MEMORANDUM

To: Council Members
From: Staff
Date: March 21, 2008 Council Meeting
Subject: Local Government Comprehensive Plan Review
Draft Amendments to the Town of Jupiter Comprehensive Plan
DCA Reference No. 08-1ER

Introduction

The Local Government Comprehensive Planning and Land Development Regulation Act, Chapter 163, Florida Statutes, requires that Council review local government comprehensive plan amendments prior to their adoption. Under the provisions of this law, the Department of Community Affairs (DCA) prepares an Objections, Recommendations, and Comments (ORC) Report on a proposed amendment only if requested to do so by the local government, the regional planning council, an affected person, or if an ORC Report is otherwise deemed necessary by the DCA. If an ORC Report is to be prepared, then Council must provide DCA with its findings of consistency or inconsistency with the Strategic Regional Policy Plan (SRPP), and provide any comments and recommendations for modification on the proposed amendments within 30 days of its receipt.

Background

The Town of Jupiter has proposed amendments to the text of all of the elements of the Town Comprehensive Plan. The amendments are pursuant to an Evaluation and Appraisal Report (EAR) that was adopted by the Town on May 4, 2006 and found sufficient by the DCA on July 18, 2006. There are also Future Land Use Map (FLUM) amendments for properties that were not previously assigned an up-to-date Town FLUM designation. The Town has requested a formal review of the amendments.

The following is from the Profile section of the Town’s EAR:

The Town of Jupiter, founding in 1925, is located in northeast Palm Beach County. The Town boundaries extend north up to the Martin County line (in the western portion of the Town), east to the Atlantic Ocean, south to Donald Ross Road, and approximately 1.5 miles west of the Florida Turnpike (north and south of Indiantown Road). The Town shares boundaries on all sides with unincorporated Palm Beach County and there are currently five large (greater than 10 acres) unincorporated enclaves that are surrounded by Town boundaries.
on all sides which are mostly residential in character (Jonathan’s Landing, Cinquez Park, Penn Park, Limestone Creek and Kennedy Estates). Additionally, three large residential enclaves are surrounded by Town boundaries and a natural boundary comprised of several communities along Loxahatchee River Road and Center Street. Additionally, the Town shares boundaries with the Village of Tequesta (northern), the Town of Juno Beach (southern and eastern) and the City of Palm Beach Gardens (southern). Finally, the Town is approximate (to the east separated by the Intracoastal Waterway) to the Town of Jupiter Inlet Colony.

The Town today is approximately 22.12 square miles, with a 2005 population estimated by the University of Florida, Bureau of Economic Business Research (BEBR) at 48,269 persons. The Town of Jupiter is an increasingly diversified urban community which includes residential, retail, employment and entertainment/tourism uses, as well as a large (2,036 acres) mixed-use development known as Abacoa. Single-family and multi-family residential uses account for approximately 61 percent of the Town’s total land area. The mixed-use Abacoa development accounts for approximately 16 percent of the land use area, and a commercial and industrial use account for approximately 5 and 4 percent, respectively. Further, conservation uses account for approximately 6 percent of the Town’s land area, recreation, and public-institutional uses account for approximately 4 and 3 percent, respectively.

Evaluation

In preparing an EAR, each local government is required to identify major issues. The EAR is then to be based on the local government’s analysis of major issues to further the community’s goals. The Town of Jupiter identified the following major issues:

1) Implementation of mitigation strategies contained in the Jupiter Area Traffic Study; 
2) Implementation of the $17 million land acquisition program; 
3) Improvements to the Town’s emergency management capabilities; 
4) Effectively addressing infill development and redevelopment initiatives; 
5) Improved plan policies to provide more diverse housing options, with specific emphasis on low and moderate income families and the workforce; 
6) The need to become a “transit ready” community; 
7) The need to improve the existing school concurrency process in the Town; 
8) The need to inventory vacant land to determine the optimal types and balance of land uses that will be appropriate; and 
9) The need to re-evaluate adopted level of services standards.

A. Text Amendments

The proposed revisions are to all of elements of the comprehensive plan. There are more than 250 proposed amendments; primarily new and revised objectives and policies. Some of the most significant amendments are summarized by element below:
1) Future Land Use Element

- Objective 1.1 and related policies are revised to encourage a mix of uses and provide density incentives for workforce and affordable housing. A number of similar provisions are found in the Housing Element.
- New Policy 1.1.15 would result in revisions to land development regulations to promote and provide incentives to support “green design”.
- Revised Policy 1.3.4 allows additional residential density in certain conditions when workforce housing is provided.
- Policy 1.3.9 is revised to allow accessory residential apartments for employees in areas designated as Commercial. Accessory apartments are also allowed in the Light/High Tech Industrial FLUM designation, pursuant to revised Policy 1.3.14.
- New Policy 1.4.10 encourages the development of workforce housing in suitable areas.
- New Objective 1.18 and implementing policies address land use mix, density, intensity and street system design to support transit use.

2) Transportation Element

- Objective 2.1 is revised to indicate the Town will work with Palm Tran to improve transit service.
- New Objective 2.3 and associated policies address transportation options and the creation of transit-ready communities, including Transit Oriented Developments.
- Several new and revised policies encourage the use of bicycles.
- New Policy 3.1.6 calls for an interchange modification study for I-95/Indiantown Road.
- Revised Policy 3.5.7 requires transit facilities (benches, shelter, signs) along major roadways and future transit corridors; and pedestrian connections with adjacent lands.
- New Objective 3.6 and implementing policies call for approval of a Corridor Master Plan for the Indiantown Corridor.
- Policy 4.1.4 is revised to call for updating the mass transit study.

3) Housing Element

- Many new or revised objectives and policies address the provision of workforce housing.
- Objective 1 is modified to address the specific number of units that are necessary to meet workforce housing need.
- New Policy 1.2.9 commits the Town to establish a workforce housing program by December, 2008.
- New Policy 1.2.10 establishes mandatory workforce housing for new residential development.
- New Policy 1.2.11 establishes incentives for development of workforce housing.
- New Policy 1.3.9 promotes workforce housing near Tri-Rail stations.
4) Conservation Element

- New Policy 1.2.1 is revised to require conservation buffers along Loxahatchee Slough/River Corridor.
- New Policy 1.3.13 addresses water supply planning.
- Objective 1.9 is revised to include blueways, as well as greenways.
- New Objective 1.10 and implementing policies encourage and promote “green design”.

5) Coastal Management Element

- Objective 2.2 is revised to address adequate emergency shelters.
- Several new and revised policies address emergency evacuation and sheltering.
- New Policy 2.5.5 supports beach renourishment and erosion control.

6) Recreation/Open Space Element

- New Policy 3.1.8 seeks increased amounts of property preserved through the Open Space Land Acquisition Program.

7) Intergovernmental Coordination Element

- New Policy 1.1.31 is to coordinate with Palm Beach County’s workforce housing program.
- Revised Policy 1.1.44 addresses emergency sheltering in public schools.
- New Policy 1.1.46 seeks the establishment of a debris removal site.
- New Policy 1.1.52 seeks to implement the Jupiter Open Space Land Acquisition Program.
- New Policy 2.2.3 is to coordinate programs and partnerships with Florida Atlantic University.
- New Policies 2.3.3 and 2.3.4 support the siting of a Tri-Rail station, expansion of Palm Tran bus service, provision of local trolley service and encourage the development of transit supportive land uses.

B. FLUM Amendments

Prior to 1995, the Town had only one residential FLUM designation (Residential). In response to recommendations made by the DCA in 1995, the Town established three residential FLUM designations (Low Density, Medium Density and High Density). However, the Town did not go through the process of assigning properties designated as “Residential” with one of the new FLUM designations.

The Town now proposes to redesignate a total of 4,867 acres (see attached maps) from Residential to the appropriate Low Density, Medium Density or High Density designation,
based on existing use or compatibility with surrounding uses. The designations are as follows:

2,152 acres to Residential Low  
718 acres to Residential Medium  
1,997 acres to Residential High

An additional 79.2 acres are currently being used for non-residential purposes, but are designated with the old Residential FLUM designation. These properties are to be assigned primarily non-residential designations. The designations are to be as follows:

50.1 acres to Public/Institutional  
24.2 acres to Recreation  
2.9 acres to Conservation  
1.7 acres to Residential High (funeral home)  
0.3 acres to Commercial

Extrajurisdictional Impacts

The proposed amendments were submitted to the Palm Beach County Intergovernmental Plan Amendment Review Committee (IPARC) and were processed on August 31, 2007. According to the IPARC Clearinghouse Coordinator, no objections have been received.

Effects on Significant Regional Resources or Facilities

Analysis of the proposed amendments indicates that they would not have adverse effects on significant regional resources or facilities.

Analysis of Consistency with Strategic Regional Policy Plan

Comments/Recommendations

1. The Town is commended for the adoption of several new objectives and policies that encourage and promote transit service and transit oriented developments. However, even with density bonuses and incentives, the maximum residential density is 15 dwelling units per acre (proposed Housing Policy 1.2.13). While 12-15 dwelling units per acre is considered sufficient to support the establishment of public transit service, the Town should consider whether a higher density may be appropriate in transit-oriented developments, especially for the provision of affordable, workforce housing.

2. The purpose and intent of proposed Policy 3.4.7 in the Transportation Element is not clear. The policy could be restated as “Ensure that a hierarchy of streets is designed and developed that encourages pedestrian traffic in a safe and convenient manner, as well as accommodating vehicular transportation needs”.

5
Consistency with Strategic Regional Policy Plan

The contract agreement between the DCA and the Treasure Coast Regional Planning Council requires Council to include a determination of consistency with the SRPP as part of the written report to be submitted to the DCA. Council finds the proposed amendments to be CONSISTENT with the SRPP.

Recommendation

Council should adopt the above comments and instruct staff to transmit the report to the Department of Community Affairs.

Attachments
List of Exhibits

Exhibit

1 General Location Map
2 Existing Functional Circulation Map
3 Future Functional Circulation Map
4 2030 Intermodal Map
5 Current 2007 Future Land Use Map
6 Proposed 2007 Future Land Use Map
7 Residential Properties Map
8 Residential Designations
9 Residential Land Use Designations Map
10 Primarily Non-Residential Designations
Exhibit 2
Existing Functional Circulation Map
Exhibit 3
Future Functional Circulation Map
Exhibit 4
2030 Intermodal Map

Figure 9
2030 INTERMODAL MAP
Jupiter, Florida
Exhibit 5
Current 2007 Future Land Use Map
Exhibit 6
Proposed 2007 Future Land Use Map
Exhibit 8
Residential Designations

Proposed Land Use Designations Map
Exhibit 9
Residential Land Use Designations Map
Exhibit 10
Primarily Non-Residential Designations

Proposed Land Use Designations Map

Legend:
- Recreation
- Conservation
- Commercial
- High-Density Residential
- Public/Institutional