



PROJECT NARRATIVE
Ballen Isles West:
Encompass Health Rehabilitation
Hospital of Palm Beach Gardens
Future Land Use Plan Amendment/Rezoning
May 21, 2021

REQUEST/LOCATION

On behalf of the Applicant, Encompass Health Rehabilitation Hospital of Palm Beach Gardens, 2GHO, Inc. respectfully submits the following application requests for: Concurrency; Small-Scale Future Land Use Map Amendment to modify the current land use designation of Residential Low (RL) to Public (P); a Rezoning from RL-3 to a Planned Unit Development (PUD) overlay with an underlying Public Institutional (PI) zoning, and a Conditional Use for a hospital with 80 beds. The 7.31 acre site is located at the south west corner of PGA Boulevard and BallenIsles Drive.

Note – This document only addresses the Future Land Use Amendment and Rezoning Request.

CONCURRENT PROCESSING REQUEST

The Applicant is requesting approval to allow the Concurrency, Comprehensive Plan Amendment, Rezoning, Conditional Use, and Planned Unit Development Overlay applications to be processed concurrently for consideration by the City Council. The concurrent review of these requests provides for the City Council to have a more cohesive understanding of the proposed development, and will provide assurances with regard to development intensities and design limitations. The concurrent review process will also allow a more comprehensive review with regard to the compatibility of the project to the adjacent developments. Separate project narratives have been provided for each project.

PROPOSED DEVELOPMENT PLAN

The Future Land Use Amendment is necessary to yield the Applicant's proposal of a 74,184 square foot/80 bed hospital. Phase 1 will consist of 56,007 square feet with 50 beds, and phase 2 will feature the remaining 19,552 square feet with an additional 30 beds.

The proposed inpatient rehabilitation hospital will benefit local residents who need assistance recovering from a stroke, neurological condition, brain injury, hip fracture or other debilitating illnesses.

Encompass Health Corporation (Encompass) is a leading provider of post-acute medical services and is the nation's largest owner and operator of inpatient rehabilitation facilities (IRFs). Encompass IRFs treat patients who have undergone treatment for acute medical events such as strokes, spinal cord injuries, neurological conditions, amputations, lower extremity fractures or joint replacements, etc. and, following treatment, need short-term intensive physical rehabilitation prior to the patients return to the community.

Encompass IRFs do not offer comprehensive inpatient services, such as surgical or diagnostic services, and do not operate emergency departments. Furthermore, Encompass IRFs do not provide drug and alcohol or mental health rehabilitative services. Patients arrive at an Encompass IRF by non-emergency transport vehicles. Prior to admission, an Encompass patient undergoes evaluation to ensure that the patient is medically stable and is capable of participating in intensive therapy.

The average age of an Encompass patient is 71. Encompass IRFs cannot accept walk-in patients. Patient therapy occurs during daytime hours. Patients may receive visitors during designated visitation hours; which typically end each evening at 8:00pm. Patients reside in their rooms overnight. No activity occurs outside of the facility during evening and overnight hours. A patient's stay in an Encompass IRF averages 13 days. Encompass facilities provide short-term therapy services and are not residential in nature. An Encompass patient is discharged to community upon successful completion of his/her therapy and typically leaves the facility by private car.

ECONOMIC FEASIBILITY

The Applicant's marketing team has identified a need in northern Palm Beach County for such services to be utilized and the proposed development will have an immediate impact on bolstering the existing economy in the City of Palm Beach Gardens, ensuring that the high quality of life continues to be sustained.

Proposal of this inpatient rehabilitation hospital will give the residents of the Palm Beach Gardens a place where specialized treatments for common ailments ranging from neurological, stroke, or brain dysfunction, to cardiac conditions, spinal cord dysfunction, and lower joint replacement, among other debilitating illnesses.

This facility will also provide for competitive jobs ranging from rehabilitation physicians and nurses, occupational and physical therapists, to speech and respiratory therapists ensuring a cohesive mechanism to administer and oversee coordination of any particular care program needed for the patient.

It is anticipated that the average year 1 base salary (excluding benefits) will be approximately \$70,897.28, with expected growth to an average year 5 base salary of \$76,349.00

The proposed rehabilitation facility, which will be located in the City of Palm Beach Gardens is expected to support of total of 255 jobs (direct, indirect, and induced) during the construction phase of the project, which will contribute more than \$12 million in labor income for the jobs.

Once the rehabilitation facility is built and operational, it is expected to create 227 jobs (direct, indirect, and induced), contributing more than \$12.4 million in labor income annually and the total value added to the local economy is expected to be more than \$16.5 annual.

Please refer to the Major Conditional Use project narrative for a more complete overview of the proposed development, and corresponding site plan.

PROJECT HISTORY

The site is currently vacant with no previous approvals.

SURROUNDING LAND USE AND ZONING

	EXISTING FLU	EXISTING ZONING	EXISTING USE
Subject Site	Residential Low	RL-3; Residential Low Density	Vacant
North	Residential Medium	PCD	PGA Boulevard/ Old Palm PUD
South	PCD/Golf	PCD	Ballen Isles PUD
East	Commercial	CN1; Neighborhood Commercial	Vacant
West	Commercial	PCD	Golf Maintenance Facility

SMALL SCALE FUTURE LAND USE MAP AMENDMENT

The subject property is one of the few remaining vacant properties that fronts PGA Boulevard (a major arterial). To maximize the property’s full potential (as an infill project), certain considerations like the subject proposed land use map amendment will aid the Applicant in providing a use that will be an overall benefit to the overall community, and surrounding area. Adequate justification is provided below:

Consistency with the City’s Comprehensive Plan

The proposed future land use map amendment from Residential Low to Public (and subsequent rezoning) will be consistent with the goals, objectives, and policies of the City’s comprehensive plan, as described herein:

Future Land Use Element

GOAL 1.1:

Continue to ensure a high quality living environment through a mixture of land uses that will maximize Palm Beach Gardens’ natural and manmade resources

while minimizing any threat to the health, safety, and welfare of the City's citizens that is caused by incompatible land uses and environmental degradation, by maintaining compatible land uses which consider the intensities and densities of land use activities, their relationship to surrounding properties and their proper transition of land uses.

The proposed future land use map amendment is directly consistent with this goal as the intent is to provide a use which targets a specific group of the population. As the subject site has remained vacant for a number of years, the Applicant proposes to change the land use to yield the above mentioned development program. The site design takes advantage of the site's topographic and environmental features and will create a seamless transition to the adjacent residential community.

Objective 1.1.1.: Future Land Use Categories

Future land use for Palm Beach Gardens is depicted using a total of 15 land use categories including general land uses and recommended improvements associated with specific land uses. The Future Land Use Element shall outline the desired development pattern for the City of Palm Beach Gardens through a land use category system that provides the allowed uses, location criteria and density of development. The City shall ensure that the City's Zoning Map is consistent with the Future Land Use Map (Map A.1.). The City shall utilize the following chart when assigning a zoning district consistent with the property's Future Land Use category.

The proposed Future Land Use Designation will also feature a companion Rezoning request to a PUD overlay with an underlying zoning designation of Public, ensuring a consistent zoning district, per Table 1-1 of the City's Comprehensive Plan: Future Land Use – Zoning Consistency Chart. Additionally, the proposed use is consistent with Policy 1.1.1.10, which states that Public and institutional uses are allowed in ALL land use categories provided that the limitations and locational criteria identified in both the Comprehensive Plan, and zoning code are met.

Policy 1.1.1.10 – Public Land Use Designation

The Public category is intended to denote areas where existing and proposed public and institutional facilities such as schools, libraries, fire stations and government offices are allowed. The compatible zoning district for this category shall be the P/I zoning district. The uses permitted in the Public category shall be limited in intensity to a maximum lot coverage of 40% of the site and a maximum building height of 50 feet. Public and institutional uses are allowed in all land use categories subject to limitations and location criteria identified in this Plan and/or outlined in the Palm Beach Gardens Zoning code.

As noted above, the Public land use designation is consistent with the proposed development program for a hospital that offers specialized services to the community. A companion rezoning request to P/I has also been submitted under separate cover, which will ensure that the property has compatible land use and

zoning designations. Further, the proposed site development plan will be processed as a conditional use, as stipulated in the City's zoning code.

Objective 1.1.2.: In addition to the Future Land Use categories provided, overlays and designations are utilized to address areas of special concern. The City recognizes the need to designate property that: reduce densities due to environmental and roadway capacity constraints; establish areas to encourage the development of bioscience research uses; protect and enhance the aesthetics of Northlake Boulevard; establish and maintain PGA Boulevard design guidelines for the City's "main street"; establish the Western Northlake Corridor Land Use Study Area; establish the MacArthur Boulevard Historic preservation area; establish areas for future critical interchanges; establish an Urban Growth Boundary; and establish a Parkway System as a component of the Florida Greenway System.

The subject property is located in the PGA Boulevard Corridor Overlay. Consistent with Policy 1.1.2.5, the development plans inclusive of site, landscape, architecture, etc. will meet the applicable land development regulations outlined in the zoning code. If particular requirements of the code cannot be met, the Applicant will request waivers, as allowed within the PUD Zoning District.

Maximum Allowable Development –

The proposed development will be consistent with the lot coverage requirement of 40%, and maximum building height of 50 feet.

GOAL 1.2.:

Encourage Development or Redevelopment activities, while promoting strong sense of community, and consistent quality of design; and do not threaten existing neighborhood integrity and historic and environmental resources.

The proposed development is consistent with this Goal. As this is new development, measures will be taken to ensure a quality development is sited to alleviate any undesirable impacts on the adjacent BallenIsles and Old Palm communities.

With regards to promoting a strong sense of community, the proposed facility will provide services to all surrounding residents allowing family members to be close to them as they are receiving their treatments.

Objective 1.2.1.: Issue development orders and permits for development or redevelopment activities only if the protection of natural resources is ensured and consistent with the goals, objectives, and policies of the Conservation, Infrastructure and Coastal Management Elements of this Comprehensive Plan.

The proposed development will not pose a detriment to any natural resources, and will be consistent with any applicable goals, objectives, and policies of the City's Comprehensive Plan related to infrastructural facilities.

Objective 1.2.3.: Issue development orders and permits for development and redevelopment activities only in areas where public facilities necessary to meet level of service standards (which are adopted as part of the Capital Improvements Element of this Comprehensive Plan) are available concurrent with the impacts of development.

As this is an infill site on PGA Boulevard, there is sufficient public facilities available to support the proposed development. Please refer to Level of Services Analysis within this Narrative for more information.

Transportation Element

GOAL 2.1.: To plan for and develop a convenient, safe, and energy efficient multi-modal transportation system for all persons living in and traveling within the City through maintaining level of service standards west of the Beeline Highway and implementation of the adopted mobility plan east of the Beeline Highway.

The proposed Future Land Use Map Amendment will yield a development that will take into account the existing LOS Standards for the City.

Policy 2.1.1.7.: Future Land Use Map Amendments shall be internally consistent with all Elements of the City's Comprehensive Plan. A Comprehensive Plan Amendment Study (CPAS) is required using the maximum amount of potential development based on the intensity standards established in the Future Land Use Element. The CPAS requirements shall be established in the land development regulations. The CPAS shall demonstrate whether there is available uncommitted capacity on impacted roadways for, but not limited to, five-year short-term analysis and a long-term analysis to the planning horizon for the comprehensive plan. If the analyses demonstrate a roadway will operate below the adopted level of service, then the necessary roadway improvement or alternative measures to maintain the adopted level of service should be identified. Needed road improvements shall either be included within the first five years of the Capital Improvement Program with a funding source identified or included in a developer agreement between the City and the development that establishes when the improvement will be constructed and how it will be funded. Alternatively, the potential amount of development that is permitted on the site shall be reduced to a level that can demonstrate that adequate roadway capacity is available for the duration of the analysis periods evaluated.

Submitted with this application is a Traffic Analysis which evaluates the existing roadway infrastructure in addition to the impacts of the proposed land use change. Based on the traffic analysis prepared by Kimley Horn and Associates, it is determined that the proposed future land use amendment WILL NOT create any Short Term or Long-Term Capacity Issues.

Policy 2.1.1.8.: The City shall investigate possible mechanisms for removing ghost trips from City roads. Ghost trips arise when development proceeds at a lower intensity than that at which it was approved. The intent of this policy is to prevent ghost trips from decreasing the amount of roadway capacity a new project can rely on in obtaining a County traffic concurrency approval.

It is the intent of the Applicant to develop according to the site plan which is for a 2-phased project that will feature 80 beds. The site will be developed as such, which will not add any ghost trips which would hinder any future development proposals.

Policy 2.1.2.5: The City has adopted a mobility fee, based on an adopted Mobility Plan that replaced transportation concurrency, proportionate share, and road impact fees for all areas of the City east of the Beeline Highway. New development and redevelopment which generates person travel demand above the current use of land, shall mitigate its person travel demand impact to the City's multimodal transportation system through payment of a mobility fee to the City. Mobility fees are to be used to mitigate external impacts to the City's multimodal transportation system. Site access studies shall be used to address improvements and mitigation to on-site impacts.

The Applicant acknowledged that the proposed development will be subject to a Mobility Fee to mitigate external impacts to the City's multimodal transportation system.

Infrastructure Element

The City's Comprehensive Plan has broad goals related to the provision of adequate central sanitary sewage facilities, solid waste management and disposal facilities, and drainage and stormwater management for all properties in the City. The proposed future land use amendment (and subsequent development) will be consistent with these goals. A more detailed LOS analysis is discussed elsewhere in this narrative.

Environmental issues and land suitability for proposed land use

In its existing conditions, much of the project site is open, grassed areas with perimeter trees. The northern portion of the site is along PGA Boulevard and consists of trees, unpaved road and a FL Gas Transmission Gateway Station. The primary vehicular access to the property is along Ballen Isles Drive via one driveway connection.

West of the site is a maintenance facility owned and operated by the Ballen Isles Golf Club (owned by McArthur Holdings) and the Florida Turnpike. North of the property is PGA Blvd (State Road 786). South and East of the property is the Ballen Isles golf club and residential community.

The site is devoid of any significant vegetation except for 3 large Banyan Trees (the Applicant intends to keep 2 of these trees). The proposed development will add

additional landscape throughout the development and as a buffer to the golf course to the south and PGA Blvd to the North.

Prior to development, a wildlife survey prepared by a qualified professional, may be required for submittal to the City of Palm Beach Gardens. Should new wildlife concerns arise, they will be properly addressed. The wildlife survey will include gopher tortoises and Killdeer.

A Killdeer nest was located at ground level on the western portion of the site. Killdeer is a species of concern. Killdeer nesting season typically runs from mid-March into August. Efforts should be made to avoid impacting an active nest. US Fish and Wildlife Service (USFWS) will want to see that an applicant has made all efforts to avoid an impact before they would consider authorizing the removal of an active nest. Typically, it becomes a situation of timing and waiting until after nesting season when the nest is no longer active. If impacts are proposed to an active nest, an Incidental Take Permit would be required from USFWS, which could be a lengthy process (6-12-month range potentially). The killdeer nests at ground level rather than in a tree. The nest can be removed once it is no longer considered active, i.e. once nesting season is over and the nest no longer contains eggs or flightless young. Additional site control measures, such as re-seeding open/gravelly areas and allowing grass to become taller and more overgrown, could help reduce the chance of nesting on the site during subsequent nesting seasons.

The timing of construction will need to occur during the time where the Killdeer nest is not occupied.

Drainage

Existing Drainage Conditions

The existing site is vacant. The project is located within the NPCID Unit 31 Development. A master drainage system exists that includes this site. The master system requires each project site provide ½" dry pretreatment in exfiltration trench or dry detention prior to discharge to the master system. The master system is governed by existing SFWMD permit number 50-01923-S-13, the receiving body of water is the C-17 canal. The existing system discharges to the C-17 canal via the Thompson and Merrill canals.

A copy of the existing SFWMD permit can be provided upon request.

The site is in Basin 4D of Unit 31 and verification that water quality and attenuation is accommodated within the Unit 31 Master System like other outparcels within the Unit 31 system.

The Northern Palm Beach County Improvement District is an independent Special District created by the Florida legislature in 1959 to provide water management and infrastructure development in Palm Beach County. Northern's service area covers over 128 square miles and includes parts of Unincorporated Palm Beach County, Tequesta, Jupiter, Juno Beach, North Palm Beach, Palm Beach Gardens, Lake Park, Mangonia

Park and West Palm Beach. Special Districts are unlike municipalities and counties in that some of them, including Northern, collect revenue from non-Ad Valorem assessments. This means that the amount of the assessment is not based on the value of the property. Assessments are paid solely by landowners benefiting from the services that Northern provides. The assessments collected do not duplicate services provided by other municipalities or districts and revenues can only be used for purposes authorized in our legislation. Northern has over 75 geographical taxing areas called Units of Development that have unique budgets to defray the cost of services provided to that area. Some of the services that Northern provides are: Storm water management, right-of-way maintenance including roadways and sidewalks, maintenance of canals, waterways and lakes, water quality monitoring, environmental mitigation and management, permit and plat review as well as hurricane response and emergency operations.

Federal Emergency Management Agency (FEMA) Floodplain

According to the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Map (FIRM), the project lies within Flood Hazard Zone X. Flood Hazard Zone X is defined as an area of minimal flood hazard. This flood zone is further depicted as an area determined to be outside the 500-year flood and protected by levee from 100-year flood.

Proposed Stormwater Management

The proposed stormwater management improvements may include but are not limited to dry retention areas, swales, storm sewer systems, and underground retention areas. As previously mentioned, pretreatment will be required with dry pretreatment prior to discharge to the master system. The connection to the master system will likely occur to the south via an existing drainage easement connecting to the Ballen Isles Golf Club lake system.

Water and Sanitary Sewer

Existing Water and Sanitary Sewer Infrastructure

A review of the Seacoast Utility Authority (SUA) as-builts show existing water infrastructure located on site. This 12" existing water main is located parallel to PGA boulevard and is within a 12' utility easement located just south of the right-of-way. There is another 8" existing water main running parallel to the Ballen Isles Drive. This water main is located on the east side of the Ballen Isles Drive right-of-way and ties into an existing 12" water main on PGA Blvd.

Seacoast Utility Authority (SUA) data reveals that a gravity sewer connection is available within the site connecting to the gravity sewer system within Ballen Isles Blvd.

SUA also has a reclaimed water main along the north property line for irrigation connection.

Proposed Water and Sanitary Sewer Infrastructure

Seacoast Utility Authority (SUA) will provide water and sanitary sewer service to the site. Based on conversations with SUA there is ample water and sanitary sewer available to serve the site. The developer will enter into a developer’s agreement with SUA to reserve capacity.

It is anticipated the water main will connect to the water main along PGA Blvd and Ballen Isles Blvd to provide a looped water connection that SUA and the City of Palm Beach Gardens Fire Rescue will require.

It is anticipated the sanitary sewer will be via gravity sewer to the existing manhole within Ballen Isles Blvd.

Level of Service Analysis Summary Table

Type of Facility	Existing FLU (RL) – Max Density 29 Units	Proposed FLU (P) Max Density 382,000 SF Hospital	Resulting Impact	Service Provider Capacity
Drainage	15% Open Space and Meet SFWMD Requirements	15% Open Space and Meet SFWMD Requirements	None	Northern Palm Beach County Improvement District
Water	350 gpd/unit = 10,150 gpd	0.10gpd/SF = 39,200 gpd	Increase 29,050 gpd	Seacoast Utility Authority
Wastewater	275 gpd/unit= 7,975 gpd	0.10gpd/SF = 39,200 gpd	Increase 31,225 gpd	Seacoast Utility Authority
Solid Waste	29 units @1.95 Tons/Year = 56.55 Tons/Year	Max Building SF:382,000 SF x 3.62 lbs/year/sf = 691.42 Tons/year	634.87 Tons	Palm Beach County Solid Waste Authority
School	N/A	N/A	N/A	N/A
Traffic	290 Trips	729 Trips	Increase of 439 Daily Trips	No Short Term or Long-Term Capacity Issues

REZONING TO PUD OVERLAY DISTRICT WITH UNDERLYING PUBLIC INSTITUTIONAL (PI) ZONING

As previously stated, the Applicant seeks to rezone the subject property from the existing RL-3 zoning district to the PUD Overlay with underlying P/I Public Institutional to be consistent with the concurrent Future Land Use Map Amendment request and to permit the proposed site plan. The proposed rezoning is consistent with the Comprehensive Plan, and complies with the City’s code.

Consistency with the Comprehensive Plan

While P/I zoning district is consistent with the Public Future Land Use category, as depicted in Table 1-1: Future Land Use – Zoning Consistency Chart, the Owner is required to rezone the property to a PUD (or PCD) per Sec. 78-221(e) of the City’s zoning code.

Consistency with the PUD Overlay District

As cited in the purpose and intent portion of the PUD Overlay district code (Section 78-154(a)), the PUD overlay was established to permit and encourage innovative design principles, while preserving and enhancing functional open area, which will ultimately lead to an enhanced quality of life. It is the Applicant's intent to develop a project that uses design approaches that are sensitive to the surrounding areas. The Applicant will demonstrate consistency with particular elements of the PUD Overlay code section described below.

- ❖ **Land use.** A PUD may be considered residential, commercial, professional office, industrial, or mixed use, dependent upon the underlying future land use plan designation.

Response: The proposed development of a hospital is considered a public use, and therefore considered Institutional. Note, the PUD is required due to the fact of the property being located within the PGA Boulevard Corridor.

- ❖ Property shall be rezoned to both an underlying zoning district and a planned unit development overlay district. The underlying zoning district designation shall be consistent with the comprehensive plan. The PUD shall be developed consistent with the uses, property development regulations, and other standards applicable to the underlying zoning district. However, the city council may, as part of an overall PUD development order, establish use, property development, and similar regulations for a specific PUD. In that event, the requirements of the development order shall prevail over the underlying zoning district regulation.

Response: As previously discussed, the proposed rezoning is to a PUD with an underlying P/I, which is consistent with the City's Comprehensive Plan. Additionally, the site plan has been developed using the property development regulations set forth in the P/I zoning district.

- ❖ **PGA Boulevard.** All development along the PGA Boulevard corridor shall be rezoned to PUD or PCD, consistent with the PGA Boulevard corridor overlay zone of division 2 of article V.

Response: The proposed development consists of a rezoning request to PUD.

- ❖ **Permitted uses.** Unless otherwise established by a PUD development order, the uses permitted in the PUD district shall be governed by the uses permitted in the underlying zoning district.

Response: The proposed use of a hospital, while permitted by right in the proposed P/I zoning district, is a Major Conditional Use in the PGA Blvd Corridor Overlay.

- ❖ **Unified control.** All land included within a PCD or PUD shall be owned or under the control of the applicant. The applicant shall document unified control of the area within the proposed PUD. The applicant shall agree that the PUD will be developed in accordance with the master development plan approved by the city.

Response: The Applicant is a contract purchaser of the subject property.

- ❖ **Development area.** Minimum development sizes for PUDs are established in Table 14.

Response: As the subject property is not located in any of the geographically defined areas listed in Table 14, the minimum PUD development size is 1 acre, which is met.

Conclusion:

In closing, the Applicant is requesting a Small-Scale Future Land Use Map Amendment to modify the current land use designation of Residential Low (RL) to Public (P); a Rezoning from RL-3 to a Planned Unit Development (PUD) overlay with an underlying Public Institutional (PI) zoning. Approval of the requested Land Use Amendment and Rezoning will allow the Applicant to file a Conditional Use application to develop a hospital with 80 beds. A project narrative for the Conditional Use application has been submitted under separate cover.

This narrative has demonstrated that the proposed future land use amendment and rezoning is consistent with the goals, objectives, and policies, of the City's Comprehensive Plan, and does not create an adverse impact to the established land use patterns on PGA Boulevard. Additionally, the proposed use of a hospital will aid in meeting the needs of a population that are well positioned to take advantage of the subject service. With that, and on behalf of the Applicant, 2GHO respectfully requests approval of this Application.