

**TOWN OF JUPITER EXECUTIVE SUMMARY FOR CENTER STREET  
CRALLS  
TOWN MANAGER'S OFFICE**



**DATE:** September 8, 2020  
**TO:** Honorable Mayor and Members of Town Council  
**THRU:** Matt Benoit, Town Manager *MB*  
**FROM:** John Sickler, Director of Planning and Zoning  
Thomas Driscoll, Director of Engineering and Public Works  
**SUBJECT:** **Center Street CRALLS Designation Strategic Initiative** – Encouraging Palm Beach County to support and follow-through with funding for the construction of the Center Street improvement project, including, but not limited to, the appropriateness of removing the Constrained Roadway at a Lower Level of Service (CRALLS) designation within the widening project boundaries.

---

**Resolution #84-20  
PZ #20-4397  
D. Kemp**

**Town Council:**

**September 8, 2020**

---

**EXECUTIVE SUMMARY:**

Consideration of a resolution to Palm Beach County encouraging support and follow-through to include the Center Street construction project in the Palm Beach County's 5-year (FY 2021-2025) Road Program Update; including funding for design, right-of-way and construction of the roadway improvement.

**Background –**

The 2020 Town Strategic Plan includes a Mobility Strategic Initiative to enhance and update the Town's mitigation plans for roadways not meeting the Town's level of service (LOS) standards including the following action Plan item:

*Prepare the appropriate items for Town Council Consideration to remove the Constrained Roadway at a Lower Level of Service (CRALLS) designation on Center Street to address perceived obstacles to securing Palm Beach County funding commitments to modify the roadway from 2-lane to 3-lane configuration.*

Below is a brief chronological history of the establishment of the Center Street CRALLS designation:

- 1991 – Palm Beach County's (PBC) five-year roadway improvement program included three-laning Center Street in Fiscal Year (FY) 1991-1992; \$3,912,000 was budgeted for this improvement.
- June 1992 – The Town Council adopts Resolution #32-92 supporting the PBC deletion of three-laning Center Street and reducing the project to include limited turn lanes, paved shoulders, overlay and pedestrian improvements.
- July 1994 – The Town Council adopts Resolution #41-94 requesting PBC designate Center Street as a CRALLS facility. The resolution noted that the previous proposed PBC improvements to Center Street would only increase capacity by 700 trips. Therefore, the costs of the entire length of Center Street would exceed the benefits of the additional 700 trips. The rationale for this change was related to protecting the established low density residential character of the area and the costs of expanding Center Street would exceed the benefits of the increased capacity.
- December 1994 - The Center Street CRALLS designation was adopted into the Transportation Element of Palm Beach County's Comprehensive Plan in 1994. The CRALLS designation increases the allowable volume on Center Street as follows:
  - *Indiantown Road to Loxahatchee River Road* – Average Daily Traffic (ADT) trip LOS of 15,500 or a total of 700 ADT trips in excess of the normal LOS of 14,800 ADT trips.

- *Loxahatchee River Road to Alternate A1A* – ADT trip LOS of 20,700 or a total of 5,900 ADT trips in excess of the normal LOS of 14,800 ADT trips.

**Analysis –**

With appropriate design controls, the project to construct a three-lane section from Loxahatchee River Road to Alternate A1A will improve traffic safety along the corridor. However, the three lane typical section has a minimal impact on an increase on the LOS D service volume, with the increase being 5%. In lieu of removing the CRALLS designation, staff recommends reestablishing the CRALLS volumes for average daily traffic and peak season, peak hour traffic. The recommended values would be consistent with the Town’s Draft 2045 Long Range Transportation Plan (LRTP) and the physical capacity of the roadway. The current traffic on Center Street is as follows:

| <b>Segment</b>                  | <b>ADT</b> | <b>Peak Hour Two-Way</b> |
|---------------------------------|------------|--------------------------|
| Center Street ITR-Lox River     | 16,137     | 1,355                    |
| Center Street Lox River-Alt A1A | 16,772     | 1,469                    |

Based on the Town’s 2045 projections the volumes are as follows:

| <b>Segment</b>                  | <b>ADT</b> | <b>Peak Hour Two-Way</b> |
|---------------------------------|------------|--------------------------|
| Center Street ITR-Lox River     | 16,890     | 1,420                    |
| Center Street Lox River-Alt A1A | 18,590     | 1,630                    |

Based on Town Traffic Engineer’s judgment and with comparison to national studies, including Federal Highway Administration (FHWA) and the FDOT 2020 Lane Repurposing Guidebook, a roadway with an ADT of 20,000 or peak hour traffic up to 1,750 vehicles per hour would be a good candidate for a three-lane section from both safety and operational perspectives. If the County supports a revision to the CRALLS, the recommended revised CRALLS volumes are as follows:

| <b>Segment</b>                  | <b>ADT</b> | <b>Peak Hour Two-Way</b> |
|---------------------------------|------------|--------------------------|
| Center Street ITR-Lox River     | 17,000     | 1,480                    |
| Center Street Lox River-Alt A1A | 18,500     | 1,650                    |

Lastly, based on the Florida Statute, we have concerns that a complete removal of the CRALLS would make difficult the Town and County’s ability to receive proportionate share payments from development projects that have impacts on these segments.

***F.S. 163.3180 Concurrency:  
 (5)(h)2. An applicant shall not be held responsible for the additional cost of reducing or eliminating deficiencies. When an applicant contributes or constructs its proportionate share pursuant to this paragraph, a local government may not require payment or construction of transportation facilities whose costs would be greater than a development’s proportionate share of the improvements necessary to mitigate the development’s impacts.***

In the statute, “Transportation deficiency” means an identified need where the existing and projected extent of traffic volume exceeds the level of service standard adopted in a local government comprehensive plan for a transportation facility.

Based on the current traffic volumes, a complete removal of the CRALLS would exceed the adopted level of service standard for a two-lane roadway and a three-lane roadway.

**STAFF RECOMMENDATION:**

Staff recommends approval of Resolution #84-20, which encourages Palm Beach County to support and follow-through to include the Center Street construction project in the Palm Beach County's 5-year (FY 2021-2025) Road Program Update, including funding for design, right-of-way and construction of the roadway improvement and to include bicycle and pedestrian improvements. Further, staff recommends the County consider a comprehensive plan amendment to reestablish the CRALLS volumes for average daily traffic and peak hour two-way traffic.

**STRATEGIC PRIORITY:** Mobility

**File Path:**

V:\PlanningZoning\Staff\LONG RANGE PLANNING\Strategic Initiatives\2020\Center Street CRALLS\Executive summary.docx

**RESOLUTION NO. 84 - 20**

**A RESOLUTION OF THE TOWN COUNCIL OF THE TOWN OF JUPITER, FLORIDA, REQUESTING THAT THE PALM BEACH COUNTY BOARD OF COUNTY COMMISSIONERS PRIORITIZE PROJECT FUNDING AND IMPLEMENTATION OF THE DESIGN, RIGHT OF WAY ACQUISITION AND CONSTRUCTION FOR THE EXPANSION OF THE SEGMENT OF CENTER STREET FROM LOXAHATCHEE ROAD TO ALTERNATE A1A TO A THREE LANE TYPICAL ROADWAY SECTION; AND PROVIDING FOR AN EFFECTIVE DATE.**

**WHEREAS**, the Strategic Plan adopted by the Town Council of the Town of Jupiter (Town) identifies improving mobility for all modes of transportation including achieving levels of service identified in the comprehensive plan and the implementation of traffic mitigation plans for roadways not meeting the Town's level of service standards; and

**WHEREAS**, it is a strategic initiative of the Town Council to enhance and update the Town's traffic mitigation plans for collector and arterial roadways that do not meet the Town's level of service standards by identifying roadways with deficiencies and performing transportation forecasting and modelling for all collector and arterial roadways not meeting the Town's level of service standards; and

**WHEREAS**, pursuing "date certain" financial commitments from the Florida Department of Transportation (FDOT), Palm Beach County (County) and Town of Jupiter to implement funding for all roadway and intersection improvements in the Town which are required to mitigate known level of service deficiencies in the Town; and

**WHEREAS**, the Council believes that the County's consideration and funding for the construction on Center Street of a three lane typical roadway section from Loxahatchee River Road to Alternate A1A is an important traffic mitigation strategy and implements the Council's Strategic Priority; and

**WHEREAS**, the Palm Beach County Transportation Planning Agency has adopted a 2045 Long Range Transportation Plan (LRTP) which includes \$3,600,000 to widen Center Street from Loxahatchee River Road to Alternate A1A from two lanes to three lanes ("Center Street Widening"); and

**WHEREAS**, the Center Street Widening project is included in the both the LRTP and Palm Beach County Five Year Road Program for design and right-of-way in fiscal years 2020-2024 and further, identified in the LRTP for construction in fiscal years 2025-2030; and

**WHEREAS**, because the Center Street Widening project is an important element in mobility in the Town, and its Strategic Initiative, the Town Council supports inclusion of construction funding to be included in the Palm Beach County's 5-Year Road Program update for FY 2021 – 2025.

**NOW THEREFORE**, be it resolved by the Town Council of the Town of Jupiter, Florida that:

**Section 1.** The recitals are true and correct and are incorporated herein.

**Section 2.** The Town Council supports the Center Street Widening project and requests that the Board of County Commissioners advance funding to implement its design, right of way acquisition, if necessary, and construction.

**Section 3.** The Town Council would also support and request that the Board of County Commissioners give consideration to the amendment of the of the Transportation Element of the County's Comprehensive Plan to modify the volumes of average daily traffic and peak hour traffic on Center Street within the Center Street Widening project's boundaries.

**Section 4.** The Town Council encourages the Board of County Commissioners to incorporate traffic calming including landscaping, bicycle and pedestrian improvements as part of the Center Street Widening project.

**Section 5.** This Resolution shall take effect immediately upon its execution.