

TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members AGENDA ITEM 8E

From: Staff

Date: June 17, 2016 Council Meeting

Subject: Local Government Comprehensive Plan Review  
Draft Amendment to the Town of Jupiter Comprehensive Plan  
Amendment No. 16-1ER

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 Town of Jupiter contains six changes to the Future Land Use Map (FLUM) and text changes to the comprehensive plan. The proposed amendments are based on the town's Evaluation and Appraisal Report (EAR). This report includes a summary of the proposed amendment and Council comments.

Summary of Proposed Amendment

**FLUM Amendments**

**1. Cinquez Park Open Space**

The proposed amendment is to change the FLUM designation from Commercial and High Density Residential to Recreation on 13.1 acres located at 17602 Carver Avenue, just north of Indiantown Road. The future land use designations on adjacent properties are High Density Residential to the north and west; Commercial and Low Density Residential to the east; and Commercial to the south. The subject property is currently vacant. It was purchased by the town as part of its Open Space Program to serve the surrounding residential properties by creating a park and open space for passive

recreation. The property has been approved for a dog park, playground, and natural area with walking paths. The town staff report concluded the proposed amendment is compatible with surrounding uses and will not have an adverse impact on the provision of public facilities and services.

## **2. Sims Creek Preserve Open Space**

The proposed amendment is to change the FLUM designation from Commercial and Low Density Residential to Recreation on 2.8 acres located at 5966 Center Street, just north of Indiantown Road. The future land use designations on adjacent properties are Medium Density Residential and Low Density Residential to the north; and Commercial to the south, east, and west. The subject property is currently vacant and does not have an approved site plan. It was purchased by the town as part of its Open Space Program and is planned for a passive park with kayak launch facilities along Sims Creek. The town staff report concluded the proposed amendment is compatible with surrounding uses and will not have an adverse impact on the provision of public facilities and services.

## **3. Todd Street Preserve Open Space**

The proposed amendment is to change the FLUM designation Medium Density Residential to Conservation on 1.2 acres located at the end of Todd Street along Jones Creek. The future land use designations on adjacent properties are Medium Density Residential on all sides. The subject property is currently vacant and is dominated by mangroves. The property is part of the town's Blueways and Greenways system. The town staff report concluded the proposed amendment is compatible with surrounding uses and will not have an adverse impact on the provision of public facilities and services.

## **4. St. Peter Catholic Church and All Saints**

The proposed amendment is to change the FLUM designation from not designated to Public/Institutional on 3.0 acres located at 1701 Indian Creek Parkway. The future land use designations on adjacent properties are Public/Institutional to the north and east; Mixed Use to the south; and High Density Residential to the west. This property was previously a public right-of-way tract owned by Palm Beach County and the Town of Jupiter. After the final alignment of Indian Creek Parkway was constructed, the additional property was no longer needed. In 2010, the town abandoned this right-of-way tract and placed a utility easement on the property. The town staff report concluded the proposed amendment is compatible with surrounding uses and will not have an adverse impact on the provision of public facilities and services.

## **5. Jupiter First Church**

The proposed amendment is to change the FLUM designation from not designated to Public/Institutional on 0.4 acres located at 1475 Indian Creek Parkway. The future land use designations on adjacent properties are Public/Institutional to the north and west;

Mixed Use to the south; and Medium Density Residential to the east. This property was previously a public right-of-way tract owned by Palm Beach County and the Town of Jupiter. After the final alignment of Indian Creek Parkway was constructed, the additional property was no longer needed. In 2010, the town abandoned this right-of-way tract and placed a utility easement on the property. The town staff report concluded the proposed amendment is compatible with surrounding uses and will not have an adverse impact on the provision of public facilities and services.

## **6. Florida Inland Navigation District Spoil Dredge Site**

The proposed amendment is to change the FLUM designation from Recreation to Public/Institutional on 25.2 acres located at 211 River Park Drive. The future land use designations on adjacent properties are High Density Residential to the north, south, and east; and the Intracoastal Waterway occurs to the west. The property is owned by the Florida Inland Navigational District (FIND) for the purpose of a Dredge Material Management Area and is adjacent to a community known as The Bluffs. Currently, the property is not being used for disposal of dredge material. While it is not being used for this purpose, the town has leased a portion of the property and has a small dog park and a passive park. FIND has indicated it may need to use the site for the disposal dredge material in the future. The Public/Institutional future land use category more accurately reflects the intended use of the property. Concurrent with the FLUM amendment, the town is processing a text amendment to Policy 1.3.17 in the Future Land Use Element clarifying that recreational facilities and sites are permitted uses in the Public/Institutional land use designation. The town staff report concluded the proposed amendment is compatible with surrounding uses and will not have an adverse impact on the provision of public facilities and services.

### **Text Amendments**

The proposed amendment includes text changes to the Future Land Use, Transportation, Housing, Conservation, Coastal Management, Recreation and Open Space, Intergovernmental Coordination, and Capital Improvements elements of the comprehensive plan. The text changes are related to incorporating statutorily required changes identified during the EAR process, updating the names of agencies and organizations, and additional changes based on input from the public, business community and strategic initiatives contained in the comprehensive plan. Because the text changes are extensive, they have been provided as a supplement to this report on Council's website. The most significant changes in the comprehensive plan are summarized below:

#### *Future Land Use Element*

- Revise Policy 1.1.1 to include the requirements for a concurrency analysis consistent with the statutory requirements of Section 163.3180(5)(a)-(h), Florida Statutes.
- Revise Policy 1.1.3 to clarify assisted living facilities may be permitted in residential areas.

- Revise Policy 1.1.5 to clarify unattractive strip or highway commercial development shall be discouraged.
- Revise Policy 1.1.8 to indicate non-residential outdoor storage areas shall be screened and buffered from adjacent land uses and public rights-of-way.
- Revise Policy 1.1.15 to indicate the town shall continue to implement, and amend as necessary, land development regulations to promote and provide incentives that support green design theories and techniques.
- Add new Policy 1.1.9 to continue to encourage the construction of gateway features or entry landmarks into the town along major arterial roadways, which are attractive and promote the uniquely Jupiter image.
- Revise Objective 1.2 to refer to the Statewide Regional Evacuation Study Program for Palm Beach County in order to minimize their potential exposure to storm related impacts.
- Revise Policy 1.3.9 to create a low-impact clean manufacturing subcategory for the commercial future land use designation. Types of uses allowed could include the manufacturing and distribution of pharmaceutical products, small handheld medical devices, small-scale craft/artisan products or other similar uses. This revision eliminates the heavy products commercial subcategory.
- Revise Policy 1.3.10 to encourage high-tech, bio-tech and office research uses in Workplace zoning districts of the Mixed Use future land use designation.
- Revise Policy 1.3.11 to allow flexibility from the requirement for active commercial uses on properties south of A1A and encourage a mix of commercial uses that attract different age groups along the waterfront in the Inlet Village Area.
- Revise Policy 1.3.17 to add recreational facilities and governmental facilities and operations as permitted uses in the Public/Institutional future land use designation.
- Delete Policy 1.3.32 requiring the town to maintain an architectural and community appearance ordinance, because this is now addressed in new Policy 1.19.3.
- Revise Policy 1.7.2 to continue to encourage the construction of gateway features or entry landmarks into the town along Indiantown Road, which are attractive and promote the uniquely Jupiter image.
- Revise Policy 1.7.5 to require the systematic undergrounding of unsightly overhead utilities and replace with decorative street lighting where appropriate.

- Revise Policy 1.7.6 to encourage site development which promotes, when feasible, the separation of bicycles and pedestrians from the road, and includes street trees and midblock crossings. The town shall also promote mass transit environments by providing for the construction of bus shelters and transit stops.
- Revise Policy 1.9.5 to delete the reference to assisted congregate living facilities, because it is no longer permitted in the Mixed Use Residential zoning district.
- Revise Policy 1.9.12 to create a tropical coastal environment for residents and visitors in the Inlet Village Sector of the town.
- Add new Objective 1.19 and Policies 1.19.1 through 1.19.3 to promote design standards in the town's zoning code.

### *Transportation Element*

- Revise Objective 2.1 to clarify in conjunction with Palm Tran, the town shall provide for the future operation of transit in and to new development and redevelopment, and existing developments not currently served by Palm Tran Route 10.
- Revise Policy 2.15 to indicate the town shall continue to officially endorse the public transit efforts of the Palm Beach Metropolitan Planning Organization (MPO), the designated official planning agency provider of support to the transportation disadvantaged under the Florida Commission for the Transportation Disadvantaged.
- Add new Policy 2.2.9 encouraging the incorporation of Complete Street system design standards into roadway projects
- Add new Objective 2.4 and Policies 2.4.1 through 2.4.3 addressing general safety concerns along the Florida East Coast Railroad corridor.
- Revise Policy 3.1.2 to include recognition of the Constrained Roadway at Lower Level of Service (CRALLS) designations.
- Delete Policy 3.1.6 indicating that by June 2008, the town will coordinate with the Palm Beach MPO and Florida Department of Transportation to complete an interchange modification study for the I-95 Expressway at Indiantown Road.
- Revise Objective 3.2 to indicate existing and future roadway deficiencies based on adopted level of service (LOS) standards established in this plan shall be mitigated through roadway improvement programs, as contained in the Town's adopted 5-year Community Investment Program and Palm Beach MPO's applicable Long Range Transportation Plan.

- Add new Policy 3.2.10 indicating LOS capacity limitations through buildout shall be considered when land use applications are reviewed to ensure capacity remains to meet the goals, objectives and policies of the comprehensive plan.
- Add new Policy 3.2.11 indicating by December 2017, the town shall complete a traffic study to determine what mitigation options should be implemented to establish the adopted LOS standard for the town-maintained roadway segment of A1A from US1 to Jupiter Beach Road, with consideration to developing a multi-modal adopted LOS standard that incorporates the unique character of the Inlet Village.
- Revise Policy 3.4.1 to continually review and revise design standards as necessary, and where appropriate coordinate town design standards with the Florida Greenbook including non-motorized facility standards.
- Revise Policy 3.4.8 to encourage roundabouts at suitable intersections, in order to provide efficient flow of traffic without traffic signalization.
- Add new Policy 3.4.9 to encourage the use of Traditional Neighborhood Development design principles contained in Chapter 19 of the Florida Greenbook for development and redevelopment, for appropriate areas of the town.
- Add new Objective 3.7 and Policies 3.7.1 through 3.7.3 to continue to implement Complete Streets systems that promote safety, quality of life and economic development.
- Revise Figure 3, Sidewalk/Pedestrian Facilities Map, to add new sidewalks, Riverwalk facilities, schools and parks, bus stops, signalized intersections, and other updated information.
- Revise Figure 4, Bicycle Transportation Master Plan, to add new parks, signalized intersections, daycare and school facilities, bike lanes, multi-use paths, and other updated information.

### *Housing Element*

- Revise Policy 1.2.10 to provide flexibility for how and where the mandatory Workforce Housing Program requirements are met, and provide for inclusion of in lieu and land donation restrictions for workforce housing units required as part of density bonus provisions.
- Revise Policy 1.6.8 to include the requirement to maintain “reasonable accommodation procedures” of the Town’s Housing Standards Ordinance to preserve and enhance residential neighborhoods.

### *Conservation Element*

- Revise Policy 1.1.2 to update the names of agencies maintaining lists of rare, threatened and endangered wildlife and vegetation, and to add areas identified as a wild and scenic river by the federal government to the list of environmentally sensitive areas.
- Revise Policy 1.5.18 to indicate land that is environmentally sensitive shall be preserved for the purposes of open space, passive recreation uses, traffic mitigation, flood protection and environmental enhancement.
- Revise Policy 1.5.19 to clarify the town's Department of Planning and Zoning shall review proposals for developments that are adjacent to environmentally sensitive lands for possible adverse effects to these lands.
- Add new Policy 1.6.4 to indicate the town will continue to participate in the National Flood Insurance Program Community Rating System (CRS) and strive to maintain or improve its current CRS rating.
- Revise Policy 1.9.4 to indicate the town will allow for off-site mitigation to create greenways and to enhance existing greenways as noted on the town's Blueways and Greenways Map.
- Revise Policy 1.9.5 to indicate the town's Blueways and Greenways Map should be used to guide the future acquisition of property or dedication of easements to establish new blueway and greenway connections or to enhance the existing blueways and greenways.
- Revise Objective 1.10 to encourage and promote effective green design theories and techniques for new development, redevelopment and infill projects including sustainable site development, water efficiency (including stormwater runoff), energy efficiency, sustainable material selections (including alternate paving materials to reduce heat island effects), urban agriculture and improved indoor environmental quality.
- Add new Policy 1.10.3 to indicate the town will continue to support existing farmers markets, public markets, and similar activities and encourage the development of additional markets throughout the town to provide residents with access to fresh, local produce.
- Add new Policy 1.10.4 to indicate by December 2017, the town will adopt land development regulations to allow community gardens at a scale that is appropriate to the town's neighborhoods, particularly in areas that have vacant or underutilized land.

### *Coastal Management Element*

- Revise Policy 1.1.2 to update the names of agencies maintaining lists of rare, threatened and endangered wildlife and vegetation.

- Revise Policy 1.9.10 to modify the list of historical and archaeological significant sites meriting protection by including three additional sites: Suni Sands; Civic Center; and Jupiter FEC Train Depot.
- Revise Policy 2.2.10 to indicate the town's Hurricane Preparedness Plan Map includes the geographical location of the coastal high hazard area for a Category 1 hurricane, evacuation routes, hurricane shelters, and the Coastal Construction Zone within the town.
- Revise Policy 2.3.5 to indicate the town shall continue to work with adjacent local communities and Palm Beach County to acquire a property of adequate size, in the event of a Category 4 or 5 hurricane, for the non-exclusive use as a temporary debris reduction site, in close proximity (five miles or less) to the town, to meet the town's stated needs as well as those of the other partners.
- Add new Policy 2.6.8 to indicate the town shall continue to utilize best practices and initiate mitigation strategies to reduce the risk of flooding in coastal areas that may result from high tide events, storm surge, flash floods, stormwater runoff, and the related impacts of sea level rise.

#### *Recreation and Open Space Element*

- Revise Policy 1.1.9 to update the adopted LOS standards for recreational facilities, (swimming pool, racquetball/handball, lacrosse, volleyball and skate parks) to meet the needs of town residents through 2035.
- Revise Policy 1.1.11 to indicate the annual recreation program preference survey will continue to be distributed to both current users and non-users.

#### *Intergovernmental Coordination Element*

- Revise Policy 1.1.24 to clarify the town shall coordinate with the Palm Beach County's Department of Economic Sustainability in implementing a Jupiter's workforce housing program (WHP) especially regarding locating WHP units in unincorporated enclaves.
- Revise Policy 2.3.1 indicating the town shall participate in the Palm Beach County Intergovernmental Plan Amendment Review Committee (IPARC) process and shall cooperate with the Treasure Coast Regional Planning Council and all other local governments in a mandatory dispute resolution process for the purpose of facilitating intergovernmental coordination, as prescribed in Section 186.509, Florida Statutes.

#### *Capital Improvements Element*

- Replace Policy 1.1.3 with new language stating the town shall consider the plans of state agencies and the South Florida Water Management District in evaluating capital improvements projects.

- Replace Policy 1.1.5 with new language indicating the capital improvement projects must be within the financial capability of the town (either through debt capacity or ability to fund the improvement outright). The operating costs associated with it shall be identified and shall not exceed the town's ability to annually fund those costs.
- Revise Policy 1.1.6 related to the management of debt by adding the provision the town will consider securing grants or private funds possible to finance the provision of capital improvements, if necessary.
- Revise Objective 1.2 to indicate the town shall coordinate land-use decisions and available or projected fiscal resources with a schedule of capital improvements which maintains adopted LOS standards and meets the existing and future facility needs. The measure of success in using this tool for planning capital facilities shall be the identification of capital facilities projects necessary to ensure that adopted LOS standards are achieved and maintained for the five-year period. The projects shall be identified as either funded or unfunded and given a level of priority for funding.
- Revise Policy 1.2.3 to update references to the currently adopted Town of Jupiter Water Plan Update and 10-year Water Supply Facilities Work Plan.
- Add new Policy 1.2.4 indicating the schedule of proposed capital improvement projects shall give priority to correcting existing deficiencies and the replacement of worn-out or obsolete facilities prior to the extension of new facilities according to a specified rank prioritization.
- Revise Policy 1.3.5 to indicate the town shall continue to apply concurrency to transportation facilities and incorporate the criteria contained in Section 163.3180(5), Florida Statutes, as applicable to the town, into the corresponding land development regulations.
- Add new Policies 1.3.7 through 1.3.10 to affirm the town will continue to utilize the Concurrency Management System and specify related procedures and standards.

### Regional Impacts

No adverse effects on regional resources or facilities have been identified.

### Extrajurisdictional Impacts

The proposed amendment was circulated by the Palm Beach County Intergovernmental Plan Amendment Review Committee Clearinghouse Coordinator on April 10, 2016. No extrajurisdictional impacts have been identified.

### Conclusion

No adverse effects on regional resources or facilities and no extrajurisdictional impacts have been identified.

### Recommendation

Council should approve this report and authorize its transmittal to the Town of Jupiter and the Florida Department of Economic Opportunity.

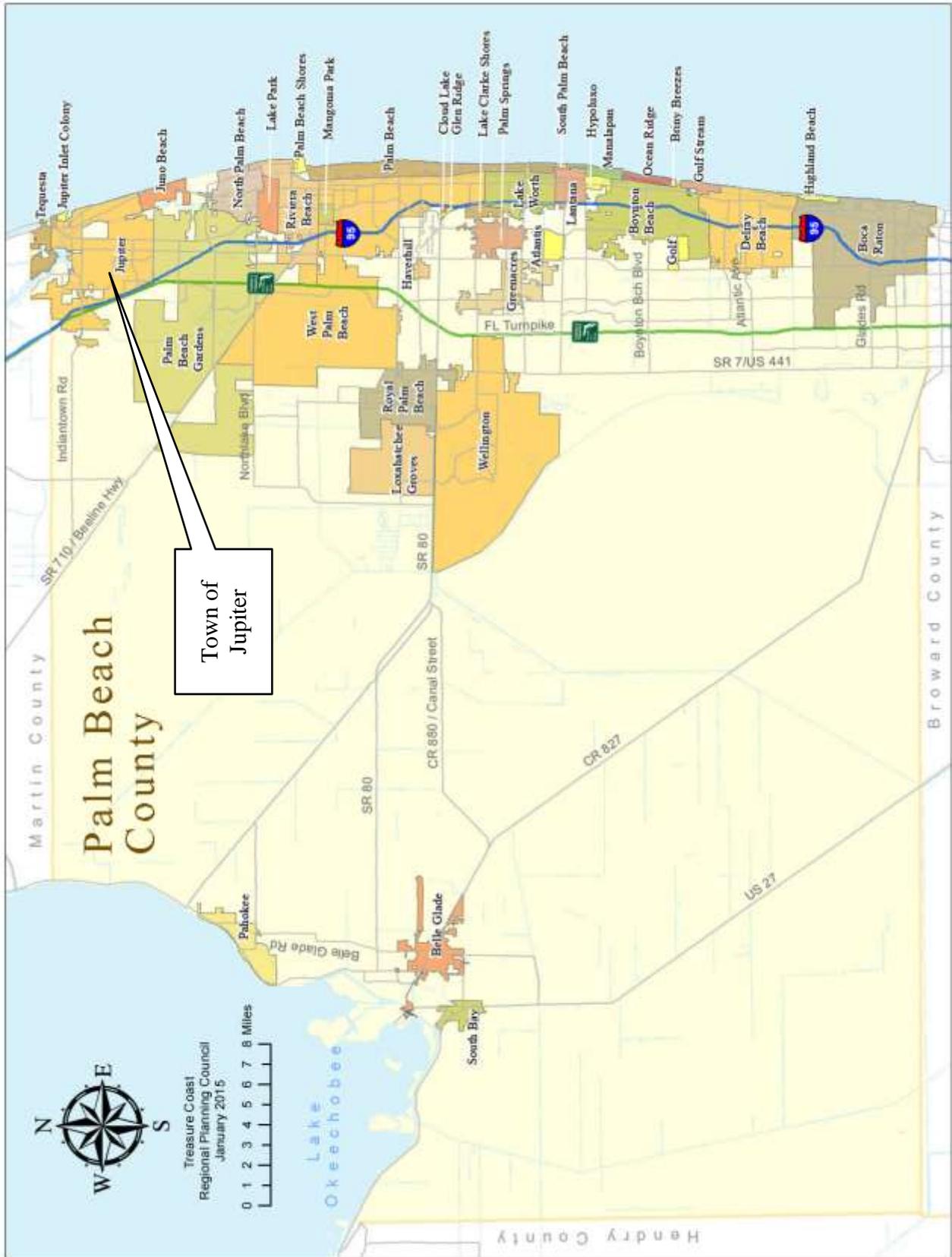
### Attachments

## **List of Exhibits**

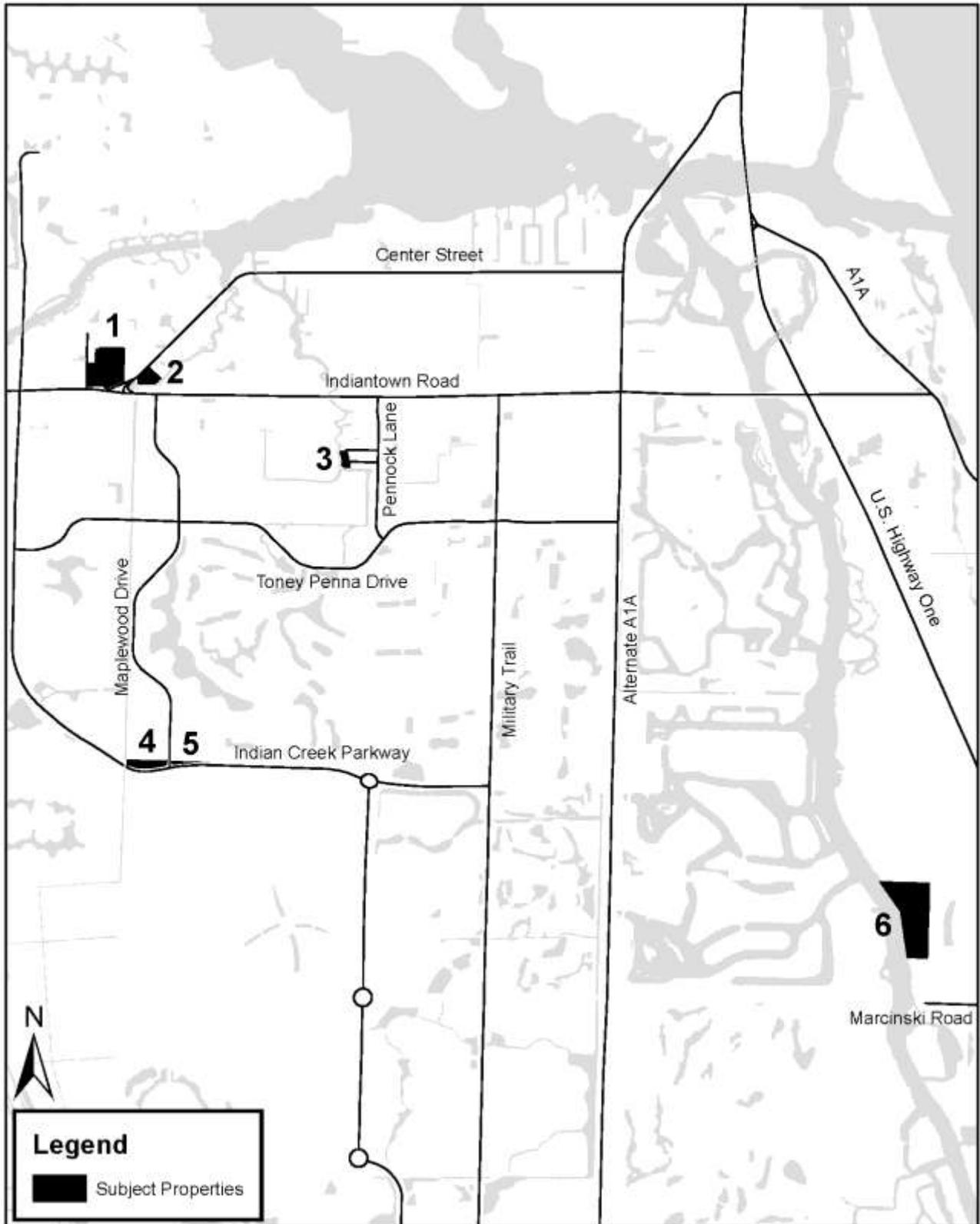
### **Exhibit**

- 1 General Location Map
- 2 Amendment Location Map
- 3 Existing 2015 Future Land Use Map
- 4 Proposed 2016 Future Land Use Map

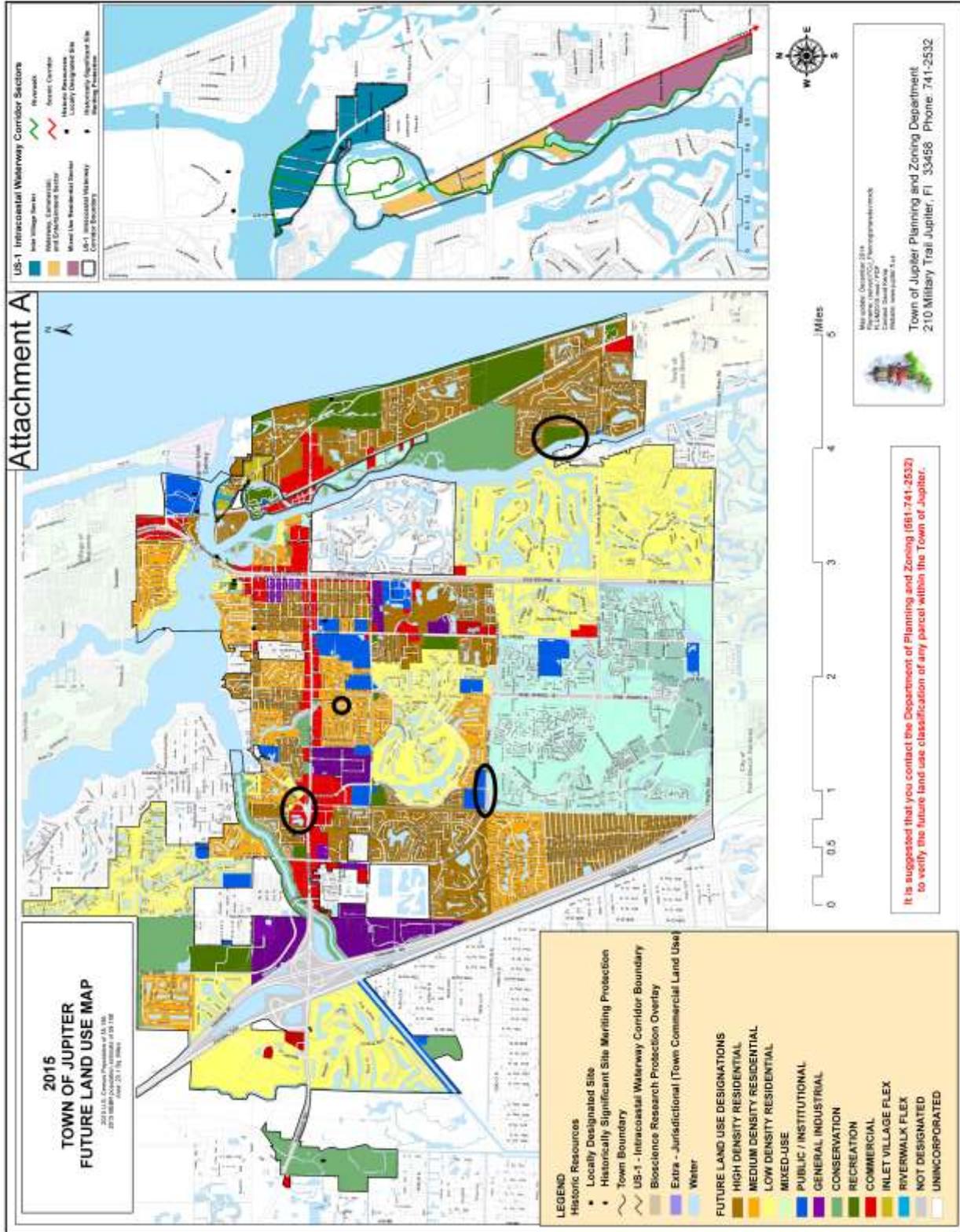
# Exhibit 1 General Location Map



# Exhibit 2 Amendment Location Map



# Exhibit 3 Existing 2015 Future Land Use Map



# Exhibit 4 Proposed 2016 Future Land Use Map

