



AGENDA ITEM

Meeting Name: Town Council
Meeting Date: September 15, 2025
Prepared By: Mayer, Stephen
Item Title: Major Site Plan/PUD Amendment – Waterford Reconfiguration and Modifications of the Existing Senior Living Facility

BACKGROUND:

Introduction

Lifespace Communities, Inc (Applicant) has submitted an application for a Major Modification to an approved Development Plan for the Waterford Planned Unit Development (PUD) Special Exception to improve pedestrian circulation, reduce the number of parking spaces provided, reconfigure the buildings and open space, and reduce the total number of beds from 638 to 578 for the existing senior living facility campus with continuous care for its residents. This modification is from their 2022 approval, adopted by Town Council via Resolution R-2022-05 on April 27, 2022.

A. Site Characteristics

The existing 14.52-acre subject site, known as “The Waterford”, is located southwest of the Universe Boulevard and US Highway One intersection at 601 Universe Boulevard in the Town of Juno Beach. It is presently comprised of one parcel with a Parcel Control Number (PCN) of 28-43-41-33-11-001-0000. This parcel retains a Town of Juno Beach Future Land Use (FLU) designation of High Density Residential, up to 22 units per acre (HDR) and a zoning district classification of Commercial Office (CO) with a Special Exception for a Planned Unit Development (PUD). The Waterford is an existing senior living facility with multiple structures arranged in a campus style setting.

Figure 1 – Site Aerial



B. Development History:

The existing Waterford campus has received numerous development approvals from the Town of Juno Beach. The Waterford was initially approved in November 1979 through the adoption of Ordinance 213. Resolution Number 2008-05 allowed for an expansion of The Waterford's hospital wing in the health care facility. On April 27, 2022, via Ordinance No. 739, the Town annexed approximately 1.45 acres of land that was previously a part of the Pleasant Ridge Plat and was an unconstructed portion of the Osceola Right-of Way north of Pleasant Drive. Resolution 2002-04, the Town vacated and abandoned an unconstructed portion of the Osceola Right of way north of Pleasant Drive. Ordinance No 750 and 751 rezoned and amended the Future Land Use from Palm Beach County to the Town's High Density Residential (HDR) and Commercial Office (CO Zoning district, allowing the abandoned right of way to be a part of the amended PUD. R-2022-05 modified the development plan for the Waterford PUD/SE to allow for the reconfiguration and expansion of the existing campus.

C. Development Proposal:

The current development proposal is for a Major Site Plan Modification to the approved Planned Unit Development-Special Exception for the existing 14.52-acre Waterford Campus. The Applicant proposes to modify the 2022 approved plan to reconfigure Building B, which was approved as one building with Memory Care/Assisted Living and Independent Living. It is now proposed as two separate buildings (buildings B and H). Building B was approved to be seven stories and 90 feet tall on the north side of the building, and three stories and 25 feet tall on the south side. The proposed Building B is now three stories and 51 feet tall (down from seven stories and 90 feet), and the maximum height for Building H is four stories and 64 feet tall (up from three stories and 25 feet). However, a section of Building H will step down to three stories and 50 feet tall.

Additional pedestrian connections are being proposed around buildings B and H, which will allow emergency services to access the entire perimeter of the building. Traffic circulation has been removed around the south and east sides of Building B and H. There is also a modification of the number of parking spaces provided from 453 spaces to 380 spaces. A parking plan is included in the proposed development program.

Finally, the open spaces area on the southern portion of the site is being reconfigured and labeled as 6,881 square feet. This open space is in the same location and is relative in size.

D. Type/Use Breakdown

The proposed modifications to the subject site will allow for a continuum of care which is presently not available to residents of the existing campus. Presently, The Waterford accommodates only the Independent Living (IL) and Skilled Nursing (SN) components associated with elderly care. As part of the proposal, the Applicant wishes to provide Assisted Living and Memory Care in addition to the existing IL and SN components to allow for a continuum of care and relieve current high-capacity issues. A breakdown of the resident count associated with the existing campus and proposed expansion can be found below:

Approved number of beds by Resolution 2022-05

APPROVED BEDS	638 BEDS
INDEPENDENT LIVING	538 BEDS
GARDEN APARTMENTS	96 BEDS
INDEPENDENT LIVING TOWER	256 BEDS
INDEPENDENT LIVING VILLAS	32 BEDS
RESIDENT CARE BUILDING	138 BEDS
DUPLEX VILLAS	16 BEDS
ASSISTED LIVING	24 BEDS
MEMORY CARE	16 BEDS
SKILLED NURSING	60 BEDS

Proposed number of beds – 2025 submittal

PROPOSED BEDS	
INDEPENDENT LIVING	
* RESIDENT CARE BUILDING BEDS TO BE REMOVED	138 BEDS
*INDEPENDENT LIVING BUILDING H	78 BEDS

Total number of beds if approved

TOTAL BEDS	578 BEDS
INDEPENDENT LIVING	478 BEDS
ASSISTED LIVING	24 BEDS
MEMORY CARE	16 BEDS
SKILLED NURSING	60 BEDS

E. Project Data

Please find listed below the pertinent site plan data and information in reference to the current application. The information is as follows:

	FLU	Zoning	Existing Use
North	Commercial (COM)	Commercial Office (CO)	Professional Offices
South	(Palm Beach County) Medium Residential, 5 Units Per Acre (MR-5)	(Palm Beach County) Multifamily Residential High Density (RH)	Single Family Residential
East	(Palm Beach County) Low Residential, 2 Units Per Acre (LR-2)	(Palm Beach County) Multifamily Residential High Density (RH)	Single Family Residential
West	Moderate Density Residential (MODR)	Residential Multiple Family – Moderate Density (RM-2)/PUD	Multi-Family Residential

North: Immediately north of the subject site is the Universe Boulevard right-of-way. Across Universe Boulevard is the Florida Power & Light Headquarters site, which retains a FLU designation of Commercial and a Zoning designation of CO.

South: Immediately south of the subject site is the Pleasant Ridge subdivision. This community retains an unincorporated FLU designation of MR-5 and a Zoning designation of RH.

East: East of the subject site is the Power Financial Credit Union office building and the US Highway 1 right-of-way. The Power Financial Credit Union office retains a FLU designation of Commercial and a Zoning designation of Commercial Office. Continuing across US Highway 1 there are two single-family residential communities known as Seminole Landing and Captain's Key. The Seminole Landing community retains an unincorporated FLU designation of LR-1 and an RH/RS Zoning designation. The Captain's Key Community retains an unincorporated FLU designation of LR-2 and an RS Zoning designation, even though the community has been annexed into Juno Beach.

West: Immediately west of the subject site is the Ocean Trace community. This community retains a Town FLU designation of Moderate Density Residential (Up to 15 DU/AC) (MODR), and a Zoning designation of Residential Multiple Family – Moderate Density (RM-2) with a PUD overlay.

The applicable Town Code requirements and the applicant's compliance with those requirements are summarized in the following table:

Site plan information –		
	Planned Unit Development (PUD)/ Commercial Office (CO)	Applicant's proposal
Minimum total area	15,000 sq. ft. or 12,000 sq. ft. in mixed use areas	695,653 sq. ft. (15.97 ac)

	where residential uses are provided.	
Minimum lot width	100 ft. total	890 ft. (approximately)
Minimum lot depth	150 ft. or 120 ft. in mixed use areas	At least 717 ft.
Maximum lot coverage	50%	29.3%
Building Height	90 Feet (2022 approved height)	64 Feet (modified height)
Density	18 dwelling units/gross acre	18 dwelling units per acre
Front yard setback	30 ft. from street line	30 feet
Side yard setback	10 ft. per side	23 ft. from west property line & 15 feet from east property line
Rear yard setback	15 feet	17 feet & 30 feet (along Pleasant Drive residential lots)
Ocean setback	50 feet west of CCCL	Not applicable
Landscaped open Space	10% of Total Lot Area	29.6%
Distance between principal structure on same property	The minimum distance between principal structures on the same lot shall be 30 feet	Not applicable
Minimum landscaped open space	15% of lot area – PUD Standard	29.6%
Minimum parking	See article IV, division 4 of this chapter. (1 space per adult, plus 1 per four residents plus 1 employees on shift of greatest employment.). 353 total parking spaces.	380 parking spaces total

DISCUSSION:

Section 34-116 of the Town Code provides that no construction may begin in any district prior to review and approval of the site plan and appearance by the Development Review Committee (DRC), Planning and Zoning Board and Town Council.

The Development Review Committee (DRC) reviewed the proposed project on two occasions and moved the project forward once the Committee's technical comments were addressed. Based on the DRC's recommendation, Staff has determined that the application meets all technical requirements.

Below is the Planning and Zoning Staff's determination of compliance with the Site Plan Standards regarding the proposed Major Site Plan/PUD Amendment (**in bold**):

1. Is in conformity with the comprehensive plan and is not detrimental to the neighboring land use;

Staff Response: Complies.

The proposed project modifications will be in conformity with the Town's Comprehensive Development Plan as the density of the PUD is not changing. The proposed site plan modification will allow the site to retain a density of 15.15 dwelling units per acre, which is below the maximum permitted density of 18 dwelling units per acre.

2. Has an efficient pedestrian and vehicular traffic system, including pedestrian, bicycle, and automotive linkages and proper means of ingress and egress to the streets;

Staff Response: Shall Comply.

The proposed Major Site Plan Amendment has a sidewalk and vehicular traffic system made up of 4- to 5-foot-wide sidewalks, 10-foot by 19-foot parking stalls and 25-foot-wide drive aisles to accommodate residents and visitors. The existing main access off Universe Boulevard will be modified to accommodate additional traffic associated with the proposed expansion. The proposed modifies the internal circulation of slightly, by removing the right of way around the perimeter of Building B..

3. Has adequate provision for public services, including but not limited to access for police, fire and solid waste collection;

Staff Response: Complies.

The applicant has indicated the location of fire hydrants, and adequate access to accommodate police and fire services. WM (formerly known as Waste Management) has provided a letter of service and capacity for the proposed amendment. Please note that the number of beds will decrease from 638 to 578, thereby decreasing the provisions for public services.

4. Complies with the provisions of chapter 20, article III, regarding potable water, sanitary sewer, solid waste, drainage, recreation and open space, and road facilities;

Staff Response: Shall Comply.

The property is currently serviced by Seacoast Utility Authority for potable water and sanitary sewer and will continue to be serviced by Seacoast once the reconfiguration and expansion has been completed with the addition of the continuous care facility for its residents. The Town Engineer has reviewed and approved all preliminary drainage plans.

5. Is planned in accordance with natural characteristics of the land, including but not limited to slope, elevation, drainage patterns (low areas shall be used for lakes or drainage easements), natural vegetation and habitats, and unique physical features;

Staff Response: Shall Comply

The proposed reconfiguration will have changes to grade and drainage in order to facilitate construction and shall be accomplished in accordance with building design

standards that will be subject to review by the Town's Building Official and other agencies during the permitting and field review process. The relocation of the easternmost lake will not occur under this proposed amendment, the trees on the east side of the lake are recommended to stay by staff to the maximum extent practicable.

6. Preserves environmental features and native vegetation to the maximum extent possible, and complies with the Environmentally Sensitive Lands Ordinance;

Staff Response: Shall Comply

The proposed on-site modifications are designed to not degrade any existing environmental features or native vegetation. A review of the landscape plan has been completed, and staff has provided recommendations for certain landscape (trees and palms) to remain to the maximum extent practicable, see condition of approval #18.

7. Protects estuarine areas when concerning marina siting, drainage plans, alteration of the shoreline, provisions for public access and other concerns related to water quality and habitat protection;

Staff Response: Complies.

The Waterford Community is located over 3,600 linear feet from the Juno Beach shoreline and is therefore not in close proximity.

8. Complies with all sections of this chapter:

Staff Response: Shall Comply

With conditions imposed, it is the Planning and Zoning Staff's professional opinion that this project will comply with all sections of the Zoning Code.

Architectural Review Criteria

The existing Waterford PUD/SE was approved to be in compliance with the appearance review standards. The proposed modification maintain those approved standards. The proposed reconfigured structures are designed to match the existing character of the Waterford campus and will fulfill all the criteria for Appearance Review. The proposed amendment will not impact and only improve upon elements of landscaping and streetscaping previously approved.

Parking

Pursuant to Section 34-981, entitled off-street parking plans, the applicant is proposing an alternate parking plan when special circumstances exist for a particular use (beds vs. independent living) which causes it not to need the required minimum spaces or if shared parking is desired. A parking study acceptable to the town planning and zoning department has been submitted for review by the planning and zoning board and approval by town council. The Town's Traffic Engineer has reviewed the proposed parking study submitted by JFO Group, INC. , traffic engineer consultant for the applicant, whose analysis indicate

a need of only 195 parking spaces if utilizing the 6th Edition of the Parking Generation Manual from the Institute of Transportation Engineers (ITE). The Town's parking requirement requires a total of 353 parking spaces. Using a hybrid approach, allowing the applicant to use the ITE parking demand for assisted living, memory care, and skilled nursing, and the Town's parking requirements for independent living, a total of 345 parking spaces are required. However, the number of parking spaces (380) provided exceeds both the minimum parking spaces requirement by the Town or by the ITE.

Height

The existing development is consistent with height restrictions. Per Section 34-1333, a multiple-family structure in the RH district is permitted to be a maximum of 12 stories and 130 feet in height. The tallest existing building on the campus is 12 stories and 121 feet tall.

Staff notes that the overall height of the approved building is being reduced from seven stories and 90 feet to a maximum of four stories and 64 feet. The 2022 approved building is being reconfigured into two buildings separated by use, with the Memory Care (MC) building at four stories on the north side of the existing lake, and the Independent Living (IL) building at four/three stories on the south side of the existing lake. The four-story section of the IL building is 50 feet from the rear property line and is adequately buffered from single-family uses. The building then steps down to three stories and 50 feet high, with a 30-foot setback from the rear property line.

Landscaping and Buffers

The previously approved buffers range from 8 to 15 feet in width and will remain consistent with the 2022 approvals. Of note, a 15-foot landscape buffer is provided along the southern property line with a 6-foot masonry wall along the right of way section of Pleasant Drive. Along the residential lots, the applicant will continue to utilize the existing fences on the Pleasant Drive properties as the required buffer wall or fence, as building a new one in this location might create a narrow strip of land that would not be easily accessible or maintained.

Pursuant to Section 34-1079, landscaping serves to provide a visual buffer between otherwise incompatible types of land uses and Section 34-1330, special exception uses, the three-story assisted living facility, a special exception in the Commercial Office zoning district, shall provide for screening and buffering with respect to type, dimensions and location. The proposed three-story section of the Independent Living (IL) building abuts the one-story single family residential lots along the rear property line, with a 30-foot setback from the rear yards of the single-family lots. Therefore, staff recommends a condition of approval which provides a taller landscape buffer treatment which may provide visual screening.

Staff recommended condition: Prior to Town Council approval, the applicant shall provide a modified landscape plan showing an enhanced landscaping buffer

along the southern property line along the residences of Pleasant Drive, to consists of a minimum 5' high Clusia hedge row along the entire length of the residential lots.

Staff also notes that the 2022 approved site plan anticipated a disturbance of the lake feature on the eastern side of the property to build Building B. As it is within the area of work for this modification and the because the lake configuration will no longer be disturbed, it is reasonable to be able to protect the existing vegetation along the eastern side of the existing lake. Section 34-1084(h), landscape requirements states that “existing vegetation shall be preserved to the maximum extent practicable”. Therefore, staff recommends the following condition of approval to preserve those existing trees which serve as a natural amenity on the eastern bank of the pond, and as a natural buffer to US Highway One.

1. **Staff recommended condition:** Prior to Town Council approval, the applicant shall provide a modified tree disposition plan (sheets LD-1.00, and LD-1.04) and Landscape Plan, preserving and keeping to the maximum extent practicable the existing 24 Sabal and Royal Palms, the Pongam, Gumbo Limbo and Royal Poinciana trees on the east side of the lake.

Special Exception Uses - Section 34-1330

The proposed project is a reasonable use that is compatible with the Commercial Office CO Zoning District and the PUD Special Exception. The application is consistent with Staff's review of the project during the DRC review process. Please see the applicant's responses to the Special Exception Criteria on page 12-14 of the proposed Justification Statement. Staff agrees with the applicant's assessment of the Special Exception criteria, subject to the conditions outlined in the next section below.

Conditions of Approval

Based on staff's and the DRC's review of the proposed project, Planning and Zoning Staff recommends that the Planning and Zoning Board consider recommending to the Town Council that the Site Plan for the reconfiguration and modifications of the Waterford Community be approved, subject to the conditions outlined below:

2. The applicant shall comply with all requirements of Seacoast Utility Authority for water and sewer services;
3. Final civil engineering and utility/water management plans shall be reviewed and approved by the Town Engineer and the appropriate utility providers prior to any land clearing or grading. Further, surface water management and water use permits shall be subject to approval by the South Florida Water Management District and the Department of Environmental Protection. Easements shall be created subject to the requirements of the permitting agencies;

4. To the extent not in existence, Developer agreements must be executed with the appropriate utility providers to reserve water and wastewater service capacity prior to application for Building Permits;
5. The Town's Community Appearance Standards shall be adhered to in accordance with Section 34-1302 through Section 34-1307 of the Town Code. If any part of these treatments cannot be accomplished as a result of unavailable infrastructure improvements, the applicant shall be required to supply the Town with the appropriate funds to incorporate such treatments. This amount must be reviewed and approved by the Town Engineer/Landscape Architect. All areas of landscaped open space or improvements along any vehicular or pedestrian access, as well as maintenance of slope, vegetation and walkways associated with this project shall be perpetually and appropriately maintained at all times by the applicant and its successor(s) in interest;
6. Architectural elevations for any additional accessory structures shall be submitted, reviewed and approved by the Planning & Zoning Director prior to the submittal of any Building Permits/Applications;
7. The appropriate sum shall be submitted to the Town in the form of a letter of credit, or other acceptable form (according to the Town Attorney) for surety/bond purposes. The Town Engineer and Director of Planning & Zoning shall ultimately determine the appropriate sum and this shall be submitted to the Town Attorney prior to the application for any building permit, as well as prior to land preparation. The applicant shall also provide the required deposit for Site Plan and project review/approval (\$2,000) in accordance with Town policy;
8. Screening of all utility/mechanical equipment features shall be adhered to, as required by Section 34-908 of the Town Code of Ordinances;
9. Off-site lighting impacts to adjacent properties to the south, west, east and north shall be minimized; and all lighting shall comply with the Town's adopted Turtle Protection Ordinance;
10. As specified in Section 34-119, Expiration of Site Plan and Appearance Approval, Town of Juno Beach Code of Ordinances, this "Site Plan and Appearance Approval shall be valid for two years from the date of such approval. If commencement of development has not begun prior to the date of two years following the approval date, said Site Plan and Appearance Approval shall become null and void. Commencement of development shall consist of receipt of a validly issued building permit and first building inspection approval for a minimum of one principal structure or completion of 25 percent of the total cost of the infrastructure (water, sewer, roads, and drainage) on the site. Infrastructure costs for the project shall be

- reviewed and approved by the Town Engineer prior to Final Engineering Plan approval;
11. Perimeter screening of the construction site shall be completed first, in order to maintain acceptable visual impacts during construction, as well as OSHA or other determined minimum safety requirements of the project;
 12. All areas of landscaped open space or improvements along any vehicular or pedestrian access, as well as maintenance of slope, vegetation and walkways associated with this project, shall be perpetually and appropriately maintained at all times by the Applicant;
 13. In granting this approval, the Town relied upon the oral and written representations of the applicant both on the record and as part of the application process. Deviations from or violation of these representations shall cause the approval to be presented to the Town Council for review under Article II of the Town's Code of Ordinance;
 14. The applicant shall provide all approved plans in digital form prior to Building Permit submission;
 15. Per the adoption of Chapter 1 of the Florida Building Code, projects larger than 10,000 square feet in size or greater shall be completed within thirty-six (36) months after the issuance of permits;
 16. The subject property shall be replatted and recorded prior to the approval of a building permit for construction to include all required easements;
 17. There shall be no parking within the Town's Right-of-Way (i.e. Universe Blvd.) and the Pleasant Drive ROW;
 18. Prior to Town Council approval, the applicant shall provide a modified landscape plan showing an enhanced landscaping buffer along the southern property line along the residences of Pleasant Drive, to consists of a minimum 5' high Clusia hedge row along the entire length of the residential lots; and
 19. Prior to Town Council approval, the applicant shall provide a modified tree disposition plan (sheets LD-1.00, and LD-1.04) and Landscape Plan, preserving and keeping to the maximum extent practicable the existing 24 Sabal and Royal Palms, the Pongam, Gumbo Limbo and Royal Poinciana trees on the east side of the lake.

With the appropriate conditions, allowing the proposed use in the Commercial Office Zoning District and PUD Special Exception is both reasonable and consistent with the Town Code of Ordinances and Comprehensive Development Plan.

RECOMMENDATION:

Staff recommends that the Planning and Zoning Board consider the Request for a Major Site Plan Amendment to a Special Exception Planned Unit Development (PUD) for the reconfiguration and modification of the existing senior living facility community, subject to the conditions outlined above, and provide a recommendation to the Town Council.

Attachments:

- Application for Development and Site Plan Review and backup material.