

Midwestern County Study

Issues/Assumptions

- A. What properties and land use assumptions should be included in the study?** The current study focuses on Callery/Judge, Mecca and GL/EB. Vavrus is being modeled at only 460+ units for the 4000+ acre tract. No additional development is assumed for Pratt Whitney, and Florida Research Park is modeled using its approved 6+ million sf. Other properties are modeled based on their Sector Plan assumptions.
- B. What could this study be used for?** The County has several major processes going in parallel. We are trying to work with DCA to address their Comprehensive Plan challenge to the Sector Plan (Callery/Judge and GL/EB are currently included in the Sector Plan, however, Mecca is not). (The County believes that adding Mecca into the Sector Plan may allow us (and DCA) to more comprehensively and timely address the land use and road issues in the area.) We are also being formally challenged on the Scripps approval on the Mecca site and are trying to determine if we can postpone the challenge as, by our own approval language, we are required to bring back the development order and land use for reconsideration. This reconsideration will have to address what we want to do on the property and correspondingly what the property may be worth as the County considers disposing/selling it (or its development rights) in the future. We are also reviewing the Comprehensive Plan/DRI/Zoning application for Callery and expect that it will be before the Board of County Commissioners (BCC) in the next few months. This long term traffic study is trying to address the potential impacts of future land use changes in the area outside of the restrictions of these various ongoing processes.
- C. What density should be on each of the properties?** We have been given a recent traffic study from the developers that shows Callery at 2.5 du/ac while the other properties have 2.0 du/ac (again, with the exception of Vavrus). The BCC has asked that the 2.0 du/ac be

evaluated for each major property, however, Callery has said they intend to move forward with the 2.5 density while submitting its DRI/Zoning application. We will shortly be amending the developer's study in the near future to see what effect the reduction of Callery to 2.0 du/ac may have on the volumes on the surrounding road network. **In total, based on the developer's assumptions, approximately 60,000 new residents would be anticipated.** } ✓

D. What is the appropriate access and road network for the study?

We are assuming no PGA Blvd. west of Beeline Highway, again based on BCC direction. We show the GL/EB access south through Callery and also east through an existing, primarily built neighborhood, in the Acreage, west of Seminole Pratt Whitney Road. Callery is shown using Persimmon and 60th to the east to distribute traffic. Callery is not showing any connections to the north and south through Acreage neighborhoods. We did initially evaluate a new north/south road (aka "Western Way") between Southern Boulevard and the GL/EB properties, but it was estimated to carry only a few thousand vehicles each day, and Seminole Pratt Whitney was not overloaded in the same general area. We chose not to continue to evaluate that possibility of a new road in subsequent model runs. Policy direction and legal interpretations are going to be needed regarding the GL/EB eastern access, as they are assuming they have the right to connect into existing Indian Trail roadways, and use those roads to distribute their traffic. The county's Comprehensive Plan does not show any thoroughfares in the area, as the GL/EB properties currently have low development potential on a per acre basis.

E. What amount of non-residential uses should be placed on each property? For Callery, it was assumed that the non-residential uses (almost 4 million SF) would serve the proposed 22,000+ new residents, as well as a significant number of the 40,000 residents in the Acreage. For Mecca, it was assumed that it would be a primarily residential community, with the non-residential component sized to provide neighborhood services. That same assumption was applied to GL/EB. The GL/EB assumptions will be adjusted (increased) in future runs to see if more traffic can be kept on site.

F. How does the needed road system get funded? Again, previous BCC direction was that the developers should pay for their impact.

They have been working to put together information showing the road network that would be needed in this area if their properties were at the standard rural densities (1 to 10 acres or 1 to 20 acres). They then propose to compare what road network would be needed to support higher densities on their properties. They appear to want to address the differential as their responsibility. Timing of any road improvements has not been addressed. We have not reviewed the cost evaluation in detail, but they estimate that the additional thoroughfare road costs to serve the increased densities may run \$75-\$100 million.

G. What constraints on the future road system exist? There are two major SIS roadways in the area – Southern Boulevard and Beeline Highway. The FDOT has established levels of service for SIS roadways and has not allowed any deviation from those standards anywhere in the state that would affect the ultimate level of service on an SIS facility. (Interim lower levels of service have been approved, with an accompanying program to restore the level of service in the fairly near future.) Our studies indicate that the ultimate level of service for at least one segment on each road will not be met (on a daily basis) when considering the higher densities. Potentially, the State of Florida would have to consider a waiver of the SIS standards to allow the higher densities and intensities to be approved. Many other County and State roads are also projected to fail the current level of service standards, but the County has the ability to request lower levels of service (CRALLS) through the Comprehensive Plan process. These projected volumes significantly change the future character of the area and there is no easy mitigation to help offset the increased vehicular traffic and expected congestion. The use of mass transit, the first mitigation strategy usually offered, will not be effective because of the low densities in the Acreage (0.8 du/ac) and the proposed developments requests (2.0 and 2.5 du/ac). If mass transit service is implemented, it will be expensive to serve the area.

Discussion

Several major policy assumptions and decisions have to be dealt with on a comprehensive basis. A few of these include:

1. What road network should ultimately be adopted to serve the area? Should it include Western Way? Should it include PGA Boulevard west of the Beeline Highway? Various models were run to determine the impact of having PGA in place west of the Beeline. East of SR 7 up to 15,000 vehicles divert off Northlake to use PGA, which also increases the anticipated traffic on the PGA segment in front of PGA National by a similar amount. (The numbers jump significantly if increased development is assumed on Vavrus.) Traffic on Seminole Pratt north of Northlake is also expected to significantly decrease.
2. What level of congestion on what SIS road segments will be accepted (and acceptable) – if any? How should the County, affected municipalities, the major property owners and area residents work together to determine what level of impact is acceptable to us in Palm Beach County? And then, how do we work to sell that vision to the FDOT or potentially the governor and cabinet?
3. What level of congestion on what thoroughfare road segments will be accepted (and acceptable)? How should the County, affected municipalities, the Indian Trail Improvement District, area residents and the major property owners work together to determine what level of impact is acceptable to us in Palm Beach County? And then, how do we work to sell that vision to the Department of Community Affairs and FDOT?
4. What amount of traffic is acceptable on non-thoroughfare roads? How do we establish what should be allowed on these roads that, for the most part, are the maintenance responsibility of the Indian Trail Improvement District? These include roads such as Hamlin, Temple and Key Lime. Should the County consider adding these to the thoroughfare system and ultimately take maintenance responsibility?

5. If the desire is to comprehensively address land use and transportation in this area, will the separate approval of the Callery project's land use, zoning and DRI enable the County to subsequently and adequately proportion out the land uses, densities and infrastructure costs to and between the remaining properties – GL, EB and Mecca (not to mention Vavrus)? If Callery insists on taking the Comprehensive Plan, DRI and Zoning to the BCC in the next few months, the Board could either approve the requests, deny them (which would require a completely new resubmittal for future consideration) or postpone the decisions to a later date. And is it appropriate to comprehensively plan using the existing land use on the Vavrus property? If not, what level(s) of development should be modeled?

6. County staff will incorporate some of the traffic analyses contained in the Callery traffic study into future reports. The report as submitted had to incorporate the traffic associated with the Scripps DRI at Mecca, but the report did not include traffic from GL/EB or Vavrus (since there is no development approval on those properties) which makes the study conform to the TPS requirements. However, that report traffic will never materialize since the Scripps/Mecca DRI will have to change – thus changing the expected traffic off the site and in the entire area.

Projected Traffic Counts

The exercise done by the developers is an interesting one – where they compared the area road system traffic with(w/) and without(w/o) extensive development on their properties. An example of key road segments will give an idea of the differences. (All numbers are daily numbers.)

<u>Segment</u>	<u>w/o</u>	<u>w/</u>	<u>Daily Capacity</u>
Southern (Big Blue – Forest Hill) (SIS)	50-55	60-65	50/64
Okeechobee (SR 7 – Jog)	80-85	85-90	64
Persimmon (Sem. Pratt – Royal Palm)	5-10	20-25	15/33
Northlake (Coconut – SR 7)	55-60	65-70	50
Northlake (SR 7 – Beeline)	75-80	80-85	50
PGA (Ryder Cup – Mirasol)	25-30	25-30	33
Indiantown (Alexander–Jupiter Farms)	40-45	45-50	50
Hamlin & Temple (w. of Sem. Pratt)	5-10	15-20	15
Seminole Pratt (Okee. – Persimmon)	30-35	55-60	50
Seminole Pratt (Orange – Northlake)	35-40	60-65	50
Seminole Pratt (Northlake – Mecca)	30-35	60-65	50
Coconut (Orange – Northlake)	10-15	10-15	15
Royal Palm (Okee. – Persimmon)	10-15	10-15	33
SR 7 (Roebuck – 60 th)	25-30	35-40	33/50
Beeline (PGA – Sem Pratt) (SIS)	30-35	35-40	33/50
Beeline (Haverhill – Turnpike)* (SIS)	70-75	75-80	64

* if Vavrus builds PGA west of Beeline Highway, volumes are projected to increase between 8,000 and 20,000 trips per day on this Beeline segment (depending on the intensity of development on the Vavrus property)

Development assumptions used in the model.

	<u>Without</u>	<u>With</u>
GL/EB	643 du	12,436 du 175k non-res
Mecca	200 du	3,840 du 2,000k non-res
Callery-Judge	387 du	10,000 du 3,800k non-res
Vavrus	<u>463</u> du	<u>463</u> du
	1693 du	26,739 du 5,975k non-res

Action Plan

County staff will be scheduling meetings with the new Secretaries of DCA and FDOT to discuss the entire process and major policy issues. The Sector Plan and the SIS Level of Service on Beeline and Southern will be our initial topics. We have been trying to schedule such a meeting since November, but the FDOT Secretary has not yet been appointed. We expect that additional traffic evaluations may be necessary after those meetings.

A more detailed report on the traffic study will be presented to the Board of County Commissioners. Staff expects to receive some additional guidance as to the options to put into the model – including land use and road network assumptions. The Board of County Commissioners must decide what to evaluate on Vavrus and determine if Palm Beach Gardens should be part of that process. Palm Beach Gardens should determine if they want the County to look at any particular development plan(s) to see what

Staff expects that the Callery-Judge TPS traffic study will be judged to meet concurrency standards and the project will be found acceptable to move into the zoning approval process. We expect that municipalities (Royal Palm Beach, Loxahatchee Groves, West Palm Beach and Palm Beach Gardens) will be interested in reviewing the traffic study and we will be setting up one or more meetings to explain how the study met the TPS standards in place at the time of its submittal. We understand that they may be evaluating what their options are if they chose to challenge the traffic study or any subsequent approval actions by the Board of County Commissioners.

Elected officials in the municipalities, Indian Trail Improvement District and County Commissioners should consider how best to address their respective positions relating to land uses, infrastructure and infrastructure impact in this area.