

TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members AGENDA ITEM 10

From: Staff

Date: February 19, 2016 Council Meeting

Subject: Local Government Comprehensive Plan Review
Draft Amendment to the City of Palm Beach Gardens Comprehensive Plan
Amendment No. 16-1ESR

Introduction

The Community Planning Act, Chapter 163, *Florida Statutes*, requires that the regional planning council review local government comprehensive plan amendments prior to their adoption. The regional planning council review and comments are limited to adverse effects on regional resources or facilities identified in the strategic regional policy plan (SRPP) and extrajurisdictional impacts that would be inconsistent with the comprehensive plan of any affected local government within the region. Council must provide any comments to the local government within 30 days of the receipt of the proposed amendments and must also send a copy of any comments to the state land planning agency.

The amendment package from the City of Palm Beach Gardens contains a change to the Future Land Use Map and text changes to the Future Land Use Element of the comprehensive plan. This report includes a summary of the proposed amendment and Council comments.

Summary of Proposed Amendment

The proposed amendment is to change the future land use designation on 4,763 acres from Rural Residential (RR10) and Rural Residential (RR20) to Mixed Use Development (MXD), and to modify the location of the Urban Growth Boundary (UGB) to include this site. The subject property is the site of a proposed development known as Avenir. It is located on the north side of Northlake Boulevard, east of Grapeview Boulevard, west of Bay Hill Drive, and south of the Beeline Highway. Adjacent properties include the Acreage residential community to the south and southwest; former Mecca Farms property now owned by the South Florida Water Management District (SFWMD) to the west; Hungryland Slough Natural Area to the northwest; Caloosa residential community to the north; Sweetbay Natural Area and North Palm Beach County General Aviation Airport to the north, northeast and east; and Loxahatchee Slough Natural Area and Palm Beach Gardens Municipal Golf Course to the east. Also, there are significant vacant properties located adjacent to the Avenir site, including an approximate 100-

acre rectangular site, known as the Spears Parcel, located about midway across the southern boundary of Avenir on the north side of Northlake Boulevard, and the Balsamo property located adjacent to the east side of the southeast corner of the Avenir property. The Avenir property is surrounded by land within unincorporated Palm Beach County, except for the boundaries adjacent to the Hungryland Slough Natural Area, Loxahatchee Slough Natural Area, and Palm Beach Gardens Municipal Golf Course. The area surrounding the subject site is generally low-density residential development and conservation areas.

The proposed amendment also includes a development intensity restriction on the Future Land Use Map, which indicates the Avenir Property MXD land use designation is limited to 3,000 single-family units; 250 multi-family units; 1,940,000 square feet of professional office; 200,000 square feet of medical office; 400,000 square feet of commercial; 300-room hotel; 20 acres of agriculture, a 55-acre park, a 60-acre civic/recreation parcel, a 15-acre police/fire/city annex parcel, and a 15-acre school site. The attached ordinance specifies the land use designation is limited to 3,735 single-family units and 1,800,000 square feet of professional office, but a memorandum in the amendment package indicates that at a January 6, 2016 Palm Beach Gardens City Council meeting the Council approved a modification to the notation on the Future Land Use Map to reduce the total single family units from 3,735 to 3,000 units and to increase the professional office use from 1,800,000 to 1,940,000 square feet.

Additionally, the proposed amendment includes text changes to Objective 1.1.1, Policies 1.1.2.8, 1.2.4.1.(a).2, and 1.2.4.4.(b) to modify the Urban Growth Boundary to include areas generally fronting Northlake Boulevard, east of the Hungryland Slough Natural Area, west of the Sweetbay Natural Area, and south of the Beeline Highway.

The Avenir site is currently undeveloped with the majority of the property used for agriculture. The land covers include improved pasture with active cattle grazing, unimproved pasture, inactive row crops, and upland and wetland natural systems. Much of the central portion of the property has been impacted by drainage ditches and agricultural operations. Significant areas of upland and wetland natural systems exist in the extreme north, southwest and eastern portions of the property. Portions of the natural areas have been impacted by invasive exotic vegetation. The existing surface water management system consists of several drainage ditches that direct stormwater runoff to an existing outfall structure, which discharges to the C-18 Canal at the northwest portion of the property.

Under the current Future Land Use designations of Rural Residential 10 and Rural Residential 20, a total of 405 dwelling units are permitted on the property. The applicant for the subject property is proposing the Avenir Planned Community Development (PCD), a phased 20-year project, which is proposing clustered development with an overall residential density of 0.68 dwelling units per acre. The 0.68 dwelling units per acre density is calculated by adding 3,000 single family units to 250 multifamily units and divided by 4,763 acres.

The Avenir PCD Master Plan, which was not submitted as part of the amendment materials, includes 2,407 acres (50.5 percent) proposed for preservation and restoration of historic hydrologic and wildlife connections between regional conservation land and natural areas. The city staff report indicates the proposed project intends to cluster development in the southern

portion of the property and provide the northern portion of the property for conservation, to be protected by a Conservation Preserve Lands Overlay on the City's official Zoning Map, platting the conservation lands, and providing a separate Conservation Easement to be recorded in the public records of Palm Beach County.

The proposed surface water management system is a series of cascading basins within the developed area, which will discharge into two cascading basins within the preservation and restoration areas. The amendment package materials indicate the preservation and restoration area will be designed to increase the stage and duration of the site's natural hydroperiods to increase groundwater recharge, improve water quality, function as a wildlife corridor and trail system, and provide for improvement and protection of wildlife habitat. Stormwater runoff will be treated within the developed areas prior to discharge to the conservation area and will ultimately discharge to the C-18 Canal. The control elevation of the conservation area will be raised to restore the natural hydroperiod.

A transportation analysis for the Avenir PCD indicates there are several transportation deficiencies in both the five-year short term and long-term analyses. In order to mitigate for the deficiencies, a program has been established, which includes land use strategies, roadway construction, transit improvements, and Transportation Demand Management (TDM) strategies. The city staff report indicates the Avenir PCD Master Plan proposes seven roadway connections on Northlake Boulevard and depicts the main spine roadway network. This roadway network includes sidewalks and bikeways along the internal roadway system to create a pedestrian and bike-friendly community. Also, the applicant is proposing a system of greenways and bicycle trails to link parks and open spaces to the conservation area.

The city staff report indicates service availability letters have been issued for this project from the Solid Waste Authority of Palm Beach County, Seacoast Utilities, and the City of Palm Beach Gardens Police, Fire, and Recreation departments. The city report concludes that there will be no direct, adverse impacts on the adopted level of service standards for water, sewer, solid waste, recreation, police and fire services, and traffic. The city staff report also concludes that the proposed changes to the Future Land Use Map are compatible with the surrounding area based on the proposed low residential density of 0.68 dwelling units per acre, and the preservation and restoration of 2,407 acres of conservation area that will positively impact the region.

Regional Impacts

The City of Palm Beach Gardens has been reviewing recent proposals for development of the subject property since 2013. The city is aware of the environmental sensitivity and critical issues associated with this site. The Avenir property is strategically located and presents an opportunity to balance land uses, address long-time water management and regional environmental restoration issues, and correct certain limitations associated with existing development patterns, especially in the Central Western Communities of Palm Beach County. However, the environmental sensitivity and the relatively remote location of the site present a challenge on how to develop the site without adversely impacting regional resources and facilities and the quality of life of citizens in nearby communities and jurisdictions.

The primary regional resources and facilities that could be impacted by the proposed amendment include: wetland and upland natural communities; the regional drainage system including the C-18 Canal; the Loxahatchee River; adjacent and nearby conservation areas; the North Palm Beach County General Aviation Airport, and the regional roadway network. The potential impacts are discussed below followed by a discussion of urban design issues, which when implemented properly, have the potential to reduce impacts to regional resources and facilities.

Environmental Impacts

The city staff report refers to the applicant's environmental assessment, which indicates that approximately 1,993 acres of wetlands ranging in ecological quality have been identified on the property. Of these wetlands, 1,076 acres (53 percent) are proposed for preservation and 924 acres, which are mostly low quality wetlands, will be impacted for development. The wetlands proposed to be preserved on the site have been integrated into a flow-way system that allows for interconnection with adjacent publicly owned conservation areas.

The protection of wetlands on the subject property is extremely important because the property is within the drainage basin of the Northwest Fork of the Loxahatchee River. A portion of the Northwest Fork is designated as a National Wild and Scenic River, because of its outstanding natural qualities. Historically, the drainage basin of the Northwest Fork of the Loxahatchee River was comprised primarily of natural systems, including pine flatwoods interspersed with cypress sloughs, hardwood swamps, marshes and wet prairies. At present, portions of the drainage basin have been drained or redirected to discharge into other water bodies. Furthermore, much of the developed land within the remaining basin has a drainage system designed to lower the water table and remove stormwater faster than under natural conditions. These changes to the drainage patterns have resulted in several problems, including excessively high flows in the river following rainfall events, and reduced base flows during the dry season. Reduced flows have allowed saltwater intrusion up the river channel, which has altered aquatic ecosystems and caused a change in the vegetation along the riverbanks.

Correcting drainage problems, providing additional water storage, and protecting and conserving existing wetland systems that store water and contribute to the base flow of the river are extremely important for protecting and restoring the Loxahatchee River. The proposal to protect 2,407 acres on the Avenir property could be very beneficial for the Loxahatchee River, especially if the preservation and restoration area is designed to: 1) increase the stage and duration of the site's natural hydroperiods to increase groundwater recharge and improve water quality; and 2) work in concert with the adjacent Mecca Farms water management area being designed by the SFWMD.

The conservation and restoration of 2,407 acres of the subject property is a cornerstone to the justification of allowing the increases in density and intensity. However, the main concerns with the proposal are that: 1) dedication of the conservation area was not defined on the Future Land Use Map along with all the other uses that are identified in the note at the bottom of the map; and 2) there are no plan policies specifically instructing restoration of the area. Council recommends: 1) the 2,407 acre area proposed to become a future conservation area be amended to a designation of Conservation rather than Mixed Use

Development; and 2) plan policies be added outlining the main purposes of restoring the conservation area and a commitment to work with Palm Beach County and the SFWMD on the combined design and long-term management and operation of the Avenir and Mecca Farms restoration areas.

Transportation Impacts

The traffic study submitted with the amendment package indicates that for the five year analysis (2020), the project is expected to have an impact of 19,763 trips with 1,325 AM trips and 1,760 PM peak hour trips. The long range analysis (2040) indicates the net impact is an increase of 54,111 daily trips. The proposed amendment is expected to impact several components of the regional roadway network, which are considered significant regional resources and facilities. The traffic study indicates major roadway segments that will be impacted include:

- Coconut Boulevard from Orange Boulevard to Temple Boulevard and from Temple Boulevard to Northlake Boulevard
- Northlake Boulevard from Coconut Boulevard to Ibis Road and Ibis Road to State Road 7
- Northlake Boulevard from State Road 7 to Beeline Highway
- Royal Palm Beach Boulevard from Persimmon Boulevard to 60th Street and 60th Street to Orange Boulevard
- 60th Street from Royal Palm Beach Boulevard to State Road 7
- Beeline Highway from Haverhill Road to Blue Heron Boulevard
- Blue Heron Boulevard from Military Trail to I-95
- Northlake Boulevard from 140th Avenue to Coconut Boulevard
- Northlake Boulevard from Jog Road to Military Trail
- Northlake Boulevard from Military Trail to I-95
- Orange Boulevard from Coconut Boulevard to Royal Palm Beach Boulevard
- Persimmon Boulevard from Coconut Boulevard to Royal Palm Beach Boulevard

The amendment package indicates the proposed project will use several alternative measures to mitigate the transportation impacts. The proposed mitigation program includes:

1. Dedication of 2,407 acres as conservation preserved lands
2. Limit maximum gross density to 0.68 dwelling units per acre and 3,250 maximum units
3. Provision of at least 250 residential units as affordable and/or workforce housing units
4. A phasing plan and/or conditions of approval requiring minimal commercial uses to be concurrent with residential units
5. Construction of a main north-south roadway (Avenir Connector) from Northlake Boulevard to the Beeline Highway in the early first phase of development
6. Construction of Northlake Boulevard from 140th Avenue to State Road 7 from a 4-lane facility to a 6-lane facility in the early first phase of development
7. Coordination with the city and Palm Tran to bring transit to the project
8. Provision of bus stops and bus bays along Northlake Boulevard for a future transit route
9. Provision of a multi-modal center within a town center that includes a park and ride lot and a bike sharing facility

10. Provision of TDM policies that include ride sharing and compressed work week strategies for a workplace district

Additionally, the project proposes to use a combination of capital improvements and proportionate share payments to mitigate impacts. Proportionate share is proposed for at least eight of the segments listed above. The proportionate share process is an alternative measure in which the maintaining agencies agree to accept payment for various projects and apply them to a series of specific improvements.

The provision of the proposed capital improvements and proportionate share payments to mitigate the roadway impacts does not guarantee that regional roadways will operate at an acceptable level of service. In addition, a phasing plan that would require a balanced mix/ratio of housing and commercial uses has not been made part of the proposed amendment. This is one of the most valuable transportation mitigation tools that can be used to offset transportation impacts to the regional roadway network. Council recommends that, at a minimum, the amendment include a phasing plan balancing the timing and pace of residential and nonresidential construction through buildout of the project.

Urban Design Issues

The Mixed Use Development future land use category is “intended to foster infill and redevelopment efforts, to deter urban sprawl and to encourage new affordable housing opportunities, as well as lessen the need for additional vehicular trips through the internalization of trips within a neighborhood or project. To create a functioning, multi-faceted type of development, mixed use development is dependent upon the successful integration of distinct uses.” The proposed maximum gross residential density of 0.68 dwelling units per acre is inconsistent with these objectives. **Such low densities do not support transit, do not promote compact, walkable communities, and appear to be inconsistent with the intent of the Mixed Use Development future land use. The applicant’s analysis points to transit as a necessary element to mitigate the transportation impacts of this project. Council recommends that minimum net densities of the neighborhoods and districts be established by plan policy to meet minimum transit-supportive density standards. Council’s SRPP Policy 7.1.2.4 suggests minimum net residential densities for districts and neighborhoods to support transit be no less than eight units per acre. In addition, the city is encouraged to add a series of transit-supportive policies to its plan for this area that will positively influence the design of Avenir. Examples of such policies can be found in Council’s SRPP, especially Policies 7.1.2.1 through 7.1.4.4 (Exhibit 11).**

Lastly, the amendment package from the city does not provide any graphics to illustrate the design intent of the project. Urban design comments and assessments must be inferred from the allocation of the land use program, proposed densities and intensities, and the project narrative. The project program, in number and types of residential units and non-residential square footages, is limited by the development intensity restriction provided in the city’s Ordinance 3, 2016. However, there are no restrictions to number of acres of developable versus non-developable land. The ordinance is very specific to the precise number of units allowed, but is

silent on the proposed dedication of 2,407 acres of conservation land. As noted above, the ordinance could be strengthened by specifying this fundamental component of the project. **The identification of the conservation area is not only important for providing wildlife corridors and linkages between adjacent natural areas, but it is important to illustrate the boundaries of the areas to be developed. This is a critical issue in assuring the proposed plan of development will be built as represented and compatible with the current and future operations of the North Palm Beach County General Aviation Airport.**

Extrajurisdictional Impacts

The proposed amendment was sent to the Palm Beach County Intergovernmental Plan Amendment Review Committee (IPARC) Clearinghouse Coordinator on November 23, 2015. The amendment package from the City of Palm Beach Gardens contains correspondence from the Town of Jupiter expressing concerns with the proposed Avenir Future Land Use Amendment regarding intensity and density cap and use conversion limitations. The town requested that in addition to a proposed rezoning application resolution, whereas clauses be included in the Future Land Use Map amendment ordinance to restrict use conversions to create additional residential units. Also, the town requested the Future Land Use amendment ordinance include a whereas clause requiring any proposed amendment to the intensity and density cap and use conversion restriction for the Avenir development go through the IPARC coordination process. In addition, the town expressed a concern about public beach and boat launch facility access impacts. The town requested that the city and the applicant coordinate with the Director of Park Development with the Palm Beach County Department of Parks and Recreation. The town indicated that any applicable county recreational impact fees generated by the proposed Avenir development should be allocated for development of Palm Beach County's proposed 164-acre Karen Marcus Ocean Park.

On January 4, 2016, The City of West Palm Beach adopted Resolution 17-16 opposing approval of the Avenir Future Land Use Map and text amendment by the City of Palm Beach Gardens. The attached resolution is opposed to the project for the following reasons:

- The proposed Avenir development is forecast to generate in excess of 5,700 peak hour trips and is expected to significantly impact over 50 roadway segments or intersections for which most of these are neither funded nor programmed for improvements that could accommodate the significant impacts of Avenir;
- The traffic generated by the development cannot be supported by existing roadways or roadways funded for construction;
- The identified needed improvements would significantly increase impervious areas, which could create significant additional runoff;
- In addition to other detrimental roadway segments proposed with the project, Palm Beach County's Traffic Performance Standards Review requires assured construction of State Road 7 from 60th Street to Northlake Boulevard as a 4-lane divided facility, which is currently being challenged by the City of West Palm Beach due to its adverse impact on

Grassy Waters Preserve's water quality, endangered species and their habitat, and the quality of life in the Western Communities;

- The proposed development and its traffic would significantly impact Grassy Waters Preserve; and
- The long established concept of greater density to the east and less density to the west is strongly supported by the City of West Palm Beach.

Council recommends that prior to approval of the proposed amendment, the City of Palm Beach Gardens work with the Town of Jupiter and City of West Palm Beach to adequately address their concerns and identified extrajurisdictional impacts.

Conclusion

The City of Palm Beach Gardens is aware of the environmental sensitivity and critical issues associated with the Avenir property. This site is strategically located and presents an opportunity to balance land uses, address long-time water management and region environmental restoration issues in the area, and correct certain limitations associated with existing development patterns, especially in the Central Western Communities of Palm Beach County. However, the environmental sensitivity and the relatively remote location of the site present a challenge on how to develop the site without adversely impacting regional resources and facilities and the quality of life of citizens in nearby communities and jurisdictions. In order to achieve this goal, Council offers the following recommendations:

1. Include the 2,407 acre area proposed to become a future conservation area in the note on the Future Land Use Map and designate this area as Conservation land use rather than Mixed Use Development. The conservation of 2,407 acres of the subject property is a cornerstone to the justification of allowing the increases in density and intensity.
2. Establish plan policies clearly outlining the goals and objectives for restoration of the conservation area and a commitment to work with Palm Beach County and the SFWMD on the combined design and long-term management and operation of the Avenir and Mecca Farms restoration areas.
3. Include a phasing plan as part of the proposed amendment that would require construction of a balanced mix/ratio of housing and commercial uses through the build out of the project. This is one of the most valuable transportation mitigation tools that can be used to offset transportation impacts to the regional roadway network.
4. Establish minimum net densities for Avenir neighborhoods and districts that meet minimum transit-supportive density standards. The low densities referenced in the application materials do not support transit, do not promote compact, walkable communities, and appear to be inconsistent with the intent of the Mixed Use Development future land use designation.

5. Adopt a series of transit-supportive plan policies for this area that will positively influence the design of Avenir to better accommodate transit options.
6. Illustrate the boundaries of the areas to be developed as part of the proposed amendment. This is critical in assuring the proposed plan of development will be built as represented and compatible with the current and future operations of the North Palm Beach County General Aviation Airport and adjacent natural areas.
7. Work with the Town of Jupiter to resolve their concerns and extrajurisdictional issues related to an intensity and density cap, use conversion limitations, and public beach and boat launch facility access impacts; and work with the City of West Palm Beach to adequately address their concerns over extrajurisdictional impacts related to traffic, increased stormwater runoff, Grassy Waters Preserve's water quality, endangered species and their habitat, and the quality of life in the Western Communities.

Recommendation

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

Attachments

List of Exhibits

Exhibit

- 1 General Location Map
- 2 Location Map - General
- 3 Location Map – Nearby Roads
- 4 Location Map – Roadway Network
- 5 Existing Future Land Use Map
- 6 Proposed Future Land Use Map
- 7 Ordinance 3, 2016
- 8 Drainage Map
- 9 Town of Jupiter Letter
- 10 City of West Palm Beach Resolution No. 17-16
- 11 SRPP Transit-Supportive Policies
- 12 City of Palm Beach Gardens Presentation to Council on February 19, 2016

Exhibit 1 General Location Map

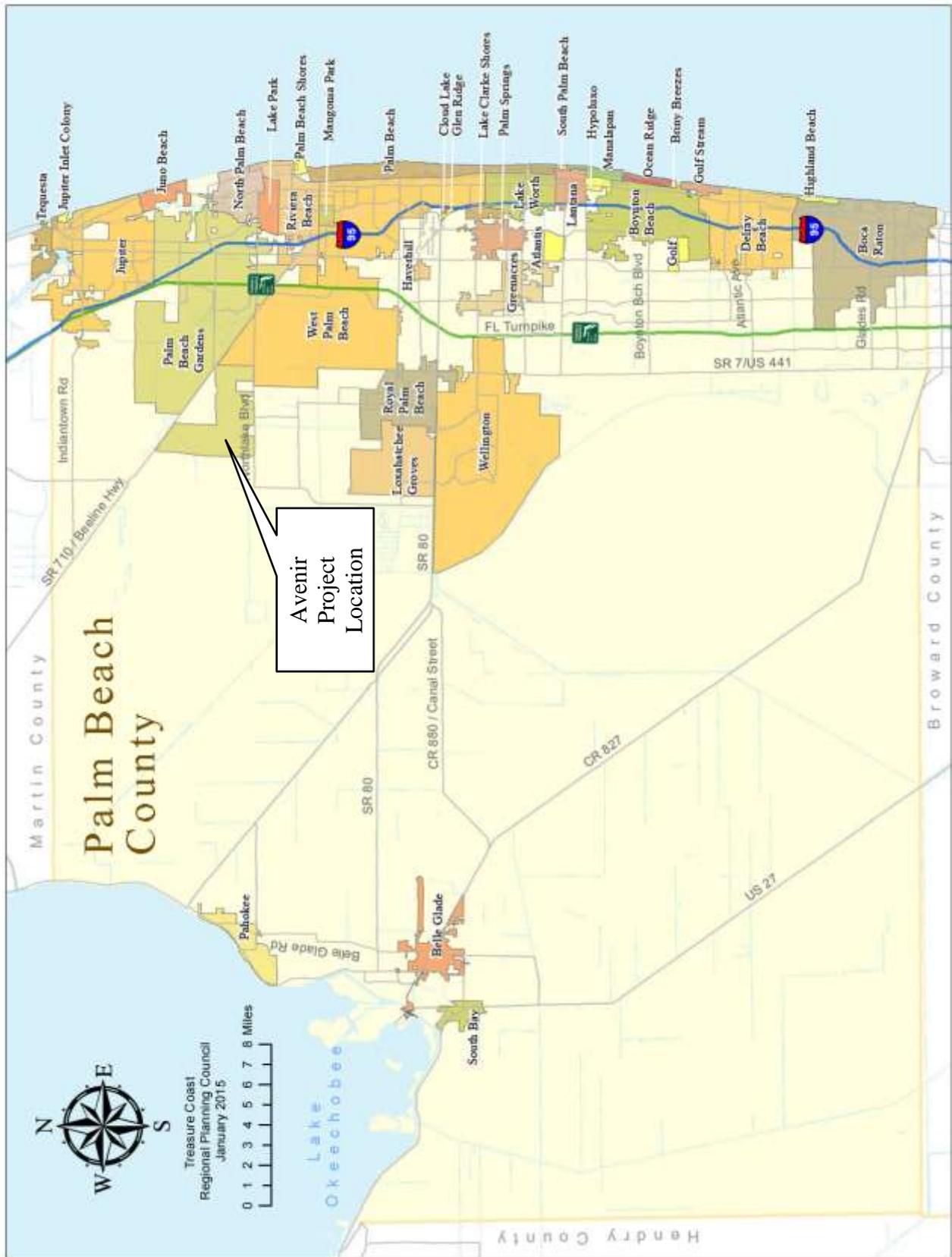


Exhibit 2 Location Map - General



Exhibit 3 Location Map – Nearby Roads

Location Map



Exhibit 4 Location Map – Roadway Network



Susan E. O'Rourke, P.E., Inc.
 Traffic Engineering, Transportation Planning
 969 SE Federal Highway Suite 402
 Stuart, Florida 34994
 Tel: 772-781-7918

EXHIBIT - 1
 LOCATION

AVENIR

Exhibit 7
Ordinance 3, 2016

ORDINANCE 3, 2016

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AN ORDINANCE OF THE CITY COUNCIL OF THE CITY OF PALM BEACH GARDENS, FLORIDA ADOPTING A LARGE-SCALE AMENDMENT TO ITS COMPREHENSIVE PLAN IN ACCORDANCE WITH THE MANDATES SET FORTH IN CHAPTER 163, FLORIDA STATUTES, SPECIFICALLY SECTION 163.3184, ET SEQ., FLORIDA STATUTES, PURSUANT TO APPLICATION NO. CPMA-13-07-000016, WHICH PROVIDES FOR AN AMENDMENT TO THE FUTURE LAND USE MAP IN ORDER TO CHANGE THE LAND-USE DESIGNATION ON 4,763 ACRES FROM RURAL RESIDENTIAL (RR10) AND RURAL RESIDENTIAL (RR20) TO MIXED USE DEVELOPMENT (MXD); TO RELOCATE THE URBAN GROWTH BOUNDARY (UGB) IN ORDER TO INCLUDE THE SUBJECT PROPERTY; PROVIDING A NOTATION ON THE FUTURE LAND USE MAP PERTAINING TO THE PERMITTED LAND-USE DENSITIES AND INTENSITIES RELATED TO THE SUBJECT PROPERTY; PROVIDING FOR A TEXT AMENDMENT TO THE FUTURE LAND USE ELEMENT BY AMENDING OBJECTIVE 1.1.1. FUTURE LAND USE CATEGORIES, POLICY 1.1.2.8. URBAN GROWTH BOUNDARY (UGB), POLICY 1.2.4.1.(a)2., AND POLICY 1.2.4.4.(b) IN ORDER TO AMEND THE URBAN GROWTH BOUNDARY TO INCLUDE CERTAIN REAL PROPERTY LOCATED ON THE NORTH SIDE OF NORTHLAKE BOULEVARD, EAST OF GRAPEVIEW BOULEVARD, WEST OF BAY HILL DRIVE, AND SOUTH OF BEELINE HIGHWAY; PROVIDING FOR COMPLIANCE WITH ALL REQUIREMENTS OF CHAPTER 163, FLORIDA STATUTES; PROVIDING FOR TRANSMITTAL TO THE FLORIDA DEPARTMENT OF ECONOMIC OPPORTUNITY (DEO); PROVIDING A CONFLICTS CLAUSE, A SEVERABILITY CLAUSE, AND AUTHORITY TO CODIFY; PROVIDING AN EFFECTIVE DATE; AND FOR OTHER PURPOSES.

WHEREAS, the City Council has initiated a large-scale amendment to the Comprehensive Land Use Plan of the City of Palm Beach Gardens, as more specifically described herein; and

WHEREAS, the City has received petitions from Avenir Holdings, LLC for a map and text amendment to the Comprehensive Plan of the City of Palm Beach Gardens; and

WHEREAS, on December 8, 2015, the Planning, Zoning, and Appeals Board, sitting as the duly constituted Local Planning Agency for the City, recommended approval of an amendment to the Future Land Use Map and to the text of the Future Land Use Element of the Comprehensive Plan of the City of Palm Beach Gardens; and

1 **WHEREAS**, the City Council finds that the subject amendments are consistent
2 with the City's Comprehensive Plan and that the subject amendments are consistent with
3 Section 163.3184, *Florida Statutes*; and
4

5 **WHEREAS**, the City Council acknowledges that these amendments are subject to
6 the provisions of Section 163.3184, *Florida Statutes*, and that the City shall maintain
7 compliance with all provisions thereof; and
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9 **WHEREAS**, the City has received public input and participation through public
10 hearings before the Local Planning Agency and the City Council in accordance with
11 Section 163.3181, *Florida Statutes*; and
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13 **WHEREAS**, the City Council deems approval of this Ordinance to be in the best
14 interest of the health, safety, and welfare of the residents and citizens of the City of Palm
15 Beach Gardens and the public at large.
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17
18 **NOW, THEREFORE, BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY**
19 **OF PALM BEACH GARDENS, FLORIDA** that:
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21 **SECTION 1.** The foregoing recitals are hereby affirmed and ratified.
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23 **SECTION 2.** The Future Land Use Map of the City's Comprehensive Plan is
24 hereby amended, in accordance with Exhibit "A", attached hereto and incorporated herein,
25 for the following described real property:
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27 **LEGAL DESCRIPTION:**
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29 ALL OF SECTIONS 28, 32, AND 33, LYING SOUTHEAST OF THE CENTRAL AND
30 SOUTHERN FLORIDA FLOOD CONTROL DISTRICT CANAL C-18 AS RECORDED
31 JUNE 8, 1954, IN DEED BOOK 1056, PAGE 456, PUBLIC RECORDS OF PALM BEACH
32 COUNTY, FLORIDA, AND SOUTHWEST OF THE SEABOARD AIRLINE RAILROAD,
33 TOWNSHIP 41 SOUTH, RANGE 41 EAST, PALM BEACH COUNTY, FLORIDA;
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35 TOGETHER WITH
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37 ALL OF SECTION 4, AND THE EAST ONE-HALF (E-1/2) OF SECTION 5 LYING
38 SOUTHEAST OF THE CENTRAL AND SOUTHERN FLORIDA FLOOD CONTROL
39 DISTRICT CANAL C-18 AS RECORDED JUNE 8, 1954, IN DEED BOOK 1056, PAGE
40 456, PUBLIC RECORDS OF PALM BEACH COUNTY, FLORIDA, TOWNSHIP 42
41 SOUTH, RANGE 41 EAST, PALM BEACH COUNTY, FLORIDA;
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43 TOGETHER WITH
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45 THE EAST ONE-HALF (E-1/2) OF SECTION 8, ALL OF SECTIONS 9 AND 10,
46 TOWNSHIP 42 SOUTH, RANGE 41 EAST, PALM BEACH COUNTY, FLORIDA;

1 TOGETHER WITH
2
3 THE WEST ONE-HALF (W-1/2) OF SECTION 14, TOWNSHIP 42 SOUTH, RANGE 41
4 EAST, PALM BEACH COUNTY, FLORIDA, LYING NORTH OF LAKE PARK ROAD
5 WEST EXTENSION (A/K/A NORTHLAKE BOULEVARD);

6
7 EXCEPTING THE LANDS LYING IN SAID SECTION 14 AS RECORDED IN OFFICIAL
8 RECORDS BOOK 6114, PAGE 637, PUBLIC RECORDS, PALM BEACH COUNTY,
9 FLORIDA;

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11 TOGETHER WITH
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13 ALL OF SECTION 15, TOWNSHIP 42 SOUTH, RANGE 41 EAST, PALM BEACH
14 COUNTY, FLORIDA, LYING NORTH OF LAKE PARK ROAD WEST EXTENSION (A/K/A
15 NORTHLAKE BOULEVARD);

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17 TOGETHER WITH
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19 ALL OF SECTION 16, TOWNSHIP 42 SOUTH, RANGE 41 EAST, PALM BEACH
20 COUNTY, FLORIDA. LESS AND EXCEPT THE SOUTHEAST ONE-QUARTER
21 THEREOF, LYING NORTH OF LAKE PARK ROAD WEST EXTENSION (A/K/A
22 NORTHLAKE BOULEVARD);

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24 TOGETHER WITH
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26 THE EAST ONE-HALF (E-1/2) OF SECTION 17, TOWNSHIP 42 SOUTH, RANGE 41
27 EAST, PALM BEACH COUNTY, FLORIDA, LYING NORTH OF LAKE PARK ROAD
28 WEST EXTENSION (A/K/A NORTHLAKE BOULEVARD).

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30 CONTAINING 4762.9 ACRES, MORE OR LESS.
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32 SUBJECT TO EASEMENTS, RESERVATIONS, AND/OR RIGHTS-OF-WAY OF
33 RECORD.

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35 **SECTION 3.** The Future Land Use Map of the City's Comprehensive Plan is
36 hereby amended in order to include the following development intensity restriction for the
37 subject property:

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39 *Avenir Property - Mixed-Use (MXD) Land Use Designation limited to 3,735 single-family
40 units; 250 multi-family units; 1,800,000 square feet of professional office; 200,000 square
41 feet of medical office, 400,000 square feet of commercial; 300-room hotel; 20 acres of
42 agriculture, a 55-acre park, a 60-acre civic/recreation parcel, a 15-acre police/fire/city
43 annex parcel, and a 15-acre school site.

44
45 **SECTION 4.** The Future Land Use Element of the City's Comprehensive Plan is
46 hereby amended at Objective 1.1.1 as follows:

1 **Objective 1.1.1.: Future Land Use Categories**

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

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Table 1-1: Future Land Use – Zoning Consistency Chart

Future Land Use Category	Consistent Zoning District(s)
Rural Residential	RR10/RR20/PDA (PCD/PUD)
Residential Very Low	RE/PDA (PCD/PUD)
Residential Low	RL1/RL2/RL3/PDA (PCD/PUD)
Residential Medium	RL1/RL2/RL3/RM/PDA (PCD/PUD)
Residential High	RL1/RL2/RL3/RM/RH/PDA (PCD/PUD)
Mobile Home	RMH/PDA (PCD/PUD)
Commercial	CN/CR/CG1/CG2/PO/PDA (PCD/PUD)
Professional Office	PO/PDA (PCD/PUD)
Industrial	M1/M1A/M2/PDA (PCD/PUD)
Public	P/I/PDA
Recreation and Open Space	P/I, CONS/PDA
Commercial Recreation	CR/PDA
Conservation	CONS/PDA
Golf	P/I /PDA or as a part of a PUD, PCD
Mixed Use	MXD/PDA (PCD/PUD)

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The Future Land Use Map designates an urban growth boundary. Urban land uses are designated to the east of within this boundary. ~~Western lands are designated with~~ Rural or low density land uses are designated outside of this boundary. The primary reason for this is to provide a long-term positive and realistic expectation of orderly service provision, concurrent with the impact of development.

The City of Palm Beach Gardens shall designate all property with one of the land use categories contained in the corresponding policies on the Future Land Use Map. (Map A.1.)

SECTION 5. The Future Land Use Element of the City's Comprehensive Plan is hereby amended at Policy 1.1.2.8 as follows:

1 **Policy 1.1.2.8: Urban Growth Boundary (UGB):** The City designates on the Future
2 Land Use Map an Urban Growth Boundary (UGB) which generally coincides with the
3 eastern boundary of the Loxahatchee Slough, and includes areas generally fronting
4 Northlake Boulevard, east of the Hungryland Slough Natural Area, west of the Sweetbay
5 Natural Area, and south of the Beeline Highway.

6
7 **SECTION 6.** The Future Land Use Element of the City's Comprehensive Plan is
8 hereby amended at Policy 1.2.4.1.(a)2 as follows:
9

10 **Policy 1.2.4.1.(a).2.:** For all properties westoutside of the urban growth boundary
11 (~~Loxahatchee Slough~~), the City shall impose the following requirements, and shall
12 maintain land development regulations necessary to implement these requirements.
13

14 1. Development shall be consistent with rural densities and intensities and shall receive
15 services consistent with the adopted level of service standards for the rural area. In the
16 event that a site is rezoned to a Planned Community Development (PCD) or to a Planned
17 Unit Development (PUD) it shall include minimum of 250 acres. In addition, a Planned
18 Community District (PCD) shall include, at a minimum, a master development plan
19 indicating all proposed collector roads and supporting documentation which describes
20 what the development is to include and how it is to proceed (phasing); and a Planned
21 Unit Development (PUD) shall include, at a minimum, site plans, landscape plans, and all
22 proposed collector and local roads. All site plans developed within PCDs shall be subject
23 to the densities and intensities assigned to them under the PCD master plan
24 documentation. A waiver from the minimum size threshold may be granted by the City
25 Council for existing parcels of lesser size as of February 19, 1998. The City Council may
26 also grant a waiver to allow government entities to develop properties, of less than five
27 acres, west outside of the City's urban growth boundary if the site is designated
28 Conservation on the Future Land Use Map and if the site is restricted or related to
29 conservation purposes, passive recreation use, or pedestrian trails.
30

31 2. – 9. (These subsections shall remain in full force and effect as previously adopted.)
32

33 **SECTION 7.** The Future Land Use Element of the City's Comprehensive Plan is
34 hereby amended at Policy 1.2.4.4.(b) as follows:
35

36 **Policy 1.2.4.4.(b).:** In order to prevent urban sprawl and promote cost effective and
37 efficient service delivery, the City has designated an Urban Growth Boundary (UGB)
38 which generally coincides with the eastern boundary of the Loxahatchee Slough, and
39 generally includes areas fronting Northlake Boulevard, east of the Hungryland Slough
40 Natural Area, west of the Sweetbay Natural Area, and south of the Beeline Highway. The
41 UGB is designated on the Future Land Use Map (Map A.1.). The UGB divides the City
42 into distinct areas, urban and rural. These two distinct areas are designated with land
43 uses (densities and intensities) consistent with urban and rural characteristics and shall
44 receive public services and facilities at levels appropriate for such urban and rural uses,
45 as defined in the Capital Improvement Element.
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PASSED this ____ day of _____, 2016, upon first reading.

PASSED AND ADOPTED this ____ day of _____, 2016, upon second and final reading.

CITY OF PALM BEACH GARDENS FOR AGAINST ABSENT

BY: _____

Eric Jablin, Mayor

David Levy, Vice Mayor

Joseph R. Russo, Councilmember

Robert G. Premuroso, Councilmember

Marcie Tinsley, Councilmember

ATTEST:

BY: _____

Patricia Snider, CMC, City Clerk

APPROVED AS TO FORM AND LEGAL SUFFICIENCY

BY: _____

R. Max Lohman, City Attorney



Exhibit 8 Drainage Map

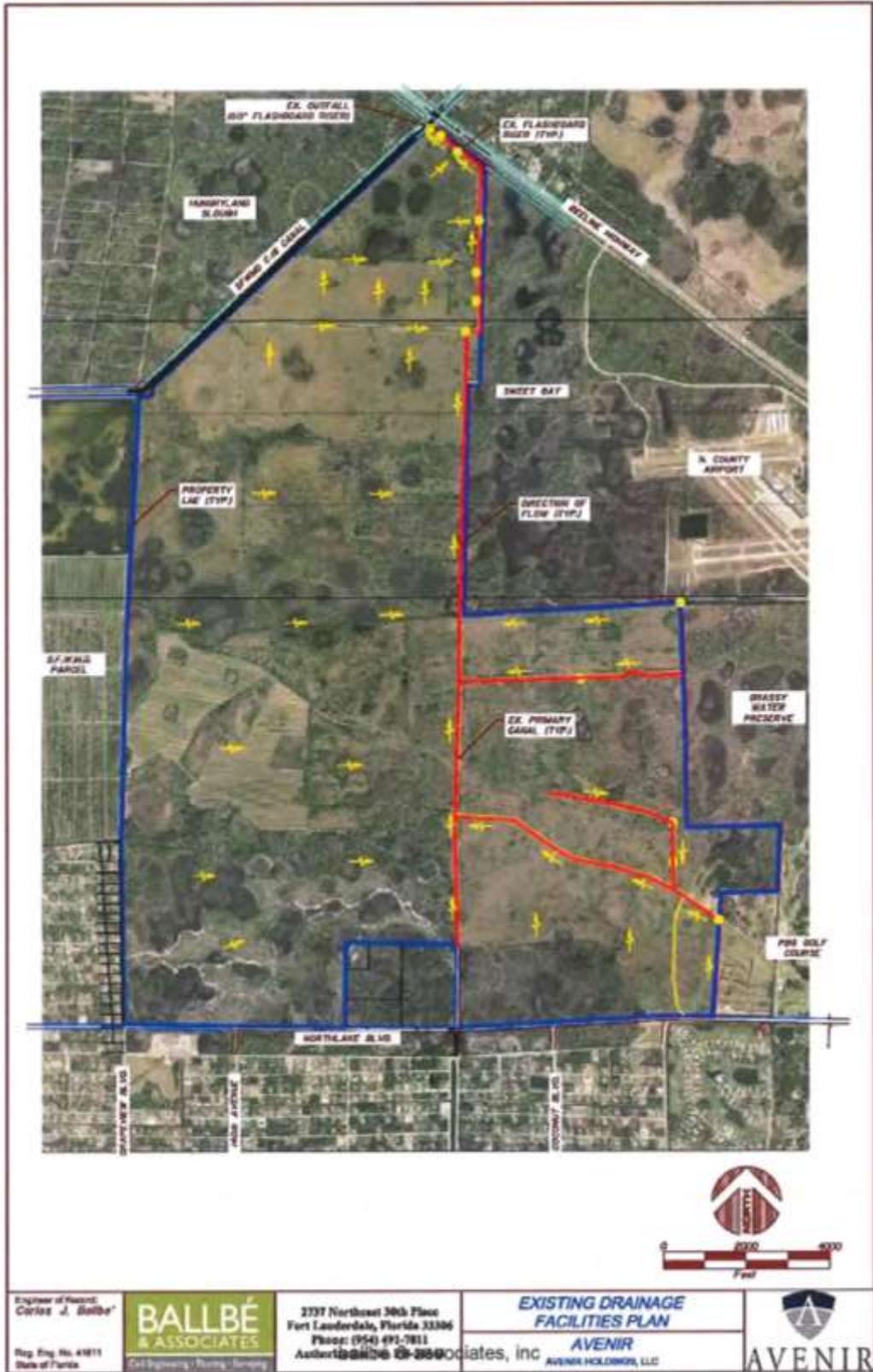


Exhibit 9

Town of Jupiter Letter



TOWN OF JUPITER

December 8, 2015

Ms. Natalie Crowley, AICP
Director of Planning and Zoning
City of Palm Beach Gardens
10500 N Military Trail
Palm Beach Gardens, FL 33410

Subject: Avenir Mixed Use Development (4,760 acres) – Town Comments on the Proposed Future Land Use Map Amendment

Dear Ms. Crowley:

The Town of Jupiter has reviewed the Future Land Use Map (FLUM) amendment application for the proposed 4,760 acre Avenir Mixed Use Development. The Town received the Palm Beach County Intergovernmental Plan Amendment Review Committee (IPARC) notice for the FLUM amendment on November 30, 2015. The Town has the following concerns with the proposed Avenir FLUM amendment:

1. *Intensity and Density Cap and Use Conversion Limitations* – The City's Planning and Zoning Department staff has indicated that a note capping the Avenir Development intensity and density to what is proposed in the concurrent Planned Community Development (PCD) Master Plan will be included in the FLUM amendment. In addition, City Planning Department staff has indicated a resolution will be processed with the Avenir rezoning application that will prohibit the conversion of any non-residential development to create additional residential units. The Town is supportive of these restrictions in order to limit impacts of the Avenir Development. The Town requests that in addition to the proposed rezoning application resolution, whereas clauses be included in the FLUM amendment ordinance to restrict use conversions to create additional residential units. Further, the Town requests the FLUM amendment ordinance include a whereas clause requiring any proposed amendment to the intensity and density cap and uses conversion restriction for the Avenir Development go through the Palm Beach County Intergovernmental Plan Amendment Review Committee (IPARC) coordination process.
2. *Public Beach and Boat Launch Facility Access Impacts* – The estimated build-out population for the Avenir Mixed Use Development could be approximately 8,500 residents and these additional residents will most likely be utilizing public beaches and boat launch facilities located in the Town of Jupiter and the Town of Juno Beach. In order to address the proposed development's impacts to northern Palm

Ms. Natalie Crowley
December 8, 2015
Page 2

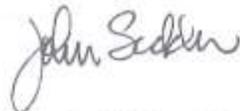
Beach County's Level of Service (LOS) standards for beach and boat launch facilities access, the Town requests the City and the applicant coordinate with Bob Hamilton, Director of Park Development with the Palm Beach County Department of Parks and Recreation (561-966-6651 or rhamilton@pbcgov.org). Any applicable County recreational impact fees generated by the proposed Avenir development should be allocated for development of Palm Beach County's proposed 164-acre Karen Marcus Ocean Park (beach access).

The Town may have additional comments on the Avenir Development after further review of all supporting data and analysis for the FLUM amendment.

Intergovernmental Coordination Element Objective 8.1.4 and implementing Policy 8.1.4.5 of the City's Comprehensive Plan require that full consideration of the impacts of developments proposed in the City on adjacent municipalities. The implementation of the Town's requests contained in this letter will further ensure the proposed Avenir Mixed Use Development FLUM amendment is consistent with the City's Comprehensive Plan.

If you have any questions, or require further information, please do not hesitate to contact either Dave Kemp or myself at (561)741-2291.

Sincerely,



John R. Sickler, AICP
Director of Planning and Zoning
Town of Jupiter

cc: Andrew D. Lukasik, Town Manager
Stephanie Thoburn, Assistant Director of Planning and Zoning
David Kemp, Principal Planner
Ken Tuma, Urban Design Kilday Studios
Eric Call, Palm Beach County
Bob Hamilton, Palm Beach County
Lorenzo Aghemo, Palm Beach County

Exhibit 10
City of West Palm Beach Resolution No. 17-16

RESOLUTION NO. 17-16

A RESOLUTION OF THE CITY COMMISSION OF THE CITY OF WEST PALM BEACH, FLORIDA, OPPOSING APPROVAL OF AVENIR HOLDINGS, LLC'S REQUEST FOR LARGE-SCALE FUTURE LAND USE MAP AND TEXT AMENDMENT TO THE COMPREHENSIVE PLAN PROVIDING FOR AN EFFECTIVE DATE; AND FOR OTHER PURPOSES.

WHEREAS, Avenir Holdings, LLC is the owner/developer of land included in a request for a Large-Scale Future Land Use Map and Text Amendment to the City of Palm Beach Garden's Comprehensive Plan. The Map Amendment request will change 4,763 acres of land use designation from Rural Residential (RR10) and Rural Residential (RR20) to Mixed Use Development and to modify the location of the Urban Growth Boundary to include the subject property; and

WHEREAS, the subject site is located at the City of Palm Beach Gardens western municipal boundary, on the north side of Northlake Boulevard. The property has approximately 11,565 feet of linear frontage on Northlake Boulevard at its southern boundary and 1,687 feet of frontage on the SR 710-Beeline Highway at its northern boundary. The C-187 Hungryland Slough Canal is adjacent to the diagonal northwestern boundary. The property is bordered to the east by the Sweetbay Natural Area, a portion of the Loxahatchee Slough, a portion of the Grassy Waters Preserve, Palm Beach Garden's municipal golf course, and a vacant parcel to the east owned by Balsamo. The property is bordered to the west by the former Mecca Farms citrus grove and the Acreage residential community to the west. There is a small rectangular outparcel located along Northlake Boulevard, midway across the Avenir parcel. The property is approximately 4.5 miles in its longest north-south dimension, and 2.5 miles at its widest east-west dimension; and

WHEREAS, the proposed Avenir development is forecasted to generate in excess of 5,700 peak hour trips and is expected to significantly impact over 50 roadway segments or intersections, and whereas most of these road segments or intersections are neither funded nor programmed for improvements that could accommodate the significant traffic impacts of Avenir; and

WHEREAS, the traffic generated by the development cannot be supported by existing roadways or roadways funded for construction; and

WHEREAS, the identified needed improvements would significantly increase impervious areas which could create significant additional run offs; and

WHEREAS, in addition to other detrimental road segments proposed with the project, Palm Beach County's Traffic Performance Standards Review requires assured construction of SR 7 from 60th Street to Northlake Boulevard as a 4-lane divided facility, which is currently being challenged by the City of West Palm Beach due to its adverse impact on Grassy Waters Preserve's water quality, endangered species and their habitat, and the quality of life in the Western Communities; and

WHEREAS, the proposed development and its traffic would significantly impact Grassy Waters Preserve; and

WHEREAS, the project is opposed by governmental and regulatory entities in the Western Communities for many reasons including traffic impacts, negative effects on water quality and destruction of a rural lifestyle; and

WHEREAS, the long established concept of greater density to the east and less density to the west is strongly supported by the City of West Palm Beach.

NOW, THEREFORE, BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY OF WEST PALM BEACH, FLORIDA, THAT:

SECTION 1: The City Commission of the City of West Palm Beach, Florida, hereby opposes approval of the Large-Scale Future Land Use Map and Text Amendment to the Comprehensive Plan (CPMA-13-07-00016 and CPTA-13-07-00025).

SECTION 2: The City Commission of the City of West Palm Beach, Florida, hereby directs the City Clerk to provide a copy of this resolution to the City of Palm Beach Gardens City Commission.

SECTION 3: This Resolution shall take effect immediately on adoption.

[SIGNATURES ON FOLLOWING PAGE]

PASSED AND ADOPTED THIS 4TH DAY OF JANUARY, 2016.



ATTEST:

X *Hazeline F. Carson*

CITY CLERK
Signed by: Hazeline Carson

**CITY OF WEST PALM BEACH BY
ITS CITY COMMISSION:**

X *Geraldine Mucio*

PRESIDING OFFICER
Signed by: Geraldine Mucio

APPROVED AS TO FORM AND LEGALITY:

12/29/2015

X *Kimberly L. Rothenburg*

CITY ATTORNEY
Signed by: Kimberly Rothenburg

Exhibit 11

SRPP Transit-Supportive Policies

Strategy 7.1.2: Develop a complete and coordinated transportation planning process.

Policy 7.1.2.1: Assist public and private agencies and entities in implementing TDM strategies that reduce congestion, energy use and the number of single-occupant auto trips.

Policy 7.1.2.2: Give consideration during the planning of transportation system expansion to providing incentives for use of high-occupancy vehicles and alternative modes of transportation (e.g., car pools, van pools, buses, bicycles, etc.).

Policy 7.1.2.3: Increase land use densities and the mix of land uses around commuter rail stations and at strategic locations along designated public transportation corridors where consistent with other local and regional goals and strategies.

Policy 7.1.2.4: Develop and redevelop downtowns and strategic locations along designated public transportation corridors. In order to improve the feasibility of public transportation, residential densities should be no less than 8 units per acre.

Policy 7.1.2.5: Develop a regional roadway system of predictably spaced and interconnected east-west, north-south streets. Ideally, streets should be spaced every one-quarter to one-half mile to offer multiple route choices, disperse traffic, and discourage local travel on interstates and arterials.

Policy 7.1.2.6: Redirect development patterns from interstates and major arterials to town and neighborhood centers along collector and minor arterials.

Policy 7.1.2.7: Include land use analysis, urban design studies and origin and destination studies as part of the analysis in determining a course of action for solving roadway capacity problems.

Policy 7.1.2.8: Increase the understanding and coordination of land use and transportation policy decisions within and between departments and agencies at all levels of government to effect better solutions to the Region's transportation problems.

Policy 7.1.2.9: To address multijurisdictional impacts and improve intergovernmental coordination, require a multijurisdictional traffic impact analysis when a development's traffic impacts are expected to occur on roads outside the jurisdiction in which the project is located. All traffic impact analyses should include a land use analysis and urban design study.

Policy 7.1.2.10: Ensure consistency between State, local and regional transportation plans.

Strategy 7.1.3: Promote improved community planning and urban design.

Policy 7.1.3.1: Encourage patterns and forms of development and redevelopment that maximize public transportation alternatives, minimize the use of the Region's collector and arterial roadway network, and reduce the total amount of daily vehicle miles traveled.

Policy 7.1.3.2: Plan and design new development and redevelopment to provide complementary interconnections for pedestrians and public transportation within and between residential areas, schools, employment and retail centers, recreational areas and other public facilities.

Policy 7.1.3.3: To maximize public transportation, pedestrian access and facilitate on-street parking opportunities, an urban design study should be prepared prior to the development and redevelopment of building sites or changes to the street network.

Policy 7.1.3.4: Reduce VMT per capita by private automobile within the Region through a combination of the following:

- (1) provision of public transportation alternatives;
- (2) provision of housing opportunities in proximity to employment opportunities;
- (3) provision of essential services and recreational opportunities in proximity to demand;
- (4) concentration of commercial and other essential services;
- (5) provision of a street network designed for the pedestrian, the disabled the automobile and transit;
- (6) provision of parking in ways that will encourage pedestrianism and public transportation alternatives;
- (7) provision of incentives encouraging infill and downtown redevelopment;
- (8) support of public and private sector efforts to carry out TDM strategies that will reduce congestion; and
- (9) expansion of commuter rail and intermodal connections.

Policy 7.1.3.5: Orient buildings toward streets to create better pedestrian environments.

Policy 7.1.3.6: Locate buildings so they are as convenient and accessible to public transportation facilities and sidewalks as they are to auto parking.

Policy 7.1.3.7: Locate parking to the sides and backs of buildings so that pedestrian access and access from public transportation does not require walking through large parking lots to reach building entrances.

Policy 7.1.3.8: Develop a tiered system of impact fees or other system of assessment which recognizes the wide and disproportionate differences in roadway use and impacts between local and regional land uses and attractions.

Policy 7.1.3.9: Design and locate parking lots and garages to enhance pedestrianism and the character and attractiveness of the area, and to encourage use of alternate modes of transportation.

Policy 7.1.3.10: Design efficient intersections and traffic light sequences which minimize idle time for automobiles.

Strategy 7.1.4: Encourage public transportation alternatives.

Policy 7.1.4.1: Review and where necessary amend public policy governing parking requirements to support “transit first” policies and to promote public transit as a viable alternative in high density areas, designated public transportation corridors, and central business districts.

Policy 7.1.4.2: Have new development or redevelopment provide transit ridership amenities (shelters, route information, and schedules) and appropriate and effective incentives whenever transit use is assumed or required to maintain acceptable roadway level of service.

Policy 7.1.4.3: Support and assist local governments in applying and qualifying for federal funding assistance to expand public transportation services where consistent with other regional goals and strategies.

Policy 7.1.4.4: Support requests for lower levels of service and establishment of transportation concurrency exception areas in higher density areas, downtowns, and along designated public transportation corridors where it can be demonstrated that levels of mobility and convenience will be maintained or increased through other modes of transportation or land use corrections.

Exhibit 12

Avenir

City of Palm Beach Gardens

Treasure Coast Regional Planning Council
February 19, 2016

Project Overview

- Comprehensive Plan & Text Amendment (Ordinance 3, 2015)
- Rezoning (Ordinance 4, 2015)
- Master Plan Approval (Resolution 4, 2015)
- Design Guidelines (Resolution 4, 2015)
- Proportionate Share Agreement

Location & Site Details

- 4,763 ac undeveloped long-term AG use
- Over 75% characterized by non-native & invasive species
- Has severely degraded habitat functions
- 11,565' of frontage along Northlake Blvd.
- 1,687' of frontage along Beeline Hwy
- 4.5 miles wide (N-S) & 2.5 mile wide (E-W)



Evolution of the Plan

Initial Development Plan June 2013

7,600 Residential Units

1,700,000 SF Non-Res

300-Room ALF

300-Room Hotel

University

School, Park, Civic parcels

1,889 ac flow-way/preservation

Proposed new land use and zoning category



Evolution of the Plan

2nd Development Plan Oct 2014

4,760 Residential Units

1,600,000 Non-Res

300-room Hotel

University

School, Park, Civic Parcels

over 2,400 ac Conservation



Evolution of the Plan

1/6/16 Master Plan

3,735 SF Units

250 Workforce Housing Units

2,400,000 Non-Res

300-room Hotel

180 ac land dedication (park, recreation, civic & econ. dev. parcel)

2,407 ac Conservation



Background

Final Master Plan

3,000 SF Units

250 MF Units

2,540,000 Non-Res

300-room Hotel

180 ac land dedication (park, recreation, civic & econ. dev. parcel)

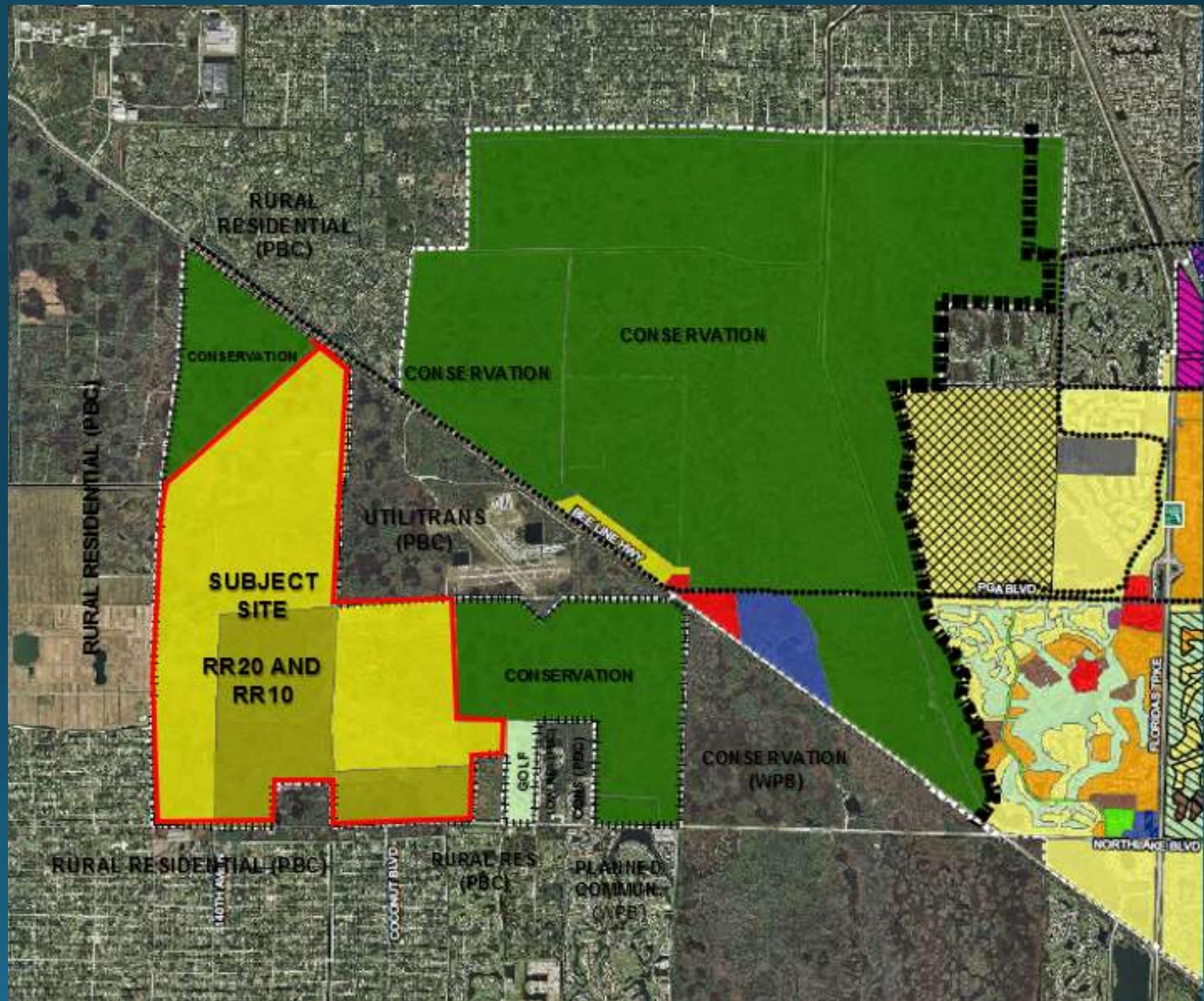
2,407 ac Conservation



Existing Future Land Use Map

Rural Residential
(RR10
and RR20)

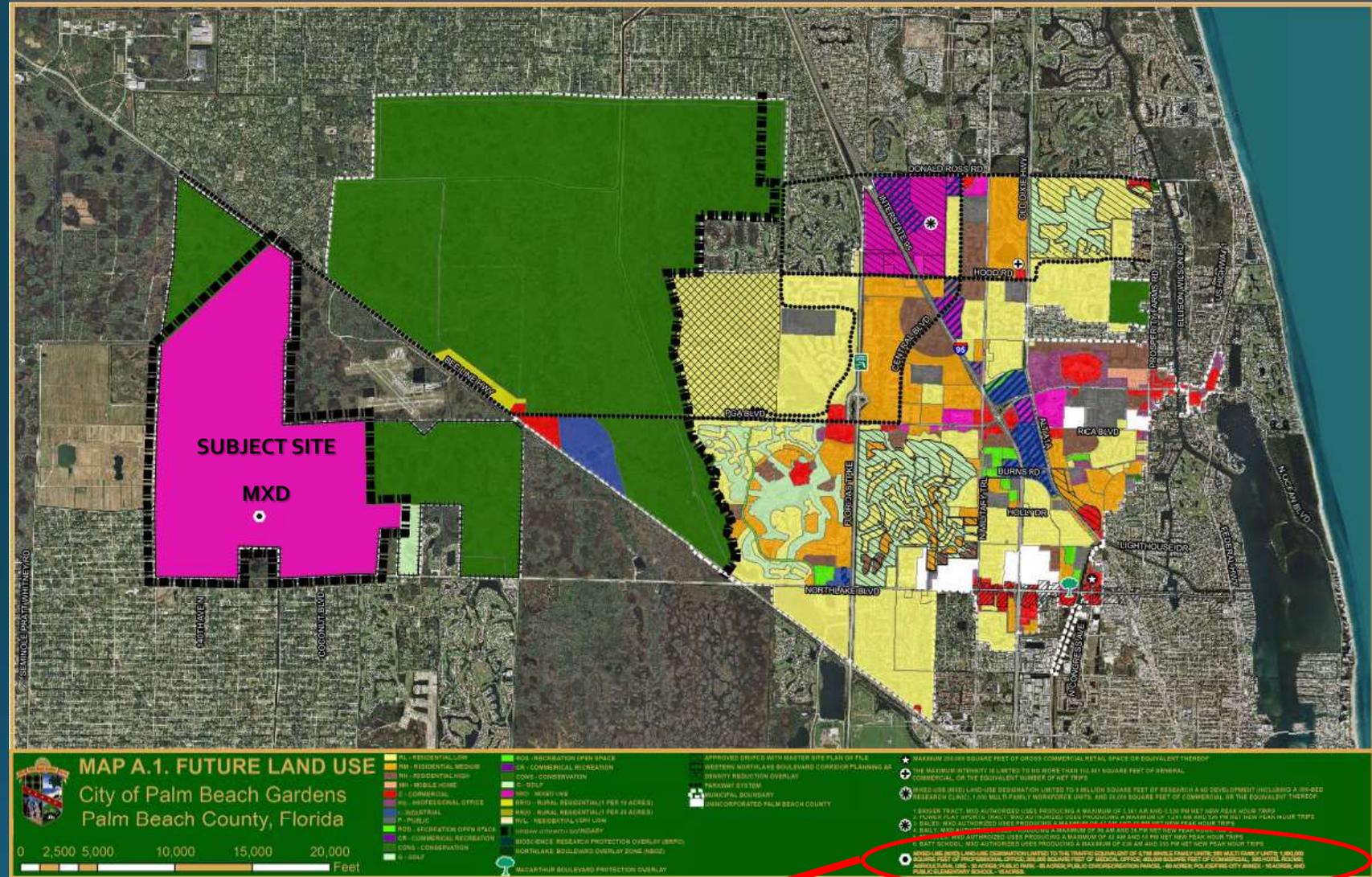
Allows a total of
405 residential
units



Proposed Future Land Use Map

Mixed Use Development (MXD) with notation to cap development at the proposed development program and modify the UGB to include the project

The Comprehensive Plan Amendment is legislative (Ch. 163 F.S.) and will be transmitted to DEO for the State expedited review process



MIXED-USE (MXD) LAND-USE DESIGNATION LIMITED TO THE TRAFFIC EQUIVALENT OF 3,000 SINGLE FAMILY UNITS; 250 MULTI-FAMILY UNITS; 1,940,000 SQUARE FEET OF PROFESSIONAL OFFICE; 200,000 SQUARE FEET OF MEDICAL OFFICE; 400,000 SQUARE FEET OF COMMERCIAL; 300 HOTEL ROOMS; AGRICULTURAL USE - 20 ACRES; PUBLIC PARK - 55 ACRES; PUBLIC CIVIC/RECREATION PARCEL - 60 ACRES; POLICE/FIRE/CITY ANNEX - 15 ACRES; AND PUBLIC ELEMENTARY SCHOOL - 15 ACRES

Condition #1

1. Include the 2,407 acre area proposed to become a future conservation area in the note on the Future Land Use Map and designate this area as Conservation land use rather than Mixed Use Development. The conservation of 2,407 acres of the subject property is a cornerstone to the justification of allowing the increases in density and intensity.

How do we ensure conservation area is protected?

1. Delineated on Master Plan
2. Platted as Conservation Area
3. Conservation Easement
4. Deeded to Governmental Agency



Department of Environmental
Resources Management
2700 North Bay Road, 4th Floor
West Palm Beach, FL 33411-3743
(561) 233-2400
FAX: (561) 333-2414
www.pbcgov.org/erm

Palm Beach County
Board of County
Commissioners

Mayor Lou Berger, Mayor
Hal K. Vuleche, Vice Mayor
Shelley Vana
Paulette Burdick
Steven L. Abrams
Melissa McKinlay
Priscilla A. Taylor

County Administrator
Vanessa C. Baker

In Equal Opportunity
Affirmative Action Employer

January 12, 2016

Natalie Crowley, AICP
Director of Planning and Zoning
City of Palm Beach Gardens
10500 N. Military Trail
Palm Beach Gardens, FL 33410

Manuel Mato
Vice President
Avenir Holdings, LLC
550 Biltmore Way, Suite 1110
Coral Gables, FL 33134

RE: Avenir Site Development Proposal

Dear Ms. Crowley and Mr. Mato:

There has been public discussion regarding the County assuming ownership and management responsibilities of the preserve within the proposed Avenir development.

This letter is written to make known the position of the Department of Environmental Resources Management (ERM). With County natural areas bordering the east and west sides of the Avenir preserve, the County sees an opportunity to restore and manage one large, contiguous natural area for the benefit of wildlife, water storage, water quality and for the people who enjoy such amenities. To that end, ERM would welcome the opportunity to restore and/or to receive and manage the Avenir preserve when the developer is ready to convey such interest and responsibility.

ERM's recommendation would require approval of the Board of County Commissioners as only they can receive interest in real property. And, necessarily, the cost of restoration and subsequent land management would still have to be provided by the developer, as we cannot pass this cost on to tax-payers.

If you have any questions regarding this message, please feel free to contact me at (561) 233-2400.

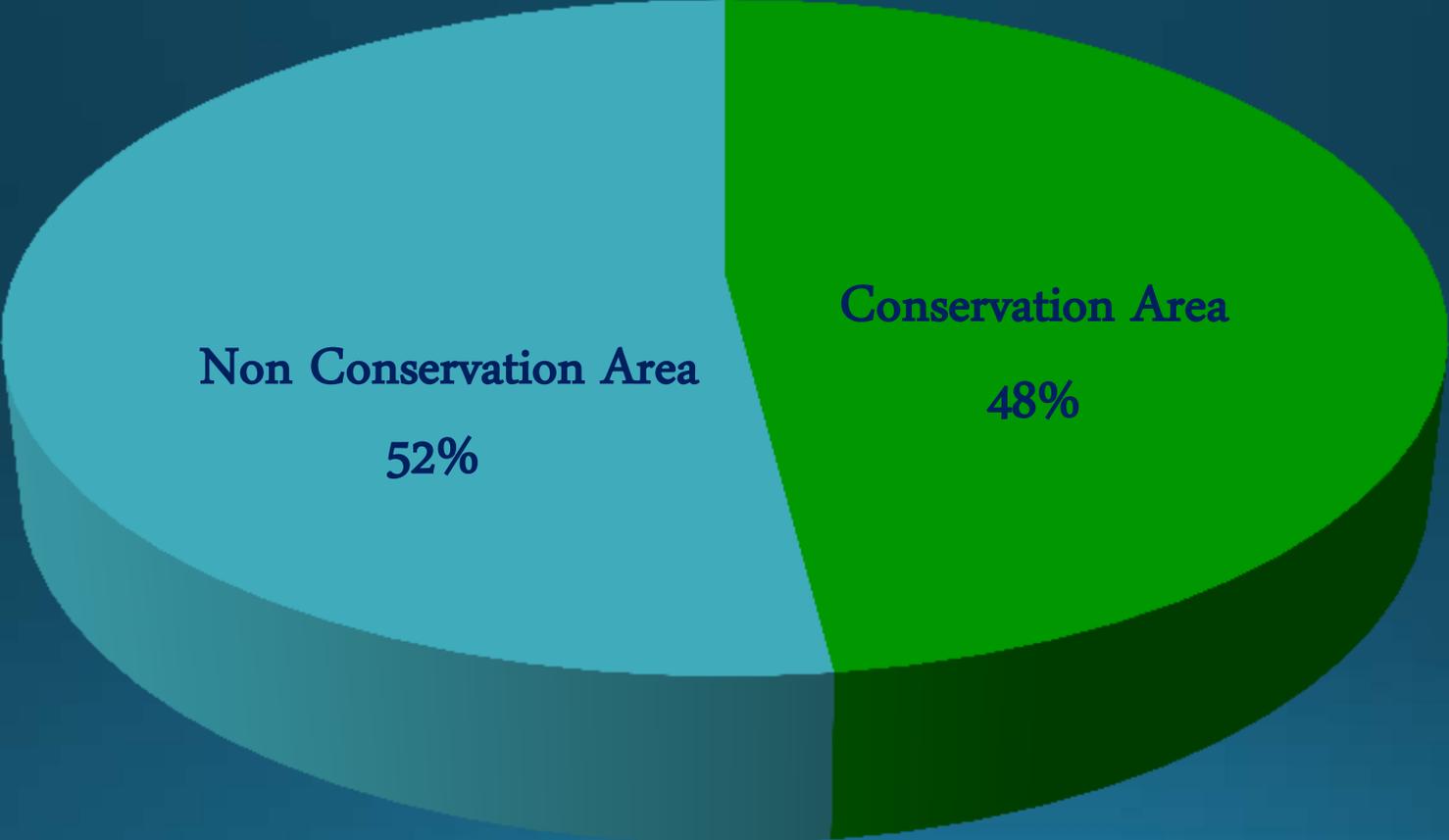
Sincerely,

A handwritten signature in blue ink, appearing to read "Robert Robbins".

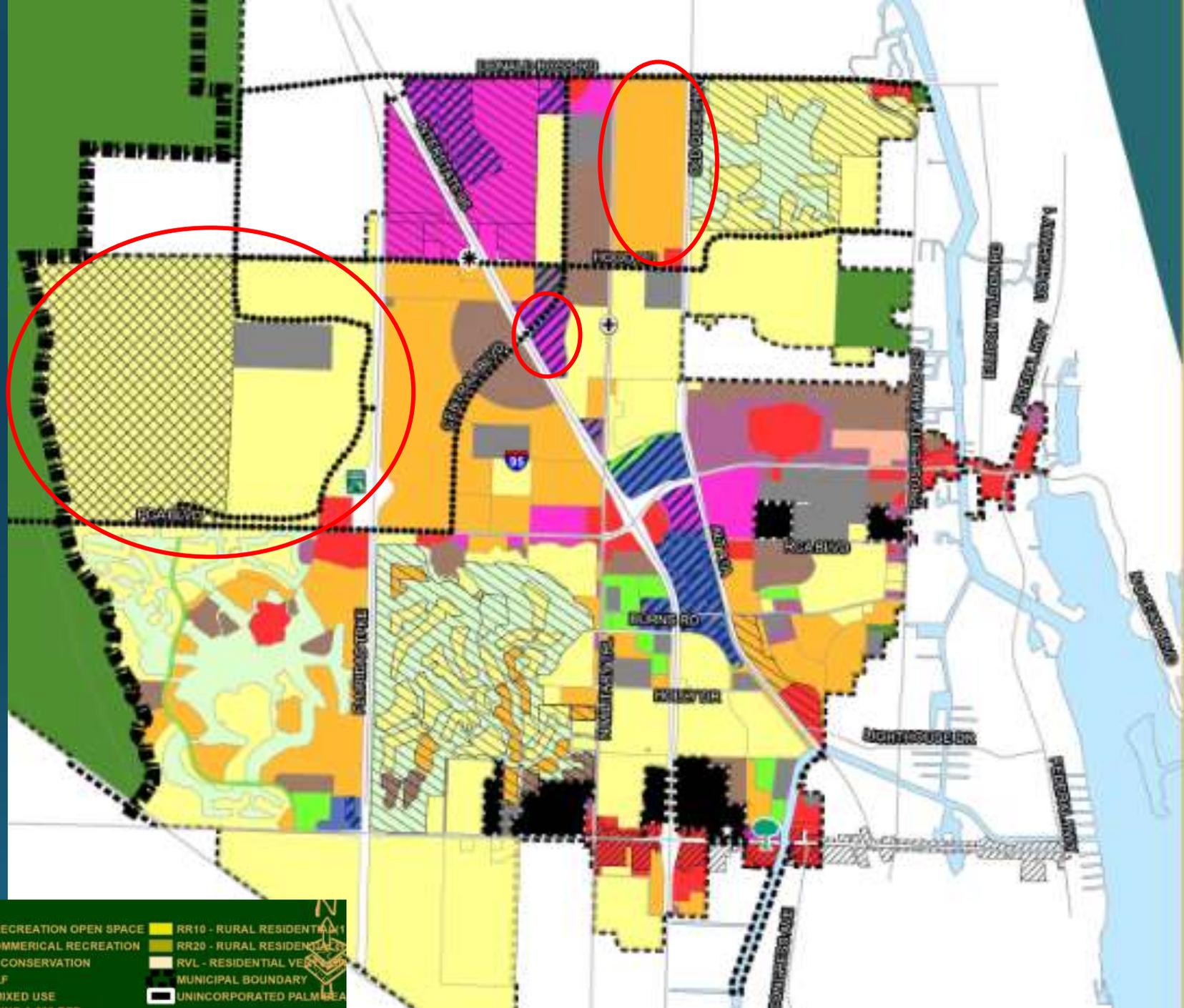
Robert Robbins, Director
Department of Environmental Resources Management

cc: Mayor Mary Lou Berger
Vice Mayor Hal Vuleche
Commissioner Paulette Burdick
Commissioner Shelley Vana
Commissioner Steven Abrams
Commissioner Melissa McKinlay
Commissioner Priscilla Taylor
Jon Van Arman, Deputy County Administrator
Ken Tuma, Urban Design Kilday Studios
Ed Weinberg, EW Consultants, Inc.

Percentage of Palm Beach Gardens



City of Palm Beach Gardens Future Land Use Map



APPROVED DRI/PCD WITH MASTER SITE PLAN ON FILE	MH - MOBILE HOME	ROS - RECREATION OPEN SPACE	RR10 - RURAL RESIDENTIAL
DENSITY REDUCTION OVERLAY	C - COMMERCIAL	CR - COMMERCIAL RECREATION	RR20 - RURAL RESIDENTIAL
RL - RESIDENTIAL LOW	PO - PROFESSIONAL OFFICE	CONS - CONSERVATION	RVL - RESIDENTIAL VILLAGE
RM - RESIDENTIAL MEDIUM	I - INDUSTRIAL	G - GOLF	MUNICIPAL BOUNDARY
RH - RESIDENTIAL HIGH	P - PUBLIC	MXD - MIXED USE	UNINCORPORATED PALM BEACH



DONALD ROSS RD

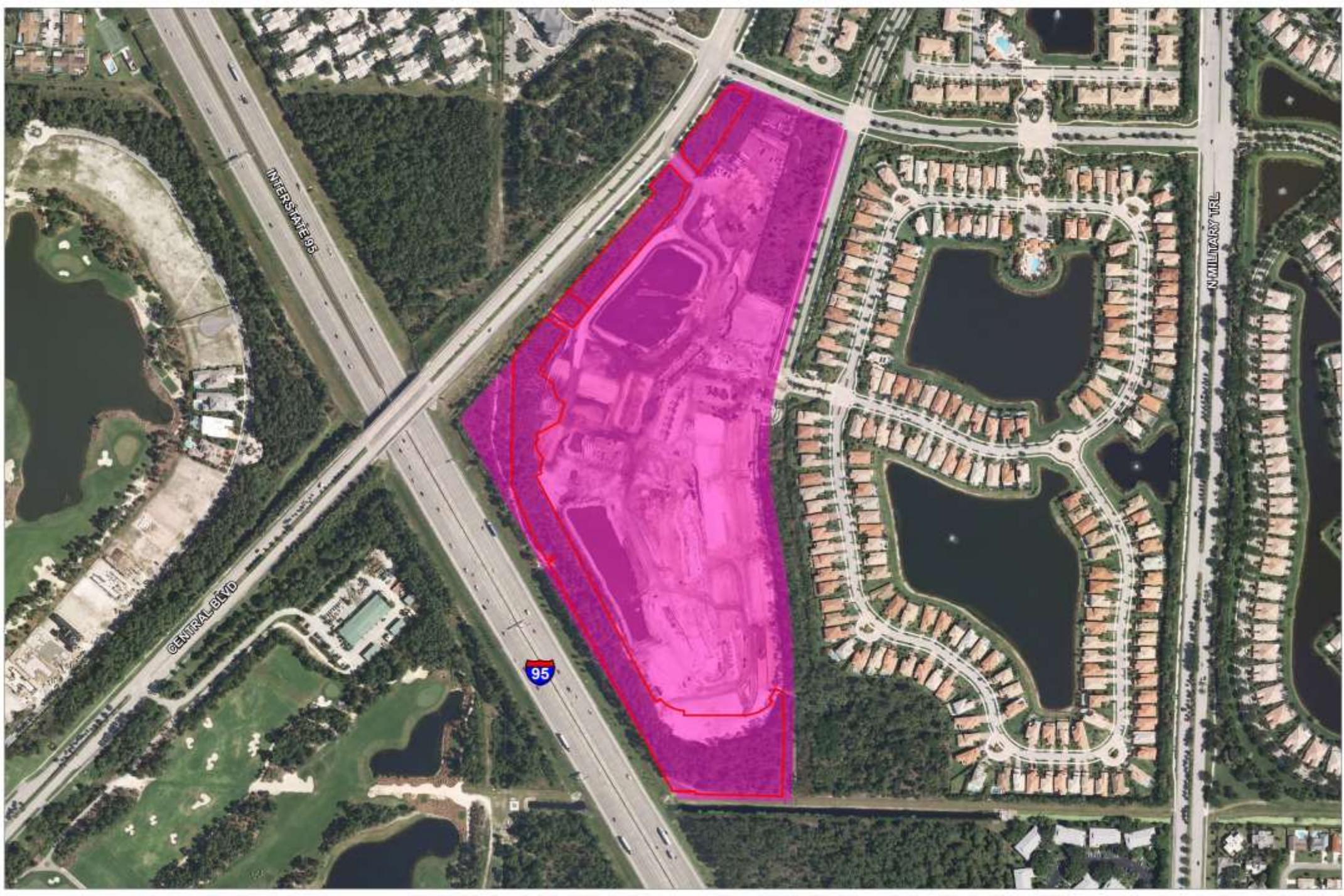
OLD DIXIE HWY

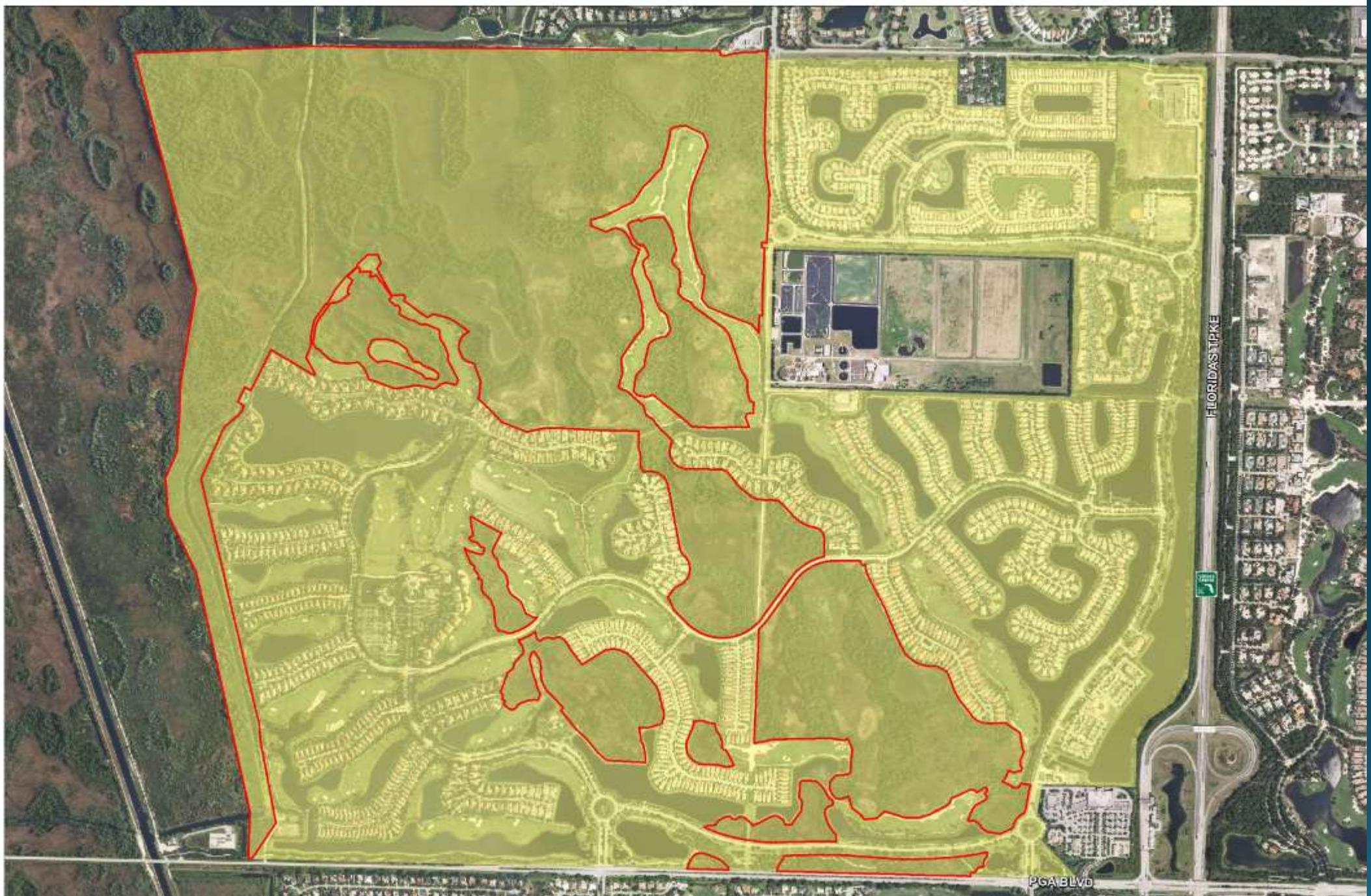
MILITARY TRL

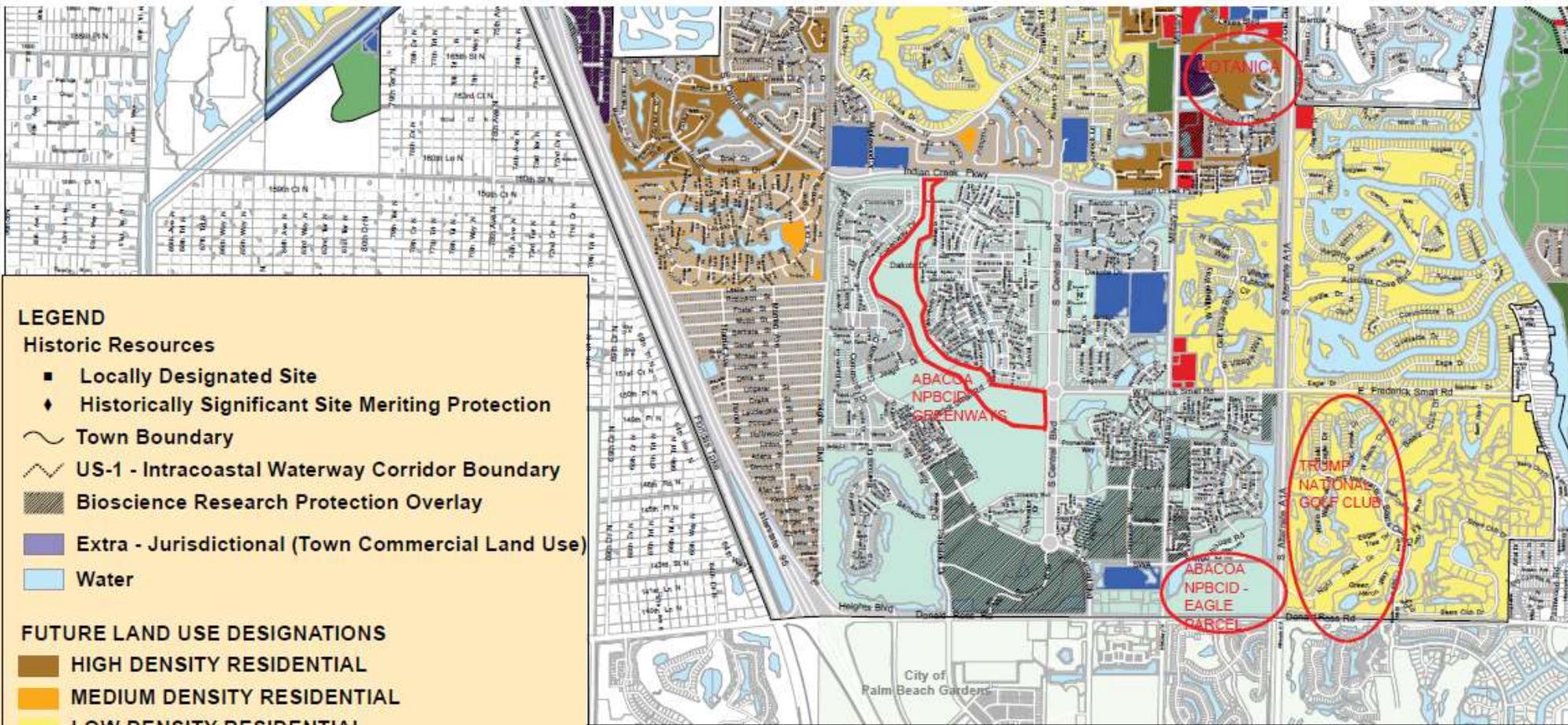
HOOD RD

CENTRAL BLVD

INTERSTATE 93







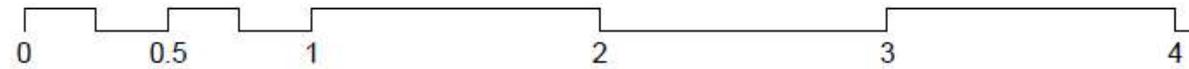
LEGEND

Historic Resources

- Locally Designated Site
- ◆ Historically Significant Site Meriting Protection
- ~ Town Boundary
- ~ US-1 - Intracoastal Waterway Corridor Boundary
- ▨ Bioscience Research Protection Overlay
- Extra - Jurisdictional (Town Commercial Land Use)
- Water

FUTURE LAND USE DESIGNATIONS

- HIGH DENSITY RESIDENTIAL
- MEDIUM DENSITY RESIDENTIAL
- LOW DENSITY RESIDENTIAL
- MIXED-USE
- PUBLIC / INSTITUTIONAL
- GENERAL INDUSTRIAL
- CONSERVATION
- RECREATION
- COMMERCIAL
- INLET VILLAGE FLEX
- RIVERWALK FLEX
- NOT DESIGNATED
- UNINCORPORATED



It is suggested that you contact the Department of Planning and Zoning (561-741-2532) to verify the future land use classification of any parcel within the Town of Jupiter.



Condition #2

2. Establish plan policies clearly outlining the goals and objectives for restoration of the conservation area and a commitment to work with Palm Beach County and the SFWMD on the combined design and long-term management and operation of the Avenir and Mecca Farms restoration areas.

Implementing Policies

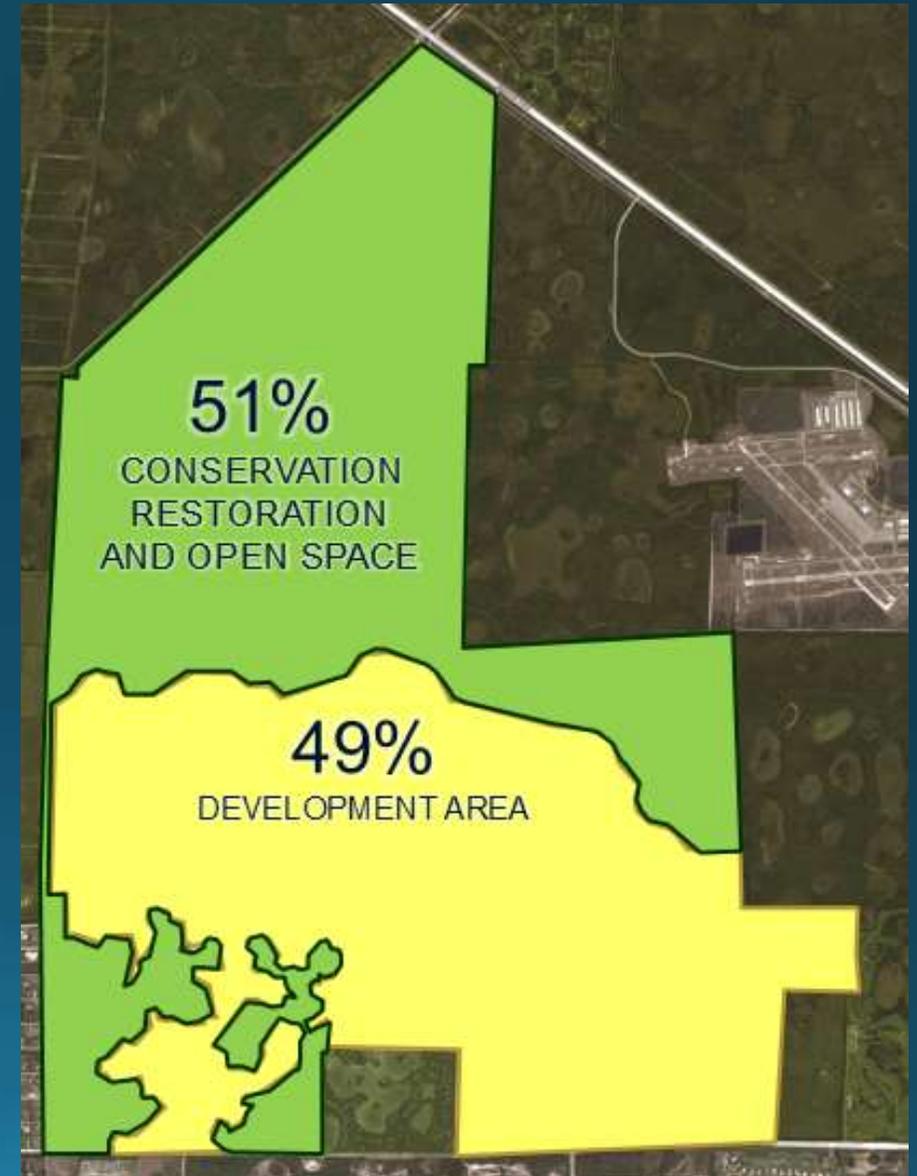
- FLUE Policy 1.1.1.15 requires a Mixed Use Development land use area to be developed as a Planned Community Development (PCD) or Planned Unit Development (PUD), which is implemented through rezoning, a required Master Plan, and Resolution.
- A Preserve Area Management Plan is required to be approved by the City that will specifically lay out the plan for restoration:

“The Developer shall prepare a Preserve Area Management Plan for the 2,407-acre Conservation Area (upland and wetland preserve) identified on the PCD Master Plan. The plan shall: 1) identify locations in the preserve area where upland or wetland natural communities will be created, enhanced, or restored; 2) identify management procedures and provide a schedule for their implementation; 3) include procedures for maintaining suitable habitat for state and federally listed species; 4) include methods to remove nuisance and exotic vegetation and any other species that are determined to threaten the natural communities; 5) include plans to permanently mark the preserve area and provide access for passive recreation, education, or scientific study; and 6) identify a permanent funding source and define a responsible entity for the maintenance and implementation of the management plan in perpetuity. The management plan shall be approved by the City of Palm Beach Gardens in consultation with the U.S. Fish and Wildlife Service, Florida Fish and Wildlife Conservation Commission, and South Florida Water Management District prior to the initiation of any site clearing activity.” (Resolution 4, 2016)

- Staff report (support data & analysis transmitted with Comp. Plan) includes requirement for the 2,407 acre-conservation area in findings of fact

Land Use and Surrounding Compatibility (con't)

The project is providing 2,407 acres of conservation (51% of project), which is compatible with and a key link in the surrounding preservation lands



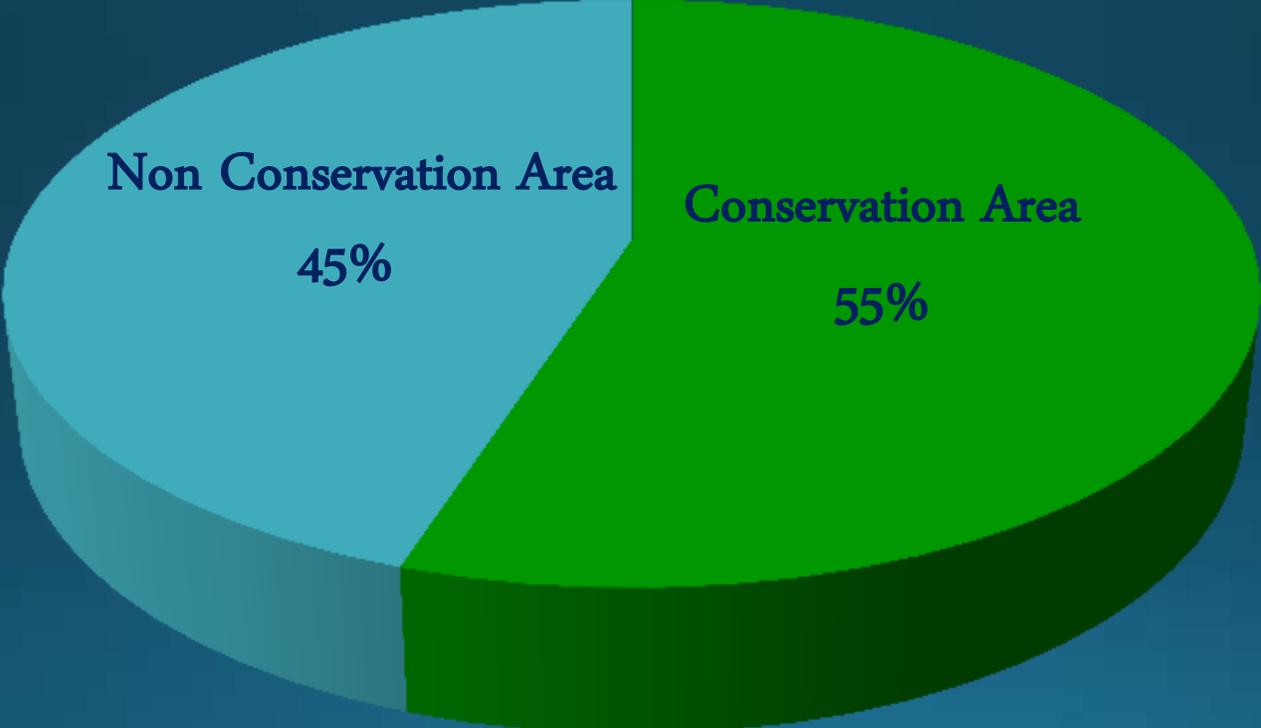
Environment

Provides key missing link in wildlife corridors and regional trail systems



Percentage of Palm Beach Gardens

After Avenir



Condition #3

3. Include a phasing plan as part of the proposed amendment that would require construction of a balanced mix/ratio of housing and commercial uses through the build out of the project. This is one of the most valuable transportation mitigation tools that can be used to offset transportation impacts to the regional roadway network.

Phasing Plan

LAND USE	TOTAL	PH 1. (2015-2020)	PH. 2 (2021-2025)	PH. 3 (2026-2030)	PH. 4 (2031-Buildout)
Civic/Recreation		60 ac			
Professional Office	1,940,000 SF	225,000	225,000	450,000	1,040,000
Medical Office	200,000 SF	50,000	100,000	50,000	
Commercial	400,000 SF	200,000	100,000	100,000	
Hotel	300 Rooms		150	150	
Park	55 Ac	55 ac			
Police/Fire/City Annex	15 Ac	15 ac			
Public School	15 Ac	15 ac			
Multi-Family	250 Units	250			
Single Family	3,000 Units	1,000	1,000	1,000	

- In each phase 50% of commercial must be constructed (example: 100,000 SQUARE FEET OF COMMERCIAL REQUIRED prior to moving to 2nd phase of residential units)
- OTHERWISE RESIDENTIAL DEVELOPMENT STOPS

Summary of Land Dedications

180 acres of dedicated land

- 55-acre public park
- 60-acre civic/recreation
- 15-acre police/fire/city annex
- 50-acre economic development parcel **



Condition #4

4. Establish minimum net densities for Avenir neighborhoods and districts that meet minimum transit-supportive density standards. The low densities referenced in the application materials do not support transit, do not promote compact, walkable communities, and appear to be inconsistent with the intent of the Mixed Use Development future land use designation.

Land Use and Surrounding Compatibility

The proposed project is surrounded by existing low-density residential communities and preserved natural areas

North: Caloosa Residential & Hungryland Slough

South: Pierce Hammock Elem, vacant land, & The Acreage Residential

East: Airport, Lox. Slough, Sweetbay Natural Area, Grassy Waters Preserve, and existing residential communities: Osprey Isles, Carleton Oaks, Bay Hill Estates, Rustic Lakes, and Ibis

West: Mecca Farms, J.W. Corbett Wildlife Mgt Area, The Acreage



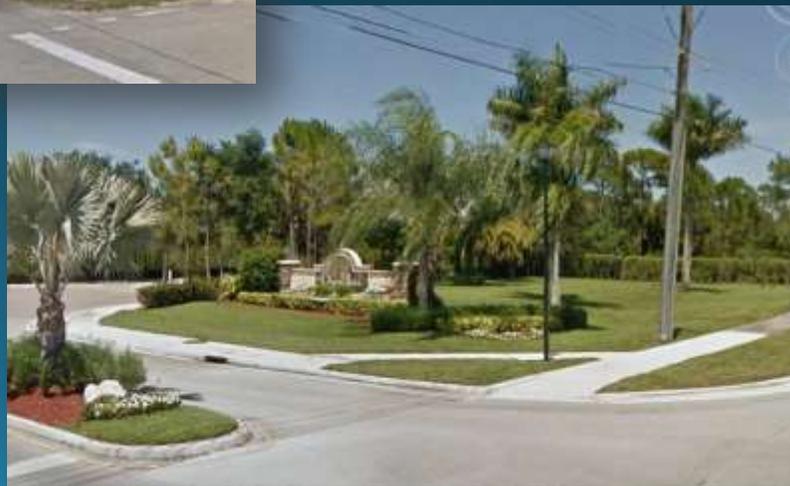
Land Use and Surrounding Compatibility (con't)

THE PROJECT AT 0.68 DU/AC IS COMPATIBLE WITH SURROUNDING RESIDENTIAL DENSITIES

North:
Caloosa 0.18 du/ac

South and West:
The Acreage 0.80 du/ac

East:
Osprey Isles 1.0 du/ac
Carleton Oaks 1.0 du/ac
Bay Hill Estates 0.5 du/ac
Ibis 1.25 du/ac

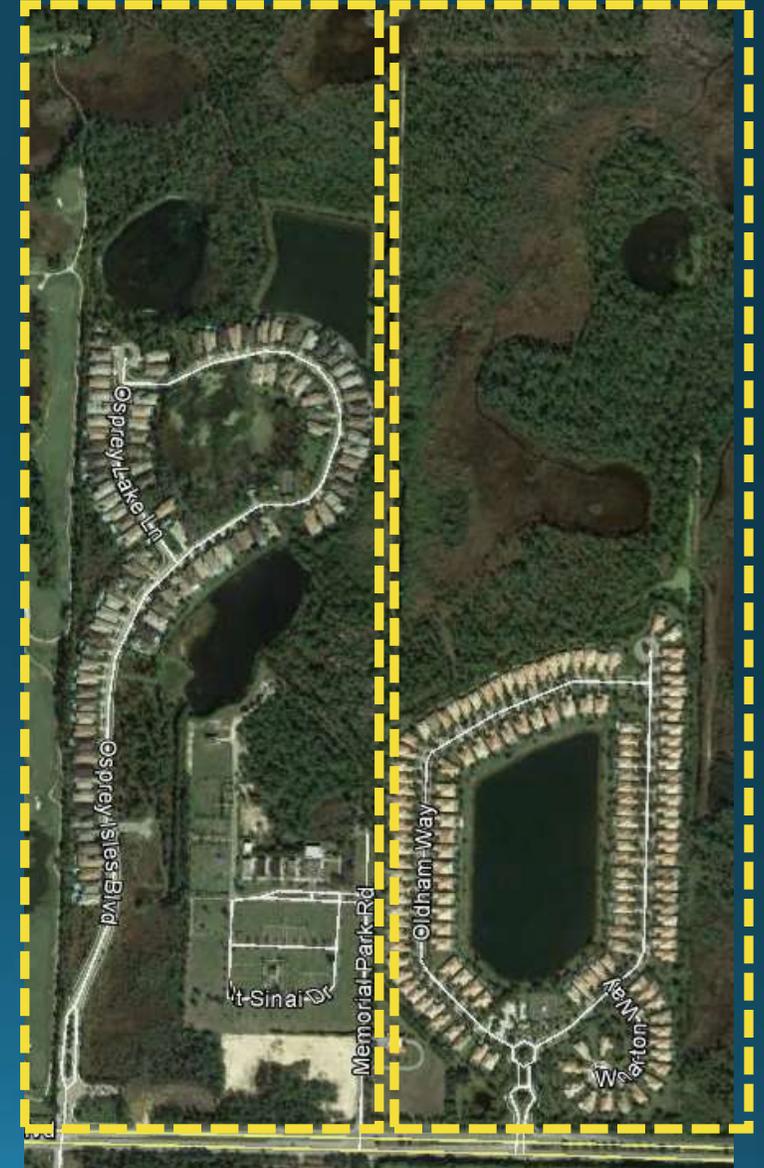


Land Use and Surrounding Compatibility (con't)

Other nearby existing communities have similar clustered development with large conservation/preservation areas



OSPREY ISLES & CARLTON OAKS

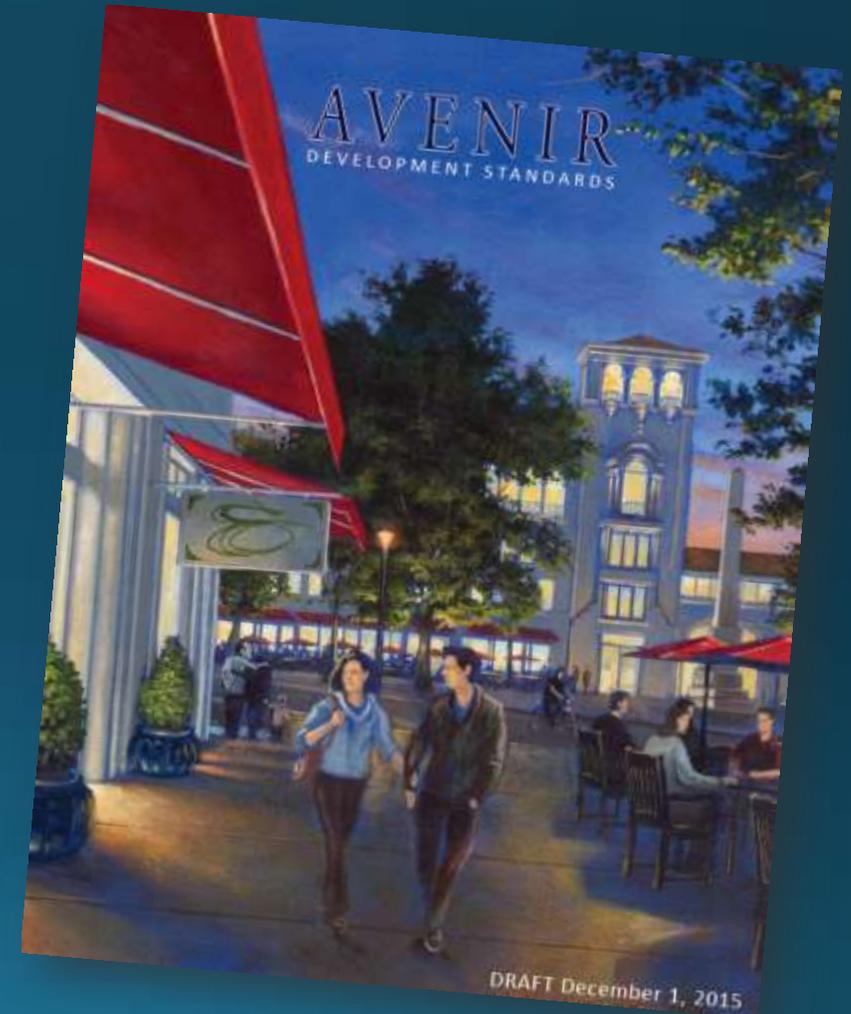


Development Standards

The Applicant is complying with the PCD Overlay which encourages the use of architectural and design guidelines.

Development will occur in the form of districts to provide the framework for the new community

- Neighborhood Center District (Parcel A)
- Neighborhood District (Parcel A)
- Town Center District (Parcel B)
- Workplace District (Parcels C & D)
- Public/Institutional District (Parcels E, F, & G)
- Farm-to-Table District (Parcel H)



Development Standards

Public Space Standards

Park: Passive, unobstructed recreation (paths, trails meadow, waterbodies, woodland and open shelters)

Green: Open space for unobstructed recreation (lawn and trees)

Square: Public gathering space – spatially defined by building frontages

Plaza: Public gathering/outdoor market areas, spatially defined by building frontages



Neighborhood Districts

- One Park, Green or Square within ¼ mile of each residential within Parcel A
- For each 300 acres, at least one to be a 1 ac minimum Park

Town Center District

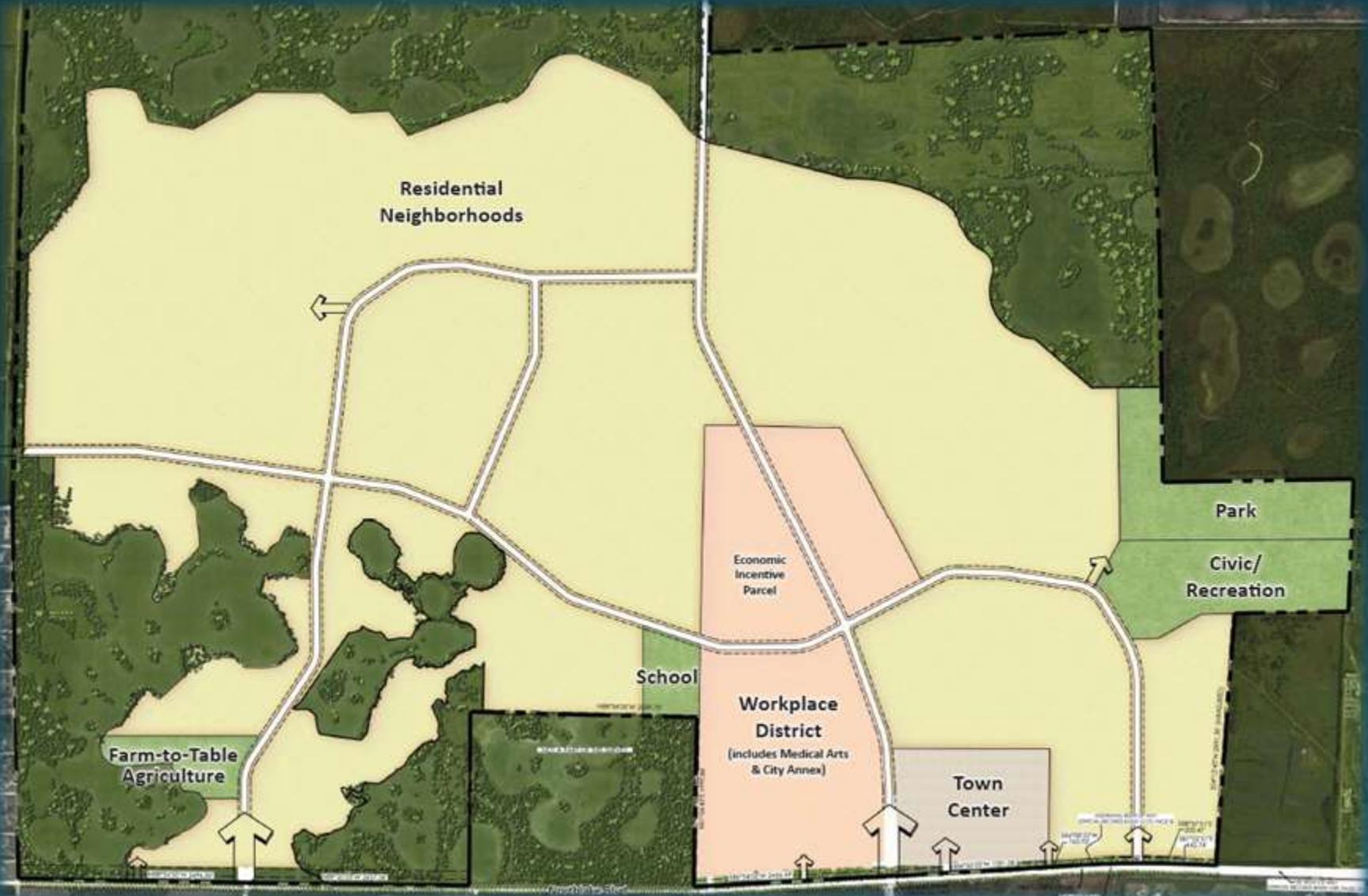
- One Green or Square of at least 35,000 SF in size

Workplace District

- One Park, Green, Square or Plaza for each 50 acres

Development Standards

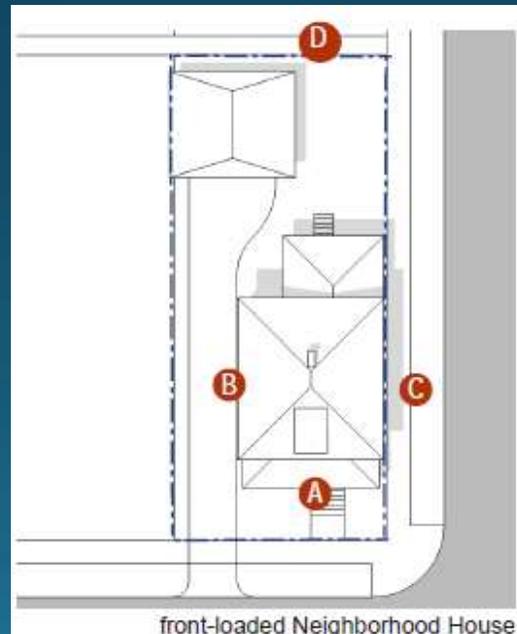
Neighborhood Center District
& Neighborhood District
Parcel A



Development Standards

Neighborhood Center District (Parcel A)

- *Allows a range of SF house types*
- *In close proximity to Town Center & Workplace Districts*
- *Front Build-to-Zones*

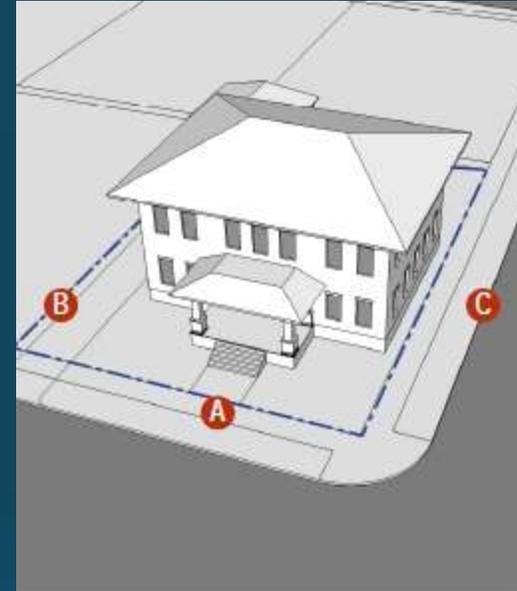


Development Standards

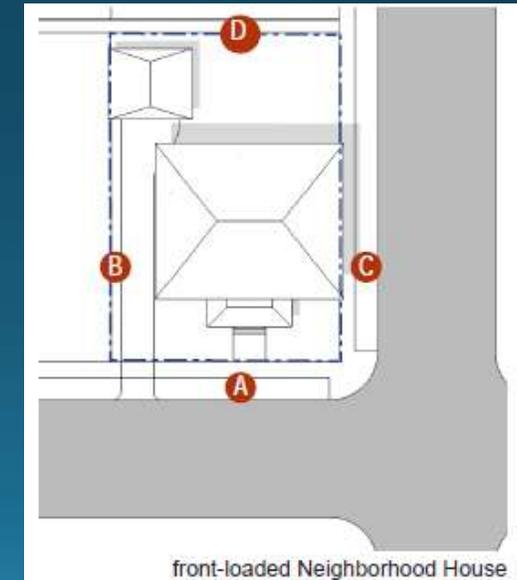
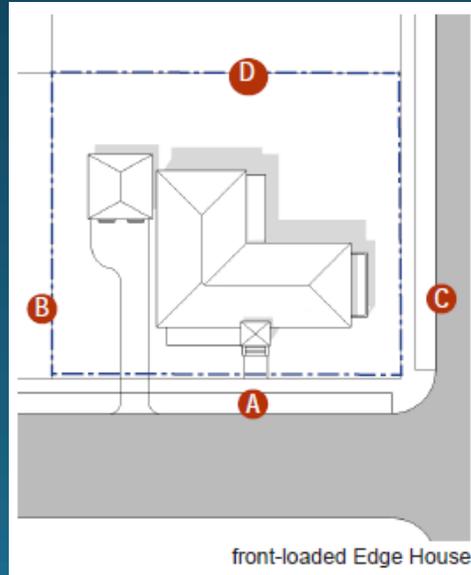
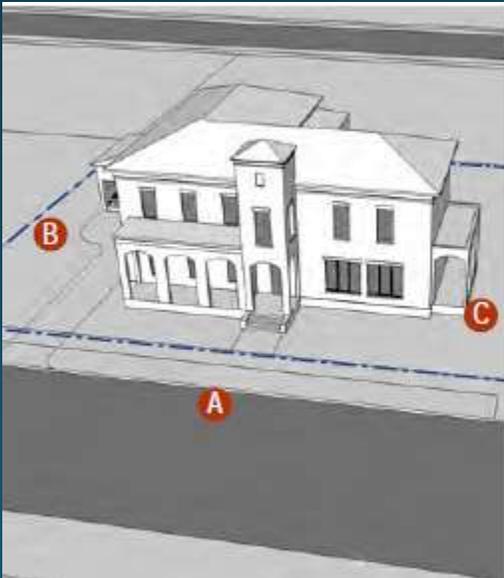
Neighborhood District (Parcel A)

- *Detached SF*
- *Front setbacks and private rear yards*
- *Majority of Parcel A*

50' to 75' Lots

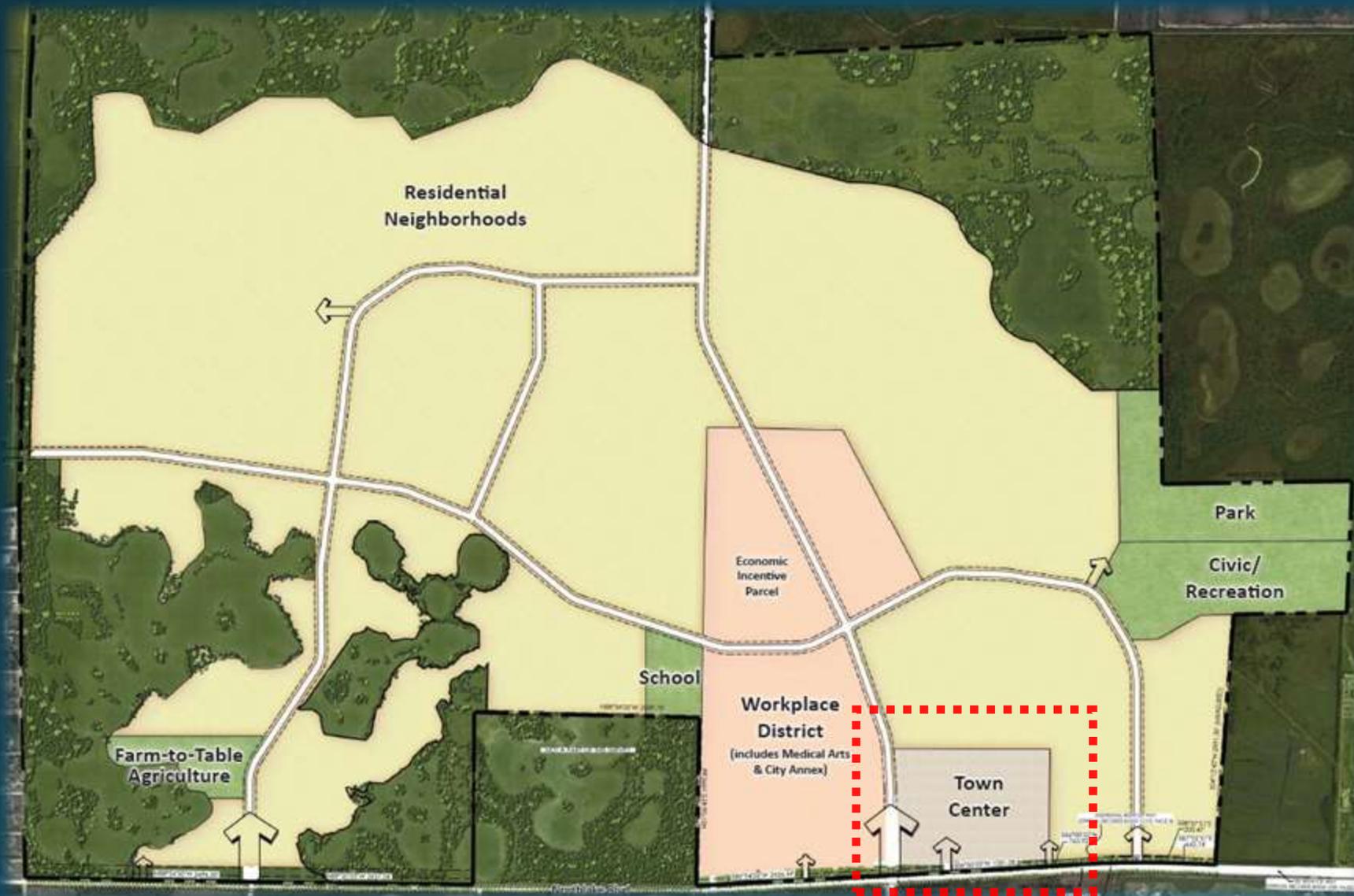


76' to 150' Lots



Development Standards

Town Center District
Parcel B

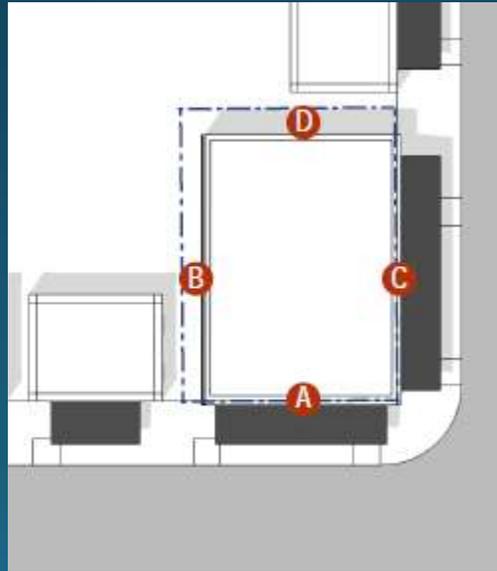


Development Standards

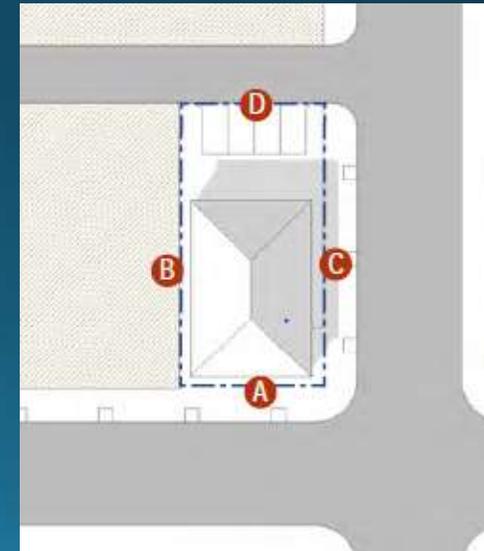
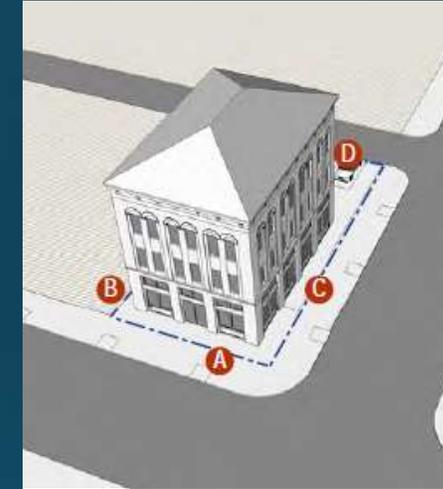
Town Center District (Parcel B)

- *Northlake Boulevard Frontage*
- *Mix of commercial & civic uses*
- *Walkable environment*
- *Multi-family units*
- *Continuous street façade along sidewalks*

Retail Building



Mixed Use Building

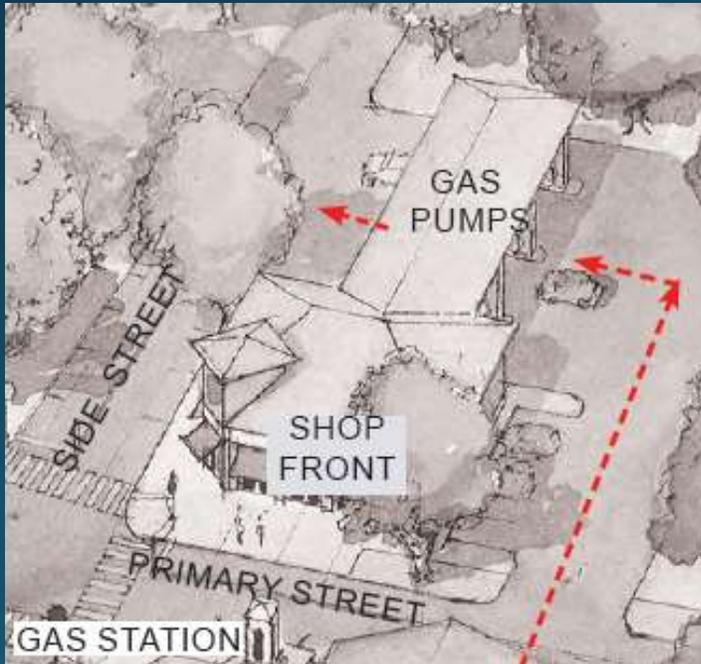


Development Standards

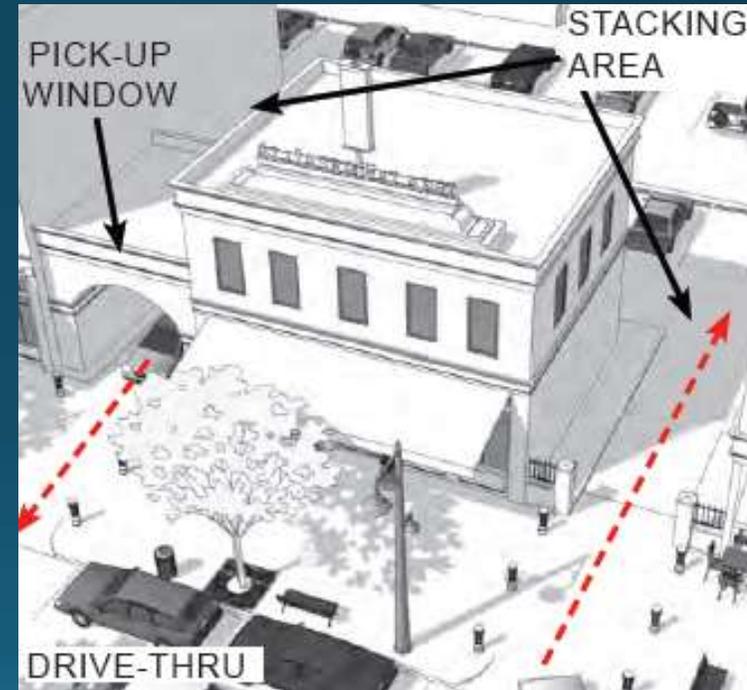
Town Center District (Parcel B)

- *Specialty Building Types*

Gas Stations – shopfront facing street with pumps & parking in rear



Drive-through – shopfront facing street with drive-through on side or rear

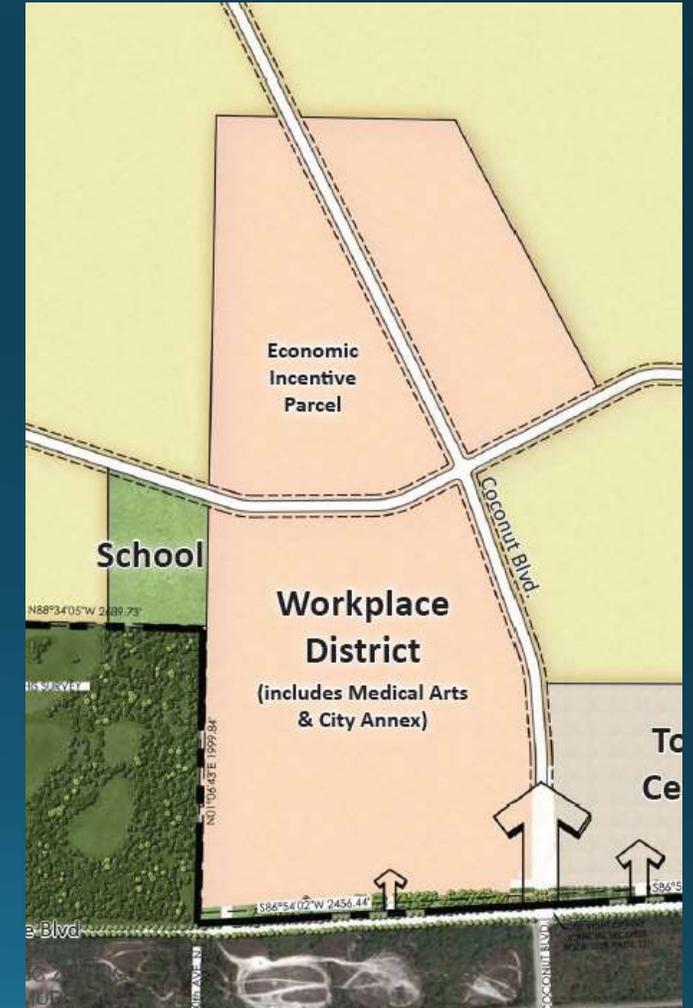
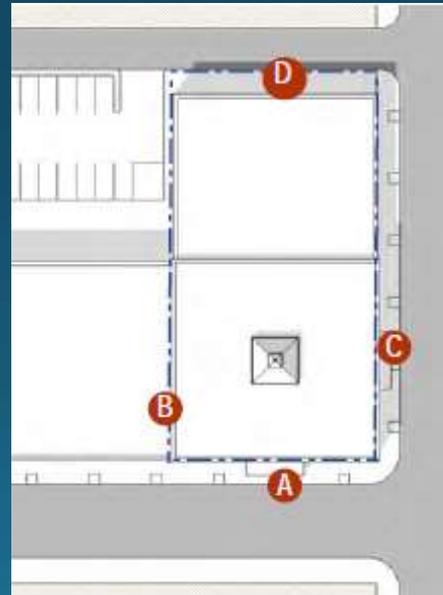
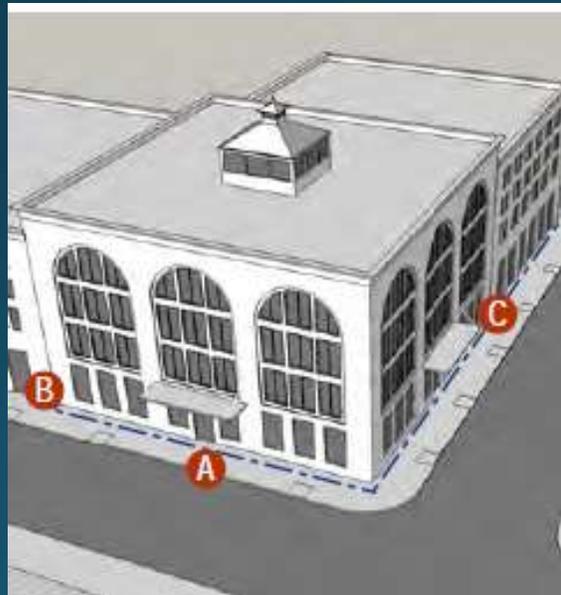


Development Standards

Workplace District
Parcels C & D

Workplace District (Parcels C & D)

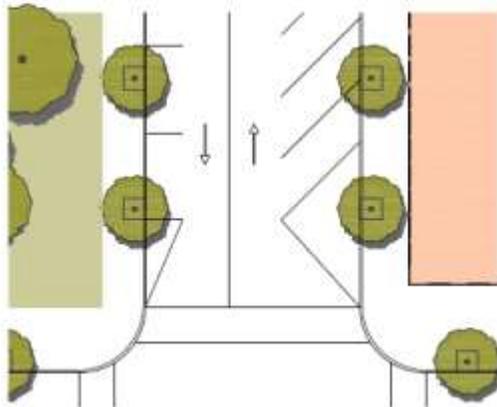
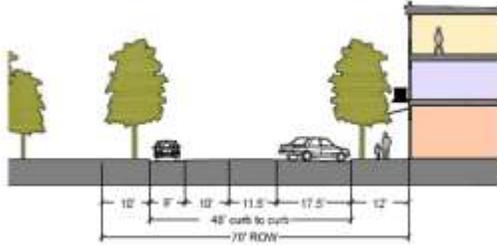
- Provides for a variety of jobs
- Office, medical and civic
- Buildings define street edge
- Public spaces
- Pedestrian and bike-friendly environment



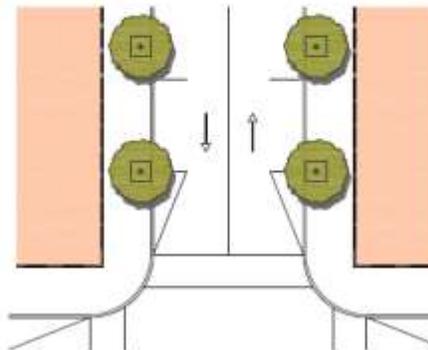
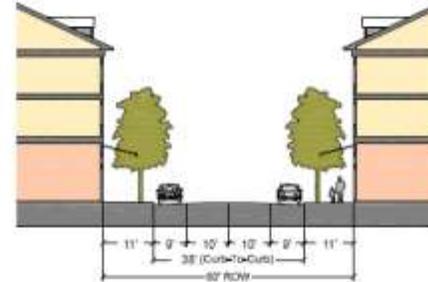
Development Standards

District Streets

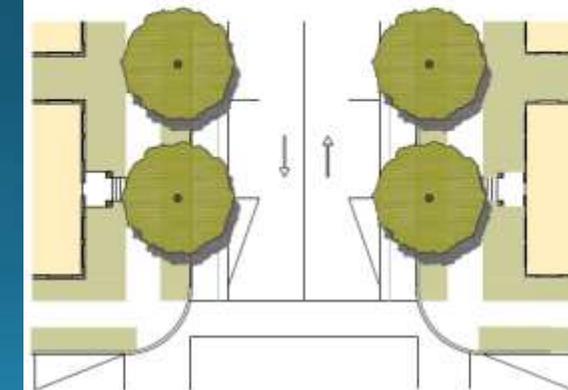
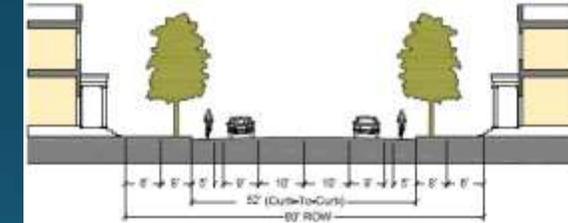
Street Name	STREET 70-48
ROW	70 feet
Pavement width	48 feet to Face-of-Curb
Intended Movement	Free Movement
Lanes	2 Lanes
On-Street Parking	9 feet Marked 1-Side; 178" Angled Marked
Travel Lane Width	10 or 11.5 feet
Curb Radius	15' - 20'
Walkway Type	10-12 foot Sidewalk
Planter Type	5 foot tree wells
Landscape Type	Trees at 30' to 40' o.c. Avg.



Street Name	STREET 60-38
ROW	60 feet
Pavement width	38 feet to Face-of-Curb
Intended Movement	Free Movement
Lanes	2 Lanes
On-Street Parking	9 foot Marked, On Both Sides
Travel Lane Width	10 feet
Curb Radius	15' - 20'
Walkway Type	11 foot Sidewalk
Planter Type	5 foot tree wells
Landscape Type	Trees at 30' to 40' o.c. Avg.



Street Name	STREET 80-52
ROW	80 feet
Pavement width	52 feet to Face-of-Curb
Intended Movement	Free Movement
Lanes	2 Lanes
On-Street Parking	9 feet Marked, on both sides
Travel Lane Width	10 feet
Curb Radius	15' - 20'
Walkway Type	8 foot Sidewalk
Planter Type	6 foot Planting Strip
Landscape Type	Trees at 40' to 50' o.c. Avg.



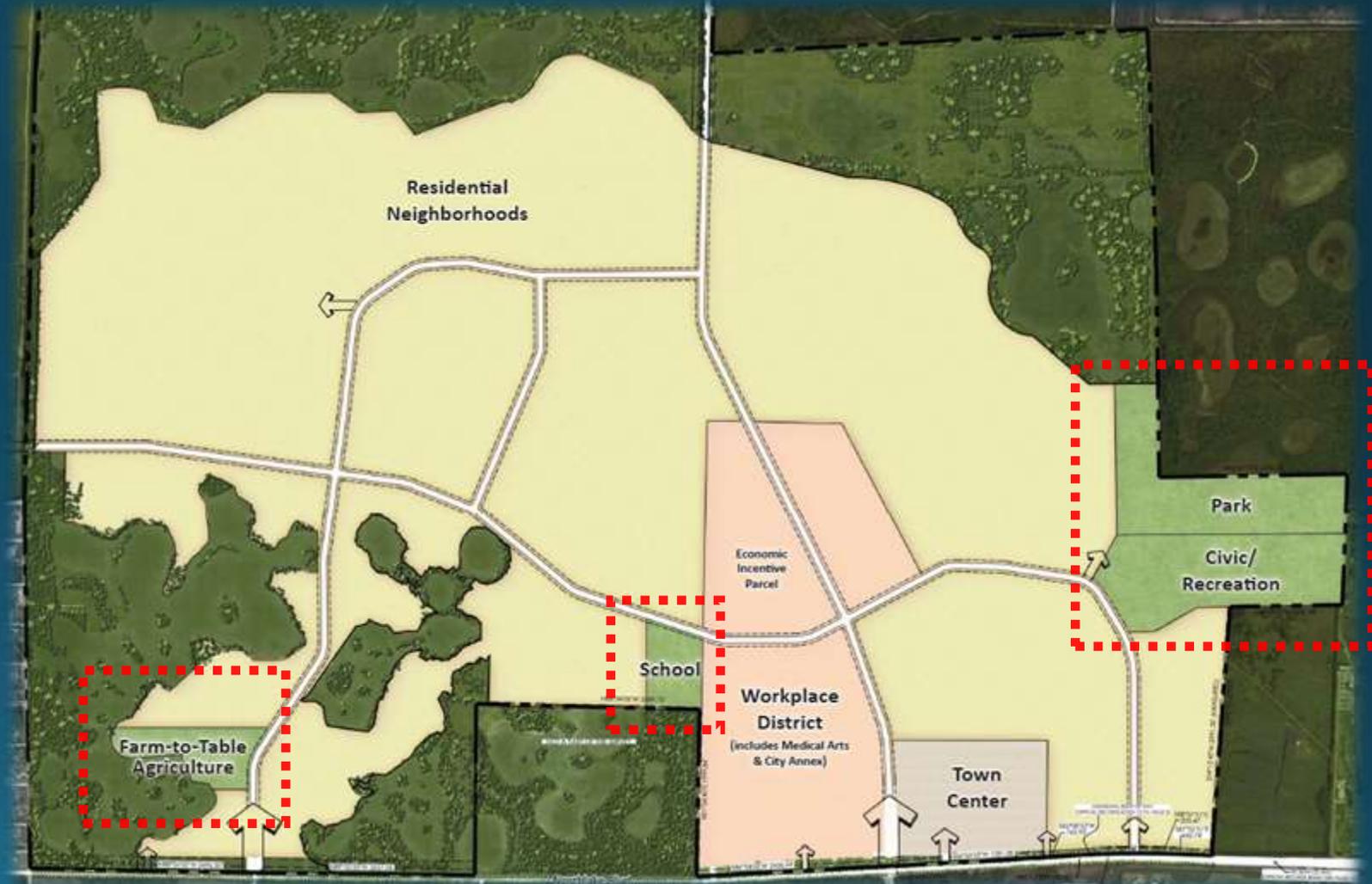
Development Standards

Public/Institutional District (Parcels E, F, & G)

Farm-to-Table District (Parcel H)

P/I follows standard City code Section 78-142 – intended for schools, parks, recreation and civic uses

Proposed Agriculture– requires a Major Conditional Use and City Council approval



Condition #5

5. Adopt a series of transit-supportive plan policies for this area that will positively influence the design of Avenir to better accommodate transit options.

Transit supportive plan policies

The implementing PCD rezoning Resolution 4, 2016 contains Conditions of Approval for Transportation Demand Mitigation Strategies, including:

- 2,407 acres shall be dedicated as conservation preserved lands.
- The Avenir PCD development order shall include the provision of at least 250 residential units as affordable and/or workforce housing units (125 units at 60% of the Area Median Income-AMI and 125 units at 120% of AMI).
- To ensure a balanced development with a diversity of uses, the project shall include a phasing plan and/or conditions of approval requiring minimum commercial uses to be concurrent with residential uses.

Transit supportive plan policies

- The Property Owner shall coordinate with the City and Palm Tran on future studies and possible funding mechanisms, such as a transit district, to bring transit to the project.
- The Property Owner shall provide bus stops and bus bays along Northlake Boulevard as required by Palm Tran for a future transit route, utilizing the City's approved bus shelter design.
- The Property Owner shall provide a Multi-Modal Center within the Town Center Parcel "B" that includes:
 - A Park and Ride lot
 - A Bike Sharing Facility
- The Avenir PCD development order shall include Transportation Demand Management (TDM) policies which shall include, but not be limited to, Ride Sharing and Compressed Work Week strategies for the Workplace district.

Road Improvements

- Commence construction of the Avenir Connector from Northlake Blvd to the Beeline Hwy as min 2-lanes within early 1st phase
- Commence construction of Northlake Boulevard from 140th Avenue N. to SR 7 from 4-lanes to 6-lanes within early 1st phase

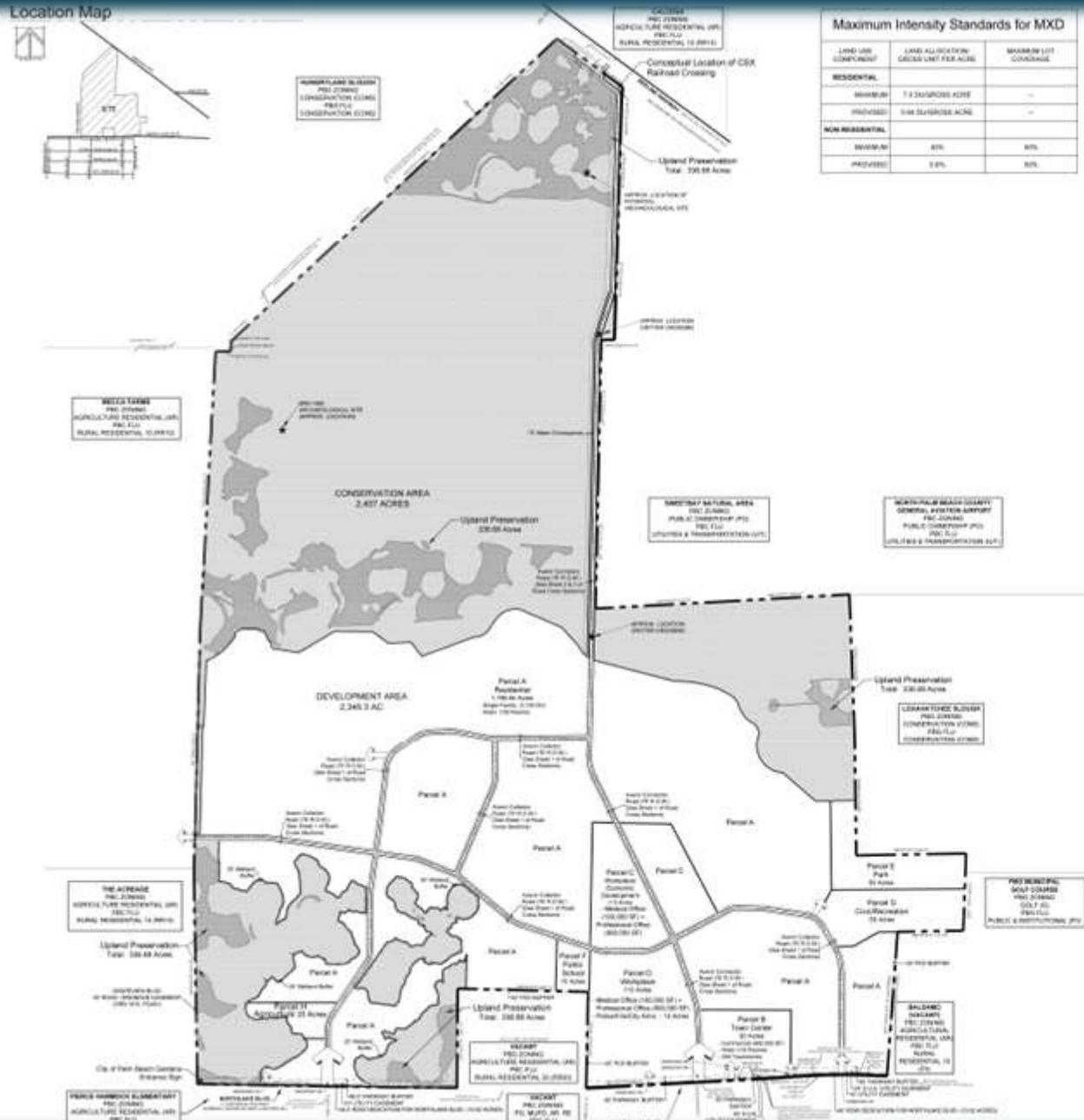
**NOT A
REQUIREMENT OF
CONCURRENCY**



Condition #6

6. Illustrate the boundaries of the areas to be developed as part of the proposed amendment. This is critical in assuring the proposed plan of development will be built as represented and compatible with the current and future operations of the North Palm Beach County General Aviation Airport and adjacent natural areas.

Master Plan



Maximum Intensity Standards for MXD

LAND USE CATEGORIZATION	LAND ALLOCATION (ACRES UNIT FEET ACRES)	MAXIMUM LOT COVERAGE
RESIDENTIAL		
RESIDENTIAL	7.5 DENSITY/ACRE	-
IMPROVED	5.0 DENSITY/ACRE	-
NON-RESIDENTIAL		
NON-RESIDENTIAL	8%	8%
IMPROVED	3.0%	8%

Site Data

PROPERTY CONTROL NUMBERS	APPLICABLE ZONING
30-41-41-0000-0000	RR10 (RURAL RESIDENTIAL 10)
30-41-41-0000-0001	RR10 (RURAL RESIDENTIAL 10)
30-41-41-0000-0002	RR10 (RURAL RESIDENTIAL 10)
30-41-41-0000-0003	RR10 (RURAL RESIDENTIAL 10)
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30-41-41-0000-0018	RR10 (RURAL RESIDENTIAL 10)
30-41-41-0000-0019	RR10 (RURAL RESIDENTIAL 10)
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30-41-41-0000-0099	RR10 (RURAL RESIDENTIAL 10)
30-41-41-0000-0100	RR10 (RURAL RESIDENTIAL 10)

Land Use Designation Summary

DESIGNATION	AREA (ACRES)
CONSERVATION AREA	2,817.00
DEVELOPMENT AREA	2,345.20
UPLAND PRESERVATION	300.00
TOTAL	5,462.20

MXD PCD Open Space Summary

DESIGNATION	AREA (ACRES)
CONSERVATION AREA	2,817.00
UPLAND PRESERVATION	300.00
TOTAL	3,117.00

Residential Summary

DESIGNATION	AREA (ACRES)
RESIDENTIAL	1,500.00
NON-RESIDENTIAL	500.00
TOTAL	2,000.00

MXD PCD Open Space Summary

DESIGNATION	AREA (ACRES)
CONSERVATION AREA	2,817.00
UPLAND PRESERVATION	300.00
TOTAL	3,117.00

Upland Preserve

DESIGNATION	AREA (ACRES)
UPLAND PRESERVE	300.00
TOTAL	300.00



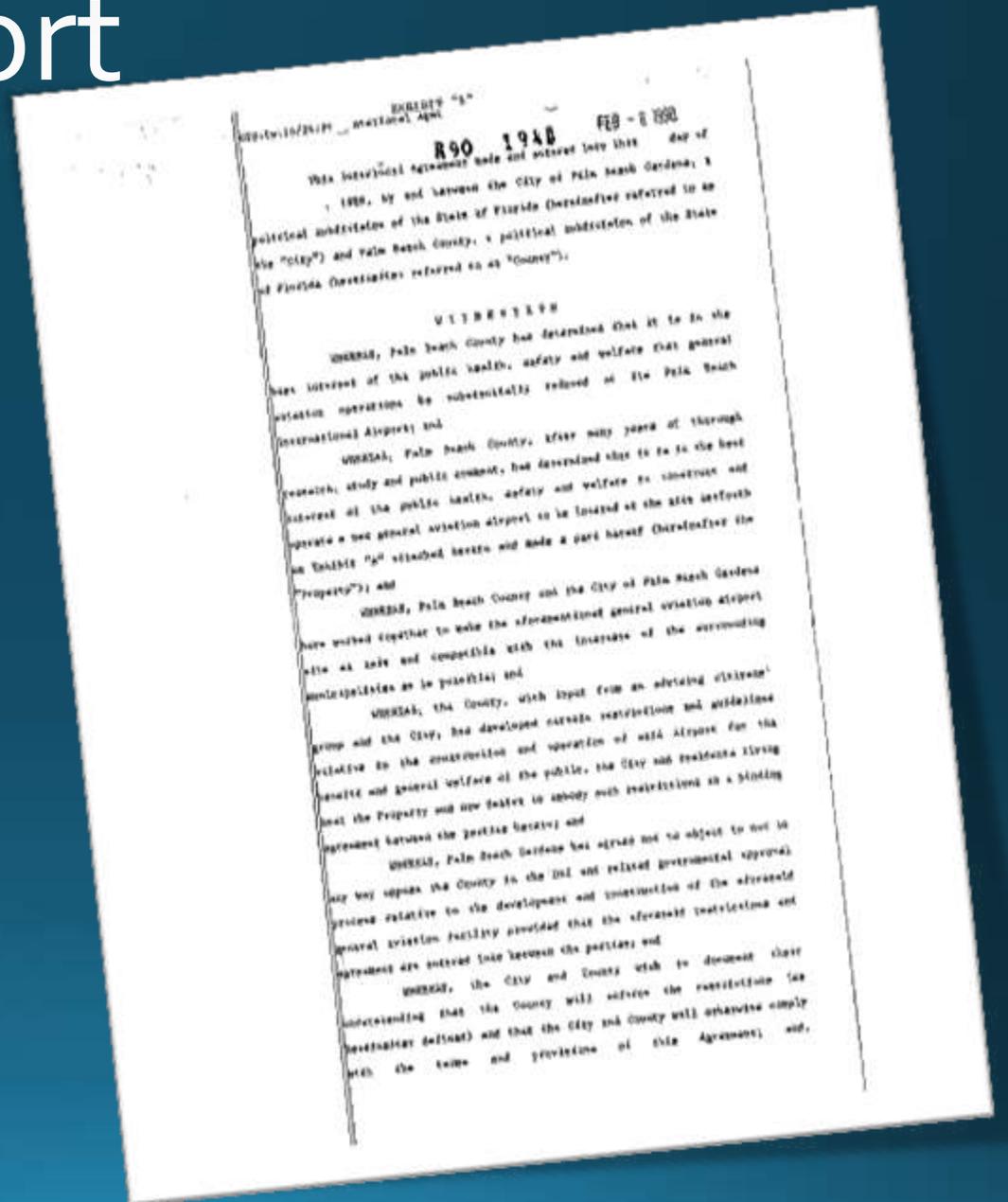
Avenir
A Planned Community Development
Palm Beach Gardens, Florida
PCD Master Plan

NORTH
0 500' 1000' 1500'
Scale: 1" = 1500'

Revision	Date	By	Check
01	01/11/2011	J. Kilday	J. Kilday
02	01/11/2011	J. Kilday	J. Kilday
03	01/11/2011	J. Kilday	J. Kilday
04	01/11/2011	J. Kilday	J. Kilday
05	01/11/2011	J. Kilday	J. Kilday
06	01/11/2011	J. Kilday	J. Kilday
07	01/11/2011	J. Kilday	J. Kilday
08	01/11/2011	J. Kilday	J. Kilday
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44	01/11/2011	J. Kilday	J. Kilday
45	01/11/2011	J. Kilday	J. Kilday
46	01/11/2011	J. Kilday	J. Kilday
47	01/11/2011	J. Kilday	J. Kilday
48	01/11/2011	J. Kilday	J. Kilday
49	01/11/2011	J. Kilday	J. Kilday
50	01/11/2011	J. Kilday	J. Kilday

North PB County Airport

- Consistent with Interlocal Agreement between City of Palm Beach Gardens
- North County Airport & City staff & Applicant have been collaborating on plan and are agreeable to disclosure language to be included in HOA docs



Condition #7

7. Work with the Town of Jupiter to resolve their concerns and extra-jurisdictional issues related to an intensity and density cap, use conversion limitations, and public beach and boat launch facility access impacts; and work with the City of West Palm Beach to adequately address their concerns over extra-jurisdictional impacts related to traffic, increased stormwater runoff, Grassy Waters Preserve's water quality, endangered species and their habitat, and the quality of life in the Western Communities.

Extra-Jurisdictional Issues

- County Impact fees controlled by Palm Beach County
- Residential conversion cap of 20% within Resolution 4, 2016:

..." A maximum of 20 percent of each of the referenced land uses may be increased or decreased. However, in no case, shall the maximum amount of residential units increase over the above listed program. No residential density bonuses shall be permitted"

- West Palm Beach – SR7 County determination for traffic study

Summary

Comprehensive Plan Criteria:

- ✓ Levels of Service Analysis
- ✓ Compatibility and Consistency with Comprehensive Plan

Level of Service Analysis

The Applicant has demonstrated the proposed Comprehensive Plan Map amendment meets the Level of Service standards established in the City's Comprehensive Plan

- ✓ Sanitary Sewer & Potable Water
- ✓ Solid Waste
- ✓ Recreation
- ✓ Drainage
- ✓ Fire and Police
- ✓ Schools
- ✓ Traffic

How do we ensure Mitigation is enforced?

- Mitigation Strategies are contained within the support data & analysis of Ordinance 3, 2016 and will be further included in Resolution 4, 2016.
- Section 78-157 requires MXD land use to be rezoned to PUD or PCD. Therefore, the necessary implementing Resolution will include all mitigation strategies

Summary of Public Benefits

180 acres of dedicated land

- 55-acre public park
- 60-acre civic/recreation
- 15-acre police/fire/city annex
- 50-acre economic development parcel
- 2,407 acres of land, preserved and restored



Fiscal Impact Analysis

- Construction Activity - \$1.6 billion
- Construction Earnings - \$1 billion
- Construction Employment – 15,900 jobs
- Ongoing Activity - \$725 million annually
- Ongoing Earnings - \$386 million annually
- Permanent Employment – 5,860 permanent jobs

NET Impact of \$12.3 Million in Ad Valorem Revenue at build-out

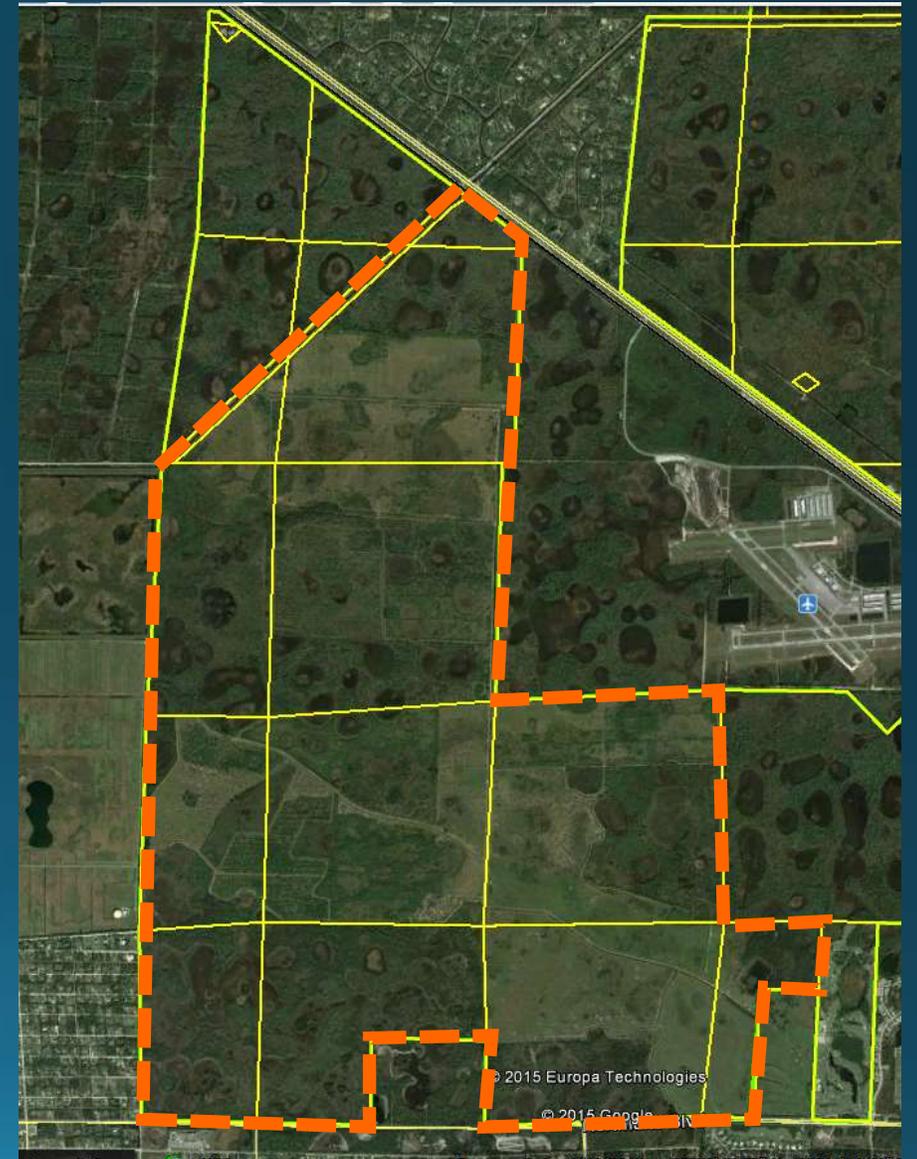
Contribution of \$27.0 million in impact fees

The proposed development is consistent with the Overall Goals, Objectives, and Policies of the City's Economic Development Element



What is the future without these changes?

- 405 “ranchette” home sites could occur utilizing septic tanks
- No large-scale plans for conservation and preservation
- No key link in the regional natural resource system
- Compartmentalized development over time with numerous separate parcels sold off
- No north-south collector road
- No traffic mitigation strategies to provide needed roadway improvements
- No public land dedications



Thank you

Public Outreach & Local Government Coordination

Courtesy copies provided to:

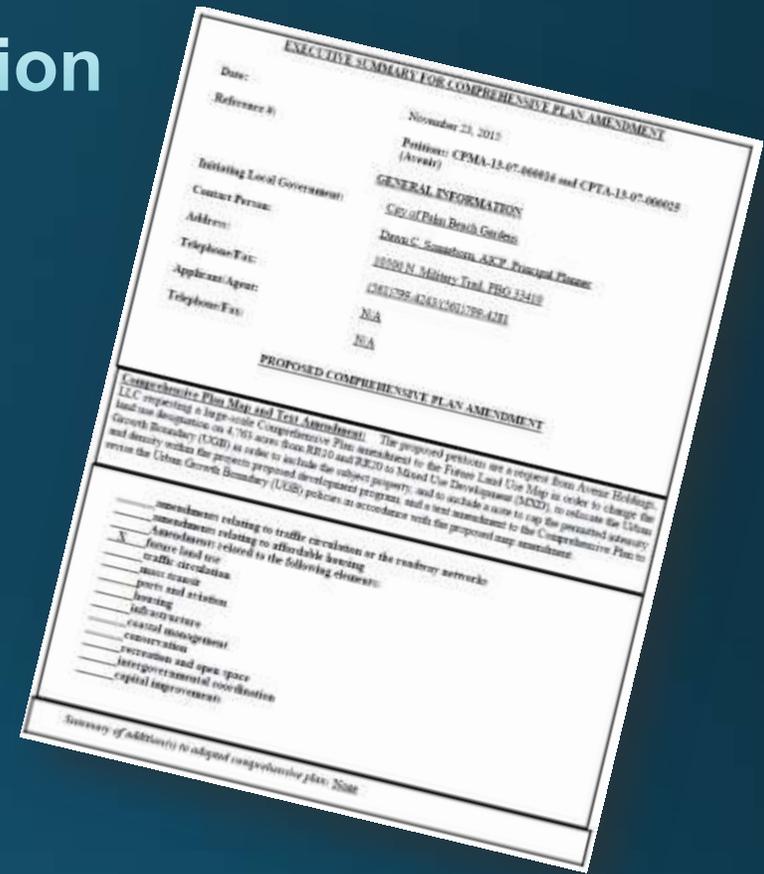
- City of West Palm Beach
- North County Airport
- Palm Beach County
- Indian Trails Improvement District

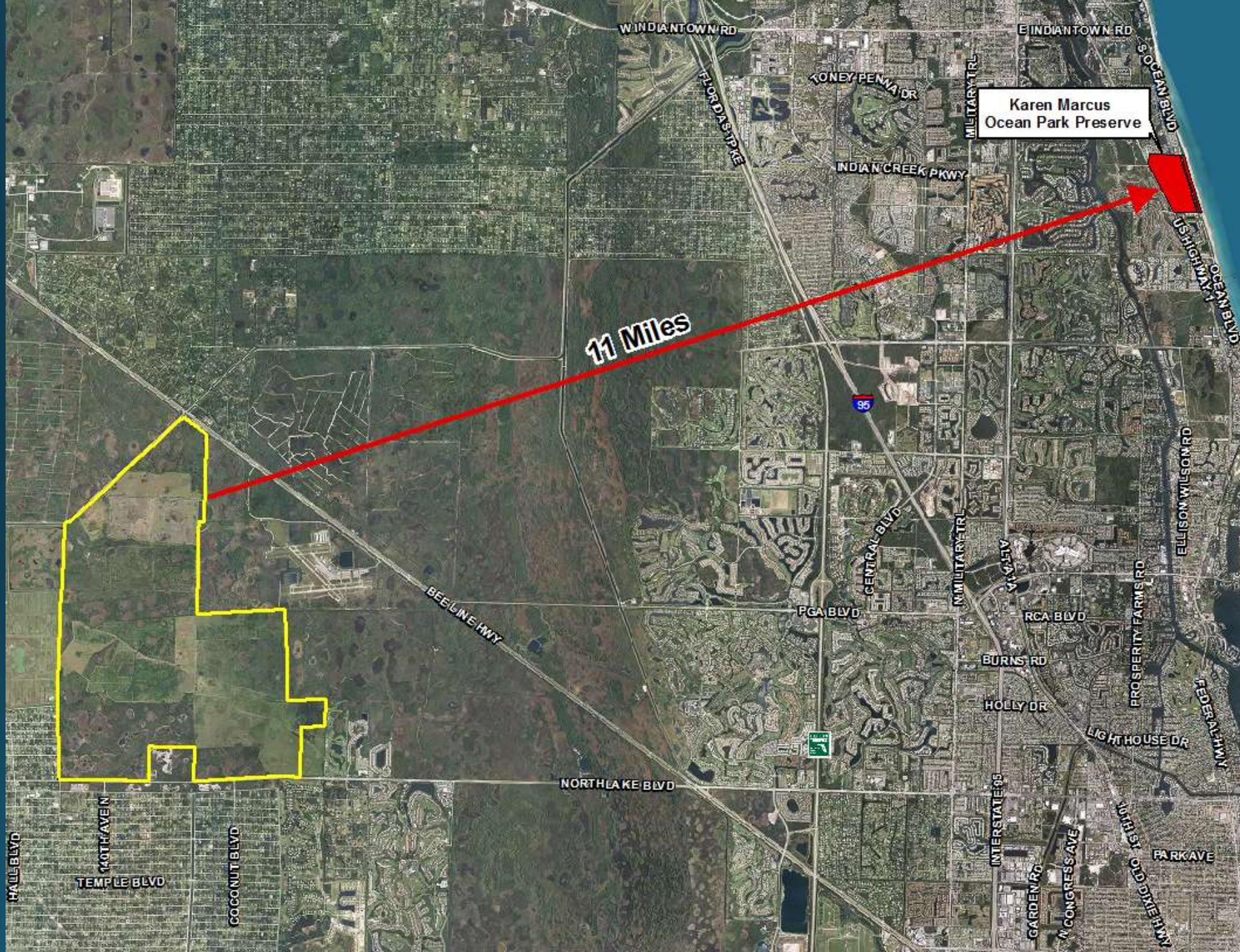
IPARC Notice - November 23, 2015
(sends to all applicable Municipalities)

TCRPC Staff review

Applicant's Public Open House Workshops:

- November 2013 – PGA National Resort
- Citywide Open House Meeting at Doubletree Hotel:
 - 4/7/14
 - 4/23/14
 - 5/5/14





Karen Marcus
Ocean Park Preserve

11 Miles

Why this is NOT urban sprawl

Ch. 163.3177 (6)(a)9.a.

Staff analyzed the primary indicators of urban sprawl development and the applicant has demonstrated the project is not urban sprawl.

The Avenir project:

- Does not provide single-use development – a variety of residential and non-residential uses are proposed with accessibility from two major roadways
- It is within close proximity to existing developments served by urban services
- Is not proposing strip, ribbon pattern, or isolated development
- Protects the natural resources by conserving and preserving 51% of the property and significantly increases the amount of functional open space
- Maximizes the use of existing public facilities and services – all level of service/capacity letters have been issued
- Will assist in the efficient provision of facilities and services to serve the new and surrounding residences