

### **3.5 INCREASED WORKFORCE HOUSING OPTIONS FOR LOW AND MODERATE INCOME FAMILIES**

*“The improvement of the Town’s Comprehensive Plan policies to provide more diverse housing options, with specific emphasis on the needs of low income families, as well as moderate income families and the Town’s workforce.”*

#### **3.5.1 Introduction to the Major Issue**

Due to the proximity of buildout in the Town, lower interest rates, and continued population growth and development pressures, the scarcity of undeveloped land has resulted in higher land values, which are reflected in the cost of residential units in the Town. As previously stated in this report (Section 2.9), the Florida Association of Realtors and the University of Florida Real Estate Research Center indicate that the median price of existing single-family homes in Palm Beach County in November 2005 was more than \$420,000. These factors have had a significant impact on very low, low and moderate-income families trying to find affordable new or used homes.

As noted in the affordable housing analysis section (2.9) of this report, as of 2005, there were 1,620 owner occupied and 947 renter very low income households that are cost-burdened. The analysis indicates there will be an additional very low income household need of 1,053 owner occupied and 381 renter households by 2025. With regard to low income households, the analysis indicates there are 1,007 owner occupied and 479 renter households that are cost-burdened. There will be an additional low income household need of 329 owner occupied and 120 renter households by 2025. With regard to moderate income households, the analysis indicates there are 873 owner occupied and 172 renter households that are cost-burdened. There will be an additional moderate income household need of 217 owner occupied and 51 renter households by 2025. The Town proposes to address these affordable housing needs through development of a workforce housing program (which could potentially be consistent with the County’s program) and by participating in the Countywide community land trust. In addition, the Town will amend the existing density bonus program to create additional incentives for the development of workforce housing.

#### **3.5.2 Community, Economic, and Environmental Impacts**

##### **3.5.2.1 Community Impacts**

Providing homeownership opportunities and attainable rents in the Town will help working families and individuals to live near their jobs. Enabling the Town’s governmental (police, fire, municipal, teachers, etc.), healthcare and service industry workers to live in the Town, will add to the sense of community in Jupiter. These workers and their families will be more likely to volunteer their time for programs and events that help promote civic pride in the Town. The creation of workforce housing opportunities will help further the Town Council’s 2020 strategic vision to preserve Jupiter’s unique character and vibrant “Small-Town Feel.”

### 3.5.2.2 Economic Impacts

As the Town strives to increase a diversified tax base by encouraging bio and high tech companies to locate in Jupiter, potential new businesses could view the lack of attainable local housing for their workforce as a possible deterrent to locating in the Town. Developing a comprehensive program to help foster the development of workforce housing in the Town could help increase the industrial tax base.

### 3.5.2.3 Environmental Impacts

As identified in other major issues in this report, increased roadway congestion can have negative effects on air quality in the Town. If the Town's workforce employees and those employed by local companies are able to live in Jupiter, they could utilize local roadways to commute to work and relieve some of the congestion on the expressways and arterial roadways. Less congested roadways will result in fewer idling automobile engines emitting exhaust fumes.

### 3.5.3 Relevant Comprehensive Plan Elements

As well as looking at the impacts on the community, economics, and environment, Chapter 163, F.S. requires that any issue identified within the EAR should also be analyzed with regard to its impacts on the existing elements and objectives of the Comprehensive Plan.

Implementing a workforce housing program to reduce the cost-burdened low and moderate income household totals identified in section 2.9 of this report will require innovative land use planning. These planning efforts will require the Town to coordinate with Palm Beach County. Therefore, implementing a workforce housing program will require changes to objectives and policies in the Future Land Use, Housing and Intergovernmental Coordination Elements.

#### 3.5.3.1 Future Land Use Element

The following policies in the Future Land Use Element will need to be amended, to implement the program to provide workforce housing options for low and moderate income families:

Objective or Policy	Comments	Recommendation
<p><u>Policy 1.3.4</u> Residential densities in the Comprehensive Plan shall not exceed six units per gross acre except under the following conditions:</p> <ul style="list-style-type: none"> <li>a) An additional two units per gross acre may be granted if the residential project is developed as a planned unit development or mixed use development.</li> <li>b) A density bonus of up to 50 percent of the density allowed by the underlying zoning may be granted by the Town Council for</li> </ul>	<p>While many developments have utilized the 2 units per acre PUD density bonus program for either planned unit developments or mixed use developments, the up to 50 percent density bonus for the inclusion of affordable housing has never been utilized.</p>	<p>This policy should be amended to include a provision of density bonuses for infill and redevelopment projects when providing workforce housing. In addition, the density bonus for affordable housing should be modified to increase the maximum density bonus allowed to 65 percent and allow the</p>

Objective or Policy	Comments	Recommendation
the inclusion of very-low and low-income housing in a planned unit development, subject to the provisions in Policy 1.2.6 of the Housing Element.		density bonus for moderate income housing.
<u>Policy 1.3.5</u> The Town shall make provisions for a residential density bonus for the purpose of encouraging enlightened and imaginative approaches to site design that leads to increases in affordable housing, conserves or preserves environmentally-sensitive areas, creates additional open space, or results in reduced infrastructure. Unless specifically allowed in the land development regulations, the density bonus shall not exceed two units per acre.	As with Policy 1.3.4 above, the density bonus provisions of this policy related to the provision of affordable housing have never been utilized.	This policy should be amended to include a provision of density bonuses for infill and redevelopment projects when providing workforce housing. In addition, the density bonus for affordable housing should be modified to increase the maximum density bonus allowed to 65 percent.

### 3.5.3.2 Housing Element

Certain objectives and implementing policies in the Housing Element will need to be amended, to implement the program to provide workforce housing options for low and moderate income families.

Objective or Policy	Comments	Recommendation
Objective 1.1. To provide adequate and affordable housing to meet the present and anticipated future need of residents of the Town of Jupiter.	To date no development applications have been processed by the Town, which included affordable housing units as auxiliary, patio, zero and z-lot dwelling units.	This objective should be amended to further define the affordable housing as “workforce” and identify the 2005 and 2025 “need” identified in Section 2.9 of this report.
<u>Policy 1.1.1</u> The location of future housing shall be guided through the Town's adopted land use map (pocket map 5) and extension of public services.	Since the adoption of the 1998 EAR, the Town has utilized the Future Land Use Map to guide the location of all residential development and ensured adequate public services were available for these developments.	This policy should be amended to remove reference to the location of the Future Land Use Map within the Comprehensive Plan.
<u>Policy 1.1.3</u> The Town strongly supports and encourages the infill of existing residential areas as a	As stated for Objective 1.1, to date no development applications have been processed by the Town that	This policy should be amended to include redevelopment.

Objective or Policy	Comments	Recommendation
<p>means to increase the affordable housing stock. Further, the Town supports the concept of encouraging affordable housing through the use of auxiliary dwelling unit, patio, zero and Z-lot line homes.</p>	<p>included affordable housing units as auxiliary, patio, zero and z-lot line dwelling units.</p>	
<p><u>Policy 1.2.2</u> By 2002, have the County CDBG program establish a revolving, low cost loan program that is available to very low, low and moderate income households for the purpose of generating new housing and rehabilitating those units that meet the following conditions: the unit(s) is deemed sound building condition according to qualified building officials; and the rehabilitation of the unit(s) would be cost-effective of public tax dollars.</p>	<p>Through the Town's Neighborhood Improvement Program, very low, low and moderate income households in Town's charter neighborhoods are eligible to participate in the County's CDBG program that provides access to low cost loans.</p>	<p>This policy should be amended to state the Town will continue to provide eligible households in the charter neighborhoods with information about the County's CDBG low cost loan program.</p>
<p><u>Policy 1.2.6</u> The Town Council may grant a density bonus for the development of " Low- Income Housing" as part of a Planned Unit Development (PUD), subject to the following provisions: A. In accordance with the definitions and standards for Affordable Housing in Policy 1.2.1 above, Low-Income Housing shall be defined as: All rental or owner-occupied housing, specifically including manufactured housing, in which rental or mortgage costs, including estimated utility costs, do not exceed 30 percent of the gross monthly income for a family earning 80 percent</p>	<p>As stated for Objective 1.1, no development applications including affordable housing have been processed utilizing this policy.</p>	<p>This policy should be amended to increase the density bonus to 65 percent. Additionally, the reference to "Jupiter" in A. should be replaced with "the West Palm Beach-Boca Raton MSA median income."</p>

Objective or Policy	Comments	Recommendation
<p>of the median family income in Jupiter.</p> <p>B. The density bonus for such housing may be up to a 50 percent of the maximum, allowable density, including additional density from the transfer of development rights, up to a maximum gross of density of 15 dwelling units per acre.</p> <p>C. At least 25 percent of the total residential units in the PUD must be set aside for families meeting the income guidelines in paragraph "A" of this policy, in each phase of development, for a minimum of 15 years.</p> <p>D. To implement the density bonus for affordable housing, the Town's land development regulations shall be amended to address such items as:</p> <ol style="list-style-type: none"> <li>1. A required Development Agreement between the Town and the PUD developer.</li> <li>2. A deed restriction for the entire property that is approved by the Town Council.</li> <li>3. The appreciation from the sale of a such property designated shall be limited to a certain percentage per year for certain period of time.</li> <li>4. Rent increases shall be limited to annual increases in the Consumer Price Index.</li> </ol>		

Objective or Policy	Comments	Recommendation
<p>5. Other incentives, such as waivers of certain zoning regulations and fees, may also be granted by the Town Council.</p> <p>6. After a required set-aside period, the owner of the property may formally request the Town Council to waive the set-aside provision.</p> <p>7. Any proposed PUD that is to contain Low-Income Housing shall be compatible with adjacent uses.</p> <p>8. The dwelling units shall be of the same design theme as the remainder of the proposed development.</p> <p>9. Extensive landscaping may be required to blend the units in with higher-priced units.</p>		
<p>Policy 1.2.8 By 2000, the Town shall investigate the feasibility of establishing a low/moderate income housing impact fee ordinance.</p>	<p>Since the adoption of the 1998 EAR, the Town has not developed a low/moderate income housing impact fee ordinance.</p>	<p>As the Town is nearing buildout, the viability of an affordable housing impact fee is quickly diminishing. This policy should be removed from the element.</p>
<p>Objective 1.3 - To provide adequate sites and public services and facilities to accommodate the need for low income families, mobile homes, group homes, and adult congregate living facilities within the Town, as specified by criteria in the adopted Land Development Regulations and relevant state statutes.</p>	<p>Since the 1998 EAR, the Town has approved adult congregate (assisted) living facilities consistent with this policy.</p>	<p>This objective should be amended to specifically identify infill and redevelopment sites.</p>
<p>Policy 1.3.4 Affordable housing for very low and low</p>	<p>As stated for Objective 1.1, no development applications</p>	<p>This policy should be amended to include</p>

Objective or Policy	Comments	Recommendation
income households should be made available in proximity to employment opportunities and necessary public services to the maximum extent consistent with other Town policies.	including affordable housing have been processed.	employment opportunities that are part of redevelopment projects.

**3.5.3.3 Intergovernmental Coordination Element**

Certain implementing policies in the Intergovernmental Coordination Element will need to implement the program to provide workforce housing options for low and moderate income families.

Objective or Policy	Comments	Recommendation
<p><u>Implementing Housing Policies:</u> The Town shall encourage provisions of adequate affordable housing.</p> <p><u>Policy 1.1.25</u> Jupiter shall seek technical assistance and guidance from the County Division of Housing and Community Development in implementing an affordable housing program.</p>	The Town continues to actively coordinate with the County’s Department of Housing and Community Development with regard to refinements to the Abacoa DRI affordable housing program.	This policy should be amended to include coordination with the County’s Division of Planning and Zoning and include “to provide workforce housing in the Town” at the end of the policy. Additionally, the policy should be amended to correctly identify the “Department” of Housing and Community Development.

**3.5.4 Recommended Changes to the Comprehensive Plan**

**3.5.4.1 Future Land Use Element**

In addition to the amendments to the policies previously mentioned, as described in major issue 3.4 (Infill Development and Redevelopment), new policies should be added under Objective 1.13. This objective pertains to providing incentives for infill development and redevelopment. One of the new policies pertains to including a density bonus for developing workforce housing. Finally, as noted in the section 4.1 (Future Land Use Element Assessment) of this report, as part of Palm Beach County’s 2006-01 round of Comprehensive Plan amendments, the County is proposing to amend Transportation Element Policy 1-2.a which pertains to the Coastal Residential Exception Area. The proposed modifications would expand the area to include all lands in the Town that are west of the Coastal High Hazard Area and east of the I-95 expressway. The other modification would require the residential development meet the requirements of the County’s workforce housing program to obtain an exception from roadway concurrency. If this amendment is adopted the Town should include a new policy to Objective

1.3. This objective provides for the future land use categories in the Town. A policy should be added that states the Town will ensure that all residential developments within the Coastal Residential Exception Area requesting an exemption from the County's roadway concurrency requirement meet the requirements of the County's workforce housing program.

#### **3.5.4.2 Housing Element**

In addition to the previously mentioned recommended amendments to certain objectives and policies, four new policies should be added to Objective 1.1. This objective provides for the affordable housing to meet the present and anticipated future need of Town residents. The first new policy should state the Town will develop a workforce housing program consistent with Palm Beach County's workforce housing program by 2007. It should state the affordable units will be made available to low and moderate income households, and only to income-eligible households for a period of 10 years for ownership units and for a period of 15 years for rental units. The second new policy should state the Town will participate in the Countywide community land trust to provide for workforce housing, as suitable vacant, infill and redevelopment lands become available. The third new policy should provide opportunities for density bonuses in transit supported land uses (such as Transit Oriented Developments or transit villages) for the development of affordable/workforce housing. The fourth policy should encourage residential developments within the Coastal Residential Exception Area to utilize the roadway concurrency exemption option and build workforce housing. Finally, a policy should also be added to Objective 1.3. This objective provides for adequate sites and public services to accommodate the needs of families for affordable/workforce housing. The new policy should state that adequate sites to develop workforce housing should be made available in proximity to public transit stations.

#### **3.5.4.3 Intergovernmental Coordination Element**

In addition to amending Policy 1.1.25 (which provides for coordination with the Palm Beach County to develop affordable housing), three new policies should be added to implement the Housing Element's new workforce housing, Countywide community land trust, and Coastal Residential Exception Area policies, through coordination with Palm Beach County.

## 3.6 THE NEED TO DEVELOP A “TRANSIT READY” COMMUNITY

### 3.6.1 *Introduction to the Major Issue*

In 2002, the Town of Jupiter began assessing the adopted Level of Service (LOS) standards specifically on Indiantown Road by means of a study, known as the Jupiter Area Study (JAS). As noted in the proposed 2005 JAS, several roadway segments in the Town are expected to operate in excess of their adopted LOS standards at build-out. The purpose of the study was to identify and quantify the traffic that the Town can expect, as well as provide mitigation strategies that the Town may implement to guide future development and redevelopment in the Town. One of those mitigation techniques is the potential development of mass transit along the Indiantown Road corridor.

The Town has several opportunities regarding traffic management, including public transit. The Town was recently awarded a Community Transit Grant by the Federal Transit Administration, to provide transit (trolley) service to its charter neighborhoods and civic core. In addition, a new Palm Tran bus route, with service in the Town to Indiantown Road, was added in 2005. These opportunities may be coupled with the extension of Tri-Rail to Jupiter, thus creating the need for the Town to proactively plan for policies that create a “transit ready” community capable of providing effective mass transit, Transit-Oriented Development (TOD) and multi-modal transfer opportunities.

What does it mean to be “transit-ready”? It’s an idea that was coined by Harrison B. Rue, the executive director of the Virginia based Thomas Jefferson Planning District Commission and Charlottesville-Albemarle Metropolitan Planning Organization.<sup>1</sup> Transit ready design principles include the incorporation of interconnected road, transit, walkway and bike path networks in order to provide a variety of transportation choices within a centrally dense mixed use community. These transportation choices are called modes. A multi-modal transfer is the nexus of the interconnected network of transportation choices. Transit-ready design also anticipates increasing future demand for public transit and requires pedestrian scale features in key locations that provide a mix of services that makes choosing and/or transferring between modes of transit easier and more efficient. While TODs focus on complementing existing mass transit options, transit-ready design expands the application to include the long term livability of the community and can directly improve the quality of life for the Town’s residents.

The Palm Beach County Metropolitan Planning Organization (MPO) performed a Community Transit Study for the Town in 2003, in accordance with Policy 4.14 of the Transportation Element of the Town’s Comprehensive Plan and attached as Appendix 6.4. The study identified the specific needs for public transit service in the Town and recommended three alternative routes that the Town used to determine the chosen route of the Town’s trolley service. As the Town moves forward toward approving the JAS mitigation strategies, there will be increased demands on implementing the transit study and reducing traffic on roadways. The method of

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<sup>1</sup> “Developing Neighborhoods Apply Smart Growth Principles to Prepare for Future Transit Needs”, by Christine Jordan Sexton. <http://www.realtor.org/sg3.nsf/pages/home?OpenDocument>

improving LOS by increasing roadway capacity is not necessarily going to solve the long term goals of community. As implied in *Transit Villages of the 21<sup>st</sup> Century*, by Michael Bernick and Robert Cervero, “All too often, new capacity unleashed new demand, what transportation planners call induced demand. Opening new freeway lanes generally result in people switching routes or modes to take advantage of better flowing traffic. In a short time, the road is filled to capacity again”.<sup>2</sup> Therefore, maintaining the Community Transit Study and providing additional research to expand the study is recommended.

Finally, in order for the Town to become more transit-ready, it should coordinate its local transit planning with the regional efforts being made by the Palm Beach County MPO. Being transit-ready implies that the local transit planning is coordinated with the regional transit plans. Further, TODs are reliant on regional transit corridors. The Town should also study how it may implement TODs by creating objectives and policies that encourage a more transit ready community. As stated in the *Transit Villages of the 21<sup>st</sup> Century*, “Transit villages present the possibility of a more seamless form of mass transportation travel by bringing the community closer to the transit node itself. The train station is the village’s gateway. By physically and symbolically linking surrounding neighborhoods to the station, transit becomes a respectable means of traveling outside the village. Transit villages widen our mobility options”.<sup>3</sup> Although it is a major step in changing land use patterns, a transit village must have the highest density, diversity of housing and land use, unique design, and be pedestrian friendly in order to be successful.

### **3.6.2 Community, Economic, and Environmental Impacts**

#### **3.6.2.1 Community Impacts**

Implementing the Community Transit Study and providing policies to create a more transit-ready community should result in positive community impacts. Town residents should see the following benefits associated with implementing the program:

- Decreased traffic congestion on Town Roads;
- Intermodal transportation opportunities;
- Cleaner environment;
- Reduction in commuting time;
- Increased mobility;
- Increased standard of living.

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<sup>2</sup> *Transit Villages of the 21<sup>st</sup> Century*”, by Michael Bernick and Robert Cervero, page 44

<sup>3</sup> *Transit Villages of the 21<sup>st</sup> Century*”, by Michael Bernick and Robert Cervero, page 7

### 3.6.2.2 Economic Impacts

Recent studies suggest that effective transit and transit oriented development have broad reaching economic and social impacts. An excerpt from *Transit Villages in the 21<sup>st</sup> Century*, suggests that there is an economic incentive for preparing a city to become transit ready:

“Foremost, the advantages of being near rail in a quality urban setting should be translated into higher properties values and commercial rents. To the degree that government can recapture some of these economic benefits, such as through property tax proceeds or special benefit assessments, then transit villages can become economically self supporting. Transit villages can also spin off secondary economic benefits such as providing opportunities for joint development...station area concessions... and community based services.”<sup>4</sup>

Effective transit and transit-supportive land use that encourages clustering of a mix of uses with higher density, can increase capital investment in property surrounding a regional transit station, provide a diversity of job opportunities and employment and increase mobility.

These potential economic impacts support the general conclusion that improved transit through effective land use and mass transit programs will have positive economic value to the Town.

### 3.6.2.3 Environmental Impacts

Studies prove that an effective mass transit system has positive impacts on the environment by reducing the dependency on the private automobile, which in turn burns less gasoline. It is important to note that in order to have the greatest environmental impacts, a mass transit system must have an efficient service and maintain high levels of fuel efficiency. Otherwise, mass transit in the form of empty buses with low fuel efficiency may actually have a negative environmental impact. The Town must be selective in the mass transit it uses and how the system is run.

### 3.6.3 Relevant Comprehensive Plan Elements

As well as looking at the impacts on the community, economics, and environment, Chapter 163, F.S. requires that any issue identified within the EAR should also be analyzed with regard to its impacts on the existing elements and objectives of the Comprehensive Plan.

With the Town nearing buildout and the completion and implementation of the JAS, transit has become a top priority. New objectives and policies to the following elements of the Comprehensive Plan will be required to provide for the implementation of this major issue:

- Future Land Use ;
- Transportation;
- Housing;
- Intergovernmental Coordination.

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<sup>4</sup> “Transit Villages in the 21<sup>st</sup> Century”, by Michael Bernick and Robert Cervero, page 6

Finally, existing objectives and implementing policies in the Future Land Use, Transportation and Conservation Elements will need to be modified to implement this major issue.

### 3.6.3.1 Future Land Use Element

The following Future Land Use Element implementing policies are relevant to the major issue of developing a transit ready community and should be analyzed.

Objective or Policy	Comments	Recommendation
<b>Policy 1.4.4 Higher densities and intensities of development shall be located in areas having high accessibility and a full complement of public facilities (e.g., water, sewer), that have adequate capacity to maintain the adopted levels of service.</b>	<b>This policy can have a detrimental effect on focusing density and intensity along Indiantown road, as segments of the road begin to have failing traffic LOS standards.</b>	This policy should be amended to include transit-oriented developments as a specific type development and include a Tri-Rail station as a public facility.

### 3.6.3.2 Transportation Element

The following Transportation Element objective and implementing policies are relevant to the major issue of developing a transit ready community and should be analyzed.

Objective or Policy	Comments	Recommendation
Objective 2.1 In conjunction with Palm Tran, the Town shall provide for the operation of transit in and to new development.	The Town has worked with Palm Tran to encourage a new route accessing Abacoa and new development along Military Trail and Indiantown Road.	The policy should be amended to state that transit will be provided to the transportation disadvantaged and major destination and employment areas.
<u>Policy 2.1.2</u> Require protection of rights-of-way in new development and redevelopment for bus turning radii and bus turnout loading zones by requiring conveyance of all necessary rights-of-way before issuance of building permits for the development	This policy will be integral to creating a “transit ready” environment for the Town, as the required conveyance for bus shelters has become an issue that needs addressing with the Palm Tran route. All developments have been required to convey rights-of-way for identified needs. Also, the public bus authority, Palm Tran, has stated they are not in favor	This policy needs to be a major requirement for any transit-oriented development, or any redevelopment along potential transit routes. Reference to this policy should be encouraged in the Future Land Use Element Infill policy 1.13.3. The Town needs to update the requirements to meet the specific needs of Palm Tran and the Trolley,

Objective or Policy	Comments	Recommendation
	of creating bus turnout loading zones along arterial roadways.	specifically for on street conveyance and for any shelter program the Town intends to provide, including how the Town will secure easements for shelters. This policy should be modified to include a reference to consistency with Palm Tran for the loading zones.
<u>Policy 2.1.3</u> Encourage provisions for bus transit operation in major new private development by inclusion of bus transit operation considerations in approval and permitting process.	This policy has not had the focus needed to determine what provisions would be required for new development. Since bus operations have initiated in the Town, considerations for current routes have been incorporated in the approval process.	This policy needs to be a major requirement for any transit oriented development, or any redevelopment along Indiantown Road. Reference to this policy should be encouraged in the Future Land Use Element Infill policy 1.13.3. Further, specific provisions for bus or other transit operations such as a uniform shelter program should be recommended.
<u>Policy 2.2.1</u> Prepare and adopt a comprehensive bicycle and pedestrian master plan by June 2000.	The Town has prepared and adopted a pedestrian master plan.	This policy needs to be amended to state the adopted plan will be updated as necessary and that it will be integrated into the goals, objective and policies of any mass transit plans and transit oriented-development plans.
<u>Policy 2.2.4</u> Require developers to provide bicycle facilities and sidewalks in proposed developments as appropriate for internal circulation and connection to external facilities by requiring these facilities before site plan approval.	This policy has been implemented thru site plan approvals as required by the Bike path/Pedestrian Master Plan and the Land Development Regulations.	This policy needs to be a requirement of any transit oriented-development. The facilities and connections should be required as a part of a site plan approval, but not prior to site plan approval.

<b>Objective or Policy</b>	<b>Comments</b>	<b>Recommendation</b>
<p><u>Policy 3.2.8</u> The Town shall exercise one or more of the following options to mitigate future level of service deficiencies:</p> <ul style="list-style-type: none"> <li>A. Constrained Roadway at a Lower Level of Service (CRALLS)</li> <li>B. Road and intersection improvements</li> <li>C. Corridor studies; and/or ART-PLAN (arterial analysis)</li> </ul>	<p>The Town has utilized all of the options available in this policy to mitigate future level of service standard deficiencies.</p>	<p>This policy should be amended to include mass transit and multi modal improvement plans as options to mitigate future LOS standard deficiencies.</p>
<p><u>Policy 3.3.4</u> Investigate alternatives to transportation improvements that may encourage or subsidize increased development in coastal high hazard areas or in identified environmentally sensitive areas such as wetlands, floodways or productive marine areas.</p>	<p>Since the 1998 EAR the Town has maintained the existing lane configurations for local roadways in the Coastal High Hazard Area (CHHA) and coordinated with the County and the State to encourage the same on roadways under their jurisdictions.</p>	<p>This policy should be amended to include mass transit improvement programs as specific alternatives to transportation improvements within the CHHA.</p>
<p><u>Policy 3.5.4</u> Encourage the use of a shuttle bus program, whenever possible, along the Indiantown Road corridor.</p>	<p>The Town assisted with the location of the Palm Tran route to provide access to Indiantown Road from Military to Central Boulevard utilizing Military Trail as a connector to the Palm Beach Gardens Mall. The new route includes Abacoa's Town Center and Town Hall, connecting them with the rest of the transit facilities in the County. Also, the Town has developed an internal Town trolley service that focuses on basic shopping, medical and civic needs near Indiantown Road and provides direct connection with the Palm Tran route.</p>	<p>This policy should be amended to include more corridors in light of the development of a bus route along Indiantown Road and a local trolley accessing the area around Indiantown Road and the future extension of Tri Rail to the Town.</p>
<p><u>Policy 3.5.7</u> Provide for transit facilities along Indiantown Road at convenient pedestrian locations.</p>	<p>The Town has not provided for facilities along Indiantown road for transit</p>	<p>This policy should be amended to be more specific to meet the needs</p>

Objective or Policy	Comments	Recommendation
	stops, but has been working with Palm Tran to make necessary improvements.	of the Palm Tran route and local Trolley route. Transit facilities, such as a uniform shelter program, should also be provided along Military for Palm Tran and for the Trolley. Transit facilities must also be connected to pedestrian pathways to internal and external land uses.
<u>Policy 4.14</u> By 2003, the Town will complete a mass transit study.	The Town has completed the study, performed by the Metropolitan Planning Organization in 2003, also known as the Community Transit Study.	This policy needs to be updated to provide for the maintenance, continued growth and implementation of the plan.

### 3.6.3.3 Conservation Element

The following Conservation objective and implementing policies are relevant to the major issue of developing a transit ready community and should be analyzed.

Objective or Policy	Comments	Recommendation
<u>Policy 1.7.1</u> In accordance with Section 163.3202, F.S., the Town shall continue to maintain land development regulations to provide for fuel saving techniques such as promoting car pooling, public transit, bicycling, and pedestrian walkways.	The Town has utilized the provisions of this policy since the 1998 EAR to encourage public transit, bicycling and pedestrian activity through traditional neighborhood design and the development of local trolley service.	This policy should be amended to specifically include traditional neighborhood design and transit-oriented development regulations as a means to protect air quality.
<u>Policy 1.7.2</u> The Town will implement a bike path/pedestrian walk master plan that shall reduce reliance upon automotive travel.	The Town is implementing the plan through CIP projects and development approval requirements.	This bike path/pedestrian walk master plan should be updated as referenced in the Transportation Element section of the EAR.

### 3.6.4 Recommended Changes to the Comprehensive Plan

In addition to the recommendations regarding the effect of specific objectives and policies on implementing the Community Transit Study included in the previous section, the Future Land Use, Transportation, Housing and Intergovernmental Coordination Elements should be revised to provide for the development of a transit ready community.

Specific recommendations are detailed below. These do not constitute the EAR-based amendments; those will be filed after the EAR has been found sufficient by DCA. The actual EAR-based amendments may differ from the suggestions presented in this section.

#### **3.6.4.1 Future Land Use Element**

In addition to amending Policies 1.4.4 and 1.16.1 to include transit ready goals, an objective should be added to Goal 1 requiring the development of transit supported land uses (which may include transit-oriented development) and associated land development regulations by 2012. Implementing policies to achieve the following should be added to this new objective:

- Encourage greater densities and intensities around regional transit and local bus stations;
- Develop criteria that would guide the location of transit-oriented developments.

Specific criteria contained in these policies will need to be consistent with the general definition of transit villages. As stated in *Transit Villages in the 21<sup>st</sup> Century*, these villages should be inviting places to walk, which should include a mix of land uses, with some housing built above ground floor shops that can encourage walking. Regulations should include alternate transit friendly design, such as narrow tree lined streets, wide sidewalks, and an absence of large surface parking lots and large building setbacks.

#### **3.6.4.2 Transportation Element**

In addition to amending the previously identified Transportation Element policies to create a more “transit ready” community, an objective should be added to Goal 2. This goal pertains to providing future public transportation options for residential and non-residential uses. The new objective should commit to establishing a framework to create a “transit-ready” community, capable of supporting the development of transit-oriented developments by 2012. Implementing policies to achieve the following should be added to this new objective:

- Continue developing multi-modal transportation linkages system;
- Encourage the development of a Town parking program to provide caps on the amount of off-street parking to encourage modal shifts and less dependency on automobile access;
- Encourage the development of a streetscape pattern to categorize and address the pedestrian feel of the different classification of Town roadways;
- Encourage roundabouts at selective intersections, in order to provide efficient intersections and a pedestrian friendly environment.

#### **3.6.4.3 Housing Element**

The objective of a TOD is to create a diversity and intensity of housing and employment so that more residents will not be required to travel long distances to and from work and shopping opportunities. An affordable housing policy should encourage greater diversity in TODs in order to provide greater mobility and flexibility for those that have been historically forced to commute

long distances by automobile. Typically this hub of activity is ¼ mile in radius around transit stations and is known as a “transit village”.

The primary benefit to providing a congregation of a diversity of housing, jobs, shops and other activities around transit stations is that transit ridership is likely to increase and begin to pay for itself. The transit village must also be an alternative suburban community, calling for a mix of housing suited to a range of incomes and lifestyle preferences, (e.g., condominiums, townhomes, duplexes, apartments, and single-family units).<sup>5</sup>

The role of density is also a major factor in the relationship between transit use and urban form. The overall housing density per acre, the overall employment density per acre and the compactness of urban form around transit is the most significant factor for determining transit demand. Residential densities influence commuter mode and auto independent choices, transit trips per person and proportion of personal trips by transit. Several articles of work suggest that transit trips per person are strongly related to increased density and compactness. Although it is possible for transit to function in low density communities, as seen in Ottawa, Canada, they are much more expensive to run than is customarily budgeted for in the United States.<sup>6</sup>

The Town should add a policy to Objective 1.1. This objective provides for the affordable housing to meet the present and anticipated future need of Town residents. The new policy should provide opportunities for density bonuses in transit villages for the development of affordable/workforce housing. A policy should also be added to Objective 1.3. This objective provides for adequate sites and public services to accommodate the needs of families for affordable/workforce stating that affordable housing for very low and low income households should be made available in proximity to public transit stations.

#### **3.6.4.4 Intergovernmental Coordination Element**

Two new policies should be added to Objective 1.1. This objective provides for coordination of impacts of development in the Town upon development in adjacent municipalities, counties, the region and the State. One new policy should state the Town will coordinate with Tri-Rail, the Treasure Coast Regional Planning Council (TCRPC), Palm Tran and the Palm Beach County MPO with regard to the siting of a Tri-Rail Station and expansion of Palm Tran bus service in the Town. The second new policy should state the Town will coordinate with the TCRPC to develop a study which encourages the development of transit supportive land uses or TODs proximate to Tri-Rail stations in the Town.

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<sup>5</sup> “Transit Villages in the 21<sup>st</sup> Century”, by Michael Bernick and Robert Cervero, page 9

<sup>6</sup> “Transit and Urban Form”, TCRP Report #16. Volume 1, of the Transit Cooperative Research Program, sponsored by the Federal Transit Administration and published by the Transit Research Board, National Research Council, 1996, Page 11

### **3.7 APPLY STATE STATUTORY CHANGES TO IMPROVE THE SCHOOL CONCURRENCY PROCESS**

#### **3.7.1 Introduction to the Major Issue**

As the population of the Town continues to increase, there have been challenges in assuring the existing school concurrency process does not result in over-capacity issues at schools located within the Town boundaries. Incorporation of the State statutory changes adopted in 2005, first require amendments to the Palm Beach County Public School Concurrency Interlocal Agreement. Once the Interlocal Agreement is amended, each party to the agreement must then amend the objectives and policies of their Comprehensive Plan Public School Facilities Element (PSFE). The 2005 statutory changes generally consist of the following:

- Addition of enabling language for a Long-Term (10 years) School Concurrency Management Plan;
- Adds a 15-year Capital Improvements Schedule for school facilities if 10-year Plan has a backlog;
- Eliminate the requirement that school concurrency only becomes effective when all local governments have amended their Comprehensive Plan to include related amendments;
- The Concurrency Service Area (CSA) map and justification can be removed as adopted information from the PSFE and can be considered data and analysis;
- Eliminate the prohibition against exacting mitigation requirements if there is capacity in an adjacent CSA and to add a requirement that “development impacts shall be shifted to contiguous service areas with schools having available capacity;
- Amendment that states concurrency is satisfied if a developer has a “commitment to provide mitigation proportionate to demand for facilities to be created by” the project;
- Eliminate the option to suspend school concurrency under certain circumstances.

A detailed analysis of these changes is contained in this report in the Public School Facilities Element assessment (Section 4.10).

The current major issue pertains to what Comprehensive Plan amendments will need to be adopted to incorporate the State statutory changes (adopted in 2002) into the Town’s Comprehensive Plan. These statutory changes include the following:

- Coordination with the School District to provide for the use of public schools (located outside of Palm Beach County’s Coastal High Hazard Area [CHHA]) to serve as emergency shelters;
- Evaluation by the Town of the success of coordinating residential development with school capacity, including the capacity of facilities identified in the School District of Palm Beach County’s 5-year facilities work plan and its intergovernmental coordination process for collaborative school planning;
- An evaluation of the success in executing and implementing the Palm Beach County Interlocal Agreement to establish public concurrency.

Implementing these changes will require the addition of policies to the Future Land Use, Coastal Management and Intergovernmental Coordination Elements of the Town's Comprehensive Plan.

### ***3.7.2 Community, Economic, and Environmental Impacts***

#### **3.7.2.1 Community Impacts**

The National Hurricane Center has forecasted active hurricane seasons for the Atlantic Ocean basin for the next 10 to 15 years. As a coastal community with a significant population within the CHHA, the ability of the Town to potentially identify public schools as additional emergency shelters will enhance the community. In addition, continuing to work closely with the School District to plan for public schools in the Town will provide residents with assurances that the Town places a high priority on this important community attribute.

#### **3.7.2.2 Economic Impacts**

If public school facilities for Town residents are not planned for in an efficient manner, it could have a negative effect on the Town's economy. Existing and future Town residents would be more likely to live in other communities if the schools that their children will be attending are overcrowded and/or the school boundaries create longer than acceptable commute times. This decreased desirability of the Town because of inadequate provision of public schools could result in decreased residential property tax revenues.

#### **3.7.2.3 Environmental Impacts**

One potential problem associated with inefficient public school planning is the resulting traffic jams during student morning drop-offs and afternoon pick-ups. The resulting excessive idling of vehicle engines could result in increased air pollution in the Town.

### ***3.7.3 Relevant Comprehensive Plan Elements***

As well as looking at the impacts on the community, economics, and environment, Chapter 163, F.S. requires that any issue identified within the EAR should also be analyzed with regard to its impacts on the existing elements and objectives of the Comprehensive Plan.

The State statutory changes related to public school planning adopted in 2002 effect existing policies in the following elements of the Town's Comprehensive Plan:

- Coastal Management
- Intergovernmental Coordination

The policies in these elements will need to be amended to provide coordination with the School District of Palm Beach County to designate, as appropriate, schools outside of the County's coastal high hazard zone to serve as emergency shelters.

### 3.7.3.1 Coastal Management Element

The following objective and implementing policies in the Coastal Management Element will need to be amended, to incorporate into the Comprehensive Plan the 2002 State statutory changes related to public school planning:

Objective or Policy	Comments	Recommendation
Objective 2.2: To provide for public safety during emergency evacuation by maintaining or reducing the Town's buildout emergency evacuation clearance time and maintaining an adequate emergency evacuation roadway system.	This objective was amended in 2003 to include reference to a "built-out" emergency evacuation clearance time. The established time of 12 hours for a category 3 hurricane was based on study, which has previously been identified in this report. The computer model utilized in the study is interactive and capable of evaluating the effects new developments on the built-out time.	This objective should be amended to include providing for adequate emergency shelters located outside of the CHHA.
<u>Policy 2.2.7</u> Emergency technical data reports and plans used in emergency management for hurricanes, floods, nuclear power plant emergencies and other emergencies should be updated annually to reflect changes in population size and distribution, location of high-risk populations, adequacy of transportation systems and shelters and the latest scientific findings affecting emergency management.	Since the 1998 EAR, the Town has continued to review all emergency technical data reports and plans subsequent the end of a hurricane season and updates are incorporated prior to the next season.	This policy should be amended to specifically include public schools outside of the CHHA as emergency shelters.
<u>Policy 2.2.8</u> Public information should continue to be developed and disseminated by the Palm Beach County Emergency Management Director on who should evacuate, how to evacuate and what services are available for the population in a hurricane.	The Town's emergency operations center was opened in 2002 and through this facility, the Town continues to work closely with the Palm Beach County Division of Emergency Management to communicate all relevant public information during a declared emergency.	This policy should be amended to include reference to the location and availability of emergency shelters, which includes public schools outside of the CHHA.

### 3.7.3.2 Intergovernmental Coordination Element

Certain implementing policies in the Intergovernmental Coordination Element will need to be amended, to incorporate into the Comprehensive Plan the 2002 State statutory changes related to public school planning.

Objective or Policy	Comments	Recommendation
<p>Implementing Coastal Management Policy: Safe evacuation from areas of risk during hurricanes.</p> <p><u>Policy 1.1.43</u> The Town will coordinate its efforts with those of the Palm Beach County Emergency Management Division to assure safe evacuation of those people who are at risk during hurricanes.</p>	<p>The Town continues to actively coordinate with the County's Division of emergency management and Town staff is currently serving on three Local Mitigation Strategy subcommittees.</p>	<p>This policy should be amended to include coordination with the School District of Palm Beach County.</p>
<p><u>Policy 2.2.3</u> The Town will coordinate with Palm Beach County and the Palm Beach School District in order to develop population projections for future school needs.</p>	<p>Since the execution of the Public School Concurrency Interlocal Agreement in 2001, Town staff has worked closely with the School District's demographer to develop annual school age population projections to meet future school needs.</p>	<p>No changes are recommended for this policy.</p>

### 3.7.4 Recommended Changes to the Comprehensive Plan

In addition to the recommendations to implement the 2002 statutory changes to improve the school concurrency process, the Future Land Use, Coastal Management and Intergovernmental Coordination Elements should be revised to provide for the implementation of this major issue.

Specific recommendations are detailed below. These do not constitute the EAR-based amendments; those will be filed after the EAR has been found sufficient by DCA. The actual EAR-based amendments may differ from the suggestions presented in this section.

#### 3.7.4.1 Future Land Use Element

A new policy should be added to Objective 1.14. This objective provides for joint planning procedures between the Town and the School District, for coordination and development of public school facilities in the Town concurrent with residential development and other services. The new policy should state based on the evaluation of the success of coordinating residential development with school capacity and school age population projections to determine if school

boundary changes are warranted, the Town will propose amendments, as necessary, to the Palm Beach County Public School Interlocal Agreement.

#### **3.7.4.2 Coastal Management Element**

In addition to amending Objective 2.2 to include emergency shelters outside of the CHHA and Policies 2.2.7 and 2.2.8 to include public schools outside the CHHA as potential emergency shelters, a policy should be added to Objective 2.2. The new policy should provide for coordination between the Town and the School District of Palm Beach County to identify public schools outside of the CHHA, which could serve as additional emergency shelters during a declared emergency.

#### **3.7.4.3 Intergovernmental Coordination Element**

In addition to amending Policy 1.1.43 (which provides for coordination with the Palm Beach County Emergency Management Division regarding hurricane evacuations) to include coordination with the School District of Palm Beach County, a new policy should be added to Objective 2.2. This objective provides for the establishment, and specific means of, coordination with adjacent local governments and other service providers. The new policy should state the Town will coordinate with all parties of the Palm Beach County Public School Interlocal Agreement in the event it is determined that an amendment to the agreement is necessary, based on the evaluation of the success of coordinating residential development with school capacity.

### **3.8 VACANT LAND ANALYSIS THROUGH BUILDOUT TO DETERMINE APPROPRIATE LAND USES**

*“The need to inventory existing vacant lands, and land projected to be annexed into the Town by buildout, to determine the optimal types and balance of land uses that will be appropriate.”*

#### **3.8.1 Introduction to the Major Issue**

With a minimal amount of remaining vacant land in the Town (including land anticipated to be annexed into the Town by buildout), it is important to determine what the optimal mix of land uses should be on these properties. As stated in the Vacant Land for Future Development section of this report, the remaining vacant land in the Town only represents approximately 4.7 percent of the total land area of 22.1 square miles. As noted in the Town’s Strategic Plan 2005→2010→2020, an objective of the “Jupiter as a Livable Community” goal is to buildout consistent with the Town’s Vision, Plans, Policies and Standards. One key component of the Town Vision pertaining to vacant lands analysis is *Having Economic Opportunities* and some of the identified primary means of achieving these opportunities are as follows:

- High tech/high paying job opportunities;
- Opportunities to work near home.

Another component of the Town Vision related to vacant land is *Enhancing the Town’s Living Infrastructure* and some of the identified primary means of achieving this enhancement are as follows:

- Open and green spaces throughout Town;
- Preservation and maintenance of natural areas.

This major issue will focus on the high tech/high paying job opportunities use for the remaining vacant lands in the Town. The workforce housing use for remaining vacant lands is addressed in major issue 3.5 (*Increased Workforce Housing Options for Low and Moderate Income Families*) of this report. The open and green spaces throughout the Town use for the remaining vacant lands is addressed in major issue 3.2 (*Implementation of \$17 Million Environmental and Open Space Land Acquisition Program*).

#### **3.8.2 Community, Economic, and Environmental Impacts**

##### **3.8.2.1 Community Impacts**

Planning for workforce housing in the Town near diversified employment opportunities, will have positive community impacts. Existing and future residents will gain an enhanced sense of community when they are able to live and work within the Town.

**3.8.2.2 Economic Impacts**

As traditional automobile transportation related costs continue to rise, the ability to work and live within the community will have positive economic impacts for Town residents. Further, diversification of the existing Town tax base with the addition of high tech businesses will also have a positive effect on the Town’s financial feasibility.

**3.8.2.3 Environmental Impacts**

As previously mentioned in this report, the reduction of future traffic trips associated with co-locating jobs and workforce housing will mean less auto exhaust emissions, which will improve the overall air quality. Additionally, increasing the amount of naturally preserved properties will help enhance the existing parks, greenways, blueways and open spaces in the Town.

**3.8.3 Relevant Comprehensive Plan Elements**

As well as looking at the impacts on the community, economics, and environment, Chapter 163, F.S. requires that any issue identified within the EAR should also be analyzed with regard to its impacts on the existing elements and objectives of the Comprehensive Plan.

As noted in the introduction to this major issue, the main focus on developing the small amount of vacant land in the Town will be providing opportunities for high tech uses, workforce housing and open and green spaces. Within this major issue, achieving this mix of uses will require the evaluation and amendment of existing objectives and policies in the Future Land Use Element.

**3.8.3.1 Future Land Use Element**

The certain Future Land Use Element objectives and implementing policies will need to be amended to assist in achieving the proper mix of uses on the remaining vacant properties in the Town.

Objective or Policy	Comments	Recommendation
Objective 1.4. - The Town’s economic base shall be expanded by promoting commercial and industrial activities as planned on the Future Land Use Map, by annexing new areas for future growth and by ensuring adequate sites and timely provision of public utilities and services to stimulate such growth.	Since the 1998 EAR, the Town has annexed some properties that were assigned with the Commercial land use. All of these properties were within the County’s urban service area boundary.	This objective should be amended to specifically promote bio-tech and high-tech uses. In addition, given that nearly all lands within the future annexation area are residential in use, the reference to “annexing new areas for future growth” should be removed from this policy.

Objective or Policy	Comments	Recommendation
<u>Policy 1.4.5</u> The Town shall encourage economic development in order to provide for the use and extension of urban services and needs in an efficient and economical manner and discourage the proliferation of urban sprawl.	See comments for Objective 1.4 above.	No changes are recommended for this policy.
<u>Policy 1.4.7</u> The Town shall ensure that an adequate amount of land is available for industrial and commercial uses. The location of available sites are to be placed on the Future Land Use Map.	Most of the vacant land that had Commercial and Industrial land use designations at the time of the 1998 EAR still retain these designations.	This policy should be amended specifically include bio-tech and high-tech and delete the last sentence.
<u>Policy 1.4.8</u> The Town shall maintain land development regulations that provide for diversity in industrial development which is consistent with the needs of the community.	In 2005, the Town created a new Industrial, High Technology Limited zoning district. In 2002, certain commercial zoning districts were amended (consistent with amendments to the Commercial land use category) to include bio-tech and high-tech uses as permitted uses.	This policy should be amended to identify bio-tech and high-tech as specific types of industrial development.
Objective 1.5 - The Town's annexation program shall be based on the criteria and priorities identified in the "Future Annexation Study", as amended.	This objective remains relevant.	No changes are recommended for this objective.
<u>Policy 1.5.1</u> The study shall be updated, as needed, by the Jupiter Community Development Department.	See comments for Objective 1.5.	This policy should be amended to remove the reference to the Community Development Department and replace it with the Department of Planning and Zoning.

### ***3.8.4 Recommended Changes to the Comprehensive Plan***

In addition to the recommendations regarding the effect of specific objectives and policies will have on determining the optional uses on the Town's remaining vacant lands included in the previous section, the Future Land Use and Intergovernmental Coordination Elements should be revised to provide for the implementation of this major issue.

Specific recommendations are detailed below. These do not constitute the EAR-based amendments; those will be filed after the EAR has been found sufficient by DCA. The actual EAR-based amendments may differ from the suggestions presented in this section.

#### **3.8.4.1 Future Land Use Element**

In addition to amending Objective 1.4 and Policies 1.4.7 and 1.4.8 to further identify commercial and industrial activities as bio-tech and high-tech, policies should be added to Objectives 1.4 and 1.5. Objective 1.4 pertains to economic development in the Town. A policy should be added to this objective to encourage the development of workforce housing on remaining vacant properties of sufficient size. Objective 1.5 pertains to the Town's Future Annexation Study. A policy should be added to this objective that states future annexation of enclaves east of the I-95 Expressway should be evaluated for the appropriateness of redevelopment to provide workforce housing.

#### **3.8.4.2 Intergovernmental Coordination Element**

Three new policies should be added to Objective 1.1. This objective provides for coordination of impacts of development in the Town upon development in adjacent municipalities and Palm Beach and Martin Counties. The first new policy should be included in the Future Land Use Element section and commit the Town to coordinate with Palm Beach County to provide for the efficient delivery of municipal services when unincorporated enclaves east of the I-95 expressway are annexed into the Town. The second new policy should provide for coordination with Palm Beach County's workforce housing program to increase the stock of workforce housing in the Town. The final new policy should recognize the value of the Florida Atlantic University (FAU) and provide for coordinating programs and partnerships with FAU pertaining to development of remaining vacant lands in the Town.

### 3.9 REEVALUATE ADOPTED LEVEL OF SERVICE STANDARDS TO ENSURE ADEQUATE PUBLIC SERVICES AT BUILDOUT

*“The need to reevaluate adopted level of service standards in the Town (consistent with Section 163.3180, Florida Statutes [F.S.]) to ensure adequate public services will be available at buildout and beyond (2025), including future annexation areas.”*

#### 3.9.1 Introduction to the Major Issue

As the Town approaches buildout within the next 10 years, there is a need to reevaluate all adopted LOS standards related to public services and facilities to ensure these services and facilities will be available at adequate levels at buildout and beyond (2025). This analysis will also include future annexation areas, and with specific regard to recreation facilities adopted LOS standards, the nearby areas of unincorporated Palm Beach County, the southern portion of Martin County, and the adjacent local communities of Jupiter Inlet Colony, Tequesta and Juno Beach (the Greater Jupiter Area). Table 30 below provides a breakdown of the combined population projections (5-year increments) from 2010 through 2025:

Table 30 – Greater Jupiter Area Population Projections 2010 through 2025<sup>1</sup>

<b>Incorporated &amp; Unincorporated Areas</b>	<b>2005<sup>2</sup></b>	<b>2010</b>	<b>2015</b>	<b>2020</b>	<b>2025</b>
<i>Town of Jupiter</i>	48,269	53,849	58,825	63,785	63,785
<i>Village of Tequesta</i>	5,702	5,862	6,085	6,422	6,744
<i>Town of Juno Beach</i>	3,600	3,682	3,932	4,170	4,379
<i>Jupiter Inlet Colony</i>	381	383	400	423	444
<i>Unincorporated Palm Beach Co.:</i>					
<i>Enclaves East of Highway Alt. A1A</i>	7,246	7,600	7,956	8,411	8,822
<i>Enclaves West of Highway Alt. A1A &amp; East of I-95</i>	3,077	3,109	3,152	3,239	3,321
<i>All areas West of I-95 (Including Jupiter Farms)</i>	17,107	18,528	19,553	20,546	21,433
<i>Martin Co. (South County Planning Area - West<sup>3</sup>)</i>	517	525	540	555	575
<i>Martin Co. (South County Planning Area - East)</i>	4,618	4,920	5,166	5,416	5,747
<i>Non-Jupiter Totals</i>	42,248	44,609	46,784	49,182	51,465
<b><i>Combined Greater Jupiter Totals</i></b>	<b>90,517</b>	<b>98,458</b>	<b>105,609</b>	<b>112,967</b>	<b>115,250</b>

The population projection information in Table 30 indicates the 2025 non-Jupiter projected population accounts for 41.8 percent of the total Greater Jupiter Area projection. Because of this significant percentage, it is important to determine what potential effects the non-residential population will have on the adopted LOS standards of public services and facilities provided by the Town.

<sup>1</sup> Based on population projections from Palm Beach and Martin Counties

<sup>2</sup> Current estimated population

<sup>3</sup> Includes Section 28 and Island Country Estates

### ***3.9.2 Community, Economic, and Environmental Impacts***

#### **3.9.2.1 Community Impacts**

As the North Palm Beach County and South Martin County nears buildout in the next 10 to 15 years, it is important to determine what community impacts the Greater Jupiter Area 2025 projected population will have on public facilities and services, with an emphasis on recreation facilities. Adopted LOS standards that are not evaluated and amended as necessary in response to this 2025 projected population, could result in negative impacts to the community in the form of overcrowded recreation facilities and unacceptable levels of service for other facilities such as potable water and sanitary sewer.

#### **3.9.2.2 Economic Impacts**

The Town's ability to provide public facilities and services to its businesses and residents is a critical component of its economic development through buildout and beyond. As businesses are conducting research into the pros and cons of locating in the Town, a clear indication of the Town's ability to provide adequate public services is a critical component of this research process. Likewise, the residential desirability of the Town is largely contingent on the municipality's ability to provide adequate public services.

#### **3.9.2.3 Environmental Impacts**

Public facilities and services which are operating in excess of their adopted LOS standards will most likely result in negative environmental impacts. An example of a negative impact is an increase of litter due to overcrowded recreation facilities. Ensuring public facilities and services are available within adopted LOS standards will help preserve the many environmental assets within the Town.

### ***3.9.3 Relevant Comprehensive Plan Elements***

As well as looking at the impacts on the community, economics, and environment, Chapter 163, F.S. requires that any issue identified within the EAR should also be analyzed with regard to its impacts on the existing elements and objectives of the Comprehensive Plan.

After reviewing what effects the Greater Jupiter Area 2025 projected population will have on the Town's adopted LOS standards, objectives and policies of the following elements of the Comprehensive Plan will need to be amended:

- Transportation
- Recreation
- Infrastructure
- Intergovernmental Coordination
- Capital Improvements

With specific regard to the adopted LOS standards for parks and recreation facilities in the Town, planning for the effects of the Town's 2025 projected population, plus the population projected for the Palm Beach County unincorporated enclaves areas west of Highway Alt. A1A and East of I-95 (3,321) will have on these facilities is key to maintaining them at acceptable levels.

### 3.9.3.1 Recreation and Open Space Element

Certain objectives and implementing policies within the Recreation and Open Space Element will need to be amended in order to incorporate the needed changes to the adopted LOS standards for recreational facilities to maintain acceptable standards at buildout of the Town. The necessary changes to these standards have been analyzed in section 2.4.4 of this report.

Objective or Policy	Comments	Recommendation
Objective 1.1. - Ensure that enough land and facilities are available to meet the current and future recreational needs of Town residents through 2000, as measured by adopted Town standards.	The Town has continued to build new recreation facilities and utilize available State grant monies to purchase property for future facilities.	This objective should be amended to reflect a new long-term planning period (2025).
Policy 1.1.1 Maintain a reserve of land adequate to meet the community park needs of current and future residents through 2010, as measured by adopted recreation level-of-service standards. This shall include acquisitions of new land when necessary.	See response for Objective 1.1.	This policy should be amended to reflect a new long-term planning period (2025).
Policy 1.1.2 The Town's Recreation Department shall maintain a plan for identifying and correcting deficits in the neighborhood park system. This plan shall: document existing deficits in neighborhood recreational facilities, according to adopted Town recreation standards; outline a joint public/private approach to providing the facilities and sites needed to meet the identified need by the year 2010; identify financing sources necessary to implement the plan; include an implementation plan.	Since the last EAR in 1998, the Town's Parks and Recreation Department has identified and coordinated the needed capital improvement funding to correct deficits in the neighborhood park system, according to adopted recreational level of service standards. The plan to accomplish these improvements included the Town's <i>Neighborhood Enhancement Program</i> , which is a community-based	As with Objective 1.1 above, this policy should be amended to reflect a new long-term planning period (2025). In addition, the policy should be amended to correctly identify the Parks and Recreation Department.

Objective or Policy	Comments	Recommendation																										
	partnership between the Town and its residents to address neighborhood issues by developing and implementing neighborhood improvement plans.																											
<p>Policy 1.1.9 Recreation impacts of development shall be measured by adopted Town level-of-service standards for recreation and parks as follows:</p> <table border="1" data-bbox="159 640 626 1585"> <thead> <tr> <th colspan="2">Recreation Facility Standards</th> </tr> <tr> <th>Activity</th> <th>Facility per Population</th> </tr> </thead> <tbody> <tr> <td>Tennis</td> <td>1 court per 4,000</td> </tr> <tr> <td>Baseball</td> <td>1 field per 6,000</td> </tr> <tr> <td>Softball</td> <td>1 field per 6,000</td> </tr> <tr> <td>Football</td> <td>1 field per 12,000</td> </tr> <tr> <td>Soccer</td> <td>1 field per 6,000</td> </tr> <tr> <td>Basketball</td> <td>1 court per 5,000</td> </tr> <tr> <td>Racquetball/Handball</td> <td>1 court per 4,000</td> </tr> <tr> <td>Resource-based Park</td> <td>1 park per 50,000</td> </tr> <tr> <td>Exercise Trail</td> <td>1 trail per 15,000</td> </tr> <tr> <td>Swimming Pool</td> <td>1 pool per 50,000</td> </tr> <tr> <td>Community Center *</td> <td>1 square foot per person</td> </tr> </tbody> </table> <p>* expansion or addition is planned in increments of 25,000 sq. ft.</p>	Recreation Facility Standards		Activity	Facility per Population	Tennis	1 court per 4,000	Baseball	1 field per 6,000	Softball	1 field per 6,000	Football	1 field per 12,000	Soccer	1 field per 6,000	Basketball	1 court per 5,000	Racquetball/Handball	1 court per 4,000	Resource-based Park	1 park per 50,000	Exercise Trail	1 trail per 15,000	Swimming Pool	1 pool per 50,000	Community Center *	1 square foot per person	<p>Since the last EAR in 1998, the Town has continued to utilize the Recreation Facility Standards to determine what new facilities are necessary to maintain the adopted level of service standards. The Town has built a new skate park, soccer fields and a community center (65,000 s.f.) which includes two gymnasiums, an auditorium, a stage, a game room, a dance room, an art room and a children's room.</p>	<p>This policy will need to be amended to accommodate the necessary changes to the adopted LOS standards contained in section 2.4.4 of this report.</p>
Recreation Facility Standards																												
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Exercise Trail	1 trail per 15,000																											
Swimming Pool	1 pool per 50,000																											
Community Center *	1 square foot per person																											
<p>Policy 1.1.10 - The Towns shall maintain an adopted level of service standards for recreation and parks which reflects the relatively youthful character of Jupiter, yet be cognizant of the growing needs of</p>	<p>The Parks and Recreation Department currently offers a variety of activities for the Town's senior citizens including dances, concerts, socials, bridge, Mah-jongg,</p>	<p>No changes are recommended for this policy.</p>																										

Objective or Policy	Comments	Recommendation
the Town's retired citizens.	softball and field trips to area cultural attractions.	
<u>Policy 1.1.11</u> The Town's adopted level of service standards for recreation and parks shall provide for facilities that benefit each age, social and economic group, and recreational preference of Town residents.	As previously mentioned, the Town offers a variety of facilities that benefit all Town residents of different ages and social and economic groups.	No changes are recommended for this policy.
<u>Policy 1.1.16</u> The Town shall continue to maximize use of state and other governmental funds and private funds to purchase and develop parks and recreational sites and facilities that will maintain or exceed the Town's adopted level of service standards.	Since the 1998 EAR, the Town has received numerous grants through the Community Development Block Grant program and the Florida Communities Trust to help leverage additional funds to purchase and develop parks and recreational sites and facilities.	No changes are recommended for this policy.

### 3.9.3.2 Infrastructure Element

The following policy within the Infrastructure Element may need to be amended in order to maintain adopted level of service standards at buildout of the Town.

Objective or Policy	Comments	Recommendation								
<p>Policy 1.4.4 - The following level of service standards are hereby adopted and shall be used as the basis for determining the availability of facility capacity and the demand generated by a development:</p> <table border="1" data-bbox="204 1566 662 1883"> <thead> <tr> <th data-bbox="204 1566 383 1619">Facility</th> <th data-bbox="383 1566 662 1619">LOS Standard</th> </tr> </thead> <tbody> <tr> <td data-bbox="204 1619 383 1703">Sanitary Sewer</td> <td data-bbox="383 1619 662 1703">85 gallons per capita per day</td> </tr> <tr> <td data-bbox="204 1703 383 1787">Solid Waste</td> <td data-bbox="383 1703 662 1787">7.1 pounds per capita per day</td> </tr> <tr> <td data-bbox="204 1787 383 1883">Drainage Facilities</td> <td data-bbox="383 1787 662 1883"></td> </tr> </tbody> </table>	Facility	LOS Standard	Sanitary Sewer	85 gallons per capita per day	Solid Waste	7.1 pounds per capita per day	Drainage Facilities		<p>Since the 1998 EAR, the Town has continued to utilize the adopted LOS standards contained in this policy to determine if the listed services can be provided at acceptable levels to a proposed development. As noted in the Infrastructure Element analysis contained in this report, the current per capita demand for potable water is increasing. To help address this increased water consumption, the Town intends on adopting a</p>	<p>This policy will need to be amended to accommodate the necessary change to the solid waste adopted LOS standard contained in section 2.4.5 of this report.</p>
Facility	LOS Standard									
Sanitary Sewer	85 gallons per capita per day									
Solid Waste	7.1 pounds per capita per day									
Drainage Facilities										

Objective or Policy		Comments	Recommendation
Water Quality	Retention of the first half inch of the runoff from a 25-year, three-day duration storm event as per SFWMD Permit Manual IV	conservation-based water rate structure within 2006 to further promote efficient water usage as more extensive landscaping becomes commonplace while the Town's property values continue to increase dramatically.	
Water Quality	Wet detention of the greater of either; 1) one inch of runoff from the developed project; or 2) the total runoff from 2.5 times the impervious area of the project.		
Potable Water (Residential)	143 Gallons per Capita per Day		
Potable Water (Com./Ind.)	100 Gallons/Day/1,000 Square Feet		
In order to ensure that these level of service standards are maintained, methodologies for determining available capacity and demand shall incorporate appropriate peak demand coefficients for each facility and for the type of development.			

### 3.9.3.3 Intergovernmental Coordination Element

Certain policies within the Intergovernmental Coordination Element will need to be amended in order to maintain adopted level of service standards at buildout of the Town.

Objective or Policy	Comments	Recommendation
Policy 1.1.8 Jupiter shall continue to seek the cooperation of Palm Beach County in so far as its planning for development of the unincorporated portions of the Indiantown Road corridor east of	Since the adoption of the 1998 EAR, the Town has worked closely with the County regarding the annexation into Jupiter of unincorporated areas east of	No changes are recommended for this policy.

Objective or Policy	Comments	Recommendation
Interstate 95.	I-95. In addition, the Town and County have coordinated with each other related to informational meetings and annexation referendums for enclave neighborhood in this area.	
<u>Policy 1.1.9</u> Jupiter shall seek the involvement of the Treasure Coast Regional Planning Council to provide technical assistance and informal mediation among the Town and County in this joint planning effort, if necessary.	Since the adoption of the 1998 EAR, the Town has not required informal mediation services from the TCRPC.	No changes are recommended for this policy.
Objective 2.1 - Coordination in establishing level of service (LOS) standards for public facilities with the entity having operational responsibility for the facility:	The Town has worked with the entities having operational responsibility for the appropriate public facilities to ensure adopted LOS standards are maintained.	This objective should be amended to state coordination in maintaining adopted LOS standards through buildout of the Town and beyond (2025).
<u>Policy 2.1.1</u> Since the Town operates its own potable water system, the Town shall assure that potable water levels of service are consistent with its records of consumption. The Town shall coordinate with the Loxahatchee River Environmental Control District (ENCON) in establishing the sanitary sewer level of service standard. The Town shall coordinate with the Palm Beach County Solid Waste Authority in establishing the solid waste level of service standard. The Town shall coordinate with the Palm Beach and Martin counties' Transportation Departments and the U.S. and Florida departments of transportation in establishing level of service standards for roadways in the Town. The Town shall coordinate with the South Indian River and North Palm Beach	See response to Objective 2.1.	This policy should be amended consistent with the recommendation for Objective 2.1.

Objective or Policy	Comments	Recommendation
<p>Heights Water Control Districts, South Florida Water Management District, Northern Palm Beach Improvement District and the U.S. Army Corps of Engineers in establishing level of service standards for drainage.</p>		
<p>Objective 2.2 - Establish and maintain specific means of coordination with adjacent local governments and other service providers.</p>	<p>Where necessary, the Town has maintained necessary specific means of coordination with both local governments and providers.</p>	<p>No changes are recommended for this objective.</p>
<p><u>Policy 2.2.1</u> The Town shall pursue interlocal agreements with local governments that have identified or adopted future land use designations for adjacent unincorporated areas. These agreements would establish joint planning areas, pursuant to Chapter 163.3177, F.S. The Town shall encourage joint planning agreements that include as many of the following planning consideration as are applicable:</p> <ul style="list-style-type: none"> <li>• cooperative planning and review of land development activities within areas covered by the agreement;</li> <li>• specification of service delivery;</li> <li>• funding and cost sharing issues within joint planning areas; and</li> <li>• enforcement and implementation.</li> </ul>	<p>Since the adoption of the 1998 EAR, the Town has entered into 2 joint planning agreements and 11 interlocal agreements to provide the following:</p> <ul style="list-style-type: none"> <li>• roadway funding;</li> <li>• natural preserve planning;</li> <li>• potable water provision;</li> <li>• access to park facilities.</li> </ul>	<p>No changes are recommended for this objective.</p>

**3.9.3.4 Capital Improvements Element**

Certain objectives and policies within the Capital Improvements Element will need to be amended in order to maintain adopted level of service standards at buildout of the Town and beyond (2025).

Objective or Policy	Comments	Recommendation
<p>Objective 1.1 - The Town shall use the capital improvements element as a means to plan for its needs for capital facilities to meet existing deficiencies or accommodate future growth and replace obsolete or worn-out facilities. The measure of success in using this tool for planning capital facilities shall be the completion of capital facilities as stated in the five year schedule of capital improvements herein and the maintenance of adopted level of service standards as established in this Plan.</p>	<p>As mentioned earlier in this report, the Town routinely utilized its five-year capital improvements plan to plan for new facilities to meet existing deficiencies and future growth.</p>	<p>No changes are recommended for this objective.</p>
<p>Objective 1.2 - The Town shall coordinate land-use decisions and available or projected fiscal resources with a schedule of capital improvements which maintains adopted level of service standards and meets the existing and future facility needs. The measure of success in using this tool for planning capital facilities shall be the completion of capital facilities as stated in the five-year schedule of capital improvements herein and the maintenance of adopted level-of-service standards, as established in this Plan.</p>	<p>See response for Objective 1.1.</p>	<p>No changes are recommended for this policy.</p>
<p><u>Policy 1.2.1</u> The Town shall use the following level-of-service standards in reviewing the impacts of new and redevelopment upon provision public facilities and services:</p> <p><i>Sanitary Sewer</i> - 85 gallons per capita per day</p> <p><i>Solid Waste</i> - 7.1 pounds per capita per day</p> <p><i>Drainage</i> - Retention of the first half inch of the runoff of a 25-year, three-day storm event, as per SFWMD Permit Manual IV.</p> <p><i>Potable Water</i> –</p> <p>Residential Accounts - 143 gallons per day  Commercial Accounts - 100 gallons per day per 1,000 square feet</p> <p><i>Transportation Facilities</i> - The Town, in</p>	<p>With regard to the adopted LOS standards for public facilities and services, the Town has continued to utilize the adopted LOS standards contained in this policy to determine if the listed services can be provided at acceptable levels to a proposed development. As noted in the Infrastructure Element analysis contained in this report, the current per capita demand for potable water is increasing. To help address this</p>	<p>This policy will need to be amended to accommodate the necessary changes to the adopted LOS standard contained in sections 2.4.4 and 2.4.5 of this report.</p>

Objective or Policy	Comments	Recommendation																												
<p>cooperation with Palm Beach County and the Florida Department of Transportation, shall maintain a level of service D on all roads.</p> <p><i>Recreation Facility Standards -</i></p> <table border="1" data-bbox="155 443 721 1045"> <thead> <tr> <th colspan="2" data-bbox="155 443 721 480">Recreation Facility Standards</th> </tr> <tr> <th data-bbox="155 480 461 548">Activity</th> <th data-bbox="461 480 721 548">Facility per Population</th> </tr> </thead> <tbody> <tr> <td data-bbox="155 548 461 585">Tennis</td> <td data-bbox="461 548 721 585">1 court per 4,000</td> </tr> <tr> <td data-bbox="155 585 461 623">Baseball</td> <td data-bbox="461 585 721 623">1 field per 6,000</td> </tr> <tr> <td data-bbox="155 623 461 661">Softball</td> <td data-bbox="461 623 721 661">1 field per 6,000</td> </tr> <tr> <td data-bbox="155 661 461 699">Football</td> <td data-bbox="461 661 721 699">1 field per 12,000</td> </tr> <tr> <td data-bbox="155 699 461 737">Soccer</td> <td data-bbox="461 699 721 737">1 field per 6,000</td> </tr> <tr> <td data-bbox="155 737 461 774">Basketball</td> <td data-bbox="461 737 721 774">1 court per 5,000</td> </tr> <tr> <td data-bbox="155 774 461 812">Racquetball/Handball</td> <td data-bbox="461 774 721 812">1 court per 4,000</td> </tr> <tr> <td data-bbox="155 812 461 850">Resource-based Park</td> <td data-bbox="461 812 721 850">1 park per 50,000</td> </tr> <tr> <td data-bbox="155 850 461 888">Exercise Trail</td> <td data-bbox="461 850 721 888">1 trail per 12,000</td> </tr> <tr> <td data-bbox="155 888 461 926">Swimming Pool</td> <td data-bbox="461 888 721 926">1 pool per 50,000</td> </tr> <tr> <td data-bbox="155 926 461 984">Community Center *</td> <td data-bbox="461 926 721 984">1 square foot per person</td> </tr> <tr> <td colspan="2" data-bbox="155 984 721 1045">* expansion or addition in increments of 25,000 sq. ft.</td> </tr> </tbody> </table>	Recreation Facility Standards		Activity	Facility per Population	Tennis	1 court per 4,000	Baseball	1 field per 6,000	Softball	1 field per 6,000	Football	1 field per 12,000	Soccer	1 field per 6,000	Basketball	1 court per 5,000	Racquetball/Handball	1 court per 4,000	Resource-based Park	1 park per 50,000	Exercise Trail	1 trail per 12,000	Swimming Pool	1 pool per 50,000	Community Center *	1 square foot per person	* expansion or addition in increments of 25,000 sq. ft.		<p>increased water consumption, the Town intends on adopting a conservation-based water rate structure within 2006 to further promote efficient water usage as more extensive landscaping becomes commonplace while the Town's property values continue to increase dramatically. With regard to the recreation facility standards, the Town has continued to utilize the Recreation Facility Standards to determine what new facilities are necessary to maintain the adopted level of service standards. The Town has built a new skate park, soccer fields and a community center (65,000 s.f.) which includes two gymnasiums, an auditorium, a stage, a game room, a dance room, an art room and a children's room.</p>	
Recreation Facility Standards																														
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### 3.9.4 Changes to the Comprehensive Plan

In addition to the recommendations regarding the effect of specific objectives and policies on assuring Town adopted LOS standards are maintained for all transportation, public facilities and services and recreational facilities at buildout and beyond (2025) included in the previous section, the Recreation and Open Space and Intergovernmental Coordination Elements should be revised to assure these adopted LOS standards are maintained at buildout.

Specific recommendations are detailed below. These do not constitute the EAR-based amendments; those will be filed after the EAR has been found sufficient by DCA. The actual EAR-based amendments may differ from the suggestions presented in this section.

#### **3.9.4.1 Recreation and Open Space Element**

In addition to amending Objective 1.1 and Policies 1.1.1 and 1.1.2 to reflect a new long-term planning period (2025) and Policy 1.19 to accommodate the 2025 projected population, a policy should be added to Objective 1.1. The purpose of this policy is to state the adopted level of service standards anticipate the needs of Town residents and non-residents in Palm Beach County enclaves west of Alternate A1A and east of the I-95 Expressway through 2025.

#### **3.9.4.2 Intergovernmental Coordination Element**

With specific regard to Town recreation facility adopted LOS standards, a policy should be added to Objective 1.1 under the Recreation and Open Space Element. The purpose of this policy is to provide for interlocal agreements, as appropriate, with Palm Beach County regarding the use of Town recreation facilities by residents of enclaves located west of Alternate A1A and east of the I-95 Expressway. Further, the policy should state the non-resident usage of the Town recreation facilities will be consistent with the adopted LOS standards based on the 2025 projected population.