TREASURE COAST REGIONAL PLANNING COUNCIL

MEMORANDUM

To: Council Members AGENDA ITEM 8F
From: Staff
Date: September 19, 2014 Council Meeting
Subject: Local Government Comprehensive Plan Review
Draft Amendment to the Palm Beach County Comprehensive Plan
Amendment No. 14-2ESR

Introduction

The Community Planning Act, Chapter 163, Florida Statutes, requires that the Treasure Coast Regional Planning Council (TCRPC) review local government comprehensive plan amendments prior to their adoption. TCRPC comments are limited to adverse effects on regional resources and facilities identified in the Strategic Regional Policy Plan (SRPP) and extrajurisdictional impacts that would be inconsistent with the comprehensive plan of any local government within the Region. TCRPC 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 Palm Beach County includes four proposed Future Land Use Atlas (FLUA) amendments and two proposed text amendments. This report includes a summary of the proposed amendments and TCRPC comments.

Summary of Proposed Amendment

A. Proposed Future Land Use Atlas Amendments

1. Calvary Chapel Church of Jupiter, Inc.

The proposed amendment is to change the Future Land Use (FLU) designation from Commercial Low (CL) to Commercial Low Office (CL-O) on 1.91 acres located on the southwest corner of Jupiter Farms Road and Indiantown Road. This site is a portion of a larger 37.91 acre site known as the Jupiter Farms Community Shopping Center, which includes a grocery store, gas station, restaurants, personal services, professional office, retail, and institutional uses. The change is proposed in order to provide additional square footage for the expansion of an existing church on the site.
The subject site previously contained a wastewater treatment package plant to service the shopping center. The package plant is no longer needed because the Loxahatchee River Environmental Control District extended wastewater lines to the site. This portion of the site was purchased in 2011 by the Calvary Chapel Church of Jupiter for future expansion. The existing church is located within the Jupiter Farms Community Shopping Center immediately north of the 1.91 acres proposed for CL-O. The county staff report indicated there are adequate public facilities and services available to support the proposed amendment, and concluded there are no compatibility concerns or consistency issues related to the proposed change.

2. Windsor Place Multiple Land Use

The proposed amendment is to change the FLU designation on 40 acres from Multiple Land Use (MLU) with CH (Commercial High), CH-O (Commercial High Office), and LR-2 (Low Residential, 2 dwelling units per acre) to MLU with CH and LR-2. The proposed amendment also modifies existing conditions of approval and the conceptual master plan for the project. The subject property is located on the northwest corner of Hypoluxo Road and Lyons Road and is currently undeveloped. Adjacent properties include the Bellagio community to the north and west; the Town Commons MLU and the Villages of Windsor to the east; and Villages of Windsor congregate living facility (CLF) and future site of the CLF nursing facility to the south.

The current site approval allows 184 units comprised of 80 units permitted by the LR-2 FLU designation, 80 units from a Transfer of Development Rights program, and 24 units from a Workforce Housing program. The proposed amendment will not modify the existing residential approvals for the project. The proposed amendment will modify the conditions of approval to be consistent with the current MLU policies as follows:

- Revise the land use matrix to eliminate the CH-O component, which will result in an increase of the acreage range for the CH designation from a range of 8-11 acres to 11-16 acres. However the overall non-residential intensity for the project is decreasing by 40,520 square feet;
- Replace the design guidelines with a conceptual master plan;
- Delete the single tenant specifications;
- Modify the unity of control requirements to match current policy; and
- Replace the pedestrian oriented zone with a minimum 4 acres of public open space and delete the specific pedestrian oriented zone requirements to match current policy.

The proposed amendment seeks to modify conditions of approval based on changed circumstances. Since the last amendment was approved in 2005, the MLU policies were amended in 2009 to afford more flexibility in its implementation. This amendment request seeks to update the conditions to be consistent with the current MLU policies. The county staff report indicated there are adequate public facilities and services available to support the proposed amendment, and concluded there are no compatibility concerns or consistency issues related to the proposed change.
3. Inland Logistics Center

The proposed amendment is to revise an adopted condition associated with the Industrial (IND) FLU designation on the Inland Logistics Center (ILC) site. The ILC site is located between Belle Glade and South Bay. The IND FLU designation for the site was approved in 2010. The definition includes warehousing, distribution, and light industrial uses. The ILC definition was revised on April 28, 2014 to allow limited commercial, residential, institutional, and recreational uses to support the industrial uses in an ILC. The intent of the current amendment is to revise Condition 4 found in Ordinance 2010-047, to reflect the revised definition of ILC adopted on April 28, 2014 as follows:

4. Uses allowed on the 849.86 acre site shall be limited to those contained in the definition of “Inland Logistics Center” adopted by the County on August 25, 2009, by Ordinance 2014-012 2009-026, which amended the Introduction and Administration Element of the County’s Comprehensive Plan.

The revised condition would allow the ILC site to develop with the additional uses listed in the definition, which includes residential, commercial, institutional, and recreational uses to support the ILC workforce. No change is proposed to the IND future land use designation. The county staff report indicated the change to the condition is necessary in order to implement the intent of the Palm Beach County Board of County Commissioners that the revised definition be applicable to the ILC site.

4. Airport Properties

The proposed amendment is to revise the FLU designations on five properties totaling 3.09 acres located at the Palm Beach International Airport (PBI) and two properties totaling 1.05 acres at the Glades Airport. The proposed amendment is to change the FLU designations from Commercial High (CH) and Commercial High/Industrial (CH/IND), to Commercial High/Transportation and Utilities (CH/UT) at PBI; and from Commercial/High Residential 8 (C/8), to Commercial/Transportation and Utilities (C/UT) at the Glades Airport. The five properties adjacent to PBI are located on the west side of the airport on Military Trail. The two properties adjacent to Glades Airport are located at the north side of the airport on Airport Road.

The Palm Beach County Department of Airports recently purchased the properties and is seeking UT designations similar to other holdings. The properties were purchased for a variety of reasons. Some were purchased to be converted to aviation use, while others were purchased as part of a noise compatibility program or because they are located in or very near to a runway protection zone. The county staff report concluded there are no compatibility concerns or consistency issues related to the proposed amendment, and it meets all relevant concurrency level of services standards.
B. Proposed Text Amendments

1. Airport Properties

The proposed amendment will add new Policy 2.2.9-d to the FLU Element to expand the language in the plan regarding implementation of the Airport Zoning Overlay. This amendment is to correct an error made in 2008 with the reorganization of the FLU Element, which inadvertently relocated language regarding uses allowed within the Transportation and Utilities FLU designation. This amendment proposes to relocate the existing language to Policy 2.2.9-d and expand the language related to the Airport Zoning Overlay. Also, the Transportation Element is proposed to be revised in order to correctly refer to certain objectives in the plan. The county staff report concluded there are no compatibility concerns or consistency issues related to the proposed amendment.

2. Browns Farm Road Thoroughfare Right of Way Identification Map Amendment

The proposed amendment is to remove Browns Farm Road, south of County Road 880, from the Thoroughfare Right of Way Identification Map (TIM). This roadway currently exists as a two lane roadway south of County Road 880 servicing the Everglades Agricultural Area (EAA). The road extends southeast from County Road 880 about 14 miles adjacent to the South Florida Water Management District Canal L-15. The right-of-way width throughout the length of the roadway varies. Approximately 6.6 miles of the road are maintained by the county. The purpose of the roadway is to transport crops from the adjacent section of the EAA to the roadway network in the Glades Region.

The county is proposing to remove this segment of Browns Farm Road from the TIM because it is not part of the interconnected system of roadways on the TIM. The purpose of thoroughfare roads is to connect major roads to other major roads, providing a network of roads in and through the area. Browns Farm Road does not connect major roads in the network and therefore is being proposed to be removed from the TIM. The existing Browns Farm Road right-of-way will not change and will continue to receive the same level of maintenance.

The Palm Beach Metropolitan Planning Organization’s 2035 Long Range Transportation Plan does not identify Browns Farm Road as needed for future roadway interconnectivity. The county staff report did not identify any compatibility concerns or consistency issues related to the proposed amendment.

Extrajurisdictional Impacts

The proposed amendment was sent to the Palm Beach County Intergovernmental Plan Amendment Review Committee Clearinghouse for review on April 17, 2014. No extrajurisdictional impacts have been identified.
Regional Impacts

No adverse effects on significant regional resources and facilities have been identified.

Conclusion

The proposed amendment is consistent with the SRPP.

Recommendation

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

Attachments
List of Exhibits

Exhibit

1. General Location Map
2. Calvary Chapel Church of Jupiter – Aerial Map
3. Calvary Chapel Church of Jupiter – Location Map
4. Windsor Place – Aerial Map
5. Windsor Place – Location Map
6. Windsor Place – New Conceptual Plan
7. Windsor Place – Conceptual Plan to be Deleted
8. Inland Logistics Center – Aerial Map
9. Inland Logistics Center – Location Map
10. Palm Beach International Airport – Aerial Map
11. Palm Beach International Airport – Location Map
12. Glades Airport – Aerial Map
13. Glades Airport – Location Map
14. Airport Properties Text Changes Showing Strikethrough and Underline
15. Browns Farm Road TIM Amendment - Aerial Map
Exhibit 2
Calvary Chapel Church of Jupiter - Aerial Map

Future Land Use Atlas Amendment
Calvary Chapel Church of Jupiter (LGA 2014-013)

Site Data
- Size: 1.91 acres of 37.91 acre MUPD
- Existing Use: Vacant
- Proposed Use: Church
- Current FLU: CL/RR-10
- Proposed FLU: CL-O/RR-10

Future Land Use Designations
- RR-10: Rural Residential, 1 unit per 10 acres
- CON: Conservation
- CL/RR-10: Commercial Low, with underlying RR-10
- CL-O/RR-10: Commercial Low Office, with underlying RR-10

Date: 02/19/2014
Contact: Planning
Filename: T:\Plan\AMEND/14-3\Sites\Calvary Chapel
Note: Map is not official, for presentation purposes only
Exhibit 3  
Calvary Chapel Church of Jupiter – Location Map

<table>
<thead>
<tr>
<th>Amendment No:</th>
<th>Calvary Chapel Church of Jupiter, Inc. (LGA 2014-013)</th>
</tr>
</thead>
<tbody>
<tr>
<td>FLUA Page No:</td>
<td>6</td>
</tr>
<tr>
<td>Amendment:</td>
<td>From Commercial Low (CL) to Commercial Low-Office (CL-O) on 1.91 acres (Total site: From CL on 28.53 ac. and CL-O on 9.38 ac. to CL on 26.62 ac. and CL-O on 11.29 ac.)</td>
</tr>
<tr>
<td>Location:</td>
<td>Southwest corner of Indiantown Road and Jupiter Farms Road</td>
</tr>
<tr>
<td>Size:</td>
<td>37.91 total acres</td>
</tr>
</tbody>
</table>

<table>
<thead>
<tr>
<th>Property No:</th>
<th>00 41 41 01 05 000 0000</th>
<th>00 41 41 01 05 001 0051</th>
<th>00 41 41 01 05 001 0113</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>00 41 41 01 05 000 0020</td>
<td>00 41 41 01 05 001 0060</td>
<td>00 41 41 01 05 001 0150</td>
</tr>
<tr>
<td></td>
<td>00 41 41 01 05 001 0010</td>
<td>00 41 41 01 05 001 0070</td>
<td>00 41 41 01 05 001 0170</td>
</tr>
<tr>
<td></td>
<td>00 41 41 01 05 001 0021</td>
<td>00 41 41 01 05 001 0080</td>
<td>00 41 41 01 05 001 0180</td>
</tr>
<tr>
<td></td>
<td>00 41 41 01 05 001 0022</td>
<td>00 41 41 01 05 001 0100</td>
<td>00 41 41 01 05 004 0000</td>
</tr>
<tr>
<td></td>
<td>00 41 41 01 05 001 0040</td>
<td>00 41 41 01 05 001 0110</td>
<td>00 41 41 01 05 002 0000</td>
</tr>
<tr>
<td></td>
<td>00 41 41 01 05 001 0050</td>
<td>00 41 41 01 05 001 0111</td>
<td></td>
</tr>
</tbody>
</table>

Conditions: None
Exhibit 4
Windsor Place - Aerial Map

Future Land Use Atlas Amendment
Windsor Place MLU (LGA 2014-010)

Site
MLU (CH, CH-O, LR-2) to MLU (CH, LR-2)

LR-2

MLU

Hypoluxo Rd

HR-8

Site Data
Size: 40.00 acres
Existing Use: Vacant
Proposed Use: Residential/Commercial/Office
Current FLU: MLU (CH, CH-O, LR-2)
Proposed FLU: MLU (CH, LR-2)

Future Land Use Designations
LR-2 Low Residential, 2 units per acre
HR-8 High Residential, 8 units per acre
MLU Multiple Land Use

Date: 02/13/2014
Contact: Planning
Filename: T:\Plan\AMEND14-3\Sites\Windsor
Note: Map is not official, for presentation purposes only
Exhibit 5
Windsor Place – Location Map

<table>
<thead>
<tr>
<th>Amendment No:</th>
<th>Windsor Place MLU (LGA 2014-010)</th>
</tr>
</thead>
<tbody>
<tr>
<td>FLUA Page No:</td>
<td>85</td>
</tr>
<tr>
<td>Amendment:</td>
<td>From Multiple Land Use (MLU, with CH, CH-O, and LR-2) to Multiple Land Use (MLU, with CH and LR-2) and to revise conditions as shown below</td>
</tr>
<tr>
<td>Location:</td>
<td>Northwest corner of Hypoluxo Road and Lyons Road</td>
</tr>
<tr>
<td>Size:</td>
<td>40.0 acres</td>
</tr>
<tr>
<td>Property No:</td>
<td>00-42-43-27-05-043-0240</td>
</tr>
</tbody>
</table>

To Revise Conditions adopted by Ordinance 2005-38 as follows:

A. Revise the land use matrix as shown in strike out and underline below.

<table>
<thead>
<tr>
<th>Land Use</th>
<th>Acreage Range</th>
<th>Min. – Max.</th>
<th>Intensity/Density</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td></td>
<td></td>
<td>Minimum – Maximum</td>
</tr>
<tr>
<td>CH</td>
<td>8.0 ac – 14.0 ac</td>
<td>11.0 ac – 16.0 ac</td>
<td>80,000 sq ft (Retail) – 120,000 sq ft (Retail)</td>
</tr>
<tr>
<td>CH-O</td>
<td>4.0 ac – 6.0 ac</td>
<td>6.0 ac – 10.0 ac</td>
<td>10,000 sq ft (Office) – 20,000 sq ft (Office)</td>
</tr>
<tr>
<td>LR-2</td>
<td>10.8 ac – 16.0 ac</td>
<td>16.0 ac – 22.0 ac</td>
<td>60 units – 90 units</td>
</tr>
<tr>
<td>Open Space</td>
<td>4.0 ac – no max</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Lake Tracts</td>
<td>4.18 ac – 6.18 ac</td>
<td>N/A</td>
<td>N/A</td>
</tr>
<tr>
<td>Total Acres</td>
<td>40 ac.</td>
<td>40 ac.</td>
<td>40 ac.</td>
</tr>
</tbody>
</table>

B. Delete the Conceptual Plan and replace with the Conceptual Plan in Exhibit 2

C. Delete the Design Guidelines

D. Revise previously adopted conditions shown below in strike out and underline
1. Development of the site shall comply with the Conceptual Master Plan Design Guidelines and Standards for Future Development.
2. Upon the ground floor, no single commercial tenant shall occupy more than 20% of the total commercial frontage of commercial structures on the frontage line, up to maximum of 180 feet.
3. In no event shall any single tenant occupy more than 40% of the total commercial square footage on the CH portion of the site. The next largest commercial tenant may occupy no more than 20% of the total square footage on the CH portion of the site.
4. Access to residential portions of the project shall not be controlled by gates, guardhouses or be otherwise separated from any non-residential portions.
5. Prior to final DRO certification, a "unit of control" covenant for the entire 40 acre non-residential portion of the site shall be entered into and signed by the applicant(s)/developer(s).
6. Prior to any DRO certification, the schematic plans and elevations for all structures, which face open spaces in the Pedestrian Oriented Zone, shall be submitted for review to ensure consistency with the intent of the Design Guidelines and Standards for Future Development.
7. Construction of the "Green" and all buildings within the Pedestrian Oriented Zone shall be completed within three (3) years following the date of issuance of the first Certificate of Occupancy for the site. At a minimum, 10% of the property must be committed to useable open space. Open space must functionally integrate the project’s land uses and may be applied to the recreation and/or parks requirements during the development review process, excluding right of way dedication. Water retention lakes, drainage, and canals shall not be considered useable open space.
8. Additional density may be allowed pursuant to Future Land Use Element Policy 4.4.2-2(b)(e).
Exhibit 8
Inland Logistics Center – Aerial Map
Exhibit 9  
Inland Logistics Center – Location Map

<table>
<thead>
<tr>
<th>Amendment No:</th>
<th>Inland Logistics Center (LGA 2014-019)</th>
</tr>
</thead>
<tbody>
<tr>
<td>FLUA Page No:</td>
<td>133, 136</td>
</tr>
<tr>
<td>Future Land Use:</td>
<td>Industrial (IND)</td>
</tr>
<tr>
<td>Location:</td>
<td>West end of Avenue E, approx. 0.15 mile south of West Canal Street North, approx. ½ mile east of U.S. Highway 27 and approx. ½ mile north of State Road 80</td>
</tr>
<tr>
<td>Size:</td>
<td>849.86 acres</td>
</tr>
<tr>
<td>Property No:</td>
<td>00-36-44-01-00-000-5040, 5030, 5020</td>
</tr>
</tbody>
</table>

Revise Conditions adopted by Ord. 2010-047 as follows:

Exhibit 10
Palm Beach International Airport – Aerial Map
Exhibit 11
Palm Beach International Airport – Location Map

<table>
<thead>
<tr>
<th>Amendment No:</th>
<th>Airport Properties FLUA - PBIA (LGA 2014-017)</th>
</tr>
</thead>
<tbody>
<tr>
<td>FLUA Page No:</td>
<td>64</td>
</tr>
<tr>
<td>Amendment:</td>
<td>From Commercial High (CH) and Commercial High/Industrial (CH/IND) to Commercial High/Transportation and Utilities (CH/UT).</td>
</tr>
<tr>
<td>Location:</td>
<td>East and west side of Military Trail between Southern Blvd/SR 80 and south of Belvedere Road</td>
</tr>
<tr>
<td>Size:</td>
<td>3.09 acres total</td>
</tr>
<tr>
<td>Property No:</td>
<td>00-42-43-36-05-000-0010 (0.48 acres and 1.3 acres of a 73.19 acre parcel)</td>
</tr>
<tr>
<td></td>
<td>00-42-43-36-12-000-0130 (0.81 acres); 00-42-43-36-08-000-0512 (0.29 acres)</td>
</tr>
<tr>
<td></td>
<td>00-42-43-36-08-000-0801; 0891 (0.21 acres)</td>
</tr>
</tbody>
</table>

![Location Map of Palm Beach International Airport](image-url)
Exhibit 13
Glades Airport – Location Map

<table>
<thead>
<tr>
<th>Amendment No:</th>
<th>Airport Properties FLUA - Glades Airport (LGA 2014-018)</th>
</tr>
</thead>
<tbody>
<tr>
<td>FLUA Page No:</td>
<td>123</td>
</tr>
<tr>
<td>Amendment:</td>
<td>From Commercial with an underlying 8 units per acre (C/8) to Commercial /Transportation and Utilities (C/UT).</td>
</tr>
<tr>
<td>Location:</td>
<td>On the east side of Airport Road between Loop Road and SR 715</td>
</tr>
<tr>
<td>Size:</td>
<td>1.05 acres total</td>
</tr>
<tr>
<td>Property No:</td>
<td>00-36-42-26-02-000-0741 (0.62 acres); 00-36-42-26-02-000-0743 (0.43 acres)</td>
</tr>
</tbody>
</table>
A. Future Land Use Element, Airport Properties

**REVISIONS:** To relocate language regarding airport properties within the Element and to add a policy for the Airport Zoning Overlay (AZO). The added text is underlined, and the deleted text struck out.

**FLUE Policy 2.1-e:** The Future Land Use Atlas may depict underlying residential densities or alternative designations as provided below. The County may initiate a land use amendment to remove the non-utilized future land use designation after the property is developed.

1.-3. **unaltered text omitted for brevity**

4. The Transportation and Utilities future land use designation may be applied as a designation or as an underlying designation to property owned or operated by the Department of Airports. Related facilities, designated either to serve the needs of airport users and airport employees or to provide enterprise activities to support the operation of the County’s airports, may be permitted within areas designated Transportation and Utilities. [*relocated to new Policy 2.2.9-d]*

5. **unaltered text omitted for brevity**

**NEW Policy 2.2.9-d:** The Airport Zoning Overlay (AZO) has been established to promote the maximum safety of aircraft using publicly-owned airports, the safety of residents and property in areas surrounding the airports, the full utility of the airports and airport properties, and to promote development of complimentary and compatible uses within Airport Master Plans. The AZO shall apply to properties within the boundaries of the Airport Master Plans identified in Transportation Element Objective 1.1. The AZO may allow uses that support the Airports’ major function as a regional transportation facility, further growth and modernization, and/or to generate revenue to support airport operations and maintenance. [*relocated from Policy 2.2-e*] Related facilities, designated either to serve the needs of airport users and airport employees or to provide enterprise activities to support the operation of the County’s airports, may be permitted within areas designated Transportation and Utilities.

III. FUTURE LAND USE ATLAS REGULATION

C. Future Land Use Designations, 8. Transportation and Utilities Facilities (UT)

**Transportation Uses.** Transportation uses include streets and other transportation corridors, expressways, interchanges, public and private airports and landing strips, ports, and railroad facilities. Airports and related facilities include, but are not limited to, airport and aircraft operations and maintenance facilities, cargo distribution terminals, car rental operations, warehouses, hotels, and offices. County owned or operated airports may include additional allowable uses, provided such uses are included in ULDC Article 3, Airport Zoning Overlay (AZO) and on the Airport Master Plans. *(no change)*
B. Transportation Element, Airport Properties

REVISIONS: To update references to Ordinance numbers. The added text is underlined, and the deleted text struck-out.

Transportation Element Assessment & Conclusions

B. FUTURE TRANSPORTATION SYSTEM EXPANSIONS

Future expansions to the Palm Beach County transportation system need to be performed in a manner consistent with the Objectives and Policies defined for each of the modes within the system and serve to compliment and integrate the individual modes. Objective 1.3 provides management policies to be followed in the implementation of future expansions of the transportation system. Objective 1.4 specifies the policies related to the expanding the roadway system. Objectives 1.5, and 1.6, and 1.7, address transit expansions. Future airport facilities and Port of Palm Beach improvements are identified under Objectives 1.7 and 1.8 and 1.9, respectively. Bicycle, pedestrian, and linked open space facilities policies are listed under Objective 1.9 1.10.