.25 FEET TO A POINT OF INTERSECTION WITH THE SOUTH LINE OF THE NORTH 834.00 FEET OF SAID LOT 4, BLOCK K, AS MEASURED ALONG THE EAST AND WEST LINES OF SAID LOT 4, BLOCK K; THENCE ALONG SAID SOUTH LINE, S89°12'34"E, A DISTANCE OF 784.02 FEET TO THE POINT OF BEGINNING.

SAID LANDS SITUATE IN PALM BEACH COUNTY, FLORIDA AND CONTAINING 821,024 SQUARE FEET OR 18.848 ACRES MORE OR LESS.

## Proposed Map Series Amendments

**A. Map Series, Managed Growth Tier System Map LU 1.1, Palms West Tier Change**

**REVISIONS:** To depict the subject site within the Urban/Suburban Tier. **Map to be deleted.**



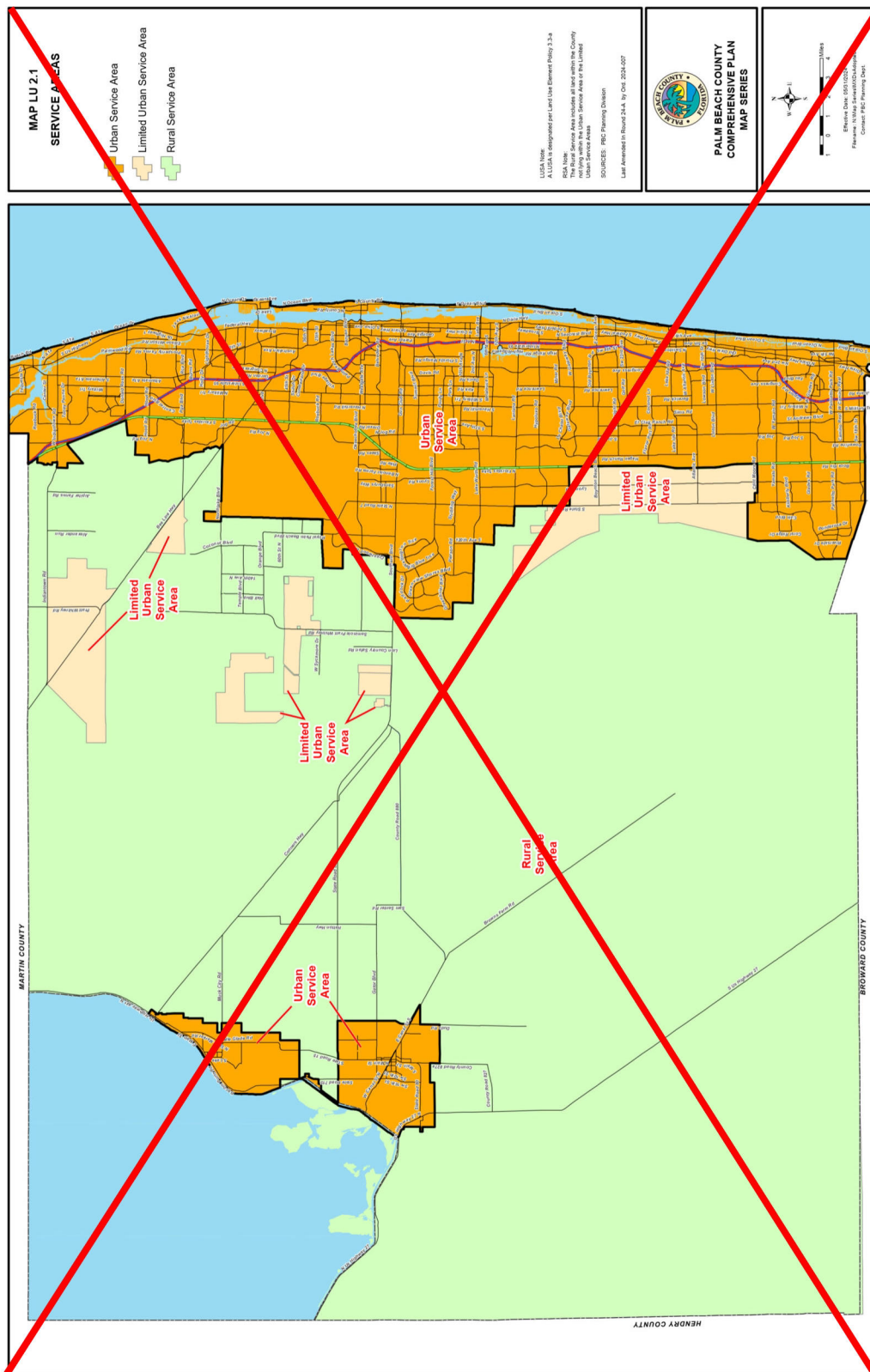
**REVISIONS:** To depict the subject site within the Urban/Suburban Tier. **Map to be revised to depict the subject site within the Urban/Suburban Tier as shown below.**





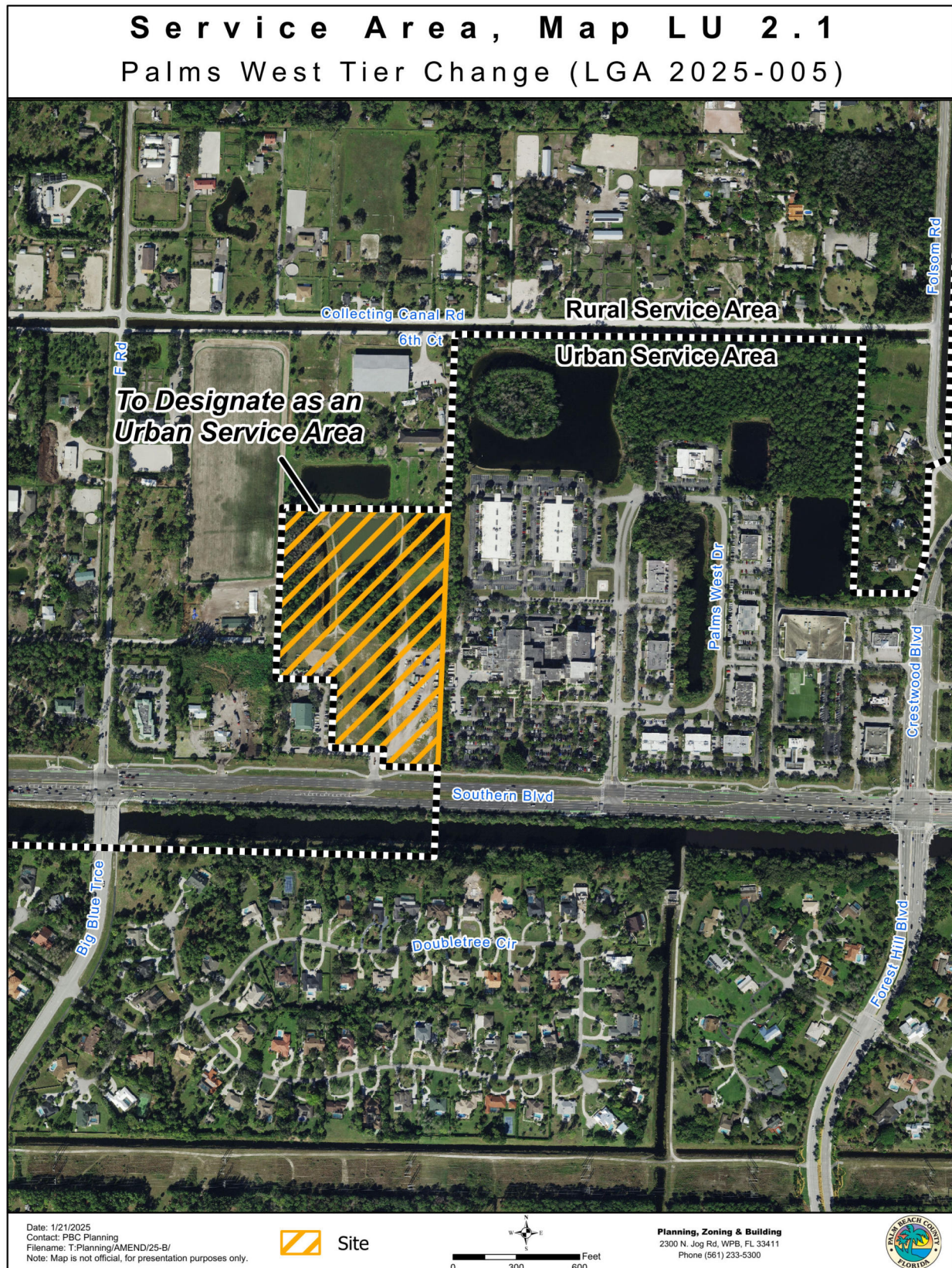
**B. Map Series, Service Area Map LU 2.1, Palms West Tier Change**

**REVISIONS:** To depict the subject site as an Urban Service Area. **Map to be deleted.**





**REVISIONS:** To depict the subject site within the Urban Service Area. **Map to be revised to depict the subject site within the Urban Service Area as shown below.**



## Exhibit 2

### Consistency with Comprehensive Plan

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This Exhibit examines the consistency of the tier re-designation with the County's Comprehensive Plan, Tier Requirements, applicable Neighborhood or Special Area Plans, and the impacts on public facilities and services.

#### A. Consistency with the Comprehensive Plan - General

1. **Justification - FLUE Policy 2.1-f:** *Before approval of a future land use amendment, the applicant shall provide an **adequate justification** for the proposed future land use and for residential density increases **demonstrate that the current land use is inappropriate**. In addition, the County shall review and make a determination that the proposed future land use is compatible with existing and planned development in the immediate vicinity and shall evaluate its impacts on:*

1. *The natural environment, including topography, soils and other natural resources; (see Public Facilities Section)*
2. *The availability of facilities and services; (see Public Facilities Section)*
3. *The adjacent and surrounding development; (see Compatibility Section)*
4. *The future land use balance;*
5. *The prevention of urban sprawl as defined by 163.3164(51), F.S.; (See Consistency with Florida Statutes)*
6. *Community Plans and/or Planning Area Special Studies recognized by the Board of County Commissioners; and (see Neighborhood Plans and Overlays Section)*
7. *Municipalities in accordance with Intergovernmental Coordination Element Objective 1.1. (See Public and Municipal Review Section)*

The applicant provides a Justification Statement (Exhibit 5) which states that:

- “The approval of the Tier Change will allow for a consistent Tier over the consolidated hospital land area. It will also allow the hospital to make the most efficient use of the land area by utilizing the parking development standards associated with the U/S Tier, rather than the Rural Tier. This will be consistent with the urbanized development of parcels to the east on the north side of Southern Blvd., as well as parcels to the west within Loxahatchee Groves.”
- “The location of the Subject Property is north of Southern Blvd, a major east-west corridor, which will ensure adequate access for the site and appears to be the last unincorporated parcel to the east of Loxahatchee Groves that is not within the U/S Tier. Additionally, it already has a land use designation of INST and is in the process of being rezoned to IPF to be consistent with the hospital use and land area.”
- “This tier change facilitates the addition of surface parking and upgraded access infrastructure, which are critical to supporting the hospital's expanded capacity.”



**Staff Analysis:** Although the request does not include a companion FLUA change for the future land use designation, the applicant provided a justification for the proposed tier change. The applicant states that a tier change is necessary to be consistent with the parcel to the east in order to allow for a unified development with the hospital which is under the same ownership. It is the only unincorporated parcel that is not in the U/S tier in this area. The subject site also already has an INST future land use designation, and was recently rezoned as IPF to make it consistent with the hospital site. By re-designating the subject site to the U/S Tier, the request seeks to further this consistency to allow for the development of multiple parcels owned by the same entity to utilize the same ULDC regulations.

2. **County Directions - FLUE Policy 2.1-g:** *The County shall use the County Directions in the Introduction of the Future Land Use Element to guide decisions to update the Future Land Use Atlas, provide for a distribution of future land uses in the unincorporated area that will accommodate the future population of Palm Beach County, and provide an adequate amount of conveniently located facilities and services while maintaining the diversity of lifestyles in the County.*

**Direction 1. Livable Communities.** *Promote the enhancement, creation, and maintenance of livable communities throughout Palm Beach County, recognizing the unique and diverse characteristics of each community. Important elements for a livable community include a balance of land uses and organized open space, preservation of natural features, incorporation of distinct community design elements unique to a given region, personal security, provision of services and alternative transportation modes at levels appropriate to the character of the community, and opportunities for education, employment, health facilities, active and passive recreation, and cultural enrichment.*

**Direction 2. Growth Management.** *Provide for sustainable communities and lifestyle choices by: (a) directing the location, type, intensity, timing and phasing, and form of development that respects the characteristics of a particular geographical area; (b) requiring the transfer of development rights as the method for most density increases; (c) ensuring smart growth, by protecting natural resources, preventing urban sprawl, providing for the efficient use of land, balancing land uses; and, (d) providing for facilities and services in a cost efficient timely manner.*

**Direction 4. Land Use Compatibility.** *Ensure that the densities and intensities of land uses are not in conflict with those of surrounding areas, whether incorporated or unincorporated.*

**Staff Analysis:** Although the tier change request does not include a companion FLUA change, the tier re-designation to Urban/Suburban tier would increase the maximum development potential of institutional uses on the subject site from 82,102 square feet to 369,461 square feet. The County's Managed Growth Tier System is the primary vehicle by which the County Directions are realized. As previously mentioned, the Tier System identifies distinct geographic areas, which together offer lifestyle choices for all residents, and allow for sustainable communities. The associated Comprehensive Plan policies and land development regulations to implement each Tier also reflect the County Directions. The proposed tier change will not result in conflicts with the above County Directions.

3. **Piecemeal Development – FLUE Policy 2.1-h:** *The County shall not approve site specific Future Land Use Atlas amendments that encourage piecemeal development or approve such amendments for properties under same or related ownership that create*

*residual parcels. The County shall also not approve rezoning petitions under the same or related ownership that result in the creation of residual parcels.*

**Staff Analysis:** Although the tier change request does not include a companion FLUA change, the Board approved rezoning application (Z/DOA-2024-01026) for the subject site in February 2025 to be consistent with the Palms West Hospital owned parcels to the east. The zoning application request also included a Development Order Amendment (DOA) to modify the land area to include the subject site for a combined site plan with the hospital campus site. Subsequent modifications to the site plan will include parking on the subject site utilizing the Urban/Suburban Tier standards consistent with the hospital campus.

4. **Residual Parcel – FLUE Policy 2.1-i:** *As a means of promoting appropriate land development patterns the County shall discourage the creation of residual parcels within or adjacent to a proposed development. If such a situation is identified, and the residual parcels cannot be eliminated, then the development shall be designed to allow for inter-connectivity with the residual parcels through various techniques including, but not limited to, landscaping and pedestrian and vehicular access. In addition, the future land use designation and/or zoning district of the residual parcel shall also be considered by the Board of County Commissioners, concurrently with the development, to ensure that an incompatibility is not created.*

**Staff Analysis:** The Comprehensive Plan's Introduction and Administration Element defines residual parcel as "a property under the same or related ownership that has been left out of a development area, resulting in a parcel which has limited development options and connections to surrounding properties." At the time of the approval for the hospital use on the parcel to the east of the subject site in 1984, the subject site was under different ownership. Palms West later acquired this site in 2005 and since then has sought consistent land use and zoning as well as a unified site plan for all owned parcels located in the unincorporated County. Therefore, the tier change request will further assist in consistency with this policy.

5. **Policy 1.1-b: Tier Re-designation Criteria:** *In addition to the criteria for amending a future land use designation, the County shall apply the following standards to allow for the redesignation of a Tier to respond to changing conditions.*
  1. *The County shall not approve a change in tier boundaries unless each of the following conditions are met:*
    - a) *The area to be reassigned to another tier must be contiguous to the tier to which it would be assigned; and,*
    - b) *A Study must be conducted to determine the appropriate tier designation of the area and its surroundings, in order to avoid piecemeal or parcel-by-parcel redesignations. If a neighborhood plan or study recognized by the Board of County Commissioners includes the area and makes recommendations concerning tier boundaries, such neighborhood plan or study may serve as the Study required by this policy.*
  2. *Additionally, the following factors shall be considered, as part of the required Study, to evaluate the merit of the potential Tier redesignation:*
    - a) *The availability of sufficient land to accommodate growth within the long range planning horizon, considering existing development approvals;*
    - b) *The need to balance future land uses, considering the impact of continued development on an area and/or its demographics, as identified through the*



*Community Planning process;*

- c) For redesignations to the Urban/Suburban Tier, the necessity of designating additional land for urban/suburban development in the particular location, considering any infill or redevelopment opportunities available within the Urban Redevelopment Area (URA) or Revitalization and Redevelopment Overlay (RR-O);*
- d) For any redesignation subtracting land from the Rural and/or Exurban Tiers, the impact on the lifestyle and character of these tiers, including maintaining physical contiguity of existing neighborhoods and land use compatibility;*
- e) The ability of the property to maximize the use of existing and/or planned public facilities and services under the proposed tier designation;*
- f) For redesignations to the Urban/Suburban Tier, the potential for the Tier redesignation to further County land use goals and objectives, such as mixed-use development in appropriate locations, provision and geographic dispersal of affordable and workforce housing and/or improvement of public transit; and,*
- g) The presence or absence of natural or built features which currently serve as, or have the potential to serve as, logical demarcations between Tiers.*

*If any property is removed from an assigned tier through the future land use amendment process, as allowed for under this policy, the Planning Division shall conduct a Study to determine the property's impact on the tier system, the appropriate tier designation for the property and if and how tier boundaries need to be further adjusted in the area of the property. In making these determinations, the Study shall employ the criteria listed above for evaluating adjustments to the tier system.*

**Staff Analysis:** As required by this policy, staff conducted a Study to determine if the tier change request is consistent with the criteria and factors described above. The Study can be found in Exhibit 3 which concludes that the proposed tier change is appropriate. In addition, there were no other parcels to be considered for re-designation in the area as this is an isolated, unincorporated pocket surrounded by municipalities with only two parcels, the subject site and the Palms West Hospital site to the east that are within the Urban/Suburban Tier.

### **C. Compatibility**

Compatibility is defined as a condition in which land uses can co-exist in relative proximity to each other in a stable fashion over time such that no use is negatively impacted directly or indirectly by the other use. The applicant lists the surrounding uses and future land use designations and provides a compatibility analysis in Exhibit 5.

**Surrounding Land Uses:** Surrounding the subject site are the following:

**North:** To the north of the subject site are large lot residential parcels (predominately 5 acres) and various agricultural and equestrian uses located within the Town of Loxahatchee Groves. These parcels have a Rural Residential 1 unit per 5 acre (RR-5) future land use designation a zoning designation of Agricultural Residential (AR).

**South:** To the south of the subject site is Southern Boulevard (State Road 80) and beyond that is the Village of Wellington which consists of predominately larger than 1 acre single

family homes. The Village of Wellington future land use designation is B 0.1 d.u./acre - 1.0 d.u./acre.

**East:** Directly east of the subject site is the Palms West Hospital which is under common ownership with the subject site. This parcel is unincorporated and is located within the Urban/Suburban Tier. The site has an Institutional and Public Facilities (INST) future land use designation. In 2002, the site received a land use amendment from Institutional with an underlying High Residential, 18 units per acre (INST/18) to Institutional. The site was granted approval for the development of a hospital use and “since the site has been developed consistent with its Institutional land use designation, its non-utilized residential future land use designation” was removed. Further east of the hospital are auxiliary medical facilities, including outpatient and medical office, which are located within the municipal limits of the Village of Royal Palm Beach.

**West:** To the west of the subject site are large lot residential parcels (predominately 5 acres) and various agricultural and equestrian uses located within the Town of Loxahatchee Groves. These parcels have a Rural Residential 1 unit per 5 acre (RR-5) future land use designation and a zoning designation of Agricultural Residential (AR). Further beyond that, along Southern Boulevard is a non-residential corridor also in the Town limits with Commercial Low Office, Public Ownership and Commercial Low future land use designations.

**Compatibility** is defined in the County’s Unified Land Development code as: *“Land uses that are congruous, similar and in harmony with one another because they do not create or foster undesirable health, safety or aesthetic effects arising from direct association of dissimilar, contradictory, incongruous, or discordant activities, including the impacts of intensity of use, traffic, hours of operation, aesthetics, noise, vibration, smoke, hazardous odors, radiation, function and other land use conditions.”*

**Applicant’s Comments:** According to the applicant, the tier change to “Urban/Suburban Tier designation will enable essential improvements to the hospital enhancing the overall functionality and compatibility of uses in this corridor. The site is positioned adjacent to existing residential to the north, and submitted plans with the current zoning request feature incompatibility buffers with considerable vegetation.” Since the surrounding properties are primarily used for residential uses in an urban or suburban setting or for commercial uses that will support the hospital’s operations and the community, compatibility issues are minor. The applicant continues to state, “the emergency access will continue to be to the hospital via Palms West Parkway to the east and it is anticipated that only hospital staff will utilize the new western entrance into this parcel with visitors still utilizing the main entry road as historically has been the case.”

**Staff Analysis:** The location of the subject site is on Southern Boulevard, which serves as an Urban Principal Arterial (U-PA) as described in the Functional Classification of Roads Map TE 3.1 and provides access to the site. The site already has a land use designation of INST and was rezoned to IPF to be consistent with the hospital use and land area to the east. This tier re-designation request aims to further consistency with the site to the east, ensuring that the U/S Tier designation extends to the subject site. The site is located adjacent to the Palms West Hospital, and is currently a vacant parcel. The requested Urban/Suburban Tier designation will increase the maximum floor area ratio (FAR) allowed for development from 0.10 to 0.45 FAR. The Palms West Hospital intends to expand a pre-existing building (Building A) on the site located east of the subject site. The vacant subject site will provide additional parking for the expansion, with no buildings

proposed to be added at this time. The site's water retention is positioned adjacent to existing residential to the north, allowing for separation of potential uses on the site.

#### **E. Consistency with County Overlays, Plans, and Studies**

1. **Overlays – FLUE Policy 2.1-k** states *“Palm Beach County shall utilize a series of overlays to implement more focused policies that address specific issues within unique identified areas as depicted on the Special Planning Areas Map in the Map Series.”*

**Staff Analysis:** The proposed amendment is not located within an overlay.

2. **Neighborhood Plans and Studies – FLUE Policy 4.1-c** states *“The County shall consider the objectives and recommendations of all Community and Neighborhood Plans, including Planning Area Special Studies, recognized by the Board of County Commissioners, prior to the extension of utilities or services, approval of a land use amendment, or issuance of a development order for a rezoning, conditional use or Development Review Officer approval.....”*

**Staff Analysis:** The Loxahatchee Groves Neighborhood Plan was formally received by the Board of County Commissioners on June 4, 1996 which included the subject parcel within its boundaries. This policy is not applicable as there is no future land use amendment; however, the neighborhood plan as described in the above policy serves as a “guide to identify community needs and unique neighborhood characteristics. Further analysis can be found in the Tier-Resignation Study in Exhibit 3.

#### **F. Public Facilities and Services Impacts**

The proposed amendment will change the tier designation from Rural to the Urban/Suburban Tier. This will result in an increase in the maximum allowable development potential of institutional uses from 82,102 square feet (0.10 FAR) of institutional uses to 369,461 square feet (0.45 FAR). Public facilities impacts are detailed in the table in Exhibit 6.

1. **Facilities and Services – FLUE Policy 2.1-a:** *The future land use designations, and corresponding density and intensity assignments, shall not exceed the natural or manmade constraints of an area, considering assessment of soil types, wetlands, flood plains, wellfield zones, aquifer recharge areas, committed residential development, the transportation network, and available facilities and services. Assignments shall not be made that underutilize the existing or planned capacities of urban services.*

**Staff Analysis:** The proposed amendment has been distributed to the County service departments for review and there are adequate public facilities and services available to support the amendment, and the amendment does not exceed natural or manmade constraints. No adverse comments were received from the following departments and agencies regarding impacts on public facilities:

Zoning (ULDC), Potable Water & Wastewater (PBC Water Utilities Dept.), Traffic (Engineering), Historic Resources (PBC Archeologist), Parks and Recreation, Health (PBC Dept. of Health), Community Services (Health & Human Services), Fire Rescue, Sheriff's Office, and the School District.

2. **Long Range Traffic - 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):.....*

**Staff Analysis:** The Traffic Division reviewed this amendment at a maximum 369,498 square feet of hospital use. According to the County's Traffic Engineering Department (see letter dated November 13, 2024 in Exhibit 7), the increase in allowable square footage of institutional uses as a result of the tier change would result in a maximum of 2,785 net daily trips and 273 (183/90) AM and 286 (100/186) PM net peak hour trips. At the proposed potential of 335,000 square feet of hospital use, the tier change would result in an increase of 2,451 net daily trips and 247 (166/81) AM and 259 (91/168) PM net peak hour trips.

The Traffic letter concludes *"Based on the review, the Traffic Division has determined that the traffic impacts of the proposed amendment **meet** Policy 3.5-d of the Future Land Use Element of the Palm Beach County Comprehensive Plan at the **proposed potential** densities shown above based on the condition that the proposal shall be limited to the proposed development potential or equivalent trips."*

The Traffic Study dated November 13, 2024 was prepared by Adam B. Kerr, P.E. Traffic studies and other additional supplementary materials for site-specific amendments are available to the public on the PBC Planning web page at:

<http://discover.pbcgov.org/pzb/planning/Pages/Active-Amendments.aspx>

## II. Public and Municipal Review

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The Comprehensive Plan Intergovernmental Coordination Element **Policy 1.1-c** states that *"Palm Beach County will continue to ensure coordination between the County's Comprehensive Plan and plan amendments and land use decisions with the existing plans of adjacent governments and governmental entities....."*

- A. **Intergovernmental Coordination:** Notification of this amendment was sent to the Palm Beach County Intergovernmental Plan Amendment Review Committee (IPARC) for review on February 21, 2025. To date, no comments have been received.
- B. **Other Notice:** Public notice by letter was mailed to the owners of properties within 1,000 feet of the site on February 21, 2025. On the same date, several municipalities were also notified by mail including the Town of Loxahatchee Groves, the Village of Royal Palm Beach, and the Village of Wellington. Letters received are added to Exhibit 10 during the course of the amendment process.



## **Exhibit 3**

### **Planning Division Tier Change Study**

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#### **I. INTRODUCTION**

Property owners can request that the assigned Tier on a property be changed through the Comprehensive Plan Amendment process subject to the analysis requirements in policies in the Future Land Use Element. The policies establish that a tier study shall be prepared by the County to evaluate the merit of the potential Tier re-designation. This document serves as the Tier Study for the privately requested Tier Change application known as Palms West Tier Change (LGA 2025-005) and provides an Introduction to the request, an overview of the Managed Growth Tier System (MGTS), Surrounding Land Uses, the required Tier Re-designation Analysis, and a Conclusion and Recommendation.

##### **A. Tier Change request**

The proposed request is to change the tier from the Rural Tier to the Urban/Suburban Tier and includes revisions to the Managed Growth Tier System Map, LU 1.1 and the Service Area Map, LU 2.1 of the Comprehensive Plan Map Series in order to reflect the tier re-designation. Currently, the 18.85-acre site has an Institutional and Public Facilities (INST) Future Land Use designation, which will remain unchanged, and allows up to 82,102 square feet (0.10 FAR) of institutional uses. The requested tier change to the Urban/Suburban Tier will allow for an increase in intensity, up to 369,461 square feet (0.45 FAR) of institutional uses. The tier change will allow for parcels owned by Palms West Hospital Limited Partnership (PWHLP) within unincorporated County to be developed as a unified project and with the same Unified Land Development Code (ULDC) standards.

##### **B. Location & History**

The 18.85-acre subject site is located on Southern Boulevard (SR-80), approximately one-half mile west of Crestwood Boulevard, and within the Rural Tier as reflected in Managed Growth Tier System Map, LU 1.1 of the Comprehensive Plan Map Series. Generally, the site is located within the area of the County known as the Central Western Communities (CWC). The subject site is currently vacant and is directly adjacent to the Palms West Hospital, which was approved in 1984 for a medical center/hospital use. The subject site was acquired by Palms West in 2005 and in 2006 was the subject of an amendment, Palms West Expansion (LGA 2006-003), which changed the future land use from Rural Residential 1 unit per 10 acres (RR-10) to Institutional and Public Facilities (INST) via Ordinance 2006-031 with no conditions. More recently, in February 2025, the Board adopted a rezoning (Z/DOA/CA-2024-01026) for the site from Agricultural Residential (AR) and Rural Service District Residential (RSER) to Institutional and Public Facilities (IPF).

#### **II. MANAGED GROWTH TIER SYSTEM**

The Managed Growth Tier System (MGTS) was adopted in 1999 to recognize five distinct geographic regions of the County, each of which exhibits distinctive physical development patterns with different needs for services to ensure a diversity of lifestyle choices. Each tier has specific goals, objectives and policies to further the particular lifestyles and land uses in those areas. The five tiers are Urban/Suburban, Exurban, Rural, Agricultural Reserve and Glades. The Tier System is the basis of the structure of the future land uses within the County as defined and regulated by the Future Land Use Element of the Comprehensive Plan.

## **A. Rural Tier**

In 1999, the County adopted the Managed Growth Tier System to recognize the County's diverse geographic regions and lifestyles by establishing tiers that have common densities/intensities and public service availability. The subject site is located within the Rural Tier, an area established to support five and ten acre residential lots, as well as agricultural operations and equestrian uses. The unincorporated portions of the Rural Tier consist of approximately 44,670 acres. Heritage Farms along with the Homeland Subdivision are within an isolated pocket of the Rural Tier, while the Central Western Communities and Jupiter Farms consist of the remaining portions of the Rural Tier in the County. The purpose of the Tier is described in the Comprehensive Plan as Objective 1.4, which states, "*Palm Beach County shall plan for the impacts of growth outside of the Urban Service Area, recognizing the existence of both large undeveloped tracts as well as areas containing densities equal to or less than 1 dwelling unit per 5 acres established prior to the adoption of the 1989 Comprehensive Plan located in proximity to environmentally sensitive natural areas while protecting the Rural Tier lifestyle. The Rural Tier shall be afforded rural levels of service, except in special planning areas such as, but not limited to, the Western Communities Residential Overlay (WCRO), the Trotting Center Overlay and the Limited Urban Service Area within the Glades Area Protection Overlay*". In order to "*protect and enhance rural settlements*", the allowable intensity of non-residential uses, including institutional, are reduced in comparison to the other tiers in the County's Managed Growth Tier System.

The Comprehensive Plan identifies the Rural Tier as a Rural Service Area (RSA). As an RSA, properties within the Rural Tier are afforded typical Rural Levels of Service, such as on-site septic systems and water wells, where FLUE Policy 3.4-a states that "*the extension of urban levels of service is neither foreseen during the long range planning horizon nor warranted by the development patterns or densities or intensities allowed*." It should be noted, however, that levels of service for other public facilities and services (Mass Transit, Fire/Rescue, Solid Waste, and others) are provided at a level of service that is established Countywide and/or based upon the type of development (FLUE Table 3.1-1, Service Provision by Service Area).

## **B. Urban/Suburban Tier**

The Urban/Suburban Tier was initially identified prior to the MGTS as land within the Urban Service Area (USA) Boundary, and it continues to be coterminous with this boundary. The Tier includes the coastal region and a portion of the Glades area. The Urban/Suburban Tier is expected "*to accommodate the bulk of the population and its need for employment, goods and services, cultural opportunities, and recreation*." The purpose of the Tier is described in the Comprehensive Plan as Objective 1.2, which states, "*Palm Beach County shall plan to accommodate approximately 90% of the County's existing and projected population through the long-range planning horizon within the Urban/Suburban Tier. The Urban/Suburban Tier shall include all land within the Urban Service Area, as depicted on the Service Areas Map in the Map Series. These areas have a development pattern generally characterized as urban or suburban, considering the intensity and/or density of development. The Urban/Suburban Tier shall be afforded urban levels of service*." Therefore, non-residential uses are afforded higher intensity through increased floor area ratio as compared to other tiers in the County's Managed Growth Tier System.

The Urban/Suburban Tier is identified as an Urban Service Area (USA) by the Comprehensive Plan. The Urban Service Area, as stated by FLUE Policy 3.2-a, "*shall be defined to include those areas in which the County anticipates the extension of urban services through the long range planning horizon*." As the Managed Growth Tier System identifies the Urban Suburban Tier to

accommodate the bulk of the County's development and population, it is appropriate that the Tier is designated as an USA. A primary distinction between the Rural and Urban Service Areas comes down to the availability and extension of centralized potable water and sanitary sewer systems, as other services and facilities are generally and typically provided at Countywide LOS dependent upon the type of development. The proposed development intends, and will be required, to provide services and facilities in accordance with the adopted LOSs for the USA, including extension and connection to public potable water and sewer.

### **III. Surrounding Land Uses**

The site is generally surrounded to the north and west by large lot (predominately 5 acre) residential homes located with the Town of Loxahatchee Groves. East of the site are parcels owned by Palms West, including the main campus hospital and medical office outparcels in both unincorporated County and the Village of Royal Palm Beach. Further east within the municipal limits of the Village are a commercial node at the corner of Southern Boulevard and Crestwood Boulevard with residential uses primarily surrounding the commercial uses. To the south, beyond Southern Boulevard are primarily residential planned use developments with the municipal limits of the Village of Wellington.

### **IV. TIER RE-DESIGNATION ANALYSIS**

The Comprehensive Plan recognizes opportunities for tier re-designations of parcels due to changed conditions if specific criteria are met. The Future Land Use Element (FLUE) establishes the analysis requirements for a Tier re-designation through conditions and factors established within two policies. Policy 1.1-b establishes that a tier re-designation must meet two mandatory conditions: the parcel must be contiguous to the tier to which it would be assigned; and a tier study must be conducted to determine the appropriate tier designation. The Policy requires that the Study evaluate the merit of the potential Tier re-designation upon a series of factors. The criteria and standards are provided and analyzed below.

#### **A. Tier Re-designation Criteria**

The first two criteria in FLUE Policy 1.1-b are mandatory conditions for a tier change. The remainder of the criteria in this policy are called 'factors' that shall be considered as a whole in evaluating a potential tier change, where no single factor is mandatory.

***FLUE Policy 1.1-b:*** *In addition to the criteria for amending a future land use designation, the County shall apply the following standards to allow for the redesignation of a Tier to respond to changing conditions.*

1. *The County shall not approve a change in tier boundaries unless each of the following conditions are met:*
  - a) *The area to be reassigned to another tier must be contiguous to the tier to which it would be assigned; and*

**Staff Analysis:** Contiguity with regards to a tier study is not defined in the Comprehensive Plan's Introduction and Administrative Element. However, it is generally defined as "touching along a boundary", "in proximity", or "adjacent to." As shown in the photo map located on page 4 of this report, the boundary between the Rural and Urban/Suburban Tier runs along the site's eastern property line. Therefore, the subject site is considered to be contiguous and meets this requirement.

- b) *A Study must be conducted to determine the appropriate tier designation of the area and its surroundings, in order to avoid piecemeal or parcel-by-parcel redesignations. If a neighborhood plan or study recognized by the Board of County Commissioners includes the area and makes recommendations concerning tier boundaries, such neighborhood plan or study may serve as the Study required by this policy.*

**Staff Analysis:** While the subject site is located within the boundaries of the Loxahatchee Grove Neighborhood Plan, the neighborhood plan does not make recommendations regarding tier boundaries. Therefore, this Exhibit serves as the Tier Study required by this policy.

- 2. *Additionally, the following factors shall be considered, as part of the required Study, to evaluate the merit of the potential Tier redesignation.*

- a) *The availability of sufficient land to accommodate growth within the long-range planning horizon, considering existing development approvals;*

**Staff Analysis:** The County is currently experiencing increased growth and development as new businesses, employees, and residents are moving to the area. Urban infill and redevelopment is occurring in response to these trends in both the unincorporated County as well as in coastal municipalities. The objective of the Urban/Suburban tier is to accommodate 90% of the County's population. Under the existing INST FLU designation in the Rural Tier, the subject site yields a maximum intensity of 0.10 Floor Area Ratio (FAR), while in the Urban/Suburban Tier, the INST FLU designation can yield up to 0.45 FAR. This increase in INST intensity would allow the adjacent hospital system to expand their facilities and services in order to accommodate current and future growth in the area. Therefore, this tier change would contribute to sufficient land area being allocated to accommodate this growth.

- b) *The need to balance future land uses, considering the impact of continued development on an area and/or its demographics, as identified through a Specific Area Plan within a Sector Plan or through the Community Planning process;*

**Staff Analysis:** The Loxahatchee Groves Neighborhood Plan anticipated non-residential development along the Southern Boulevard corridor by stating, "*Palm Beach County should consider low impact non-residential land uses, in addition to residential use, on Okeechobee Boulevard and State Road 80 (Southern Boulevard)*". The site is generally surrounded to the north and west by large lot (predominately 5 acre) residential homes located within the Town of Loxahatchee Groves. East of the site are parcels owned by Palms West, including the main campus hospital and medical office outparcels in both the unincorporated County and the Village of Royal Palm Beach. Further east within the municipal limits of the Village are a commercial node at the corner of Southern Boulevard and Crestwood Boulevard with residential uses primarily surrounding the commercial uses. To the south, beyond Southern Boulevard are primarily residential planned use developments within the municipal limits of the Village of Wellington.

The subject site received the INST FLU designation in 2006 through a prior land use amendment. Re-designating the parcel into the Urban/Suburban Tier would allow for increased institutional intensity that can serve the current and future needs of the area and would assist with balancing the future land uses in the area.



- c) *For redesignations to the Urban Suburban Tier, the necessity of designating additional land for Urban Suburban development in the particular location, considering any infill or redevelopment opportunities available within the Urban Redevelopment Area (URA) or Revitalization and Redevelopment Overlay (RR-O);*

**Staff Analysis:** Urban infill and redevelopment is occurring Countywide, in both the unincorporated County and within municipalities. This amendment would not hinder infill or redevelopment opportunities within the URA or RRIO.

- d) *For any redesignation subtracting land from the Rural and/or Exurban Tiers, the impact on the lifestyle and characters of these tiers, including maintaining physical contiguity of existing neighborhoods and land use compatibility;*

**Staff Analysis:** The subject site is currently vacant, and the proposed tier change will allow the Palms West Hospital to expand. Since the future land use designation will remain as Institutional, there are no changes to the uses allowed on the subject site but rather there would be changes to the intensity of the institutional uses allowed due to the higher floor area ratio allowed in the Urban/Suburban Tier as compared to the Rural Tier. As previously described, the Loxahatchee Grove Neighborhood Plan acknowledged that there could be low impact, non-residential uses along Southern Boulevard. In addition, institutional uses are generally considered compatible adjacent to residential uses and compatibility can be further addressed through site design utilizing the criteria enumerated in the Neighborhood Plan and requirements in the Unified Land Development Code (ULDC). Therefore, the Tier Change would not impact the lifestyle and character of the surrounding area within the Rural Tier, nor detract from the physical contiguity of existing neighborhoods.

- e) *The ability of the property to maximize the use of existing and/or planned public facilities and services under the proposed tier designation;*

**Staff Analysis:** The subject site is consistent with this factor, as the property will be able to maximize the use of existing and/or planned public facilities and services within the requested Urban/Suburban Tier. The County's Water Utilities Department (WUD) has confirmed that the subject site is within its service area and can maintain its level of service while accommodating the proposed institutional expansion of the Palms West Hospital (see Exhibit 8). Potable water and centralized sanitary sewer are available to the subject site. Additionally, as determined through the County's Department Review, other public facilities and services are available to serve the property, including but limited to schools, long range traffic, emergency services (Sheriff and Fire-Rescue), and public transportation (Palm Tran) (see Exhibits 6 and 7). It should be noted, however, that the latter listed services are available to the subject site regardless of its Tier designation.

- f) *For redesignations to the Urban Suburban Tier, the potential for the Tier redesignation to further County land use goals and objectives, such as mixed-use development in appropriate locations, provision and geographic dispersal of affordable and workforce housing and/or improvement of public transit; and,*

**Staff Analysis:** Re-designation of the subject site into the U/S Tier has the potential to further County land use goals and objectives considering the impact on health and services within the County as a result of increased growth. The Institutional FLU

designation is intended to accommodate community-focused facilities and services, such as schools, places of worship, and hospitals. As the County continues to experience increased growth and development, the demand for these types of uses continues to increase. Re-designation of this parcel into the Urban/Suburban Tier will allow the existing Palms West Hospital to expand its facilities at an urban intensity in order to better serve the growing population.

- g) *The presence or absence of natural or built features which currently serve as, or have the potential to serve as, logical demarcations between Tiers.*

**Staff Analysis:** The subject site is currently bounded by the Town of Loxahatchee Groves to the north and west. Parcels directly to the east are within the Urban/Suburban Tier of the unincorporated County. South of the site is the Village of Wellington. Considering that lands lying within a municipality are not subject to the County's ordinances and regulations pertaining to land use, and the subject site will be utilized to support the adjacent hospital system, the proposed re-designation to the Urban/Suburban Tier would result in a logical demarcation between Tiers.

In addition to the above listed Standards, Future Land Use Element **Policy 1.1-b** requires that the tier study conducted for a parcel must *"determine the appropriate tier designation of the area and its surroundings, in order to avoid piecemeal or parcel-by-parcel redesignations"*.

**Staff Analysis:** The subject site is the only unincorporated parcel in the Rural Tier within the surrounding area. As such, there are no other parcels that warrant consideration of a tier re-designation as all of the other sites are located within the municipal limits of the Village of Wellington, Village of Royal Palm Beach and the Town of Loxahatchee Groves.

## **B. Consistency with Urban Sprawl Rule**

Future Land Use Element Policy 1.1-d states that *The County shall not modify the Tier System if the redesignation would exhibit the characteristics of urban sprawl, as defined by 163.3164(51), F.S.*

**Staff Analysis:** Overall, the Urban Sprawl Analysis (included in this staff report as Exhibit 4) indicates that the proposed tier change does not exhibit any of the characteristics of urban sprawl. Therefore, the requested Tier Change is consistent with this Policy.

## **V. CONCLUSIONS AND RECOMENDATION**

This Study is a prerequisite to changing the Tier to Urban/Suburban and the increase of intensity than what is allowed by the limitations within the Rural Tier. The two requirements for a tier re-designation have been met – 1) that the site is contiguous to the tier to which it would be assigned and 2) that a Study be conducted to determine the appropriate tier designation of the area. In addition, the Study found no inconsistencies with the seven factors for consideration of a re-designation. The tier change does not exhibit the characteristics of urban sprawl. Finally, no other tier re-designations were determined to be necessary.

Staff, therefore, recommends that the Board approve the proposed tier change.

## Exhibit 4

### Urban Sprawl Analysis

Primary Indicators that an amendment does not discourage urban sprawl	Staff Assessment	Sprawl Indicated?
<b>Criteria Related to Land Use Patterns</b>		
Promotes, allows or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.	This re-designation does not promote, allow or designate a substantial area of the County to develop as low-intensity, low-density, or single-use development or uses.	No
Promotes, allows or designates urban development in radial, strip, isolated or ribbon patterns generally emanating from existing urban developments.	This re-designation does not designate urban development in radial, strip, isolated or ribbon patterns emanating from existing urban development.	No
Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.	This re-designation does not discourage or inhibit infill development or the redevelopment of existing neighborhoods and communities. Infill development and redevelopment is actively occurring within the County.	No
Fails to encourage functional mix of uses.	This re-designation will introduce additional medical facilities to the area and is directly adjacent to an existing medical campus.	No
Results in poor accessibility among linked or related land uses.	The proposed re-designation does not result in poor accessibility among related land uses, as the subject site will be functionally integrated into the existing development to the east.	No
Results in the loss of significant amounts of functional open space.	The proposed re-designation will not result in the loss of a significant amount of functional open space.	No
<b>Criteria related to sites located outside or at the edge of the Urban Service Area</b>		
Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.	The site is proposed to become part of the Urban Service Area (USA), in which urban levels of services and facilities are adjacent or in the direct vicinity of the subject site, and therefore, does not promote, allow, or designate a significant amount of urban development to occur in rural areas at substantial distances from existing urban areas.	No
Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.	The property does not contain any environmentally sensitive areas. The site is not within a Wellfield Protection Area. Any native vegetation on site will be addressed by the Department of Environmental Resource Management at time of future development.	No
Fails adequately to protect adjacent agricultural areas and activities, including silviculture, and including active agricultural and silvicultural activities as well as passive agricultural activities and dormant, unique and prime farmlands and soils.	The re-designation will not impact adjacent agricultural areas.	No

<b>Primary Indicators that an amendment does not discourage urban sprawl</b>	<b>Staff Assessment</b>	<b>Sprawl Indicated?</b>
Fails to provide a clear separation between rural and urban uses.	The re-designation does provide a clear separation between rural and urban uses as it allows a low-density development of comparable uses between the Rural and Urban/Suburban Tiers.	No
<b>Criteria Related to Public Facilities</b>		
Fails to maximize use of existing public facilities and services.	Public facilities and services will be provided and water and wastewater will be available.	No
Fails to maximize use of future public facilities and services.	The re-designation proposes an Urban Service Area, which provides urban levels of service. The subject site would maximize the use of future public facilities available in the area.	No
Allows for land use patterns or timing which disproportionately increase the cost in time, money and energy, of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.	There are no adverse or disproportionate impacts to public facilities and services as indicated by service providers through department review.	No
<b>Overall Assessment:</b> As demonstrated above, the proposed re-designation does not meet any of the indicators of urban sprawl.		

## Exhibit 5

### Applicant's Justification/Consistency with Comprehensive Plan

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#### A. REQUEST

On behalf of the property owner, Palms West Hospital Limited Partnership, Urban Design Studio (UDS), as agent, has prepared and hereby respectfully submits this application for a Tier Change from the Rural Tier to the Urban/Suburban (U/S) Tier, inclusive of revision to the Managed Growth Tier System Map LU 1.1, for the +18.85-acre property generally located on Southern Blvd (State Rd 80) and 1,440 ft. west of Forest Hill Blvd, hereinafter referred to as the Subject Property. The Subject Property is comprised of the following parcel control number (PCN): 00-41-43-17-01-904-0040.

The Subject Property is located in unincorporated Palm Beach County (PBC), situated in the Rural Tier with a Future Land Use Atlas (FLUA) designation of Institutional and Public Facilities (INST) and currently has Agricultural Residential (AR) and Rural Services (RSER) Zoning. There is a rezoning application currently in process (Z/DOA/CA-2024-01026) to change the zoning to IPF – Institutional Public Facilities, inclusive of a Development Order Amendment to increase the land area associated with Palms West Hospital and the Class A Conditional Use approval for the existing hospital to allow for a building expansion. The Subject Property is also located in the Loxahatchee Groves Neighborhood Plan, but no other Redevelopment or Countywide Community Revitalization Team (CCRT) areas. The proposed change to the Tier designation of the Subject Property does not require text amendments to the County's Unified Land Development Code (ULDC).

The applicant is requesting approval of the following from the PBC Board of County Commissioners (BCC):

1. To amend the change the Tier Designation of the Subject Property from the Rural Tier to the Urban/Suburban Tier with a revision to Map LU 1.1. to reflect the Tier redesignation.

#### B. BACKGROUND

The existing hospital site to the east has a future land use designation of Institutional and Public Facilities ("INST") and is located within the Institutional and Public Facilities ("IPF") zoning district. The zoning entitlements for the site include a Medical Center/Hospital (259,554 square feet/212 beds), along with four (4) free-standing Medical Office Buildings (providing for a total of 110,174 square feet) and 1,248 surface parking spaces. The Medical Center use was approved by the Board of County Commissioners ("BCC") on April 27, 1984 via Resolution R-84-1173. This would equate today to the Class A Conditional Use of Hospital, thus the request to expand the use approval onto the newly added land area.

The BCC approval Ordinance 2002-089 on December 18, 2002, of Ordinance 2002-089 for a Large-Scale Land Use Amendment modifying approximately 45.74-acres of land from Institutional with an underlying 18 units per acre (INST/18) to Institutional (INST) for the overall land area associated with the hospital and supporting uses. This does not include the subject parcel.

However, on August 21, 2006, the BCC approved Ordinance 2006-031 for a Large-Scale Land Use Amendment modifying approximately 18.87-acres of land from Rural Residential 10 (RR-10) to Institutional (INST) which applied to the subject parcel. It is not known why consideration was



not given at the time to change the tier on the subject property or rezone the property to IPF as it was under the ownership of the hospital at the time.

The property was later subject to a Subdivision Plan approval in 2005 (Control Number 2005-00483), along with a Subdivision Variance approval in 2008 (ZR-2008-005), however it does not appear that the property was ever platted and the Resolution has expired per confirmation from the Monitoring Division. The property is located within the Rural Tier, with a future land use designation of Institutional and Public Facilities (INST) and situated within the Agricultural Residential District (“AR”) and Rural Service District (“RSER”) zoning districts.

The current approved Site Plan for the hospital does not include the subject parcel, but does include data in regard to the 27.29-acres that were once part of the development plan, but subsequently annexed into the Village of Royal Palm Beach in 2002 and ultimately deleted from the Development Order Approval via Resolution R-2011-1673. The 18.85-acre Subject property is being added to the existing hospital site plan and is currently vacant. The property is identified through the Property Appraisers records by PCN 00-41-43-17-01-904- 0040 and under the same ownership as the hospital.

The Applicant is in the process of unifying the parcels, to allow for a 55,617 square foot expansion of the existing hospital building footprint, in order to increase the number of hospital beds from 212 to 242 beds and provide additional surface parking spaces to serve the use (Z/DOA/CA-2024-01026). This application includes the request to rezone the subject property to IPF and a replat of the existing hospital and this land area will be required to combine the two parcels into one parcel. The hospital is currently licensed for 206 beds and this proposed expansion would increase their licensure by 36 beds.

The use proposed for the subject property is for additional parking to serve the needs of the proposed expansion. The approval of the Tier Change will allow for a consistent Tier over the consolidated hospital land area. It will also allow the hospital to make the most efficient use of the land area by utilizing the parking development standards associated with the U/S Tier, rather than the Rural Tier. This will be consistent with the urbanized development of parcels to the east on the north side of Southern Blvd., as well as parcels to the west within Loxahatchee Groves such as Palm Beach State College and Groves Town Center which includes a shopping center with tenants such as Publix, Tractor Supply, a gas station (Wawa) and grocer (Aldi). Further to the east of this center is a newly constructed self-storage facility and established uses such as gas sales, convenience store, post office, and restaurant/retail uses.

### **C. SURROUNDING USES**

In addition to the uses along Southern Blvd. to the west, below is a description of the uses on the adjacent properties (or those on the other side of abutting R-O-W's) to the north, south, east and west of the overall property.

- **North:** To the north of the subject property is the following parcel:
  - **Multiple PCN's:** Located within the City of Loxahatchee Groves are residential homes, of varying acreages, zoned for Agricultural Residential and FLUA designation of Rural Residential 5 and within the Town of Loxahatchee Groves and are depicted on Map LU 1.1 as being located in the Rural Tier.
- **South:** To the south of the subject property, across Southern Blvd, are the following parcels:
  - **Multiple PCN's:** Pinewood Doubletree Circle in the City of Wellington. This development has a FLUA designation of Medium Residential, 1 unit per acre (B)

and is zoned Planned Unit Development (PUD). The Pinewood Doubletree Circle PUD is located within the Urban/Suburban Tier on Map LU 1.1.

- **East:** To the east of the subject property is the following parcel:
  - **PCN 00-41-43-33-06-000-0010** is located immediately east of the subject parcel and supports the existing hospital. The land use is Institutional (INST) with Institutional Public Facility (IPF) zoning and it is located in the U/S Tier. Further to the east are additional parcels supporting medical office uses within unincorporated county with similar uses further east within the Village of Royal Palm Beach.
- **West:** To the west of the subject property are the following parcels:
  - **PCN 41-41-43-17-01-904-0010:** This development consists of 3.01 acres and has a FLUA designation of Rural Residential 5, 1 dwelling unit per five acres (RR5) and is zoned Agricultural Residential within the Town of Loxahatchee Groves. The development is also located within the Rural Tier on Map LU 1.1. However, this property does support a non-residential use of Everglades Farm Equipment sales. To the north of this parcel, also to the west of the subject parcel is also **PCN 41-41-43-17-01-905-0010** in the Town of Loxahatchee Groves with RR5 Land Use and AR zoning which currently appears to support equestrian uses.

Please see below table for a summary of the existing use, future land use, and zoning of adjacent properties.

#### **D. CONSISTENCY**

<b>Adjacent Lands</b>	<b>Use</b>	<b>Future Land Use</b>	<b>Zoning</b>
<b>North</b>	Agricultural & Residential	Rural Residential (RR-5) (City- Loxahatchee Groves)	Agricultural Residential (AR) (City- Loxahatchee Groves)
<b>South (across Southern Blvd.)</b>	Residential (Pinewood of Wellington, 120 total units, 1-1.5 du/ac)	Residential (Res B) (City- Village of Wellington)	Planned Unit Development (PUD) (City- Village of Wellington)
<b>East</b>	Hospital/Medical Office (259,554 SF)	Institutional and Public Facilities (INST) (PBC)	Institutional and Public Facilities District (IPF) (PBC)
<b>West</b>	Agricultural/ Agricultural Sales	Rural Residential (RR-5) (City- Loxahatchee Groves)	Agricultural Residential (AR) (City- Loxahatchee Groves)

#### **G.1 - Justification**

Per Policy 2.1-f of the FLUE of the PBC Plan, before approval of a future land use amendment, the applicant shall provide an adequate justification for the proposed future land use. The applicant is requesting to amend the current Tier designation from Rural to Urban/Suburban Tier. The Subject Property is not requesting to modify the Institutional and Public Facilities (INST) zoning designation which it already possesses. Justification in regard to policies associated with the Tier Change request are addressed below.

Policy 1.1-b: Tier Re-designation Criteria - In addition to the criteria for amending a future land use designation, the County shall apply the following standards to allow for the redesignation of a Tier to respond to changing conditions.

1. The County shall not approve a change in tier boundaries unless each of the following conditions are met:

- a) The area to be reassigned to another tier must be contiguous to the tier to which it would be assigned; and,

**Response:** *The subject property is immediately west of and contiguous to the U/S tier and the existing hospital and medical office uses to the east in compliance with this condition.*

- b) A Study must be conducted to determine the appropriate tier designation of the area and its surroundings, in order to avoid piecemeal or parcel-by-parcel redesignations. If a neighborhood plan or study recognized by the Board of County Commissioners includes the area and makes recommendations concerning tier boundaries, such neighborhood plan or study may serve as the Study required by this policy.

**Response:** *The Loxahatchee Groves Neighborhood Plan was formally received by Palm Beach County Board of County Commissioners on June 4, 1996 and did include the subject parcel, as well as the existing hospital. At the time, the subject parcel Palms West Hospital Page 5 November 13, 2024 was designated as RR-10 – 1 dwelling unit per 10 acres with a zoning designation of AR. The hospital was existing immediately to the east with a land use designation of Institutional with the zoning map in the plan indicating zoning as INST/18. No Tier boundaries were depicted on the maps within the plan or mentioned in the text. As such it is anticipated that staff will prepare a study. Consideration of the fact that it appears this is the last parcel that was included in the Neighborhood Plan that is not within the U/S Tier is requested to be included in the Study as well as the fact that the Town has since incorporated and is in control of the land area in their jurisdiction.*

While no land use amendment to the existing Institutional land use is proposed tier change request meets the required standard as follows:

**1) The proposed use is suitable and appropriate for the subject site;**

**Applicant's Response:** The proposed Urban/Suburban Tier designation, is suitable and appropriate for the Subject Property for a variety of reasons. The location of the Subject Property is north of Southern Blvd, a major east-west corridor, which will ensure adequate access for the site and appears to be the last unincorporated parcel to the east of Loxahatchee Groves that is not within the U/S Tier. Additionally, it already has a land use designation of INST and is in the process of being rezoned to IPF to be consistent with the hospital use and land area. As mentioned earlier, the Town of Loxahatchee Groves has also designated the Southern Blvd. as a desired commercial corridor for the Town based on their current future land use map and existing uses in the corridor. Further, the Subject Property is of sufficient size to adequately provide additional parking facilities for the hospital expansion while providing appropriate landscape buffering, and other design features to increase the compatibility of the site with surrounding uses.

The surrounding properties are compatible with the hospital expansion on the Subject Property, particularly the eastern parcels, which share the same Tier designation. This request aims to further this consistency, ensuring that the U/S Tier designation extends to the Subject site. Therefore, the proposed Tier Change is appropriate for the Subject Property, reflecting the existing character of the surrounding development pattern.

2) There is a basis for the proposed amendment for the particular site based upon on or more of the following;

a. Changes in FLU designations on adjacent properties or properties in the immediate area and associated impacts on the subject site;

**Applicant's Response:** While no recent changes in the area to FLU designations have recently taken place, this parcel has been under the ownership of Palms West Hospital for 20 years and previously received a land use designation of Institutional. That designation in conjunction with the anticipated incorporation of the land area into the hospital use is a basis for the Tier change. The parcel is adjacent to existing institutional and commercial uses to the east and the Town of Loxahatchee Groves has created a more urban/suburban corridor to the east with the Groves Town Center, the College and recent construction such as the self-service storage facility. This pattern of development has gradually occurred over time (for reference see side-by-side aerials below from 2008 and 2024 with the subject property bounded in the red dashed line). The changes proposed in the FLU designations will help promote consistency with adjacent properties, especially to the East.



b. Changes in the access or characteristics of the general area and associated impacts on the subject site;

**Applicant's Response:** The characteristics of the western area of the county have evolved significantly in recent years. There is an increasing need for hospital facilities and beds in this region due to the addition of new residential units in Palm Beach County. Notably, over 2,000 units have been added as part of the Arden Planned Unit Development (PUD), with further units anticipated on the Fleming parcel. This change in demographics necessitates a reassignment of the Tier and an expansion of hospital facilities to accommodate the growing population. The development of additional parking spaces on a portion of the subject property would enhance accessibility for visitors seeking medical services, thereby better serving the community. The proposed site plan includes two access points to the adjacent site to the east and one direct access point onto Southern Boulevard, which currently exists. The planned hospital expansion at this density is expected to generate a minimal increase in vehicle trips on surrounding roadways, given the availability of multiple access routes to the site. The allowance to utilize the U/S Tier parking lot design parameters will provide for a consistent streetscape along the Southern Blvd. frontage with the properties to the east.

c. New information or change in circumstances which affect the subject site;

**Applicant's Response:** Since the initial approval of the expansion plans for Palms West Hospital, significant shifts in healthcare needs and community demographics have been observed across the region. The ongoing growth in population, particularly in the surrounding neighborhoods, has led to an increased demand for accessible healthcare services. This demand is further exacerbated by the aging population, necessitating a broader range of medical facilities and specialized services. Additionally, recent trends in healthcare delivery have highlighted the need for more comprehensive inpatient and outpatient care options. The COVID-19 pandemic has permanently altered patient behaviors, leading to a heightened emphasis on emergency care and specialized medical treatments. As a result, Palms West Hospital has experienced a marked rise in patient volume, reinforcing the necessity for expanded capacity. Given these factors, expanding Palms West Hospital is not only justified but essential for maintaining a high standard of healthcare for the community. The Tier change will allow for the hospital to more quickly adjust and adapt to the changing needs of the growing population and ensure that current needs are met while anticipating future demands.

**d. Inappropriateness of the adopted FLU designation;**

**Applicant's Response:** The adopted Rural Tier designation for Palms West Hospital is no longer the most appropriate classification, given the evolving healthcare needs and development patterns in the western area of the County. The demand for healthcare services has significantly increased, driven by population growth and the aging demographic. As such, aligning the Subject Property's designation with an urban/suburban framework is essential to meet the current and future healthcare demands of the community. This Tier change will facilitate the expansion of necessary medical facilities and services, ensuring that the hospital can effectively serve a growing population. Additionally, the proximity of the hospital to existing urban/suburban infrastructure and community-serving commercial options enhances the practicability of this designation. The integration of urban/suburban densities allows for better access to healthcare services, promoting a comprehensive approach to community health. In light of these factors, transitioning to an Urban/Suburban Tier designation is not only warranted but vital for ensuring that Palms West Hospital can adequately respond to the needs of the County and adhere to sound planning principles.

**e. Whether the adopted FLU designation was assigned in error.**

**Applicant's Response:** The adopted FLU designation of Rural Tier was not assigned in error. However, while the Institutional Land Use is permitted in the Rural Tier, it may have been more appropriate given the common ownership and proximity to the hospital to consider a Tier Change at the time of the prior land use amendment. This request represents an evolution of demands and changed circumstances as discussed above.

**G.2 Residential Density Increases**

Per Future Land Use Policy 2.4-b the proposed FLUA Amendment meets the required factors to justify this request as the appropriate method for increasing density on the Subject Property as described below.

1. Justify and demonstrate a need for a FLUA Amendment;

**Applicant's Response:** Not Applicable – no increase in residential density is proposed.

2. Demonstrate that the current FLUA designation is inappropriate;



**Applicant's Response:** Not Applicable – no increase in residential density is proposed.

3. Explain why the Transfer of Development Rights, Workforce Housing, and/or Affordable Housing Programs cannot be utilized to increase density.

**Applicant's Response:** Not Applicable – no increase in residential density is proposed.

### **G.3 - Compatibility**

Compatibility is defined in the County's Unified Land Development code as: *"Land uses that are congruous, similar and in harmony with one another because they do not create or foster undesirable health, safety or aesthetic effects arising from direct association of dissimilar, contradictory, incongruous, or discordant activities, including the impacts of intensity of use, traffic, hours of operation, aesthetics, noise, vibration, smoke, hazardous odors, radiation, function and other land use conditions."*

#### **Applicant's Response:**

In alignment with the County's definition of compatibility and accepted growth management principles, the proposed amendment for Palms West Hospital is consistent with surrounding land uses and will not create or foster undesirable effects. The requested Urban/Suburban Tier designation will enable essential improvements to the hospital enhancing the overall functionality and compatibility of uses in this corridor. The site is positioned adjacent to existing residential to the north, and submitted plans with the current zoning request feature incompatibility buffers with considerable vegetation. This approach will mitigate any potential impacts on the surrounding properties and will provide for an enhanced buffer along Southern Blvd. Compatibility concerns are minimal, as the surrounding properties predominantly consist of residential uses within an urban/suburban context or commercial services that will support the hospital's operations and the community, with one of the immediate uses to the west being Everglades Farm Equipment.

The emergency access will continue to be to the hospital via Palms West Parkway to the east and it is anticipated that only hospital staff will utilize the new western entrance into this parcel with visitors still utilizing the main entry road as historically has been the case. As such, this will prevent any undesirable health, safety, or aesthetic impacts, reinforcing that the proposed Urban/Suburban Tier designation is compatible with the surrounding area.

### **G.4 -Comprehensive Plan**

The proposed amendment furthers several Goals of the Comprehensive Plan and is consistent with several Objectives and Policies. The following analysis is provided to demonstrate consistency with specific objectives and policies in the Plan.

- **C. County Directions**

**Applicant's Response:** The proposed amendment furthers several Goals of the Comprehensive Plan and is consistent with several Objectives and Policies. The following analysis is provided to demonstrate consistency with specific objectives and policies in the Plan. The County Directions recognize the need for infill redevelopment to occur and that it should be informed by growth management principles to encourage livable communities, neighborhood integrity, housing opportunities, and a strong sense of integrity while maintaining land use compatibility and level of service standards. Allowing for the proposed Tier Change will result in efficient use of land, and existing public facilities and services

currently available to the Subject Property within the County's Urban/Suburban Tier where non-residential and institutional uses are most appropriately located. Several of these Directions support the proposed amendment, specifically; Growth Management; Redevelopment and Revitalization; Land Use Compatibility.

- **D. Characteristics of a Livable Community**

**Applicant's Response:** The Comprehensive Plan emphasizes creating livable, sustainable communities that enhance the quality of life for residents. The proposed Tier amendment to shift from the Rural Tier to the Urban/Suburban Tier aligns with this vision, allowing the hospital expansion to enhance its role as a central community resource. The expansion will support the growing healthcare needs of the community, providing greater access to vital medical services in a conveniently located healthcare facility. The proposed modifications demonstrate a thoughtful design approach, supporting efficient circulation and operational functionality. The change to the Urban/Suburban Tier will facilitate the provision of the services offered by the hospital to the community and surrounding area, while upholding the Comprehensive Plan's objectives for a sustainable, high-quality urban environment.

- **FLUE Goal 1 Strategic Planning**

**Objective 1.1 Managed Growth Tier System:**

1. Ensure sufficient land, facilities and services are available to maintain a variety of housing and lifestyle choices, including urban, suburban, exurban, and rural living;
2. Accommodate future growth but prohibit further urban sprawl by requiring the use of compact forms of sustainable development;
3. Facilitate and support infill development and revitalization and redevelopment activity through coordinated service delivery and infrastructure upgrades;

**Applicant Response:** The proposed 18.85-acre parcel tier change from Rural to Urban/Suburban is a strategic and necessary adjustment to support the expansion of Palms West Hospital, while aligning with managed growth objectives. Integrating this parcel into the Urban/Suburban Tier allows the hospital to meet rising demand in a responsible, compact development format, averting urban sprawl by making use of an 'infill' parcel of land. This tier change facilitates the addition of surface parking and upgraded access infrastructure, which are critical to supporting the hospital's expanded capacity.

Reclassifying this parcel to the Urban/Suburban Tier also ensures that development on this site will be compatible with the adjacent institutional land uses. By situating this development within a defined growth area, the project embodies the County's goal to foster compact, sustainable growth, while avoiding the outward sprawl that can strain rural lands and resources. This targeted development approach supports the area's healthcare needs in a way that prioritizes environmental stewardship, efficient service delivery, and well-coordinated growth within Palm Beach County.

- **FLUE Goal 2 Land Planning:**

It is the GOAL of Palm Beach County to create and maintain livable communities, promote the quality of life, provide for a distribution of land uses of various types, and at a range of densities and intensities, and to balance the physical, social, cultural, environmental and economic needs of the current and projected residents and visitor populations. This shall be accomplished in a manner that protects and improves the quality of the natural and manmade

environment, respects and maintains a diversity of lifestyle choices, and provides for the timely, cost-effective provision of public facilities and services.

**Applicant's Response:** The inclusion of the Subject property within the Urban/Suburban Tier aligns with Palm Beach County's FLUE Goal 2 by facilitating a compact, well-served expansion of Palms West Hospital, located within the Urban Service Area. This parcel's proximity to established infrastructure and major transportation corridors supports the County's goal of promoting livable communities and enhancing quality of life through accessible public services. The proposed tier change to Urban/Suburban enables an efficient land use strategy, concentrating healthcare facilities where services are already in place, thus reducing the need for additional infrastructure investment or rural land conversion. By uniting the Subject Property with the existing hospital site, the project increases healthcare capacity and access within a cohesive urban framework, serving both current and projected populations in this growing region. This approach respects lifestyle diversity by ensuring critical services are available close to expanding residential areas, aligning with County objectives to support economic, environmental, and social well-being.

- **FLUE Policy 2.1-a:** Future land use designations, and corresponding density and intensity assignments, shall not exceed the natural or manmade constraints of an area and shall also not underutilize the existing or planned capacities of urban services.

**Applicant's Response:** The proposed Urban/Suburban Tier designation for the Subject Property adheres to FLUE Policy 2.1-a by ensuring that future land use aligns with the area's service capacity and infrastructure. As detailed above, the subject property is positioned for seamless integration with existing urban services, including roadway access, water and wastewater systems, and adequate drainage facilities. By allowing this parcel to support additional parking and facility enhancements for Palms West Hospital, the project optimizes the use of existing service infrastructure without exceeding manmade or natural constraints. The Urban/Suburban designation on the subject property leverages established service capacities, supporting a balanced and efficient use of resources in an area already identified for growth. This approach aligns with the County's commitment to sustainable, well-planned development, ensuring that expanded healthcare services are accommodated without requiring new service extensions into rural or underdeveloped areas.

- **FLUE Policy 2.1-f:** The following will detail the impact of the proposed FLUA on the items listed:

1. The natural environment, including topography, soils and other natural resources;

**Applicant's Response:** The subject property contains existing trees and a drainage pond, but it does not support any significant habitat or sensitive natural communities that would be impacted by the proposed development. Soils on the property are compatible with the planned improvements, and existing trees will be integrated into the development as much as possible while utilizing the provision for mitigation within the County's ULDC. It's important to note that only a portion of the site is being utilized for the expansion for additional parking facilities and stormwater management. With no critical environmental resources onsite, the proposed development aligns well with FLUE Policy 2.1-f and will contribute positively to the surrounding built and natural environment.

2. The availability of facilities and services;

**Applicant's Response:** The subject property is adequately served by existing facilities and services, as detailed below:

**Traffic:** The Traffic Analysis for the proposed development, conducted by Kimley-Horn & Associates, indicates a daily trip generation rate of 10.77 trips per 1,000 square feet for hospital use, with projected net increases of 2,785 daily trips, 213 AM peak hour trips, and 222 PM peak hour trips. These figures are within acceptable limits, ensuring the development's impact is manageable within the current roadway network. However, no additional square footage is proposed on the subject property at this time – only parking facilities. Should any buildings be proposed in the future, the request will need to address the County's Traffic Performance Standards at that time in regard to concurrency.

**Mass Transit:** Although the subject property is not directly served by Palm Tran, the nearest transit route, Palm Tran Route 40 – Palms West Parkway at Palms W Medical Center, is accessible on site, providing broader connectivity for the community. Park and ride spaces are also provided on the hospital parcel.

**Potable Water and Wastewater:** The Palm Beach County Water Utilities Department has verified that sufficient capacity exists to support the proposed development. Existing water and sewer lines adjacent to the property can accommodate the hospital's needs.

**Drainage:** The proposed site in South Florida's C-51 Basin includes stormwater management improvements like storm sewers, swales, and detention areas, designed to meet water quality and floodplain encroachment requirements. Discharge to the C-51 Canal will be controlled to meet water quality and flow rate limits, ensuring effective stormwater management and compliance with regulatory requirements.

**Fire Rescue:** PBC Fire Rescue Station #25, located approximately 2.5 miles from the subject property, provides emergency services to the area with an estimated response time of 7 minutes and 30 seconds, ensuring prompt service for the expanded hospital facilities.

**Schools:** This proposal does not request any residential component, consequently, no School Capacity Availability Determination (SCAD) letter is included with this FLUA Amendment request.

**Parks and Recreation:** The site's intended hospital use does not create any recreational demands as no residential units are proposed.

3. The adjacent and surrounding development;

**Applicant's Response:** The proposed Urban/Suburban designation and resulting expansion is compatible with surrounding properties and consistent with existing land use designations along this portion of Southern Boulevard within the Urban/Suburban Tier. Please refer to Section G.3 - Compatibility and Surrounding Uses above.

4. The future land use balance;

**Applicant's Response:** The proposed tier change from Rural to Urban/Suburban will enhance the area's future land use balance by supporting a comprehensive healthcare facility in a region that has shown increasing demand for medical services. Surrounding areas already display a mixed development pattern with urban and suburban land uses, creating a well-rounded community profile. By integrating this parcel into the Urban/Suburban Tier, the project aligns with surrounding properties that include commercial, civic, and residential uses, contributing to a



balanced mix of uses. This shift encourages sustainable growth patterns and supports convenient access to healthcare without altering the primary character of the surrounding community.

5. The prevention of urban sprawl as defined by 163.3164(51), F.S.;

**Applicant's Response:** The proposed change of the Palms West Hospital site from the Rural Tier to the Urban/Suburban Tier will help prevent urban sprawl by enabling necessary expansion within an area already served by established infrastructure and services. By utilizing an undeveloped parcel in a developed tier, this project reduces the pressure to develop on rural or agricultural lands, supporting the preservation of open spaces. Expanding healthcare services within the Urban/Suburban Tier creates a compact development pattern, ensuring that critical resources remain accessible to nearby residents without requiring extended travel. This approach fosters sustainable growth, optimizes land use, and maintains a balanced relationship between land use and transportation access in the community.

6. Community Plans and/or Planning Area Special Studies recognized by the Board of County Commissioners; and

**Applicant's Response:** The Subject Property is governed by the Loxahatchee Groves Neighborhood Plan and their mission was to preserve the existing unique qualities of the community, while improving the quality of life for the residents. One of the positive attributes provided within the Neighborhood Plan is the opportunity afforded for residents to live their entire life within the Loxahatchee Groves area. The proposed expansion of the existing hospital and addition of surface parking spaces will provide for a better facility to serve the residents and continue with this attribute. The applicability of the Neighborhood Plan, however, is now questionable on land area within unincorporated Palm Beach County with the incorporation of the Town of Loxahatchee Groves.

7. Municipalities in accordance with Intergovernmental Coordination Element Objective 1.1.

**Applicant's Response:** The Subject Property is located adjacent to any Loxahatchee Groves. The applicant and their consultants have coordinated with the County's Fire Department, Water Utilities District, and Historical Resources Section. Further, the applicant recognizes the application will be reviewed by the Treasure Coast Regional Planning Council (TCRPC) as well as the Intergovernmental Plan Amendment Review Committee (IPARC).

- FLUE Policy 2.1-g: The County shall use the County Directions in the Introduction of the Future Land Use Element to guide decisions to update the Future Land Use Atlas, provide for a distribution of future land uses in the unincorporated area that will accommodate the future population of Palm Beach County, and provide an adequate amount of conveniently located facilities and services while maintaining the diversity of lifestyles in the County.

**Applicant's Response:** The proposed expansion of Palms West Hospital aligns with the County's direction to accommodate future population growth by ensuring essential services are conveniently accessible. The Urban/Suburban tier change will allow Palms West to expand its capacity, meeting the increasing healthcare needs of the surrounding communities. This development strengthens the distribution of healthcare facilities and contributes to maintaining a high quality of life in Palm Beach County by supporting diverse lifestyle needs and reducing travel time for essential medical services.

- FLUE Policy 2.1-h: The County shall not approve site specific Future Land Use Atlas amendments that encourage piecemeal development or approve such amendments for properties under the same or related ownership that create residual parcels. The County shall also not approve rezoning petitions under the same or related ownership that result in the creation of residual parcels.

**Applicant's Response:** The proposed tier change and hospital expansion support cohesive development. The subject property has been under the ownership of the hospital for some time and always envisioned as an area to provide additional support to the existing hospital. The requested Tier change will allow for additional parking and Floor Area Ratio to allow for the proposed and potential future expansion to the hospital to support the expanded western community's population. Allowing for the combination of the parcel with the existing hospital is the opposite of piecemeal development and does not create any residual parcels or land area.

### **G.5. - Florida Statutes**

Please consider the following responses demonstrating consistency with Chapter 163.3177, F.S.

- **F.S., Section 163.3177.6(a)8:** Future land use map amendments shall be based upon the following analysis:
  - a. An analysis of the availability of facilities and services.

**Applicant's Response:** The Palm Beach County Utility Department and Fire Rescue have confirmed that services are available to the subject site. Additionally, studies conducted by the project engineers have verified that the site has adequate drainage and that the proposed land use change will not significantly impact the surrounding roadways.

- b. An analysis of the suitability of the plan amendment for its proposed use considering the character of the undeveloped land, soils, topography, natural resources, and historic resources on site.

**Applicant's Response:** The proposed use is deemed suitable based on the character of the subject property, supported by studies of site soils and natural resources. The drainage statement confirms that the project meets suitability requirements by effectively addressing environmental constraints, implementing proper drainage management, and mitigating floodplain impacts, ensuring the site is appropriately utilized for its intended purpose. Additionally, the County Historic Preservation Officer has verified that no known archaeological resources are located on or within 500 feet of the subject property.

- c. An analysis of the minimum amount of land needed to achieve the goals and requirements of this section.

**Applicant's Response:** The Subject Property is approximately 18.85 acres. There is zoning application in process which will serve to rezone the parcel to IPF as permitted with the current Institutional Land Use Designation. The Tier change is necessary and the minimum action needed to allow for the future expansion to the hospital to serve the increasing population in the western communities.

- **F.S., Section 163.3177.6(a)9:** The future land use element and any amendment to the future land use element shall discourage the proliferation of urban sprawl.

- a. The primary indicators that a plan or plan amendment does not discourage the proliferation of urban sprawl are listed below. The evaluation of the presence of these indicators shall consist of an analysis of the plan or plan amendment within the context of features and characteristics unique to each locality in order to determine whether the plan or plan amendment:
  - (I) Promotes, allows, or designates for development substantial areas of the jurisdiction to develop as low-intensity, low-density, or single-use development or uses.

**Applicant's Response:** The proposed FLUA amendment from a Rural to Urban/Suburban designation aims to support the expansion of a hospital with compatible uses nearby. This site, designated as Institutional (INST) with a current rezoning request being processed to Institutional and Public Facilities (IPF) zoning, is already recognized by the County as suitable for development. The amendment would enable medical facilities to expand within a developing area, aligning with the objective of clustering urban/suburban density levels.

- (II) Promotes, allows, or designates significant amounts of urban development to occur in rural areas at substantial distances from existing urban areas while not using undeveloped lands that are available and suitable for development.

**Applicant's Response:** The Subject Property, while currently in the Rural Tier, is located at the western edge of Royal Palm Beach and the eastern edge of Loxahatchee Groves with urban uses already established to both the east and west of the site. The hospital exists to the east and Everglades Farm Equipment, a non-residential use to the west with medical offices further to the west.

- (III) Promotes, allows, or designates urban development in radial, strip, isolated, or ribbon patterns generally emanating from existing urban developments.

**Applicant's Response:** The Subject Property is not isolated and this amendment will not alter the development pattern of the surrounding area. There is existing development immediately to the east and west, as well as to the south across abutting right-of-way. The development of the Subject Property as made possible by this request will allow for the continued implementation of an urban/suburban development pattern on the north side of Southern Boulevard in this area of the County.

- (IV) Fails to adequately protect and conserve natural resources, such as wetlands, floodplains, native vegetation, environmentally sensitive areas, natural groundwater aquifer recharge areas, lakes, rivers, shorelines, beaches, bays, estuarine systems, and other significant natural systems.

**Applicant's Response:** The proposed FLUA change does not fail to adequately protect and conserve natural resources. There is existing drainage facilities on site associated with a prior FDOT taking action and any additional required facilities will need to obtain the appropriate permits from the permitting agencies. The removal of any native vegetation will be required to comply with the regulations contained in the ULDC. The resulting development will have no negative impacts on environmentally sensitive areas or other significant natural systems not allowed under the County or Permitting Agencies.

- (V) Fails to adequately protect adjacent agricultural areas and activities, including silviculture, active agricultural and silvicultural activities, passive agricultural activities, and dormant, unique, and prime farmlands and soils.

**Applicant's Response:** The Subject Property does not possess any active agricultural activities or farm lands. The site is not designated as a preserve parcel or restricted by a conservation easement. There are no preserve parcels or environmentally sensitive lands abutting the Subject Property. The proposed FLUA change will have no impact on the continuation of agricultural activities in other areas of the County nor decrease same.

(VI) Fails to maximize use of existing public facilities and services.

**Applicant's Response:** The proposed FLUA amendment ensures the efficient utilization of existing public facilities and services. Letters of determination included with this application confirm the availability and capacity of these facilities. The Palm Beach County Utility Department and Fire Rescue have verified that utilities and emergency services are accessible to the subject site. Furthermore, engineering studies have demonstrated that the site has adequate drainage infrastructure and that the proposed land use change will not significantly affect surrounding roadways, thereby optimizing the use of existing public resources.

(VII) Fails to maximize use of future public facilities and services.

**Applicant's Response:** The proposed FLUA amendment supports the optimal use of future public facilities and services. By aligning the development with planned infrastructure improvements and maintaining compatibility with long-term service capacity, the amendment ensures sustainable growth. Engineering studies and agency confirmations included in this application demonstrate that the project will integrate seamlessly with future utility expansions, drainage systems, and roadway networks, maximizing the efficiency of anticipated public resources.

(VIII) Allows for land use patterns or timing which disproportionately increase the cost in time, money, and energy of providing and maintaining facilities and services, including roads, potable water, sanitary sewer, stormwater management, law enforcement, education, health care, fire and emergency response, and general government.

**Applicant's Response:** Public facilities and services have been reviewed to assess their capacity to serve the Subject Property and surrounding area. The proposed FLUA change is expected to have minimal impact on the cost, time, or energy required for providing and maintaining these facilities and services.

(IX) Fails to provide a clear separation between rural and urban uses.

**Applicant's Response:** The Subject Property is currently located on the eastern periphery of the Rural Tier, adjacent to the Town of Loxahatchee Groves and an existing nonresidential use and also adjacent to the Urban/Suburban Tier. The proposed FLUA change discourages sprawl and supports the intent of the Urban/Suburban Tier as it proposes to allow for the expansion medical facilities to serve areas both within and outside of the urban/suburban Tier.

(X) Discourages or inhibits infill development or the redevelopment of existing neighborhoods and communities.

**Applicant's Response:** The Subject Property is currently vacant, but sandwiched in between the existing hospital to the east and Everglades Farm Equipment to the west. The proposed FLUA change would allow for new development that supports the community's growing

healthcare needs within what could be considered an infill development parcel, furthering the goal of encouraging infill or redevelopment. Positioned in an area already supported by existing medical facilities and services, the site is ideal for enhancing healthcare accessibility and meeting the demands of surrounding communities.

(XI) Fails to encourage a functional mix of uses.

**Applicant's Response:** The proposed tier change for the Subject Property from Rural to Urban/Suburban will enhance community access to essential healthcare services while promoting a functional mix of uses, integrating various office and medical facilities with existing commercial uses to the east and west.

(XII) Results in poor accessibility among linked or related land uses.

**Applicant's Response:** The proposed FLUA Tier change and resulting development will not diminish the accessibility of surrounding properties. It will in fact enhance accessibility to the existing hospital by allowing for an additional access point for employees to separate and distribute visitor traffic to the facility.

(XIII) Results in the loss of significant amounts of functional open space.

**Applicant's Response:** Although the Subject Property is currently vacant, it has already been encumbered by stormwater facilities of FDOT and does not provide any functional open space for public use.

- F.S., Section 163.3177.6.(a).9: The future land use element and any amendment to the future land use element shall discourage the proliferation of urban sprawl. b. The future land use element or plan amendment shall be determined to discourage the proliferation of urban sprawl if it incorporates a development pattern or urban form that achieves four or more of the following:

(I) Directs or locates economic growth and associated land development to geographic areas of the community in a manner that does not have an adverse impact on and protects natural resources and ecosystems.

**Applicant's Response:** The proposed expansion of Palms West Hospital is designed to enhance healthcare services. This would not have an adverse impact on natural resources or ecosystems and the applicant will abide by County ULDC provisions with respect to addressing existing plant materials through the zoning approval process. The development is strategically placed to support community health needs while safeguarding the environment.

(II) Promotes the efficient and cost-effective provision or extension of public infrastructure and services.

**Applicant's Response:** The proposed designation will maximize the use of existing public facilities and services available to the site along the Southern Boulevard corridor. The Subject Property is also located along an area of existing development and would not require the extension of public facilities or services into a rural area of the County and avoids the need for costly extensions of services.

(III) Promotes walkable and connected communities and provides for compact development 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.

**Applicant's Response:** The proposed expansion includes the addition of a parking lot, ensuring that the hospital remains accessible and also provides for convenient access to Palm Tran public transportation, enhancing mobility. The design will accommodate pedestrian access and connect with existing walkways, facilitating easy movement for patients and visitors.

(IV) Promotes conservation of water and energy.

**Applicant's Response:** The Subject Property and development will promote the conservation of water through stormwater management.

(V) Preserves agricultural areas and activities, including silviculture, and dormant, unique, and prime farmlands and soils.

**Applicant's Response:** The Subject Property will not encroach on agricultural areas, as it is located within a developed urban context.

(VI) Preserves open space and natural lands and provides for public open space and recreation needs.

**Applicant's Response:** While the Subject Property is currently vacant, the hospital expansion will include landscaped areas that enhance the aesthetic quality of the site. The site had already been impacted by the FDOT pond and did not provide for any public open space on the privately owned parcel. However, the new parking area will need to meet all landscape requirements of the County and with the retention of the existing pond and the expansion of additional stormwater storage, open space will be preserved.

(VII) Creates a balance of land uses based upon demands of the residential population for the nonresidential needs of an area.

**Applicant's Response:** The proposed expansion of the hospital will serve the increasing healthcare demands of the local population while maintaining the current balance of land uses. By providing essential medical services, the development meets the nonresidential needs of the community, supporting a balanced and functional environment along the Southern Boulevard Corridor.

(VIII) Provides uses, densities, and intensities of use and urban form that would remediate an existing or planned development pattern in the vicinity that constitutes sprawl or if it provides for an innovative development pattern such as transit-oriented developments or new towns as defined in s. 163.3164.

**Applicant's Response:** The Subject Property is aligned with the established Urban/Suburban development pattern in the area and the proposal reinforces a compact development model that supports healthcare access without contributing to urban sprawl. Additionally, the property has convenient access to Palm Tran public transportation, enhancing mobility for patients and visitors.

In conclusion, the property owners, applicant, and agent believe the justification contained herein demonstrates the requested Tier Change from Rural to Urban/Suburban is justified,

consistent with the Plan and state statutes, and is compatible with the surrounding uses. On behalf of the property owners and applicant, UDS, respectfully requests approval of this request to amend the FLUA designation on the Subject Property. The Project Managers at UDS are Joni Brinkman, [jbrinkman@udsflorida.com](mailto:jbrinkman@udsflorida.com), or Kayla McKenzie, [kmckenzie@udsflorida.com](mailto:kmckenzie@udsflorida.com).

## Exhibit 6

### Applicant's Public Facilities Table

<b>A. Traffic Information</b>	
See Exhibit 7	
<b>B. Mass Transit Information</b>	
<b>Nearest Palm Tran Route (s)</b>	The Palm Tran has direct service the subject site on Route 40.
<b>Nearest Palm Tran Stop</b>	The nearest Palm Tran stop is located on site at Palms West Parkway at Palms W Medical Center (Stop ID: 3243). Along with a stop less than a mile away at Southern Blvd at Forest Hill Blvd (Stop ID: 3238).
<b>Nearest Tri Rail Connection</b>	West Palm Beach Tri-Rail Station, on the east side of I-95, approximately 14 miles east of the subject site.
<b>C. Portable Water &amp; Wastewater Information</b>	
<b>Potable Water &amp; Wastewater Providers</b>	The subject property is located within the Palm Beach County Utility Department (PBCWUD) utility service area. PBCWUD has confirmed capacity exists to serve the proposed hospital expansion, rezoning, along with a Class A Conditional Use for a hospital.
<b>Nearest Water &amp; Wastewater Facility, type/size</b>	The nearest point of connection is a 12" potable water main and a 6" sanitary sewer force main located on Palms West Parkway.
<b>D. Drainage Information</b>	
<p>The site is situated in South Florida Water Management District's (SFWMD) C-51 Drainage Basin. The proposed stormwater management improvements may include but are not limited to storm sewer systems, swales, lakes, dry detention areas, and exfiltration trench areas. Exfiltration trenches will be utilized to meet the pretreatment requirements. Wet or dry detention areas will be utilized for water quality treatment and required storage prior to offsite discharge. Legal positive outfall will occur via the existing piped connections to the C-51 Canal on both parcels.</p> <p>The proposed site lies within the SFWMD C-51 Basin. We anticipate an encroachment into the floodplain. Any water storage volume removed from the floodplain must be accommodated by an equal volume of compensation. Water storage volume shall be computed by utilizing Figure 41-8 of the SFWMD ERP. For the purposes of this part, the minimum volume of water which must be accommodated on site shall be that quantity equal to the volume stored below the level shown on Figure 41-8 and above the existing grades.</p> <p>Based on the SFWMD ERP Manual, this property is located within the Eastern C-51 Basin, sub-basin 12 as shown in the Manual's Figure 41-8. As such the Control Elevation 11.56 NAVD and the 100-year flood stage listed as 17.7 NAVD.</p> <p>Legal positive outfall will be provided for by piped connections to the SFWMD C-51 Canal. Drainage outfall</p>	

will be routed through the control structure consisting of a bleeder and a weir to meet water quality and attenuation requirements before discharging to the C-51 Canal. Discharge is limited to 27.0 CSM.

## **E. Fire Rescue**

<b>Nearest Station</b>	PBC Fire Rescue Station #25, 1060 Wellington Trace
<b>Distance to Site</b>	Approximately 2.50 miles from the subject property
<b>Response Time</b>	The estimated response time to the subject property is 7 minutes 30 seconds.
<b>Effect on Resp. Time</b>	Changing the land use of this property will have minimal impact on Fire Rescue. Average response time (call received to on scene) for Station #25's zone is 6:18.

## **F. Environmental**

<b>Significant habitats or species</b>	The site features the following plant species: Australian Pine, Bald Cypress, Southern Live Oak, Slash Pine, etc.
<b>Flood Zone*</b>	According to Palm Beach County's Information Systems Services, the subject property is located within flood zone AE and X.
<b>Wellfield Zone*</b>	The subject property is not located within or adjacent to a wellfield protection zone.

## **G. Historic Resources**

Staff reviewed the County's survey of historic and architecturally significant structures, identifying resources within 500 feet of the referenced property. The West Palm Beach Canal (8PB10331) is eligible for the National Register of Historic Places (NRHP), but since the proposed construction will not impact the canal, no adverse effects are expected, requiring no further consideration. Additionally, no known archaeological resources were found within the same vicinity.

## Exhibit 7

### Traffic Division Letter



**Engineering and  
Public Works Department**  
P.O. Box 21229  
West Palm Beach, FL 33416-1229  
(561) 684-4000  
FAX: (561) 684-4050  
www.pbc.gov

**Palm Beach County  
Board of County  
Commissioners**

Maria G. Marino, Mayor  
Sara Baxter, Vice Mayor  
Gregg K. Weiss  
Joel Flores  
Marcy Woodward  
Maria Sachs  
Bobby Powell, Jr.

**County Administrator**  
Verdenia C. Baker

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Affirmative Action Employer"



December 12, 2024

Adam B. Kerr, P.E.  
Kimley-Horn and Associates, Inc.  
477 S Rosemary Avenue, Suite 215  
West Palm Beach, FL 33401

**RE: Palms West Hospital  
FLUA Amendment Policy 3.5-d Review  
Round 2023-24-B**

Dear Mr. Kerr:

Palm Beach County Traffic Division has reviewed the Land Use Plan Amendment Application Traffic Analysis for the proposed Future Land Use Amendment for the above-referenced project, revised on November 13, 2024, pursuant to Policy 3.5-d of the Land Use Element of the Palm Beach County Comprehensive Plan. The project is summarized as follows:

<b>Location:</b>	North of Southern Boulevard, app. 2,260 feet west of Forest Hill Boulevard	
<b>PCN:</b>	00-41-43-17-01-904-0040	
<b>Acres:</b>	18.85 acres	
	<b>Current FLU</b>	<b>Proposed FLU</b>
<b>FLU:</b>	Institutional & Public Facilities (INST)	Institutional & Public Facilities (INST)
<b>Zoning:</b>	Agricultural Reserve (AR) and Rural Services (RSER)	Institutional and Public Facilities (IPF)
<b>Density/ Intensity:</b>	0.10 FAR	0.45 FAR
<b>Maximum Potential:</b>	Hospital = 82,111 SF	Hospital = 369,498 SF
<b>Proposed Potential:</b>	None	Hospital = 335,000 SF <i>(Voluntary restriction)</i>
<b>Net Daily Trips:</b>	2,785 (maximum – current) 2,451 (proposed – current)	
<b>Net PH Trips:</b>	273 (183/90) AM, 286 (100/186) PM (maximum) 247 (166/81) AM, 259 (91/168) PM (proposed)	
<i>* Maximum indicates typical FAR and maximum trip generator. Proposed indicates the specific uses and intensities/densities anticipated in the zoning application.</i>		

Based on the review, the Traffic Division has determined that the traffic impacts of the proposed amendment meet Policy 3.5-d of the Future Land Use Element





Adam B. Kerr, P.E.  
December 12, 2024  
Page 2

of the Palm Beach County Comprehensive Plan at the **proposed potential** densities shown above based on the condition that the proposal shall be limited to the proposed development potential or equivalent trips.

Please do not hesitate to reach out with any questions or concerns at 561-684-4030 or [DSimeus@pbc.gov](mailto:DSimeus@pbc.gov).

Sincerely,

A handwritten signature in blue ink, appearing to be "DS", is written over the typed name.

Dominique Simeus, P.E.  
Professional Engineer  
Traffic Division

DS:jb

cc:

Quazi Bari, P.E., PTOE – Manager – Growth Management, Traffic Division  
Bryan Davis – Principal Planner, Planning Division  
Stephanie Gregory – Principal Planner, Planning Division  
Khurshid Mohyuddin – Principal Planner, Planning Division  
Maria Bello – Principal Planner, Planning Division  
Kathleen Chang – Senior Planner, Planning Division  
David Wiloch – Senior Planner, Planning Division  
Alberto Lopez Tagle - Technical Assistant III, Traffic Division

File: General - TPS – Unincorporated - Traffic Study Review  
N:\TRAFFIC\Development Review\Comp Plan\24-B\Palms West Hospital.docx

## Exhibit 8

### Water & Wastewater Provider LOS Letter

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**Water Utilities Department  
Engineering**

8100 Forest Hill Blvd.  
West Palm Beach, FL 33413  
(561) 493-6000  
Fax: (561) 493-6085  
www.pbcwater.com



**Palm Beach County  
Board of County  
Commissioners**

Gregg K. Weiss, Mayor  
Maria Sachs, Vice Mayor  
Maria G. Marino  
Michael A. Barnett  
Marci Woodward  
Sara Baxter  
Mack Bernard

**County Administrator**

Verdenia C. Baker

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Affirmative Action Employer"*



July 16, 2024

Urban Design Kilday Studios  
610 Clematis Street Suite CU02  
West Palm Beach, FL 33401

RE: Palms West Hospital Expansion  
PCN- 00-41-43-33-06-000-0010 & 00-41-43-17-01-904-0040  
Service Availability Letter

Dear Ailish,

This is to confirm that the referenced property is located within Palm Beach County Utility Department (PBCWUD) utility service area. . Based on a review of current PBCWUD infrastructure and existing customers within the general vicinity of the referenced property, PBCWUD currently has the capacity to provide the level of service required for the proposed hospital expansion/increase number of beds; rezoning of the vacant parcel from AR?RSEr to IPF; along with a Class A Conditional Use for a hospital.

The property is currently connected to water and sewer. The nearest point of connection is a 12" potable water main and a 6" sanitary sewer force main located on Palms West Parkway.

Please note that this letter does not constitute a final commitment for service until the final design has been approved by PBCWUD. In addition, the addition of new developments/customers prior to service initiation to the property may affect the available capacity. PBCWUD does not make any representations as to the availability of capacity as of the future service initiation date.

If you have any questions, please give me a call at (561)493-6116.

Sincerely,

A handwritten signature in blue ink, appearing to read "J. Michels".

Jackie Michels, P.E,  
Project Manager

## Exhibit 9

### Disclosure of Ownership Interests

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PALM BEACH COUNTY - ZONING DIVISION

FORM # 9

#### DISCLOSURE OF OWNERSHIP INTERESTS – PROPERTY

*[TO BE COMPLETED AND EXECUTED BY THE PROPERTY OWNER(S) FOR EACH APPLICATION FOR COMPREHENSIVE PLAN AMENDMENT OR DEVELOPMENT ORDER]*

TO: PALM BEACH COUNTY PLANNING, ZONING AND BUILDING EXECUTIVE  
DIRECTOR, OR HIS OR HER OFFICIALLY DESIGNATED REPRESENTATIVE


STATE OF FLORIDA  
COUNTY OF PALM BEACH

BEFORE ME, the undersigned authority, this day personally appeared  
Todd Maxwell, hereinafter referred to as "Affiant," who  
being by me first duly sworn, under oath, deposes and states as follows:

1. Affiant is the ☐ individual or ☒ Vice President Columbia Palm Beach GP, LLC, GP for Palms West Hospital Limited Partnership [position - e.g., president, partner, trustee] of Columbia Palm Beach GP, LLC, GP for Palms West Hospital Limited Partnership [name and type of entity - e.g., ABC Corporation, XYZ Limited Partnership] that holds an ownership interest in real property legally described on the attached Exhibit "A" (the "Property"). The Property is the subject of an application for Comprehensive Plan amendment or Development Order approval with Palm Beach County.
2. Affiant's address is: One Park Plaza  
Nashville, TN 37203  
Attn: VP, Real Estate
3. Attached hereto as Exhibit "B" is a complete listing of the names and addresses of every person or entity having a five percent or greater interest in the Property. Disclosure does not apply to an individual's or entity's interest in any entity registered with the Federal Securities Exchange Commission or registered pursuant to Chapter 517, Florida Statutes, whose interest is for sale to the general public.
4. Affiant acknowledges that this Affidavit is given to comply with Palm Beach County policy, and will be relied upon by Palm Beach County in its review of application for Comprehensive Plan amendment or Development Order approval affecting the Property. Affiant further acknowledges that he or she is authorized to execute this Disclosure of Ownership Interests on behalf of any and all individuals or entities holding a five percent or greater interest in the Property.
5. Affiant further acknowledges that he or she shall by affidavit amend this disclosure to reflect any changes to ownership interests in the Property that may occur before the date of final public hearing on the application for Comprehensive Plan amendment or Development Order approval.
6. Affiant further states that Affiant is familiar with the nature of an oath and with the penalties provided by the laws of the State of Florida for falsely swearing to statements under oath.

7. Under penalty of perjury, Affiant declares that Affiant has examined this Affidavit and to the best of Affiant's knowledge and belief, it is true, correct, and complete.

FURTHER AFFIANT SAYETH NAUGHT.

  
 Todd Maxwell, Vice President of \_\_\_\_\_, Affiant  
 Columbia Palm Beach GP, LLC general  
 partner of Palms West Hospital Limited  
 Partnership

**NOTARY PUBLIC INFORMATION:**

**STATE OF TENNESSEE  
 COUNTY OF DAVIDSON**

The foregoing instrument was acknowledged before me by means of ☒ physical presence or ☐ online notarization, this 1<sup>st</sup> day of October ~~November~~, 2024 by Todd Maxwell, Vice President of\* (name of person acknowledging). He ~~is~~ is personally known to me or has produced \_\_\_\_\_ (type of identification) as identification and did did not take an oath (circle correct response).

\*Columbia Palm Beach GP, LLC, the general partner of Palms West Hospital Limited Partnership

Maureen W. Schuler  
 (Name - type, stamp or print clearly)

  
 (Signature)

My Commission Expires on: July 6, 2026

NOTARY'S SEAL AND STATE



**EXHIBIT "A"****PROPERTY**

The land referred to herein below is situated in the County of Palm Beach, State of Florida, and described as follows:

A PORTION OF LOT 4, BLOCK "K", LOXAHATCHEE DISTRICT SUBDIVISION, ACCORDING TO THE MAP OR PLAT THEREOF AS RECORDED IN PLAT BOOK 7, PAGE 81, PUBLIC RECORDS OF PALM BEACH COUNTY, FLORIDA, BEING MORE PARTICULARLY DESCRIBED AS FOLLOWS:

COMMENCING AT THE NORTHEAST CORNER OF SAID LOT 4; THENCE, SOUTH 02°16'42" WEST, ALONG THE EAST LINE OF SAID LOT 4, A DISTANCE OF 834.00 FEET, FOR A POINT OF BEGINNING. THENCE, CONTINUE SOUTH 02°16'42" WEST ALONG SAID EAST LINE, A DISTANCE OF 1221.92 FEET, MORE OR LESS, TO THE INTERSECTION THEREOF WITH THE NORTH RIGHT OF WAY LINE OF STATE ROAD NO. 80 AS RECORDED IN OFFICIAL RECORDS BOOK 12372, PAGE 468, PUBLIC RECORDS OF PALM BEACH COUNTY, FLORIDA; THENCE, NORTH 88°08'51" WEST, DEPARTING SAID EAST LINE AND ALONG SAID NORTH RIGHT OF WAY LINE, A DISTANCE OF 260.20 FEET; THENCE, NORTH 02°16'46" EAST, DEPARTING SAID RIGHT OF WAY LINE, A DISTANCE OF 80.00 FEET; THENCE, NORTH 88°08'51" WEST, A DISTANCE OF 248.59 FEET; THENCE, NORTH 02°16'46" EAST, A DISTANCE OF 321.11 FEET; THENCE, NORTH 88°08'51" WEST, A DISTANCE OF 275.01 FEET, MORE OR LESS, TO THE INTERSECTION THEREOF WITH THE WEST LINE OF SAID LOT 4; THENCE, NORTH 02°16'46" EAST, ALONG SAID WEST LINE, A DISTANCE OF 806.33 FEET; THENCE, SOUTH 89°12'21" EAST, DEPARTING SAID WEST LINE AND ALONG THE SOUTH LINE OF THE NORTH 834.00 FEET OF SAID LOT 4, AS MEASURED ALONG THE EAST AND WEST LINES OF SAID LOT 4, A DISTANCE OF 784.02 FEET TO THE POINT OF BEGINNING.

**EXHIBIT "B"**

**DISCLOSURE OF OWNERSHIP INTERESTS - PROPERTY**

Affiant must identify all entities and individuals owning five percent or more ownership interest in the Property. Affiant must identify individual owners. For example, if Affiant is an officer of a corporation or partnership that is wholly or partially owned by another entity, such as a corporation, Affiant must identify the other entity, its address, and the individual owners of the other entity. Disclosure does not apply to an individual's or entity's interest in any entity registered with the Federal Securities Exchange Commission or registered pursuant to Chapter 517, Florida Statutes, whose interest is for sale to the general public.

Name	Address
	Palm Beach Healthcare System, Inc., One Park Plaza, Nashville, TN 37203



**Exhibit 10**  
**Correspondence**

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