

TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Regional Planning Council Members AGENDA ITEM 5F

From: Staff

Date: September 18, 2009 Regional Planning Council Meeting

Subject: Local Government Comprehensive Plan Review  
Draft Amendments to the City of Pahokee Comprehensive Plan  
DCA Reference No. 09-1ER

Introduction

The Local Government Comprehensive Planning and Land Development Regulation Act, Chapter 163, *Florida Statutes*, requires that the Treasure Coast Regional Planning Council (TCRPC) 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 the TCRPC 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 City of Pahokee is proposing text amendments to all elements of the City Comprehensive Plan, as well as an entirely new map series for maps that appear in the plan elements. Most of the amendments are to carry out the recommendations of an Evaluation and Appraisal Report (EAR) adopted by the City on January 9, 2007, and found sufficient by the DCA on March 3, 2007. Other amendments are to address statutory requirements to incorporate the City's Water Supply Facilities Work Plan (WSFWP) into the comprehensive plan. The City has requested a formal review of the amendments by the DCA.

## Evaluation

### ***Community Profile (from the Introduction to the Future Land Use Element of the City Comprehensive Plan)***

The City of Pahokee is located in Palm Beach County on the southeastern shore of Lake Okeechobee. The name Pahokee is taken from the Seminole Indian words “paki” meaning grass and “oki” meaning water in reference to the shallow, grassy waters of Lake Okeechobee. Incorporated in 1928, Pahokee had an estimated 2007 population of 6,479 and covered a land area of approximately 3,380.93 acres. The City is an agricultural-oriented community, with the surrounding region growing sugar cane and other seasonal vegetables. Settlement of the area dates back to the late 1800’s when the land was first drained for agriculture. The deep fertile muck and semi tropical climate provide ideal year round growing conditions for several crops.

Pahokee is within the Glades Region of Palm Beach County which is characterized by extensive agricultural uses, mainly sugar cane. Pahokee is one of three municipalities, Belle Glade and South Bay being the others, which provide support to the agricultural economy through services such as retail, commercial, and social services, and housing. Population and economic growth in the Glades region has been relatively modest over the years while the county as a whole has experienced considerable growth primarily in its coastal and central areas. Although the City wishes to maintain its agricultural heritage it has also embarked on a mission to promote new development to help strengthen the City’s economy and provided additional housing and services to the public.

In 1989 the City adopted its Comprehensive Plan, and in 1997 the City amended the Plan based on the findings and recommendations of the City’s adopted 1996 EAR. Most recently the City completed its second EAR in 2007.

In its EAR adopted on January 9, 2007, the City identified the following major issues to be evaluated:

#### A. Affordable Housing

1. Hurricane-related housing issues
2. Housing for needed professions (medical, education, business people)

#### B. Infrastructure

1. Need for upgrades to utility mains and sewer plant to accommodate Regional Water Treatment Plant
2. Incorporation of alternate water supplies from regional water supply plan

#### C. Economic Development

1. Historic Pahokee High School Learning Center

2. Waterfront destination development, consideration of HB955 regarding working waterfronts
3. Redevelopment of Prince Theater into multi-use facility
4. Industrial Park Development
5. Marketing strategies
6. Identification of land available for development
7. Update Downtown Master Plan and incorporate into City wide Master Plan
8. Funding for Lock study

#### D. Hazard Mitigation

1. Incorporation of evacuation plans

#### E. Transportation

1. Concurrency Management System
2. Proportionate Fair Share Mitigation

#### F. Annexation Plans

As a result of the significant number of issues identified in the EAR, the City has proposed extensive modifications to the existing comprehensive plan. There are hundreds of proposed amendments to the narrative, goals, objectives and policies of the comprehensive plan. A number of the more significant amendments are summarized in the following:

#### A. Future Land Use Element

1. New Policy 1.1.1.2 establishes all the Future Land Use Map (FLUM) categories, as well as permitted densities, intensities and uses.
2. New Policy 1.1.1.3 allows public schools in nearly all FLUM categories.
3. New policies under Objective 1.1.1 address:
  - Collocation of school sites with other facilities.
  - Support for development that promotes water-oriented activities, tourism, industrial and economic development.
  - Creation of a Community Redevelopment Area in the CORE area of the City.
  - Marketing strategies.
  - The financial feasibility of an industrial park.
  - A feasibility study to add a lock on the Pelican River.
4. A new policy to continue coordination through the Glades Utility Authority to ensure adequate provision of potable water and conservation techniques.

5. New policies under Objective 1.1.4 to:
  - Include data and analysis in the comprehensive plan to demonstrate coordination on current and future water supply demands.
  - The inclusion of projects and an implementation schedule in the City’s WSFWP.
  - Ensuring public facilities are available no later than the issuance of a certification of occupancy.
  - Ensuring that adequate water supplies and associated public facilities are available to meet projected growth demands.
6. Several new policies under revised Objective 1.1.5 which address:
  - Electrical substations.
  - Allowing the use of alternate, renewable sources of energy.
  - Development of the CORE area to provide a center of accessible shopping, recreation and employment opportunities.
  - Allowing home based businesses.
  - Reducing greenhouse emissions by reducing traffic congestion and air pollution.
  - Ensuring that development and redevelopment is “transit-ready” along major transportation corridors.
7. Maintaining a waterfront destination with recreational uses (revised Policy 1.1.8.1).
8. New objectives and supporting policies regarding annexation of appropriate areas, the reduction of damage from the effects of hazards, and the implementation of greenhouse gas reduction strategies.

#### B. Transportation Element

1. Policy 2.1.1.1 is revised to indicate that level of service on all roadways in the City is LOS D.
2. New Policy 2.1.4.4 is to coordinate with Palm Tran or public transit and to encourage and ensure that redevelopment is transit ready.
3. New Objective 2.1.5 and its implementing policies address coordination with the Palm Beach County Division of Emergency Management regarding hurricane evacuation plans.

#### C. Housing Element

1. Revised Policy 3.1.1.5 indicates the housing improvement programs include City support to allow a variety of densities and intensities to support a mix of housing choices and opportunities throughout the City.
2. New Policy 3.1.1.6 indicates the City will coordinate with the Pahokee Housing Authority on housing and related issues to meet the needs of City residents.

3. New Objective 3.1.5 is to support energy efficiency and the use of renewable energy resources in existing housing and in the design and construction of new housing.
4. New Objective 3.1.6 is to discourage economic segregation and concentration of low income housing.

#### D. Infrastructure Element

1. Revised Policy 4.2.1.2 is to coordinate with the Palm Beach County Water Utilities Department to ensure the Lake Region Water Treatment Plant has adequate capacity.
2. New Policy 4.2.1.5 is to prepare and adopt a WSFWP. The WSFWP will be part of the Potable Water Sub-Element of the Comprehensive Plan.
3. New Policy 4.2.1.6 is to incorporate alternative water supply projects from the South Florida Water Management District water supply plan and the Palm Beach County 20-Year Water Supply Work Plan into the Capital Improvements Element.
4. Revised Objective 4.2.2 addresses the coordination on the Lake Regional Water Treatment Plant.
5. New Policy 4.2.3.4 indicates that the City WSFWP is to guide future expansion and upgrades of necessary facilities.
6. New Policy 4.2.4.3 is to mitigate the feasibility of utilizing unclaimed water for mitigation purposes.
7. New Policy 4.2.4.4 is to identify traditional and alternative water supply projects, and conservation and reuse programs.

#### E. Conservation Element

1. Several new policies are added under revised Objective 5.1.1 regarding practices to reduce greenhouse gas emissions. The policies address reduction of the “heat island” effect, education of residents, planting and maintenance of trees, and open space and pervious surface areas.
2. Several new policies are added under Objective 5.1.3 regarding the conservation of fresh water supplies. The policies address water conservation techniques and programs, assessment of projected needs and sources, utilization of reclaimed water and water retention and conservation efforts.
3. New Policy 5.1.4.3 indicates the City will assess the impacts of soil subsidence on land use and capital improvements decisions.

#### F. Recreation and Open Space Element

1. Revised Policy 6.1.3.1 indicates the City will strive to make available park, recreation and open space facilities within ½ mile of all City residents.
2. New Policy 6.1.4.2 is to work with state and federal agencies to optimize the recreational opportunities affecting the Lake Okeechobee Scenic Trail.

3. New Policy 6.1.4.3 is to seek funding for and begin a trailhead at City Park for the Lake Okeechobee Scenic Trail.

#### G. Intergovernmental Coordination Element

1. Revised Policy 7.1.1.4 commits the City to resolve conflicts via the TCRPC dispute resolution process.
2. Three new policies are proposed under Objective 7.1.1 which commit the City to coordination on water supply facility planning and long-term alternative water supply sources.
3. New Policy 7.1.3.4 is to work with the Palm Beach County Division of Emergency Management to update and implement actions called for in the Herbert Hoover Dike Emergency Evacuation Guidance document.
4. New Policy 7.1.4.3 is to coordinate with the Palm Beach County Intergovernmental Plan Amendment Review Committee on amendments to the City Comprehensive Plan.
5. New Objective 7.1.6 and Policy 7.1.6.1 are to coordinate with the School Board of Palm Beach County to establish concurrency requirements for public school facilities.

#### H. Public Schools Facilities Element

1. New Policy 9.2.1.7 is to coordinate with the School District to site schools in a manner that would create a community focal point.

#### I. Concurrency Management Element

This is an entirely new element of the City Comprehensive Plan. The goal is to “protect the public safety, health and welfare by providing sufficient public facilities concurrent with development”. Objectives in this new Element are:

- To maintain a capacity and level of service database of public facilities.
- Issue certificates of occupancy and development orders based upon the availability of facilities and services that meet adopted level of service standards.
- That the City will determine the concurrency for all applications.
- New development and redevelopment will be assessed at a proportionate fair share of public facilities cost.
- To monitor and ensure adherence to the adopted level of service standards.

#### Extrajurisdictional Impacts

The City indicated that the amendments were noticed to the Palm Beach County Intergovernmental Plan Amendment Review Committee prior to transmittal. However, according to the City transmittal letter, copies of the amendment materials were not provided to Palm Beach County or other nearby municipalities. Council sent a

memorandum to Palm Beach County, City of Belle Glade and the Palm Beach County School District with a copy of the amendment materials seeking comments on the proposed amendments regarding extrajurisdictional impacts. As of the date of preparation of this report, no comments 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

The TCRPC has no comments/recommendations for modification to the proposed amendments. The amendments are considered to be consistent with the SRPP.

#### Consistency with Strategic Regional Policy Plan

The contract agreement with the DCA requires the TCRPC to include a determination of consistency with the SRPP as part of the written report to be submitted to the DCA. The TCRPC finds the proposed amendments to be CONSISTENT with the SRPP.

#### Recommendation

The Treasure Coast Regional Planning Council should adopt the above comments and instruct staff to transmit the report to the Department of Community Affairs.

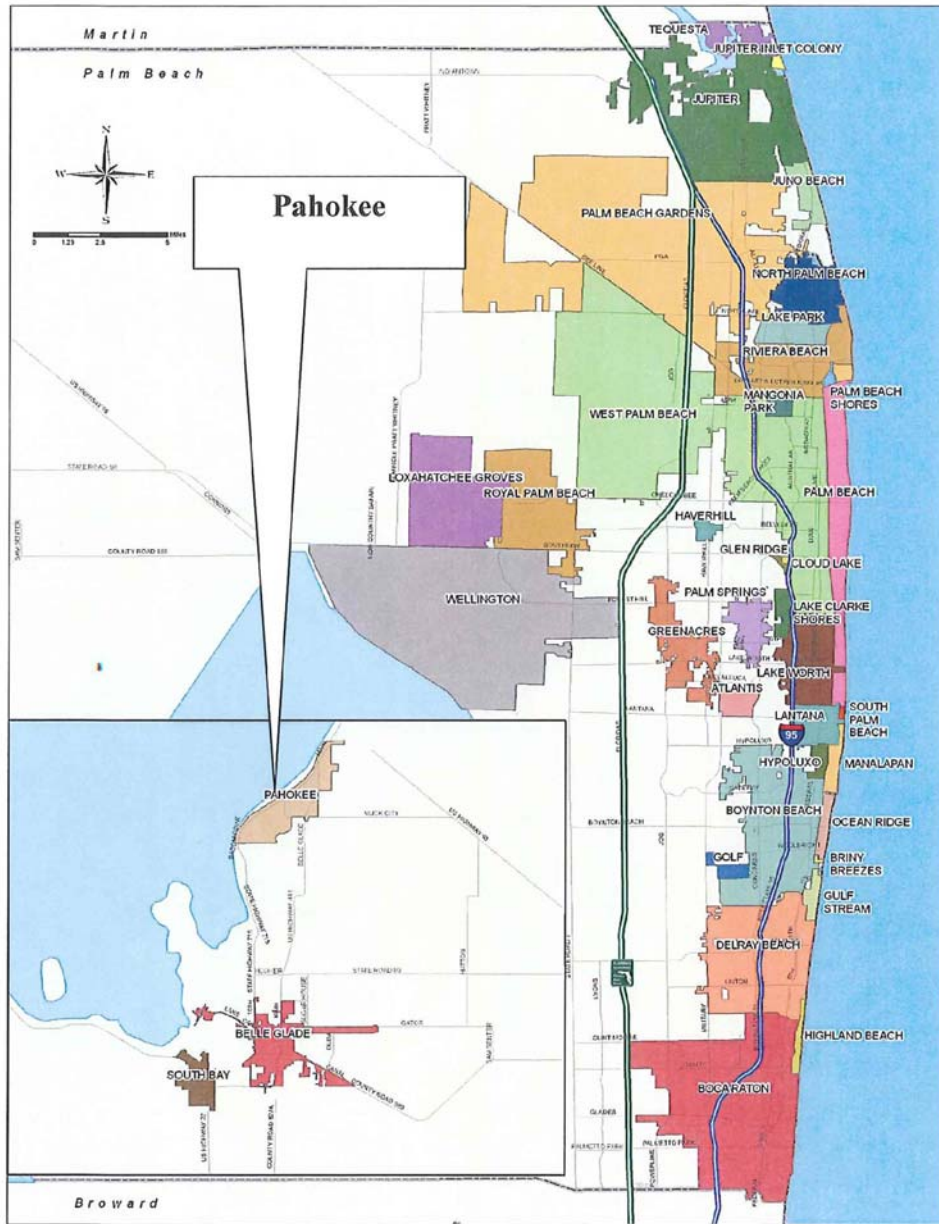
Attachments

## **List of Exhibits**

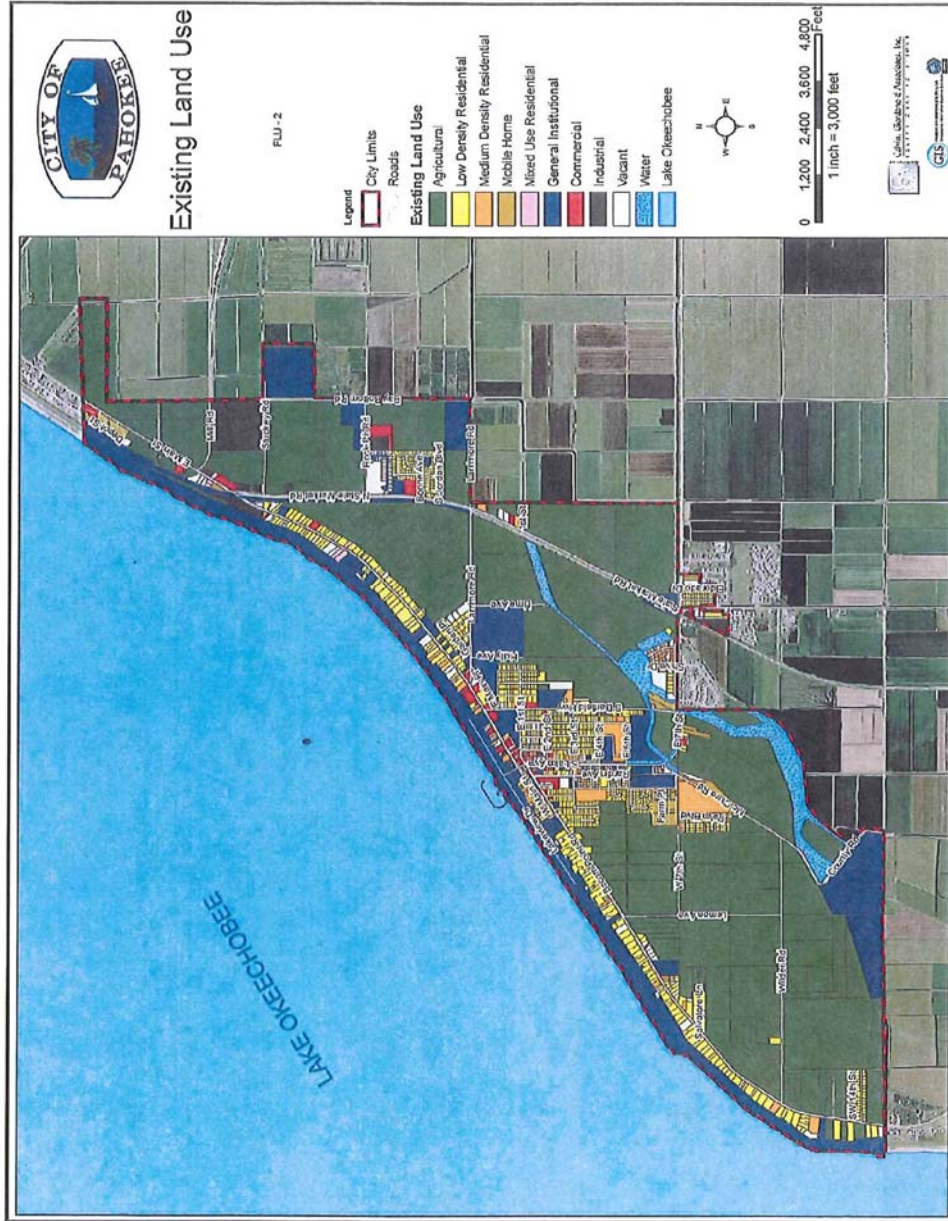
### **Exhibit**

- 1 General Location Map
- 2 Existing Land Use Map
- 3 Future Land Use Map
- 4 Existing Transportation System
- 5 Future Transportation System

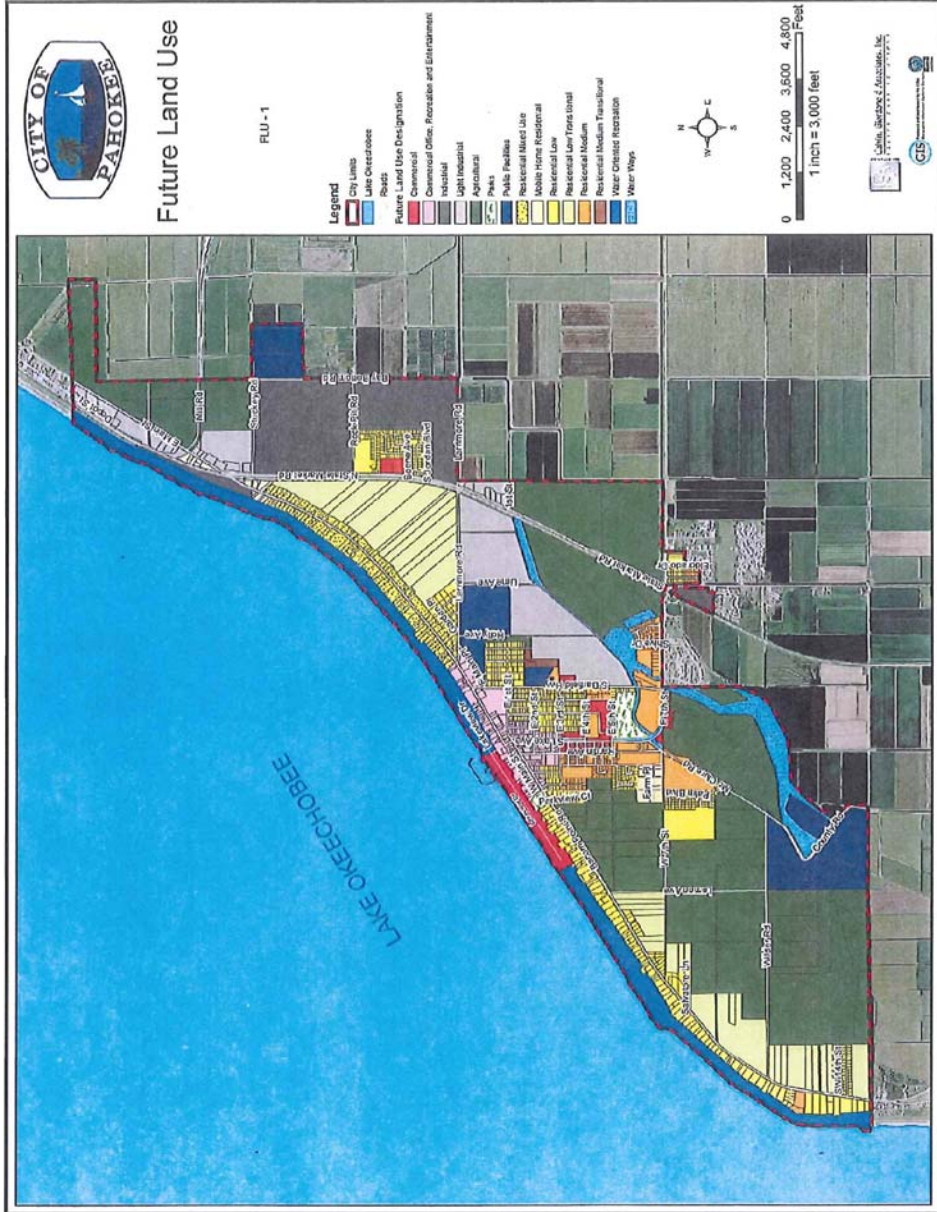
# Exhibit 1 General Location Map City of Pahokee



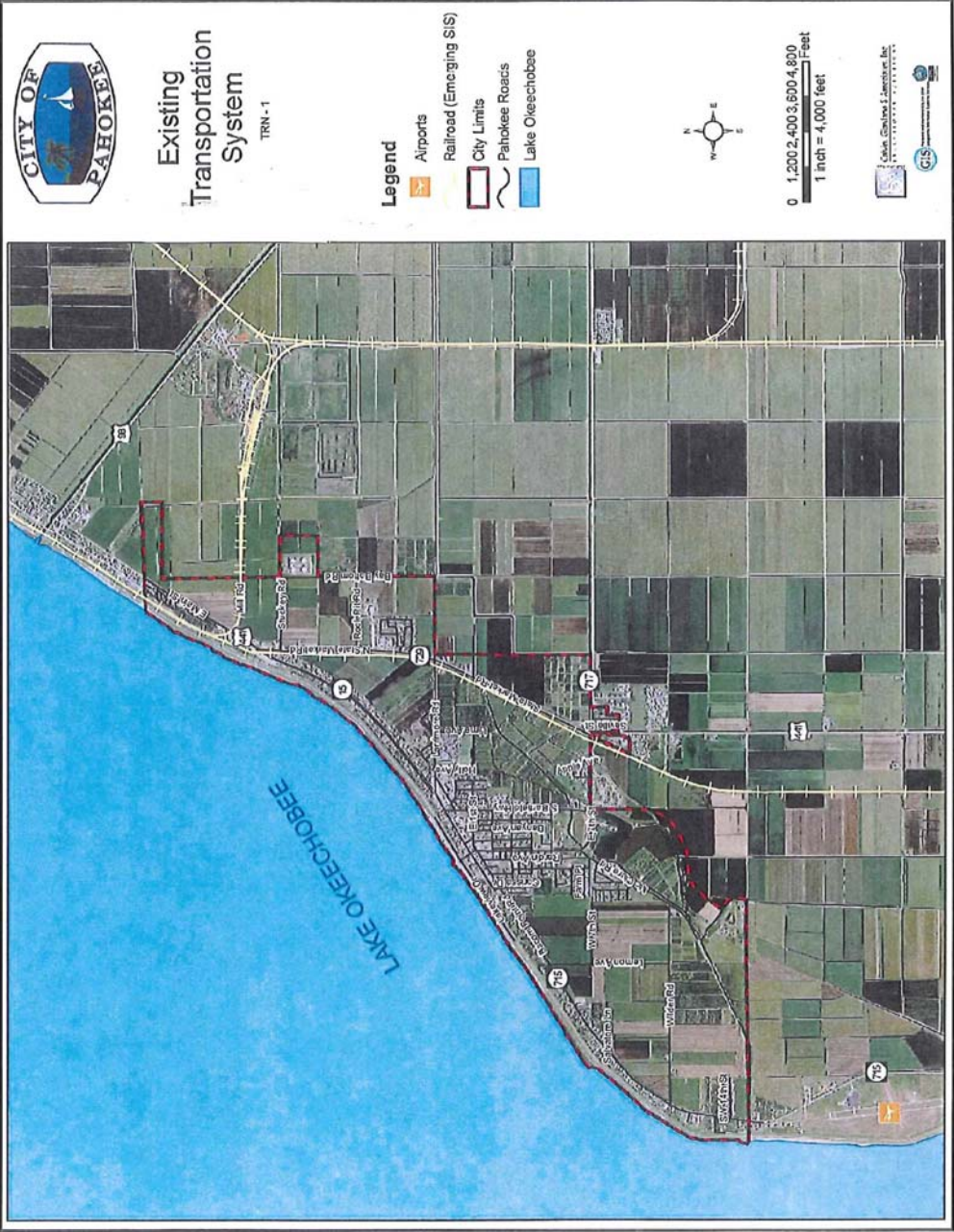
## Exhibit 2 Existing Land Use Map



# Exhibit 3 Future Land Use Map



# Exhibit 4 Existing Transportation System



# Exhibit 5 Future Transportation System

