The Palm Beach County
Urban Redevelopment Area

Planning Study and Corridor Master Plans

Treasure Coast Regional Planning Council

Final Submittal

July 2007

Palm Beach County

Urban Redevelopment Area

Planning Study and Corridor Master Plans

This report represents a year-long multi-disciplinary, collaborative effort to forge a clear vision for redevelopment in Central Palm Beach County

A Special Thanks to:

Palm Beach County Board of County Commissioners

The Honorable Addie L.. Greene
Chairperson
District 7

The Honorable Jeff Koons
Vice Chair, District 2

The Honorable Mary McCarty
District 4

The Honorable Karen T. Marcus
District 1

The Honorable Burt Aaronson
District 5

The Honorable Warren H. Newell
District 3

The Honorable Jess R. Santamaria
District 6

Essential Local Governments, Agencies, and Organizations:

Palm Beach County
Town of Glen Ridge
Town of Cloud Lake
Town of Haverhill
Village of Palm Springs
Town of Lake Clarke Shores
City of Greenacres
City of Lake Worth
City of Atlantis
City of West Palm Beach

Florida DOT
Palm Beach County MPO
PBC School District
SFWMD
Lake Worth Drainage District
SFRTA
Palm Tran
PBIA
CCRT Representatives
Palm Beach Science Museum

PBC Water Utilities
Westgate CRA
Palm Beach BDB
Chamber of the Palm Beaches
Gold Coast Builders Assoc.
EH Building Group
REG Architects
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Urban Design Studio

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URA report and additional project information can be found at TCRPC.ORG

Palm Beach County

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Chapter I

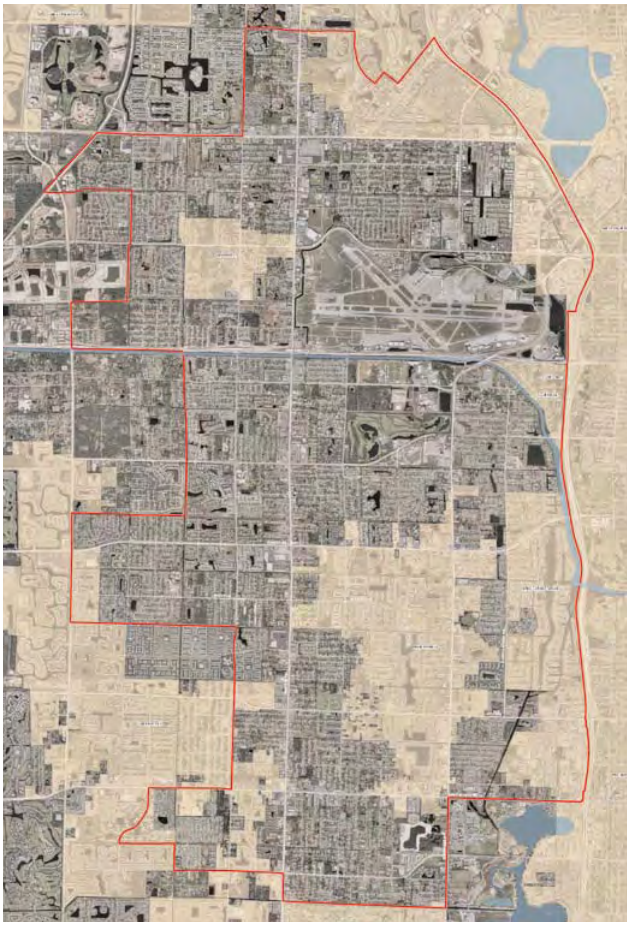
Executive Summary

Executive Summary

Introduction

In recent decades, Palm Beach County has experienced remarkable growth and change. Entire communities have emerged, history has been preserved, and generations of new residents call Palm Beach County home. With this growth has come prosperity and challenges. Most planning and development energies have focused on the gradual expansion westward, leaping over the central "core" of unincorporated Palm Beach County. As such, many areas in the County, centrally located and typically underutilized, provide great opportunities for urban redevelopment.

In May 2006, the Palm Beach County Board of County Commissioners contracted with Treasure Coast Regional Planning Council (TCRPC) to develop an Urban Redevelopment Area (URA) redevelopment study and master plans. The study area is roughly north of Okeechobee Boulevard to 10th Avenue South to the south, a jagged boundary along Jog Road to the west, and I-95 to the east (see map below).



The URA boundaries are identified above in red

The Palm Beach County URA study and corridor master plans are efforts to forge a vision for urban redevelopment in central Palm Beach County, to illustrate obstacles and opportunities for that redevelopment, and to provide recommendations and priorities for implementing the vision.

Established in 2005 and borne out of the county's Infill and Redevelopment Study, the URA was created to "promote infill and redevelopment" in the area.

Key Recommendations

The following are key recommendations the County should consider to engender sustainable and predictable redevelopment in the URA and the priority corridors:

1. Establish a storm water utility program for the priority corridors;
2. Create a “performance-based” Transportation Concurrency Exception Area (TCEA) for the priority corridors that rewards projects consistent with the study;
3. Create a new future land use category as part of the redevelopment incentives;
4. Develop a form-based code to define and implement urban development criteria for the priority corridors;
5. Prepare for substantial redevelopment of existing commercial buildings and retail centers; and
6. Coordinate with the Palm Beach County School District to develop new elementary schools in priority corridors.

Chapter II

Study Area

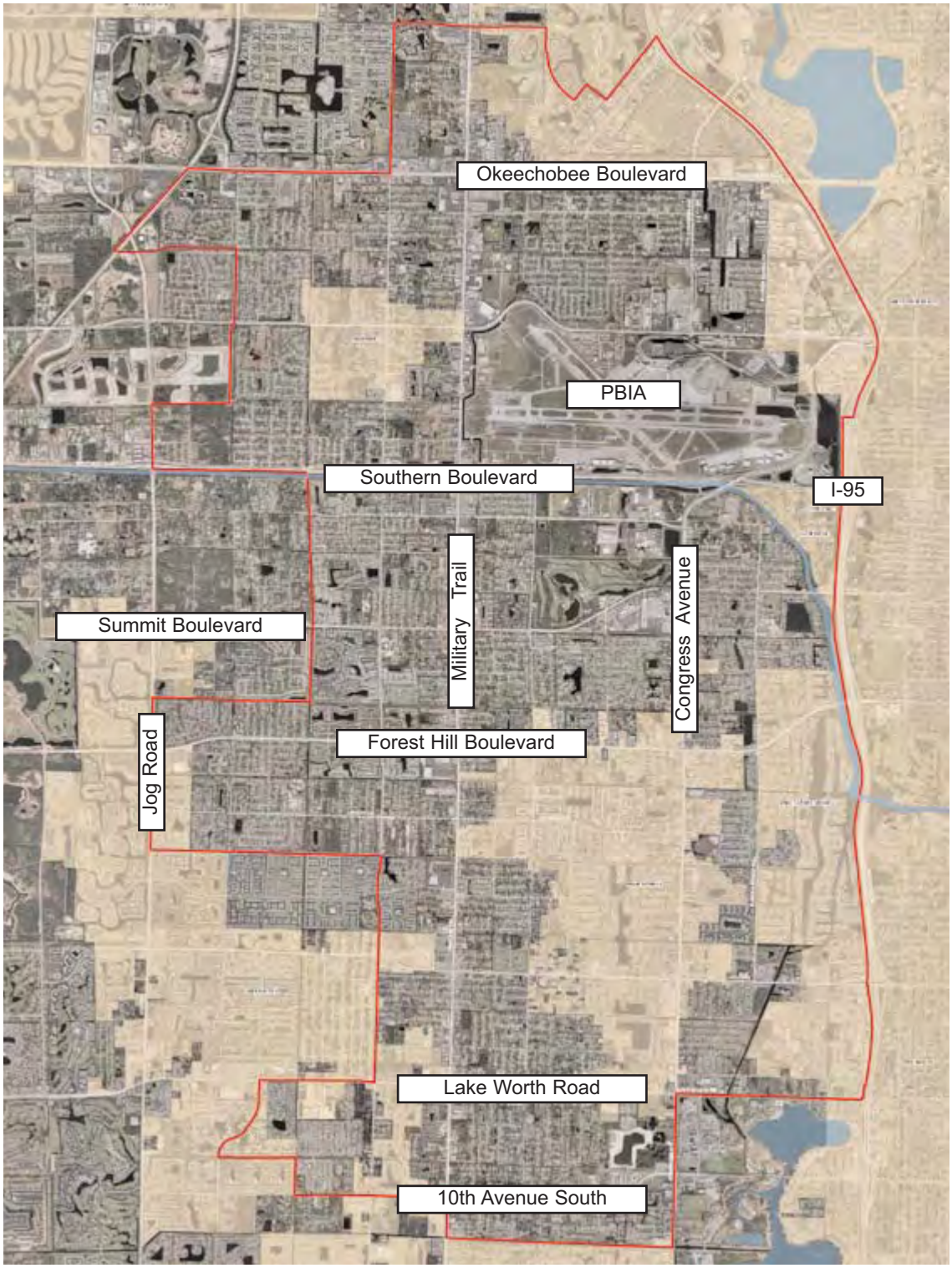
The Palm Beach County Urban Redevelopment Area (URA) was established through a comprehensive plan amendment in 2005. Initially identified in the county's Infill and Redevelopment Study, the URA is intended to focus development energies within the urban service boundary on underutilized or vacant parcels and mitigate some problematic infrastructure and mobility issues. In promoting urban infill and redevelopment, particularly on the county's corridors, will have the benefit of providing housing, commercial, flex-space/light-industrial, and retail opportunities in close proximity to each other as well as increasing viability and ridership ridership potential for mass transit. The key policies outlined in the URA comprehensive plan language are found below in the yellow text box.

Aerial view of the Urban Redevelopment Area

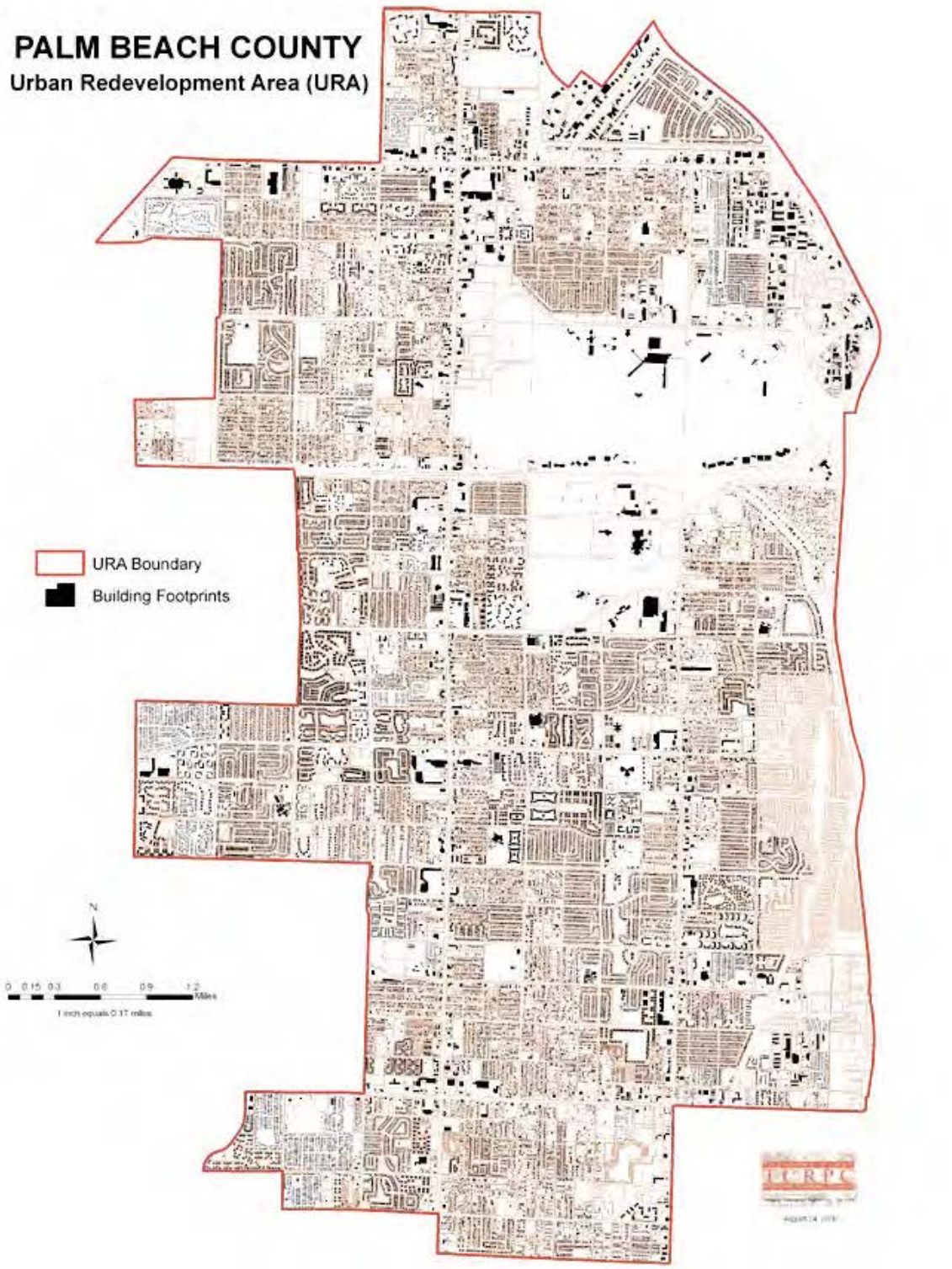
2005 Comprehensive Plan Amendment Policies Establishing the URA

1. The Urban Redevelopment Area (URA) - The purpose of the URA is to focus the County's redevelopment and infill efforts by promoting economic growth, improving the present conditions of infrastructure, investment, and reinvestment in the area, and discouraging urban sprawl by directing development where resources exist. The boundaries for the URA are generally described as Community Drive to the north, Lake Worth Drainage District (LWDD) L-14 Canal to the south, I-95 on the east, and extend to some points as far west as Jog Road.
2. New Policy 1.2.3-l: Higher development intensity/density should be encouraged in the URA where appropriate.
3. New Policy 1.2.3-m: Mixed-use centers and employment centers shall be encouraged in the URA where appropriate.
4. New Policy 1.2.3-n: Higher development intensity/density should incorporate multi-modal transportation amenities for development and redevelopment projects in the URA where appropriate.
5. New Policy 1.2.3-o: The County shall require, where feasible, inter-connectivity in the URA between complementary neighboring land uses for both vehicular and pedestrian cross access.
6. New Policy 1.2.3-p: The County shall seek and encourage workforce housing opportunities in the URA.
7. New Policy 1.2.3-q: The County shall coordinate with adjacent municipalities regarding redevelopment activities within the URA to ensure that such efforts are consistent with municipal annexation plans and redevelopment activities within the URA, as appropriate.

As part of the URA designation, three Priority Redevelopment Areas (PRA's) were identified as the Military Trail corridor, the Congress Avenue corridor, and the Lake Worth Road corridor. In its investigation and study, as requested by the county, TCRPC has done detailed planning and development analysis for the Military Trail and Congress Avenue corridors. The Lake Worth Road corridor will be studied at a later date.



The county comprehensive plan amendment creates the Palm Beach County URA. It encompasses approximately twenty-five square miles and includes the Palm Beach International Airport, the Trump International Golf Course, nine different municipalities, ten public schools, the Westgate Community Redevelopment Area and neighborhood, and a large number of residential neighborhoods that are home to nearly 76,000 residents.



Palm Beach County Urban Redevelopment Study Area Figure Ground

The graphic above illustrates the entire URA in "figure ground" format in which all existing building footprints are rendered in black. The figure ground is useful in assessing development patterns over time. The larger footprints typically represent office or shopping. The white areas are roads or open spaces (e.g. PBIA). The figure ground shows that the neighborhoods are relatively intact and the corridors appear to be inconsistent, eroded, and lack organization.

In trying to address the enormity of the area and the variety of issues that the URA possesses, TCRPC examined the URA from three different perspectives:

- the entire area from about 5,000 feet;
- the Military Trail and Congress Avenue corridors from about 500 feet; and
- specific corridor parcels at ground level.

Consequently, the scope of the TCRPC study of the URA contains three distinct components:

1. **Overall Study Area**
   a. identify areas MOST likely to redevelop
   b. identify areas LEAST likely to redevelop
   c. identify specific obstacles and opportunities to healthy, sustainable redevelopment in the area

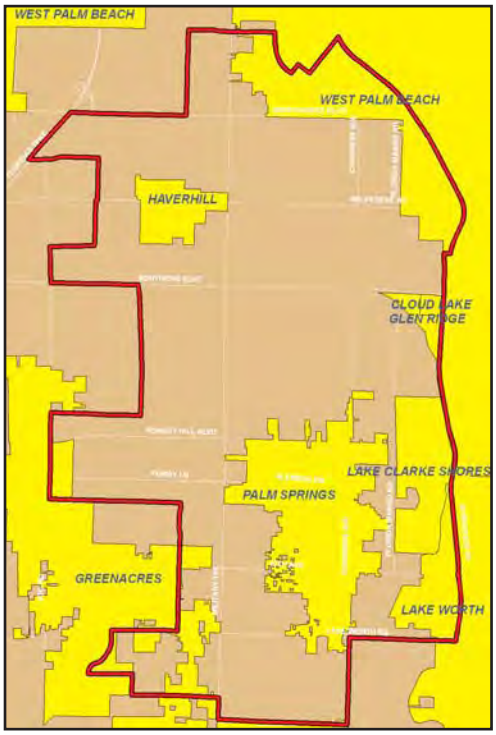
2. **Detailed Corridor Master Plans**
   a. develop detailed master plans for Military Trail (page 8) and Congress Avenue (page 9) that provide predictable, sustainable, and appropriate urban redevelopment
   b. identify specific impediments to redevelopment in the corridors
   c. identify specific strategies to mitigate impediments and provide incentives
   d. illustrate case studies of how redevelopment should occur

3. **General Recommendations**
   a. analyze and make general recommendations for issues concerning schools, storm water management, transportation and mobility, retail, and land use and zoning
   b. offer specific recommendations and priorities for implementing the vision of the master plans and provide zoning critique

The diagram to the right shows the URA study area (outlined in red) and the municipalities that are either included within the boundaries or are adjacent to it. The brown areas represent unincorporated Palm Beach County.

While the study area is overwhelming in scale and diversity, one of the first tasks of TCRPC staff was to identify areas that are not in obvious need of redevelopment. Typically, these more stable areas are neighborhoods that boast a wide variety of housing types and densities.

Once the areas not likely to redevelop were identified, the URA study area was divided into subareas and issues.



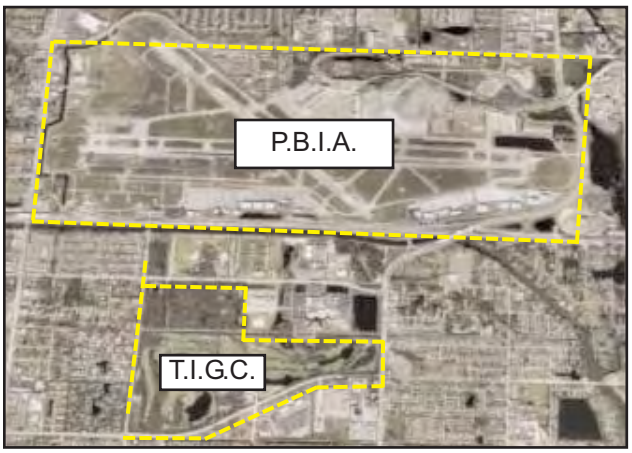
Municipalities within and adjacent to the URA

General

The URA is approximately twenty-five square miles in area and is generally bounded by I-95 to the east, Lake Worth Road to the south, Okeechobee Boulevard to the north, and Haverhill and Jog roads to the west. The majority of the study area is in unincorporated Palm Beach County.

There are nine municipalities within or adjacent to the study area including West Palm Beach, Haverhill, Cloud Lake, Glen Ridge, Lake Clarke Shores, Palm Springs, Greenacres, Atlantis, and Lake Worth. Approximately 76,000 residents live in the study area (as of 2005) with an expected increase of 9% in approximately five years.

Within the study area, there are six elementary schools (West Gate, Meadow Park, Berkshire, Forest Hill, Clifford O. Taylor, and Palm Springs), three middle schools (Palm Springs, Lake Worth, and L.C. Swain), and one high school (John I. Leonard Senior High). Representatives from the Palm Beach County School District indicated there is a current need for an additional elementary school in the northwest quadrant of the study area. Using existing facility square footages, preferred school district criteria, and general requirements set forth in the State Requirements for Educational Facilities (SREF), two new elementary school sites are identified and designed into the two corridor master plans.



The Palm Beach International Airport and Trump International Golf Course are not likely to redevelop

The majority of the URA area could be considered healthy residential neighborhoods that are not likely to redevelop. Per the state statutory requirements for a URA designation, not more than 10% of the area's total land can be deemed vacant.

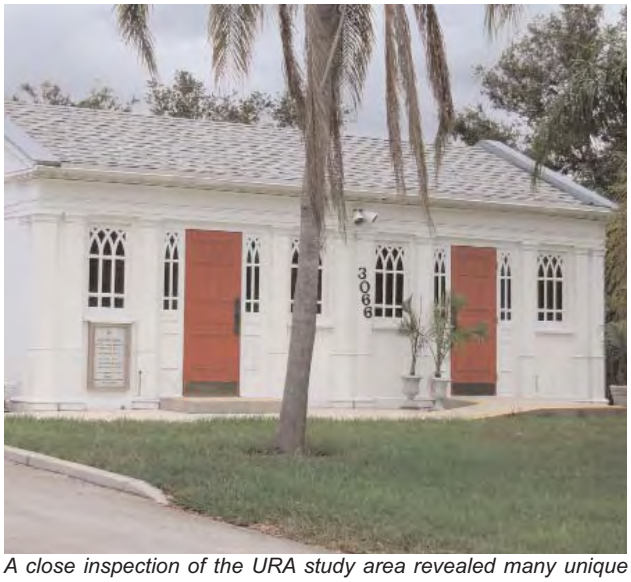
> *Florida Statutes* 163.3164(26) "Urban Redevelopment" means demolition and reconstruction or substantial renovation of existing buildings or infrastructure within urban infill areas or existing urban service areas

As of 2005, an estimated 9.9% of the URA was considered "developable vacant land" in the county staff report for the URA comprehensive plan amendment. While a good measurement to assess infill conditions, this statutory requirement does not take into consideration areas *likely* to redevelop. A qualitative assessment of areas likely to redevelop (i.e. underutilized or damaged properties, large tracts under single ownership, mobile home parks under single ownership) is an important component to creating a long-term redevelopment master plan.

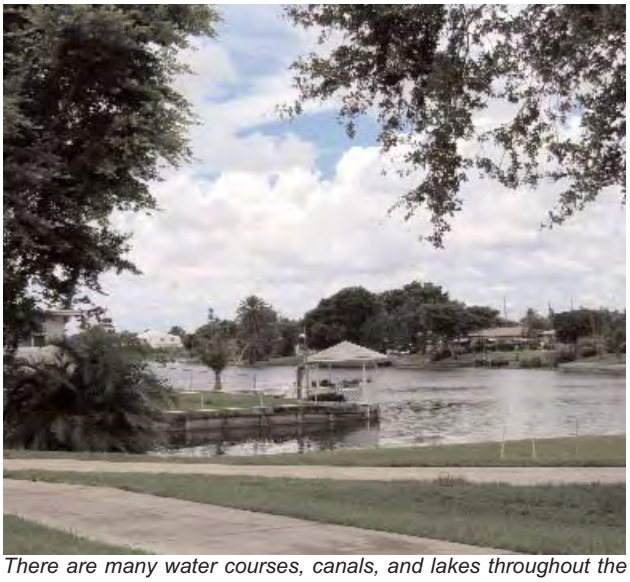
During the TCRPC analysis of existing conditions, staff mapped the residential areas not likely to redevelop, areas likely to redevelop, and mobile home parks under single ownership. Because of the size of the URA, this exercise was useful to (a) diminish the scale and focus on areas of high redevelopment potential; and (b) identify healthy and stable neighborhoods and districts that should not be considered for redevelopment.

TCRPC staff visited, assessed, and photographed all of the neighborhoods, districts, and corridors of the URA. Observations and issues that should be acknowledged and addressed throughout the entire area include the following:

1. road connectivity
2. sidewalk connectivity
3. bus shelters
4. commercial/residential transitions
5. overall condition of the public realm (neighborhood identity)
6. loss of affordable housing



A close inspection of the URA study area revealed many unique and beautiful conditions. This small, exquisite church is nestled in a neighborhood west of Military Trail.



There are many water courses, canals, and lakes throughout the study area, most of which serve a drainage function. This photo taken in Lake Clarke Shores shows an example of a beautiful system of lakes that provide both private waterfront as well as publicly accessible waterfront.

Some neighborhoods within the URA have an established traffic calming program with interventions, like this one above, that not only slow local traffic but also serve as beautification elements.

The neighborhood conditions and characteristics are widely varied in the URA. Some neighborhoods are more urban with curb and gutter, on-street parking, and traffic calming. Others, like the Town of Cloud Lake pictured above, have retained their "old Florida" charm and design integrity.

While the considerable majority of the URA exists in the form of established and healthy neighborhoods, there are many infill and corridor conditions that need attention. Some conditions can be improved with detailed planning, coordination, and implementation; however, other conditions are not easily rectifiable and should serve as examples of what not to repeat.

This image shows the unfortunate fate of a mobile home nearly a year after hurricane Wilma

Throughout the study area, the public realm, streets, and sidewalks are defined by backs of buildings, parking lots, and fences further reinforcing the auto-dominated environment

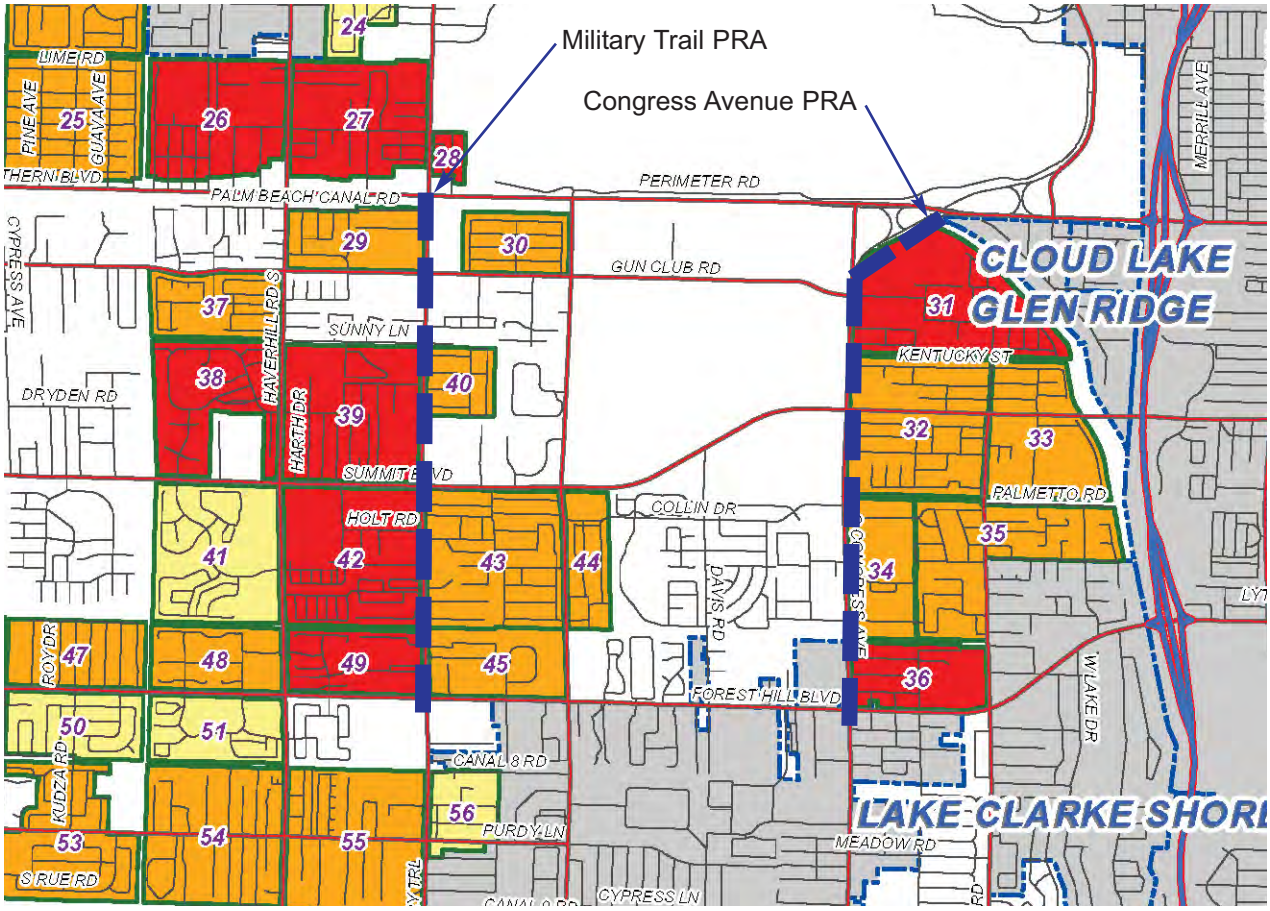
An enormous component of the URA study involves the definition of future redevelopment, design, and intensity that supports an enhanced mass transit system. Part of the stigma attached to riding transit in South Florida is the lack of dignity associated with the design of the public realm and the transit infrastructure itself. The condition illustrated above is not uncommon along the many corridors of the URA. Much work must be done to make mass transit appeal to the masses.

Transportation planners refer to the "forgotten modes of mobility" as mass transit, bicycling, and walking. These modes are in full operation along the corridors, but they are not recognized by the majority of motorists. A sustainable and successful urban environment must strike a meaningful balance between the different modes of mobility on the corridors with equal attention and design considerations paid to the pedestrian, the bicyclist, the transit rider, and the motorist.

CCRT

Countywide Community Revitalization Team

The Countywide Community Revitalization Team (CCRT) "is an advisory board established by the Palm Beach County Board of County Commissioners in 1997 to coordinate stabilization/revitalization activities for designated residential neighborhoods in unincorporated Palm Beach County. Regularly scheduled meetings allow the departments and residents to exchange information about what departments are doing, receive input from the residents, prevent duplication, concentrate efforts at the same time and determine what is working and what is not." There are 104 CCRT areas throughout Palm Beach County. These areas are defined as neighborhoods that are in transition and require varying levels of revitalization assistance. They are also neighborhoods with strong, emerging community activists who are deeply committed to their neighborhoods. The diagram below illustrates the CCRT areas adjacent to the PRA's of the URA.



CCRT Areas Adjacent to the PRA's

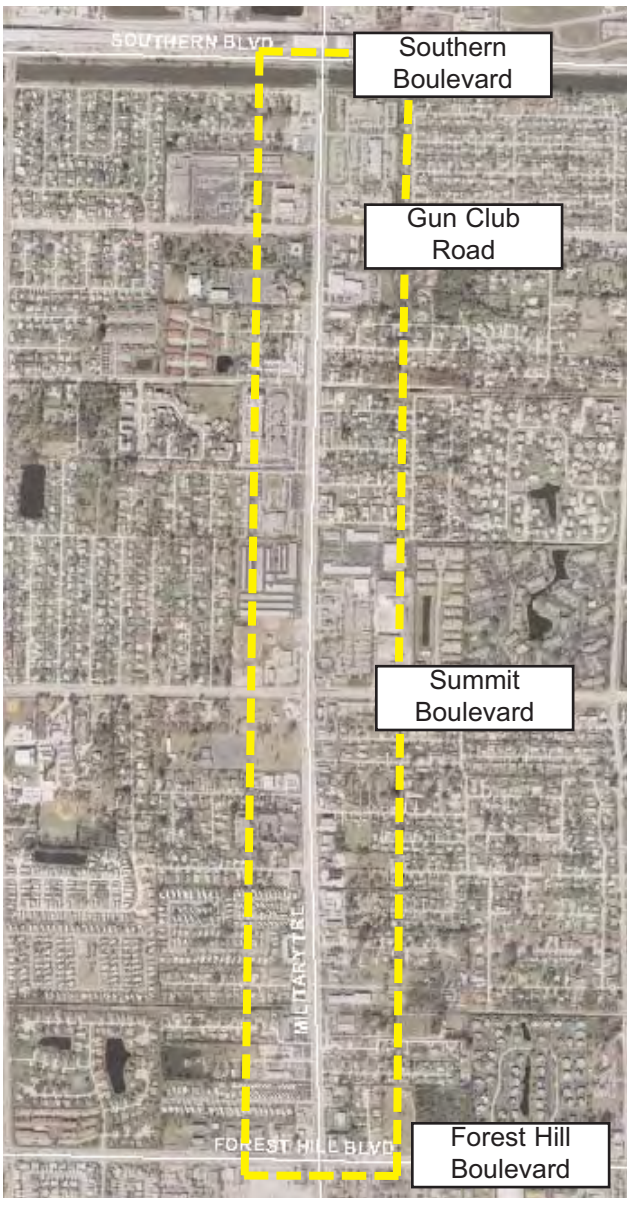
29. Sleepy Hollow
30. Gun Club Estates
31. Ranchhouse/Homewood Area
32. Palm Acres Estates/Congress Meadows
34. Palmarita/Oak Area
36. Meadow Park
39. Dyson Circle/Dillman Heights Area
40. Sky Ranch Estates/Trail Acres
42. Holt Estates
43. Melaluca Avenue/Pine Air West
45. Potomac/Forest Lake Area
49. Palm Hill Villas

As the URA plans are refined and become implemented coordination with the adjacent CCRT areas will become crucial. While the PRA's are essentially corridors, the communities abutting the PRA's are often CCRT areas. County staff is currently working with the Office of Community Revitalization (the department that administers the CCRT areas) and CCRT representatives to ensure compatible redevelopment. The CCRT areas adjacent to the PRA's are listed to the right.

Primary Redevelopment Area: Military Trail

Military Trail serves as one of the key north-south arterials of central Palm Beach County. The Military Trail Priority Redevelopment Area (PRA) is a two mile segment between Southern Boulevard and Forest Hill Boulevard. Military Trail is primarily low-intensity, out-dated commercial uses. The detailed focus of this corridor is located entirely within unincorporated Palm Beach County.

Overall, there has been little new development along the Military Trail corridor except for a CVS Drug Store north of Gun Club Road, the Walgreen's strip center on the west side of Military Trail just north of Summit Boulevard, some renovations of retail and out-parcel restaurants, and the current renovation of the Publix Center also immediately north of Summit Boulevard on the east side of Military Trail. There are a few car sales lots and many auto-oriented businesses on the corridor. Palm Beach County Emergency Operations and Supervisor of Elections offices are located on the southeast corner of Military Trail and Southern Boulevard.



Aerial illustrating the boundaries of the Military Trail PRA. It is a two-mile stretch of from Southern Boulevard to Forest Hill Boulevard.

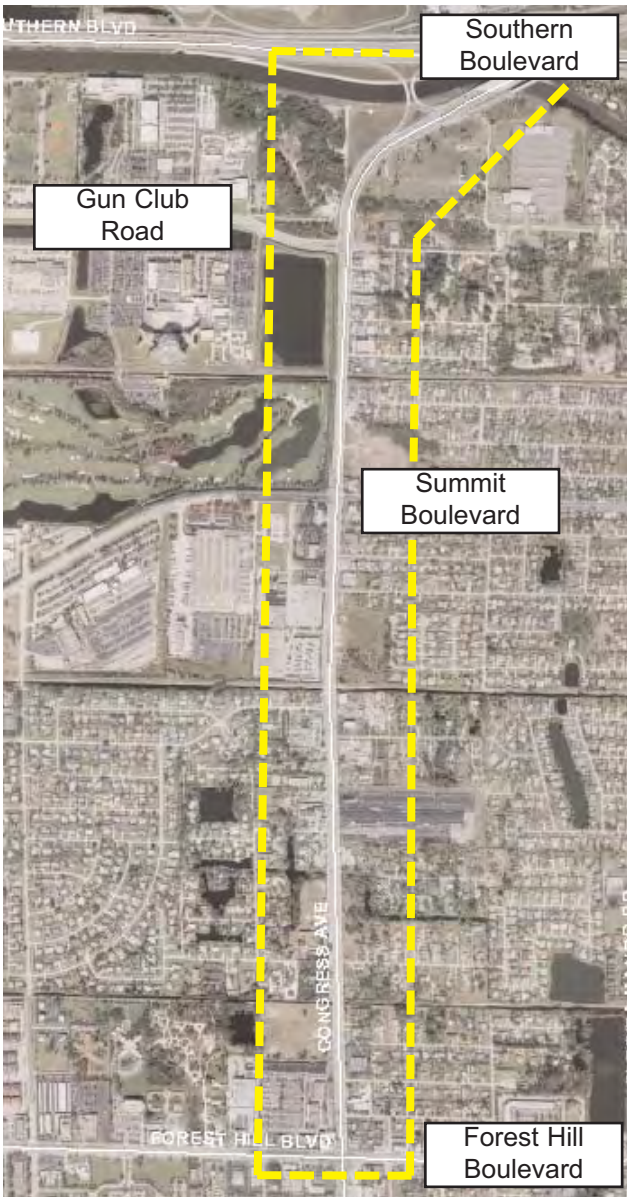
Much of the development on Military Trail is low-scale, out-dated commercial structures many of which are auto-oriented

Military Trail is heavily used by pedestrians, many of them women and children, and many of them using Palm Tran

Primary Redevelopment Area: Congress Avenue

The Congress Avenue PRA (Southern Boulevard to Forest Hill Boulevard) is widely varied in its uses and its character. At the north end along Southern Boulevard is approximately thirty-five acres of PBIA land illustrated with light-industrial/flex uses in the master plan. The Palm Beach County Jail and Trump International Golf Course both have frontage on Congress Avenue in this area as well.

There has been significantly more development activity on Congress Avenue than Military Trail (between Southern Boulevard and Forest Hill Boulevard) in recent years due to a larger inventory of vacant parcels, completion of the Australian/Congress Avenues overpass, and the continued annexation of parcels on Congress Avenue to the Village of Palm Springs to the south. Currently, the Village of Palm Springs municipal boundary extends north of Forest Hill Boulevard to Holly Road on the east side of the Congress Avenue corridor.



This aerial illustrates the boundaries of the Congress Avenue PRA. This is also a two-mile stretch and extends from Southern Boulevard to Forest Hill Boulevard as well.

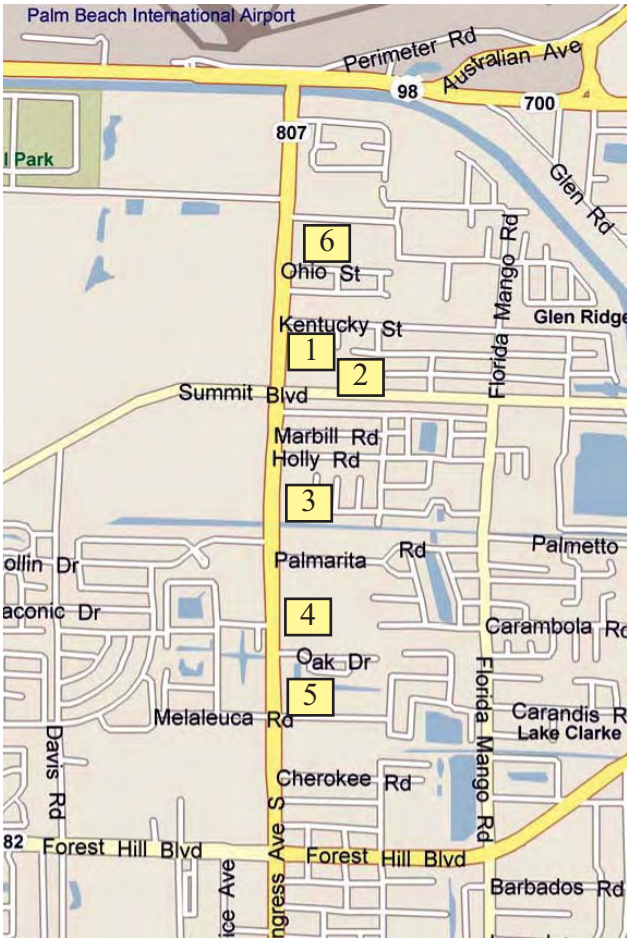
Although not supported by habitable uses, Congress Avenue along the Trump Golf Course is beautifully manicured and has a strong street presence.

The old Zayre's department store parking lot on the west side of Congress Avenue (south of Summit Boulevard) illustrates a very large, seemingly under-utilized parcel. While recent improvements have been made to the center, they do not reflect the long-term development potential of the site.

At the time of the writing of this report, six new projects are currently in the site plan approval or permitting process for the Congress Avenue corridor:

1. The Morgan Hotel: hotel in unincorporated Palm Beach County on the east side of Congress and north of Summit Boulevard
2. Palm Beach County Board of Realtors: offices/retail in unincorporated Palm Beach County on the east side of Congress Avenue and north of Summit Boulevard
3. Highpoint: commercial in the Village of Palm Springs on the east side of Congress Avenue immediately south of Holly Road
4. The Springs: townhouses in the Village of Palm Springs on the east side of Congress Avenue just north of Oak Drive (old flea market site)
5. Congress Oaks: commercial in the Village of Palm Springs on the east side of Congress Avenue immediately south of Oak Drive
6. ETC Warehouse (366 Congress Avenue)

Additionally, the Congress Avenue/Australian Avenue Mixed-Use Planned Development (MUPD) on the east side of Congress Avenue immediately north of Gun Club Road at the Australian Avenue overpass is under construction. While these projects represent a significant amount of commercial and residential activity on Congress Avenue, there are still many opportunities for infill and redevelopment of existing parcels and buildings.



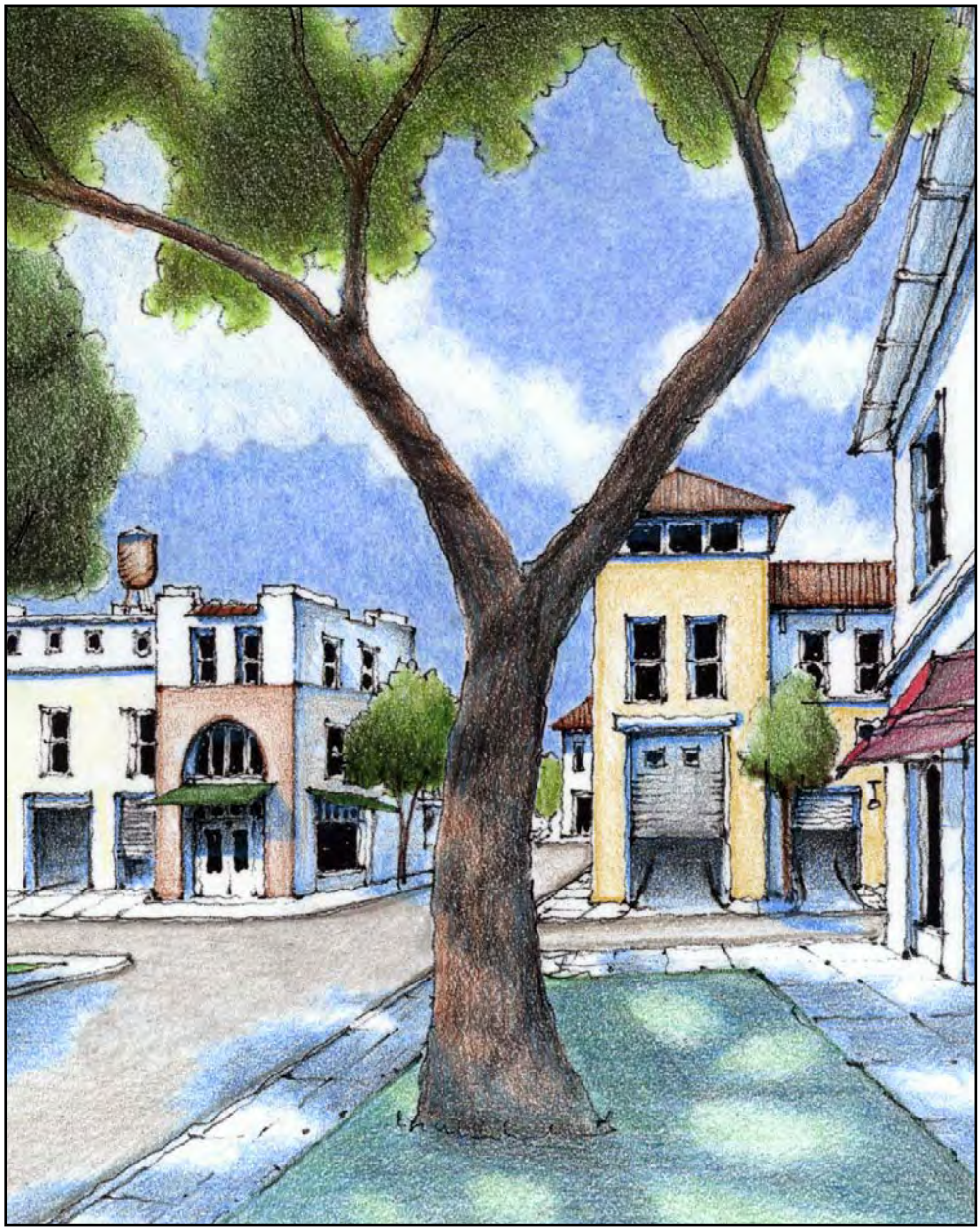
Numbers on the above map correspond to above-mentioned projects

Aerial of the Congress Avenue/Australian Avenue overpass illustrates additional development parcels

The northwest corner of Congress Avenue and Gun Club Road is part of the PBIA holdings (see aerial above) and could be developed

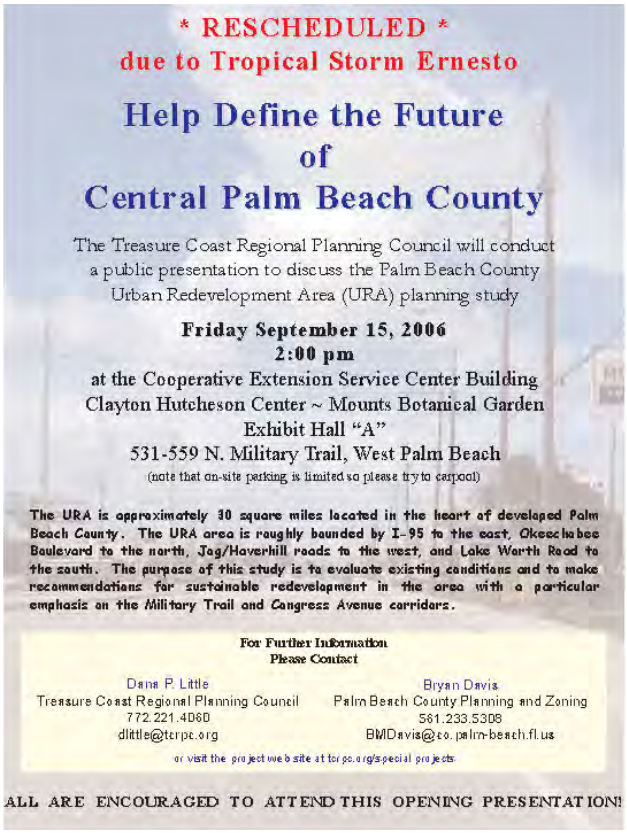
Chapter III

The Master Plan



Because of its size, breadth, variety of issues, and multiple municipal jurisdictions, the development of findings, input, and recommendations for the URA master plan have been somewhat different than the typical TCRPC charrette master plan process. TCRPC staff has worked closely with county planning and zoning staff to try to effectively encourage community input as well as keep county advisory boards aware of the progress of this effort. Below is a summarized chronology of events to date:

- **May 2006**: Begin site and data reconnaissance
- **July 14, 2006**: Opening presentation of scope to county's Land Use Advisory Board (LUAB)
- **September 5-8, 2006**: Stakeholder interviews (total of 41 throughout process)
- **September 15, 2006**: Public presentation of URA scope and objectives
- **September 18-22, 2006**: One-week public charrette at Palm Beach County Vista Center
- **October 19, 2006**: Presentation of URA Scope and Objectives to Towns of Glen Ridge, Cloud Lake, Haverhill, and Lake Clarke Shores
- **October 24, 2006**: Meeting with Palm Beach County Business Development Board representatives
- **October 27, 2006**: Presentation of Work-in-Progress to LUAB
- **November 28, 2006**: URA-TCEA strategic meeting to set forth additional TCRPC objectives
- **January 25, 2007**: URA-TCEA delivery of traffic analysis zone redevelopment data for TCEA
- **February 1, 2007**: Presentation to county's Zoning Commission regarding sustainable growth
- **February 19, 2007**: Delivery of the first draft of URA Report and Master Plan
- **February 23, 2007**: Presentation of Work-In-Progress recommendations to LUAB



The original date for the opening presentation of the URA Planning Study was postponed due to Tropical Storm Ernesto. On September 15, 2006, approximately 70 people attended the rescheduled event.

Commissioner Jeff Koons, District 2, led the presentation with opening remarks that emphasized the importance of urban infill schools and promoted urban redevelopment that supports transit and transforms the priority corridors.

During the week of September 5-8, 2006, TCRPC staff conducted numerous stakeholder interviews at the Palm Beach County Vista Center. Those interviewed included residents of Glen Ridge, Westgate/Belvedere Homes, unincorporated Palm Beach County, Kenwood Estates and representatives from Palm Beach County government (planning, zoning, engineering, finance, parks and recreation, and fire rescue), PBIA, the municipalities of Greenacres, West Palm Beach, Palm Springs, Haverhill, Glen Ridge, and Cloud Lake; Westgate CRA; Palm Beach County Land Use Advisory Board; South Florida Water Management District; Palm Beach County School District; Palm Beach Metropolitan Planning Organization; South Florida Regional Transportation Authority; Florida Department of Transportation; and Gold Coast Builders Association. A detailed transcription of the interview findings is provided in the Appendices of this document. Some of the most notable issues discussed related to the two PRA's include concerns listed below:

General Concerns

- "nobody likes to be on Military Trail!"
- lack of roadway connectivity contributes to traffic problems - Constrained Roadway at Lower Level of Service (CRALLS) designations exacerbate the problem
- public investment in the URA makes more sense than growing westward
- lack of predictability in the planning process and built-environment
- development occurs on a piecemeal basis - no larger master plan or vision
- drainage and traffic engineering requirements are an impediment to redevelopment
- planning, design, and engineering decisions are made on a project-by-project basis
- new development turns its back to the corridors because they look so bad

General Preferences

- land use policies that encourage mixed-use, walkable places - more urban environments
- more predictable approval process
- more green: grass, trees, parks, greenways, medians, etc.
- streetscape beautification (similar to areas on SR 7 in Broward County)
- development that is oriented towards and supportive of transit (higher densities and better urbanism)
- centralized storm water management system
- less westward expansion
- more affordable housing

While conducting the interviews and developing a clearer picture of the redevelopment conditions on Military Trail and Congress Avenue, certain key issues began to emerge. Many conditions are inhibiting future development and providing obstacles to humanizing the PRA's. Additionally, it became apparent that successful redevelopment, sustainable storm water management, legitimate traffic congestion mitigation, and the general welfare of the PRA's were all inter-dependent issues: one could not successfully solve one problem without solving the others at the same time. Conversely, the solving of one problem makes it easier to solve the others. For example, the land area of a parcel needed to store storm water today could be better used to provide access and connectivity to adjacent parcels or accommodate more parking thereby increasing the development potential and value of the parcel. However, the storm water must be moved off-site to accomplish this task.

The requirement that each parcel accommodate its own parking and storm water retention makes development and redevelopment difficult. This report recommends a comprehensive storm water utility, Transportation Concurrency Exception Area (TCEA), and other strategies (presented later). Utilizing these strategies, the county can transform impediments into incentives for developers, and these incentives can be used as leverage for the county to implement this vision.

KEY OBSTACLES AND ISSUES

1. **Storm Water Management**
   a. current "ditch and drain" system is not sustainable and impedes growth
   b. there must be a centralized storm water management system for the PSA's

2. **Traffic Concurrency**
   a. no more capacity exists on the corridors
   b. CRALLS designations are not a sustainable option or strategy
   c. new TCEA should be *performance-based* and not as of right

3. **Transit**
   a. see #2 above
   b. successful transit requires density, balanced land uses, and a healthy urban environment

4. **Housing**
   a. workforce housing crisis is not a market issue but a policy issue
   b. successful redevelopment of corridors within the URA for housing relieves development pressure for the western areas of the county

5. **Economic Development**
   a. a cost is associated with implementing the items listed here
   b. there will be long-term economic development costs to doing nothing

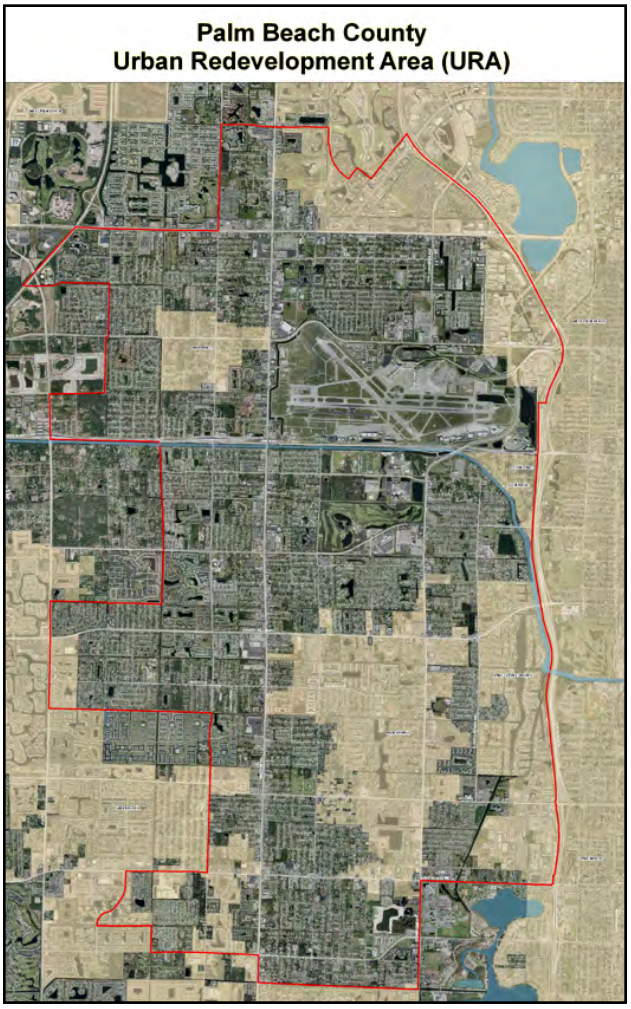
During the week of September 18, 2006, TCRPC and Palm Beach County Planning and Zoning held a one-week design charrette at the county's Vista Center facilities. Transportation planning expert Rick Hall, of HPE Engineering, and retail expert and economist, Robert Gibbs of Gibbs Planning Group, Inc., attended to assist with specific design and forecasting issues. The Military Trail and Congress Avenue master plans and other support documents and analysis were developed during the week. Both Mr. Gibbs and Mr. Hall gave informational presentations to county staff and members of the public.

The information gathered through the interview process and during that week was vital to the creation of a comprehensive approach to the redevelopment impediments in the URA, especially along the two PRA's. The initial results and recommendations of the charrette and the URA study are outlined in this report

The TCRPC design team and Palm Beach County planning and engineering staff discuss issues of transportation and mobility in the URA during the 2006 charrette

The general purpose of the URA Study is to identify obstacles and opportunities for redevelopment, recommend mitigation strategies for transportation and water retention concerns, identify and preserve healthy and established neighborhoods not likely to redevelop, and identify those areas that are likely to or should redevelop thereby commanding greater planning attention. To this end, the core elements of the URA Master Plans can be broken down as follows:

1. **Overall Study Area**
   a. areas likely to redevelop
   b. areas not likley to redevelop
2. **Military Trail PSA**
   a. develop detailed corridor master plan
   b. provide initial development quantities
   c. recommend improvement strategies
3. **Congress Avenue PSA**
   a. develop detailed corridor master plan
   b. provide initial redevelopment quantities
   c. recommend improvement strategies



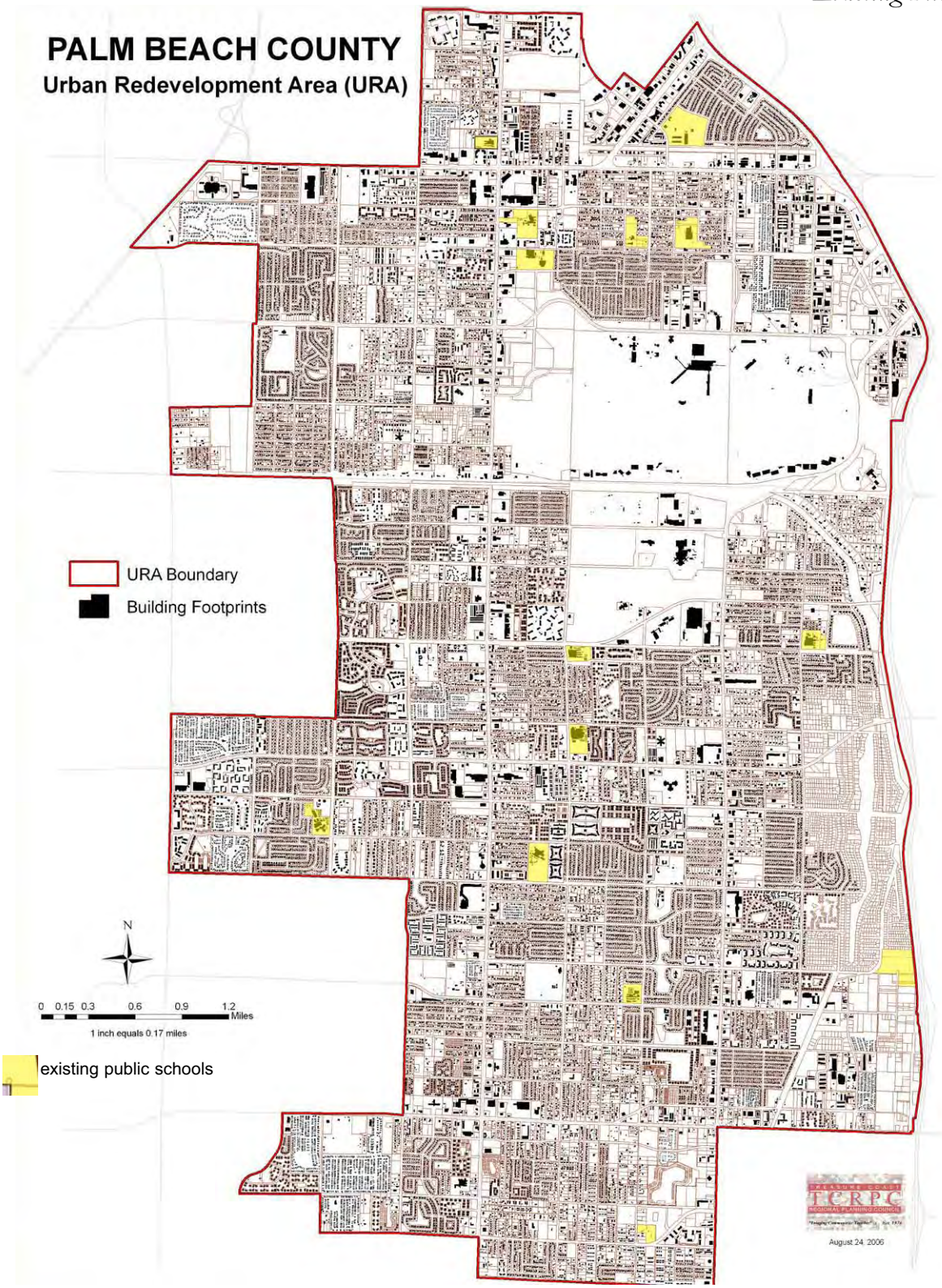
The rest of this chapter will go into great depth describing proposed interventions and possible design solutions for a variety of existing conditions. TCRPC staff developed to-scale AutoCAD base maps from high-resolution aerial photographs that illustrate existing roads, watercourses, buildings, and parking areas along the Military Trail and Congress Avenue PRA's.

These base drawings were used to refine the hand-drawn master plans created during the September 2006 charrette. This added level of detail and precision enabled the design team to generate accurate building sizes and parking area projections for redevelopment parcels.

The existing conditions and proposed improvements drawings (provided later in this chapter) also served as a base to calculate the quantity and square footage of the existing buildings likely to redevelop and to quantify what could conceivably replace them. These numbers represent essential data and analysis for generating transportation models to help analyze the new potential development scenarios.

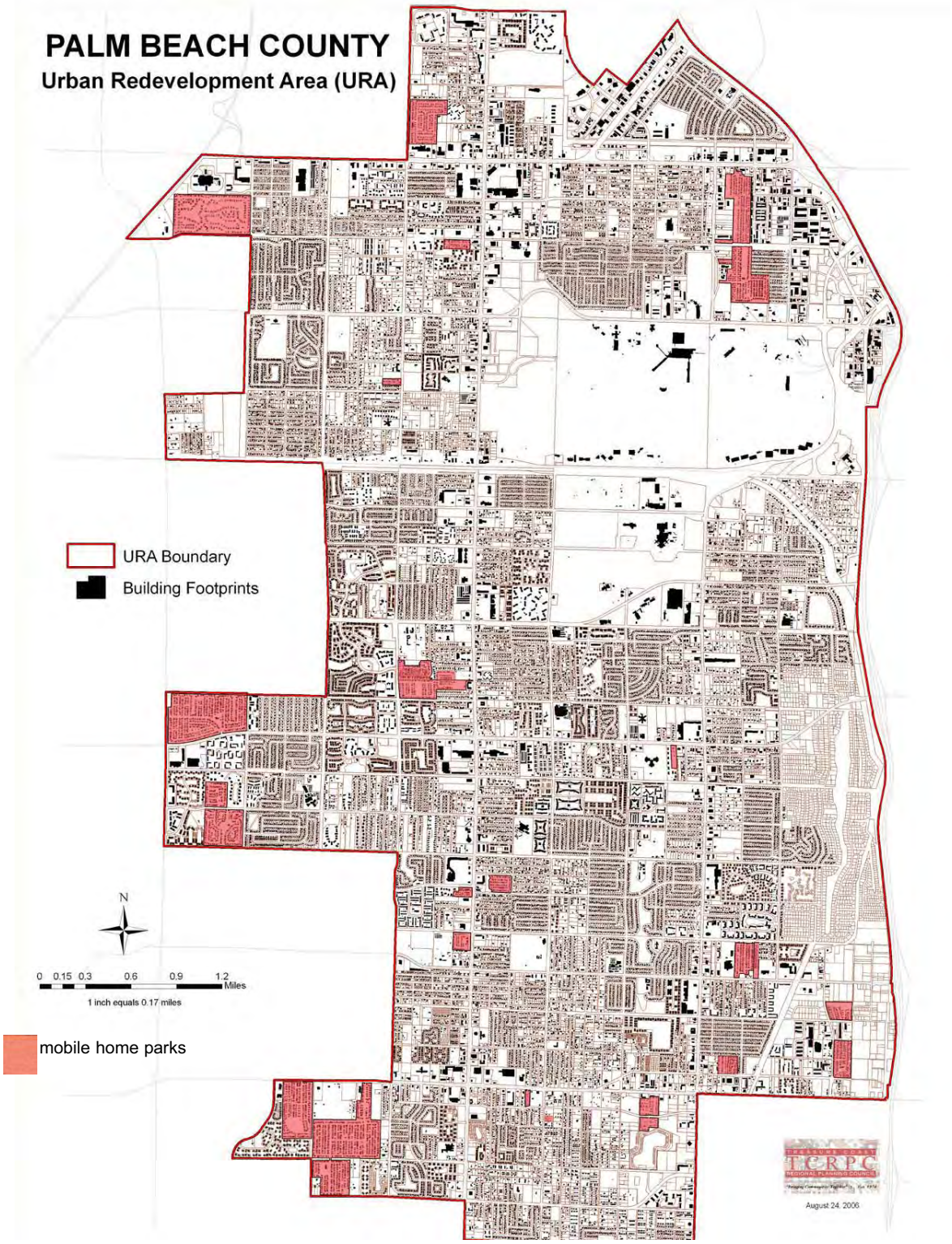
In summary, the URA master plan process has been evolutionary: from stakeholder input, rendered master plan, AutoCAD master plan, transportation modeling, recommendations for revising public policy, and to charting a course for implementation.

Existing Public Schools

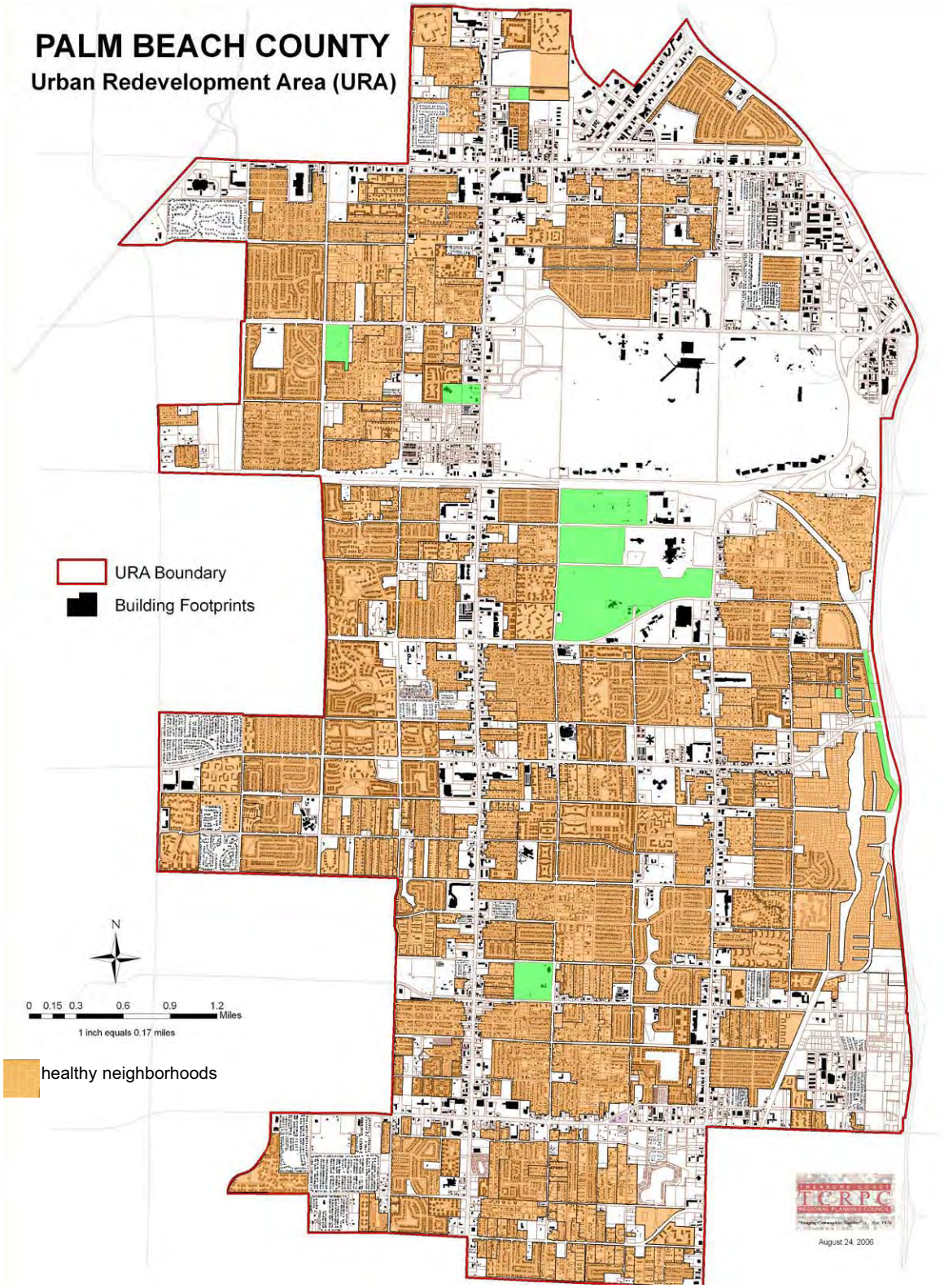


This diagram of the entire URA study area is a figure ground drawing with existing building footprints in black and the sites of existing Palm Beach County School District public schools highlighted in yellow. The large blank areas towards the upper middle section of the drawing are the PBIA and Trump International Golf Course.

Existing Mobile Home Parks

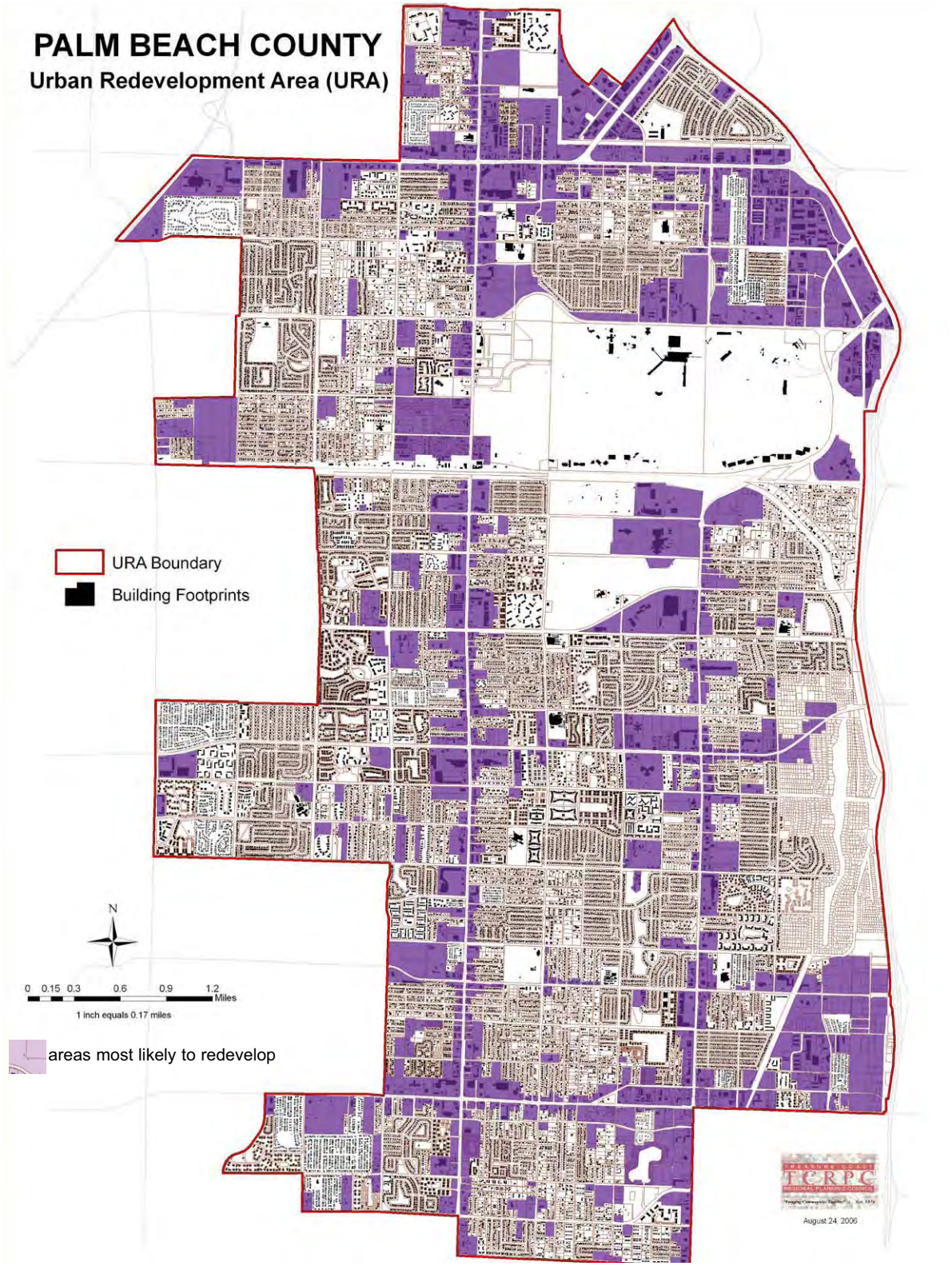


The same figure ground drawing now highlights all of the existing mobile home parks in the study area. Mobile home parks, particularly those with limited ownership, are especially vulnerable to development pressure; consequently, strategies for how they might be redeveloped need to be established. In general, TCRPC does not advocate the blanket redevelopment of mobile home parks and recognizes the critical housing opportunities they provide. Strategies for mobile home replacement (similar to the "Katrina Cottage" in hurricane ravaged Mississippi) should be explored.



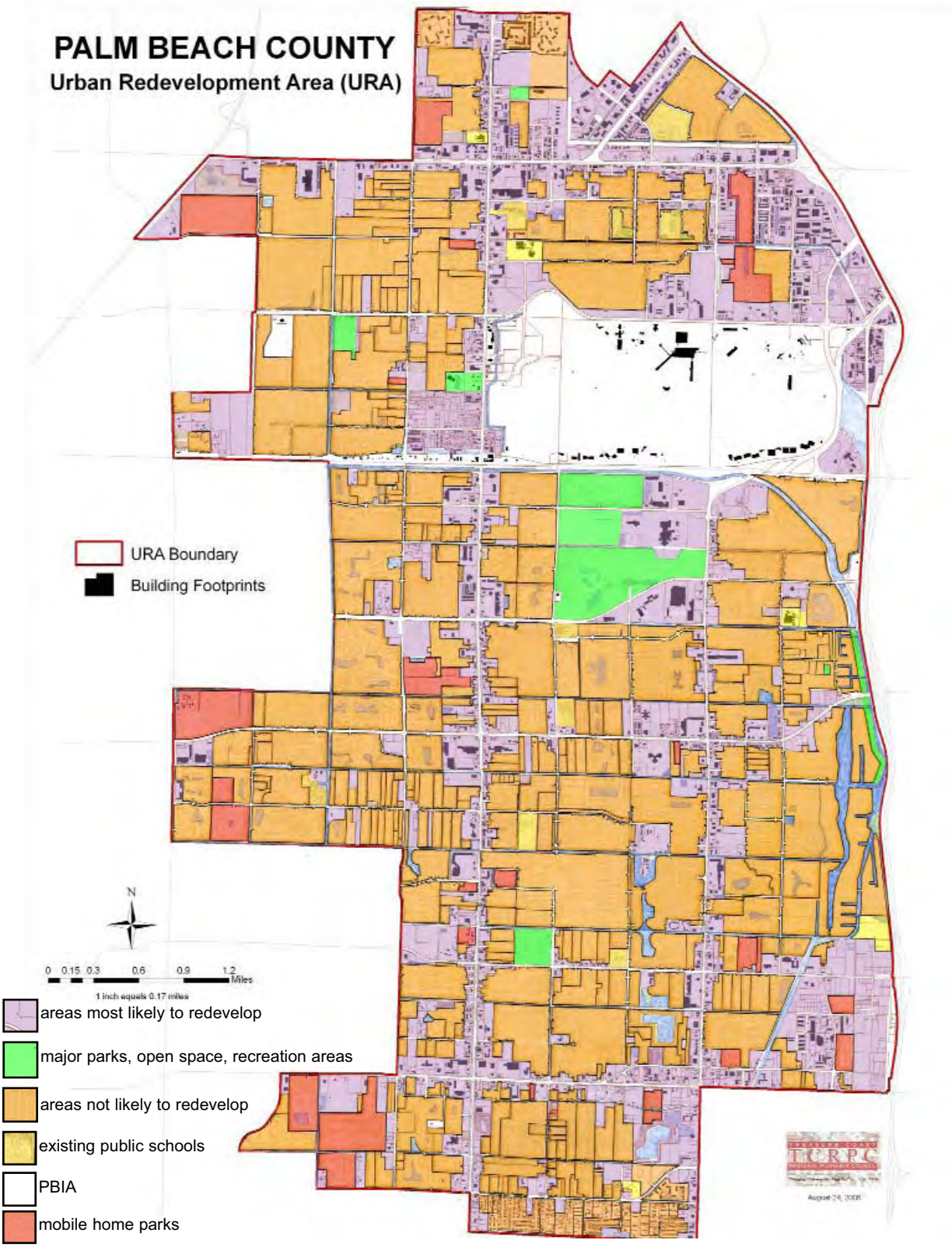
The areas in orange are not likely to redevelop. These areas are predominantly healthy and established neighborhoods. Though of differing characters, densities, and affluence, the design team felt that it was essential to identify those areas and neighborhoods where wholesale redevelopment was neither necessary nor should be encouraged. It is important to note that while TCRPC did not analyse the intact neighborhoods for historic preservation purposes, such analysis could be very useful.

Areas Likely to Redevelop

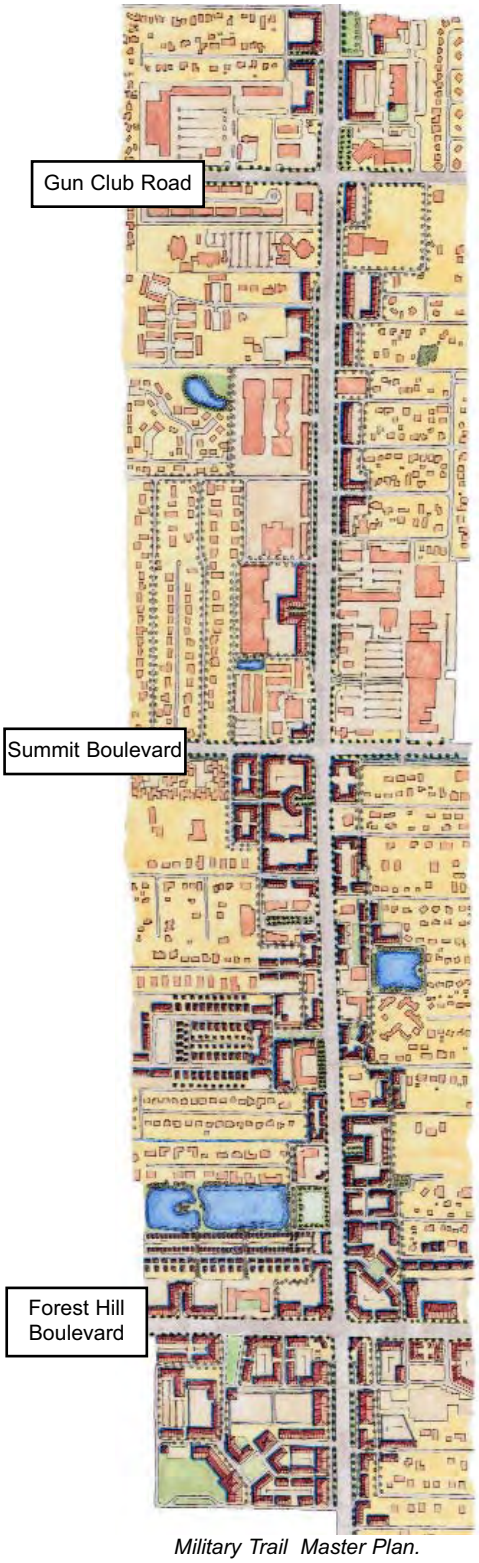


This diagram shows the areas most likely to redevelop with parcels highlighted in lavender. These general determinations were made by visually assessing the properties and identifying vacant parcels, underutilized parcels, land held in public hands that could provide other uses, and buildings that were vacant or in disrepair. This is a good starting point for establishing focal redevelopment areas and strategies for their reinvestment.

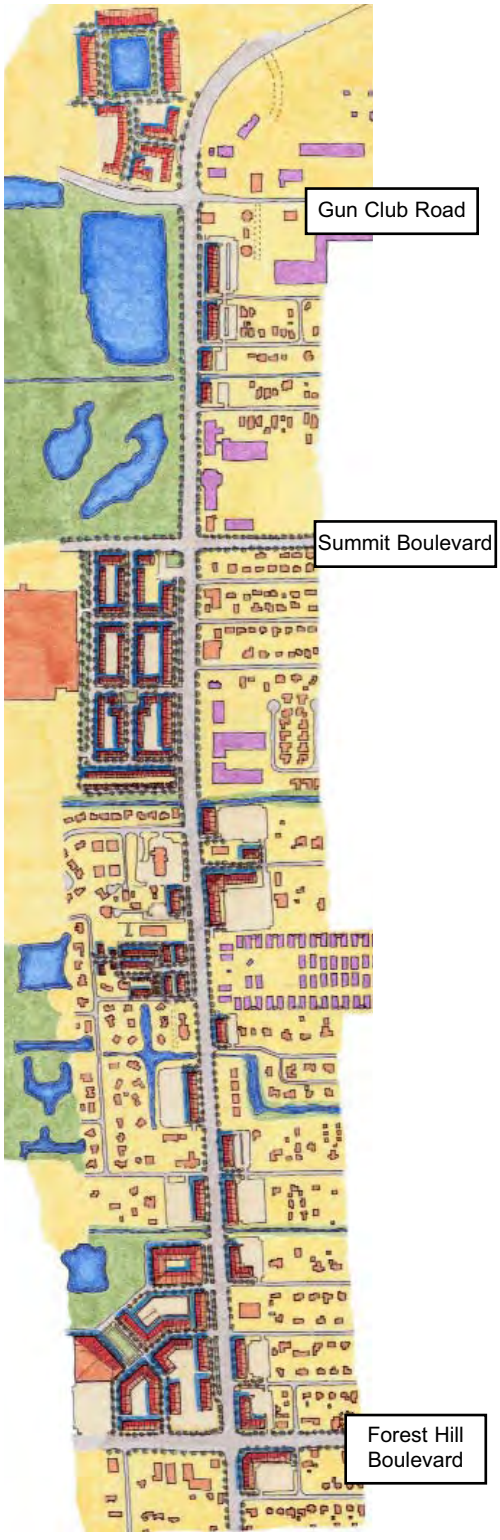
Composite



This composite diagram shows mobile home parks, schools, healthy neighborhoods, and those areas most likely to redevelop. Note that most of the probable redevelopment sites are along the corridors. Green represents major parks, open spaces, and recreation areas.

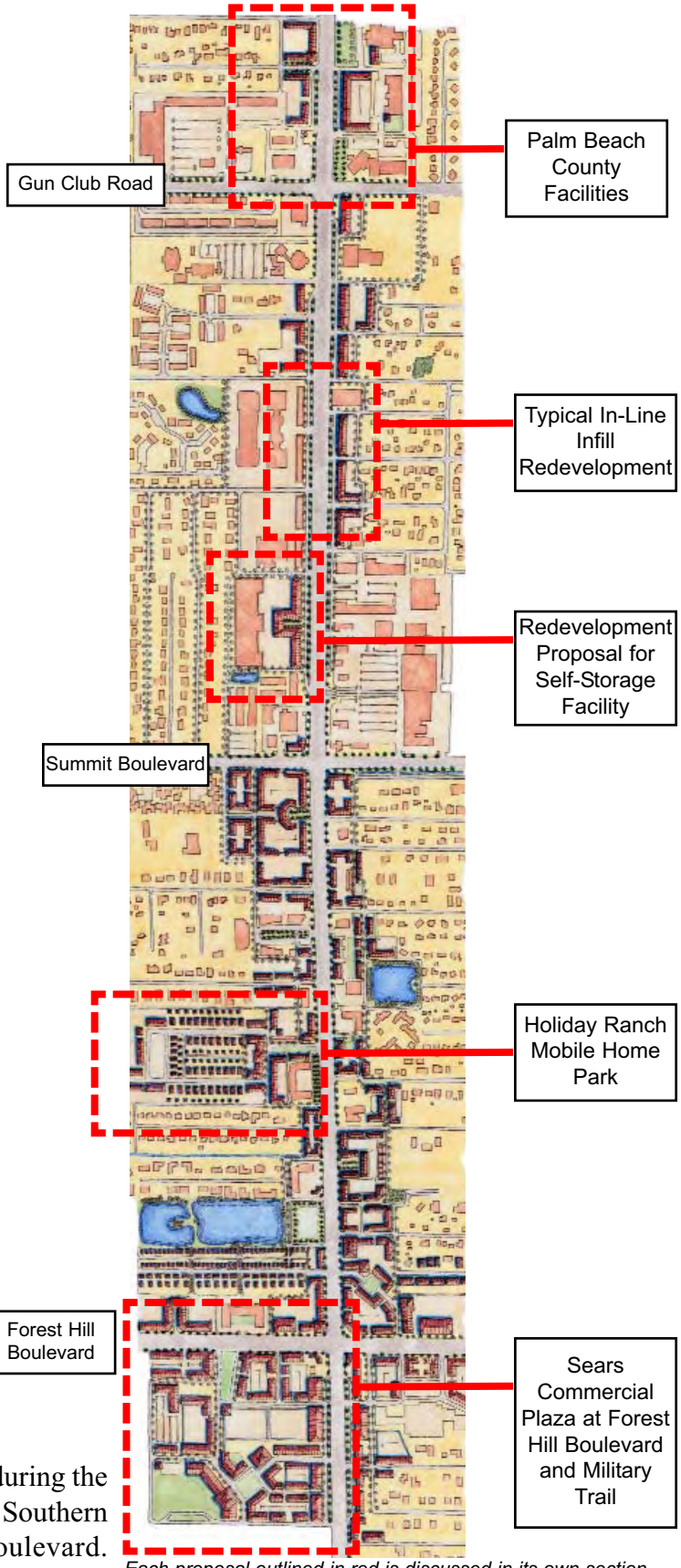


Military Trail Master Plan.



Congress Avenue Master Plan.

During the September 2006 charrette the design team generated a master plan for each of the PRA's: Military Trail and Congress Avenue. The plans, illustrated above, identify redevelopment opportunities and provide detailed designs for how individual projects would implement the urban design strategies detailed in this report. The following pages are a detailed tour through the key elements of each master plan.



Each proposal outlined in red is discussed in its own section. Please refer back to this graphic for location.

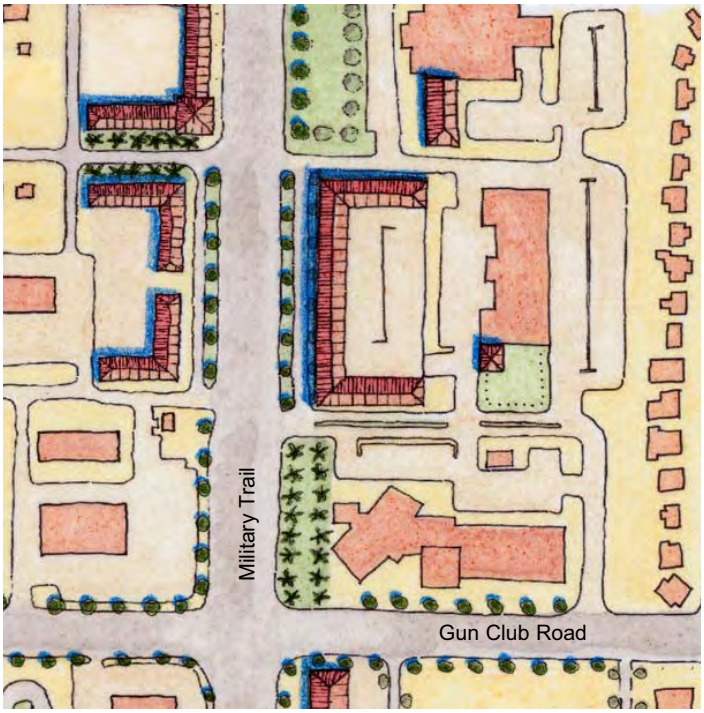
The Military Trail Master Plan, developed during the September 2006 charrette, stretches from Southern Boulevard south to Forest Hill Boulevard. Maintaining the existing residential fabric was paramount in creating this plan.

This current view of Military Trail, south of Summit Boulevard, illustrates many things: the bleak and depressing environment, lack of both identity and sense of arrival, the complete dominance of the automobile, and, most importantly, pedestrian use of this corridor despite its hostility.

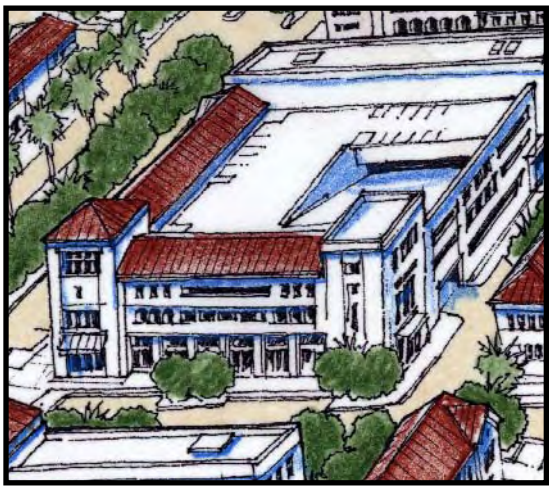
This computer rendering illustrates the same section of Military Trail and how the corridor could be transformed through controlled and meaningful redevelopment. By changing the way new development addresses the Right-of-Way (ROW), these corridors can be dramatically improved.

This oblique view shows an idealized Military Trail. At points where there is sufficient real estate, frontage or service roads must be provided for local traffic distribution, for on-street parking that is crucial to commercial vitality, to improve transit potential, and to humanize the corridor. Where dimensionally possible, this technique should be required.

As rendered here, Military Trail could in many places become a boulevard with non-interrupted travel lanes keeping a substantial median with additional service lanes and on-street parking on either side. This is the ideal condition preferred corridor-wide; however, this condition is realistically only possible on larger parcels and at major intersections where the intervention is needed most.



The master plan illustrates how a new parking garage lined with residential units priced to accommodate county and municipal staff could help to define and humanize Military Trail

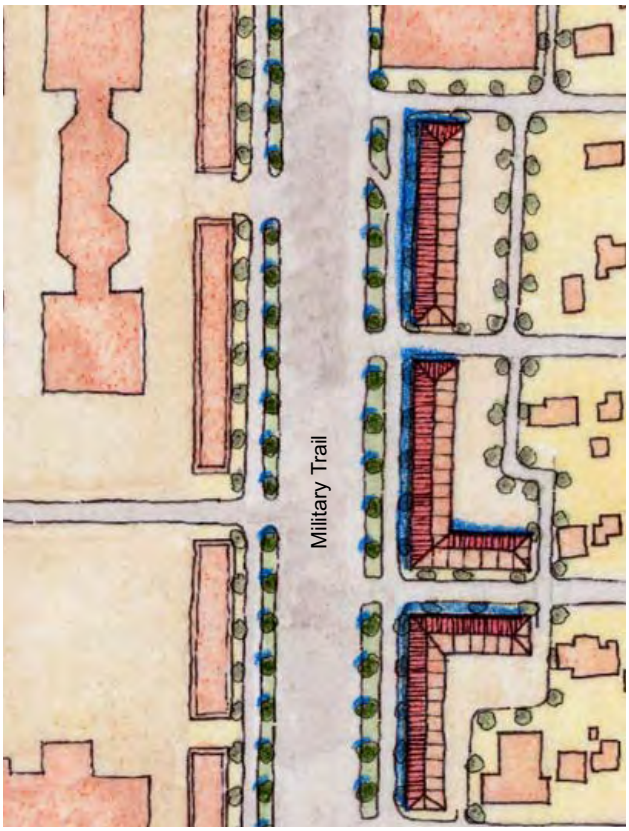


Wrap the garage and create real estate! Adding housing to a county garage begins to create a new local economy that is currently unimaginable

Palm Beach County Departments of Elections and Emergency Operations are located on the east side of Military Trail immediately south of the newly completed Southern Boulevard overpass. This essential county function is understandably located in central Palm Beach County. It is also designed as a suburban office park where its most prominent feature on Military Trail is its surface parking. The master plan illustrates how by consolidating cars in garages and acknowledging Military Trail as a place for people, this site could intensify and provide greater public benefit.

The master plan image at the upper left illustrates a new garage to accommodate the existing surface parking. Wrapping the garage would be a combination of office and residential uses. Urban rental housing in immediate proximity to county jobs would position the county at an even greater advantage for attracting more qualified young workers to the area.

The current situation: berms and parking lots define Military Trail making it a lonely and dangerous place to be a pedestrian



Infill development (identified by red roofs in the image above) with service road and additional vehicular connections.

In the current condition, it is virtually impossible to travel from one adjacent parcel to another without going onto Military Trail

These mixed-use, multi-family buildings on Dixie Highway in West Palm Beach are the prototype for the typical infill condition: three stories, 50'-70' deep, ground floor non-residential uses, upper floors residential use, and surface parking behind the buildings

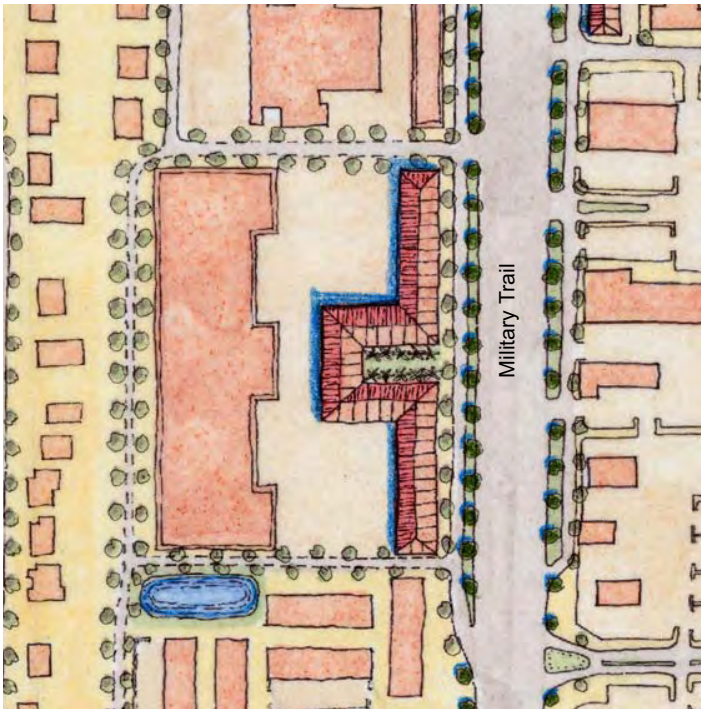
The mixed-use, three-to-four story infill building could become the "workhorse" of the URA. These buildings are compact, typically self/surfaced parked, provide great street and retail frontage, and are simple boxes to build.

As illustrated in the Military Trail Master Plan detail (upper left), the development of these infill projects creates the essential opportunity for connecting adjacent parcels. In this detail, not only are the new parking areas in the rear connected, but a new service road is provided that helps protect pedestrians, provides landscaping, and on-street parking.

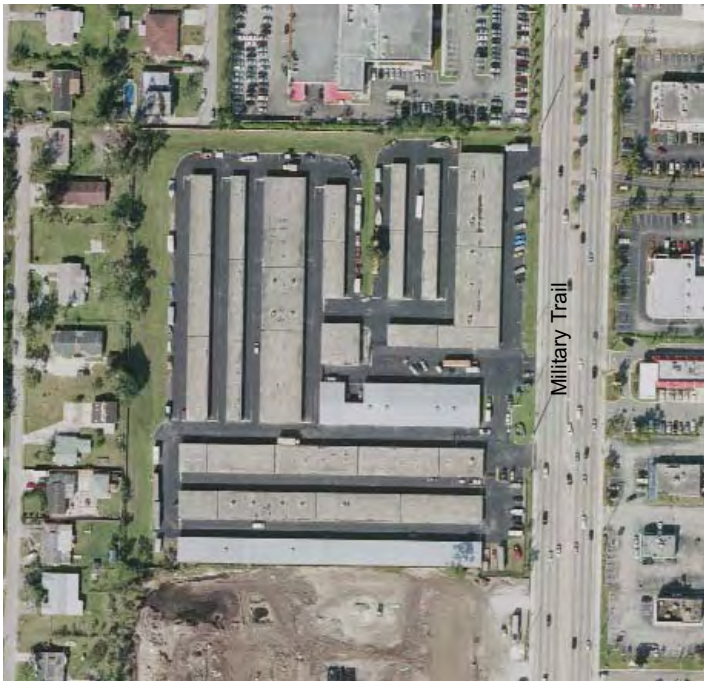
These buildings can also be very simple. Often a building's value is measured by how complex or interesting the architecture is or how ornate it can be. The creation of a cohesive and vibrant urban environment, through the assemblage of many buildings, can add tremendous value.

A beautiful urban environment can be created with relatively plain buildings. Conversely, an unsightly and hostile urban environment cannot be saved with good architecture alone.

Redevelopment Proposal for Self-Storage Facility



The Military Trail Master Plan suggests an intensification of the storage facility property keeping the current uses but adding more development to address the street. The proposal above includes a 00,000 s.f. (three story) mini-storage facility and mixed-use buildings fronting Military Trail.



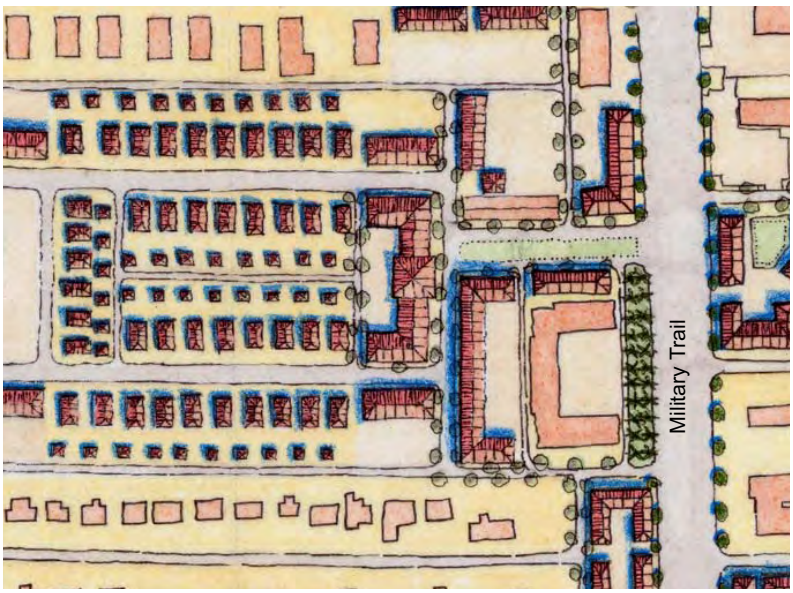
The existing storage facility is a series of one-story, non-descript buildings that cover the entire site.

This view of the existing self-storage facility on Military Trail typifies the low-scale, non-habitable uses that face much of the corridor

One of the parcels along Military Trail well-suited for redevelopment is the self-storage facility on the west side of the corridor north of Summit Boulevard. The use at this location may make perfect business sense and is not at question in this report. What is questionable, however, is the long-term viability of such a low intensity and single-use occupancy of the site.

The master plan suggests the one-story storage facility (approximately 152,000 square feet) be replaced with a three-story facility of approximately 300,000 square feet. With a reduced footprint, the storage facility site could also include other uses (residential and non-residential space fronting Military Trail) that would intensify the site and also add to the collective improvements to the corridor.

An example of a multi-storied self-storage facility in an urban environment.



The proposed master plan for Holiday Ranch Mobile Home Park sets forth a few essential principles for redevelopment of this site: variation in building types and affordability; connectivity to adjacent parcels; and an urban, habitable presence on Military Trail

Because of its ownership structure, the existing Holiday Ranch Mobile Home Park is a likely site for future redevelopment. It is important that any future plans adhere to the tenets of the URA objectives. Every effort should be made to keep attainable, work-force level housing units as an important component in any future development programs.

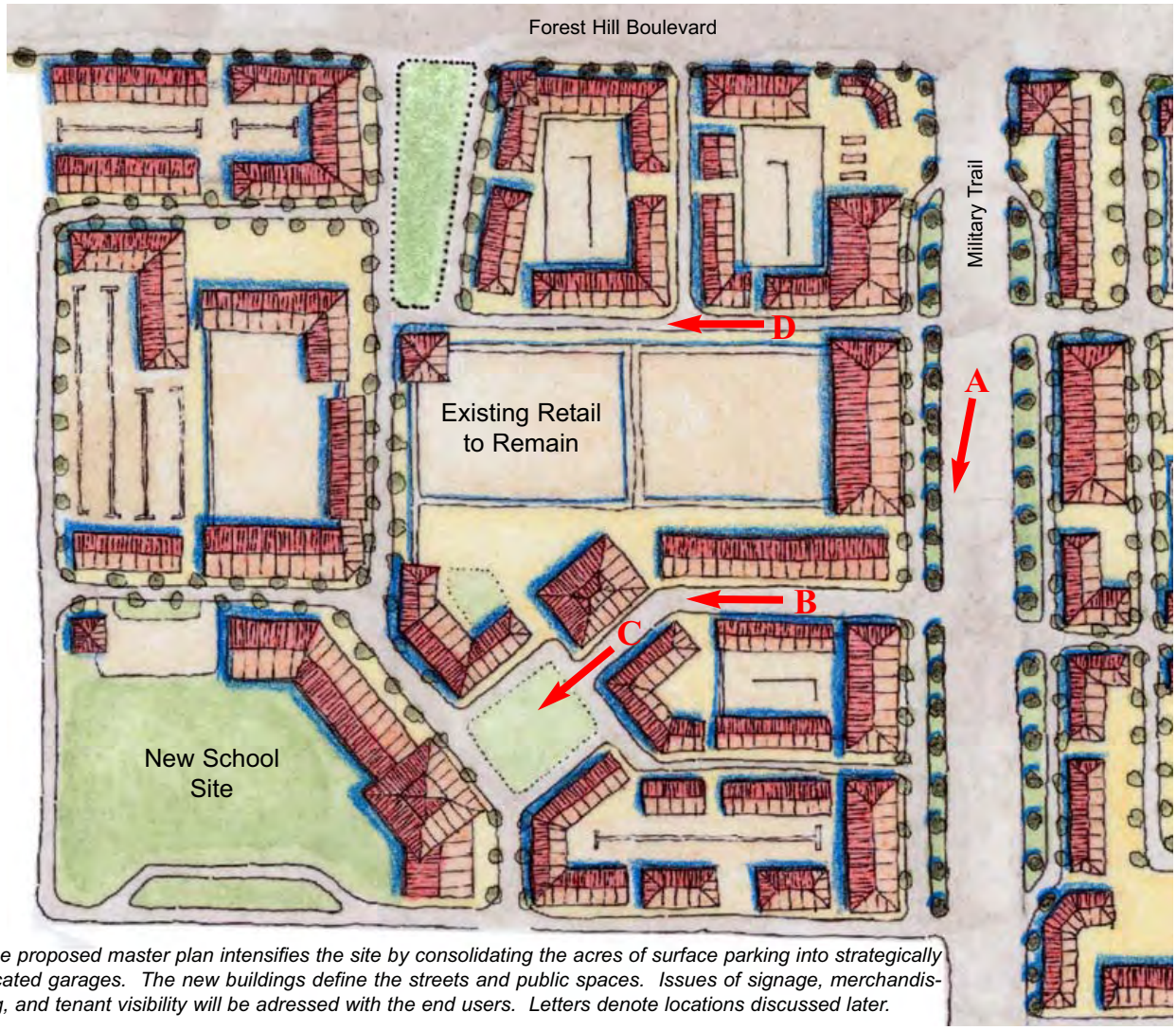
The Holiday Ranch Mobile Home Park is located on the west side of Military Trail immediately south of Kelmar Drive. While this park appears to be in good repair and is fulfilling an important housing demand within central Palm Beach County, there is growing redevelopment pressure on these types of communities.

Mobile home parks are traditionally centrally located, usually vested for higher densities than surrounding parcels, and are often under single ownership. Some mobile home parks are owner-occupied, and while they are still possible redevelopment candidates (e.g. Briny Breezes), they represent a far greater challenge than the single-owner parks.

As such, the design team felt it was important to illustrate redevelopment scenarios for those mobile home parks along the PRA's that were under single or limited ownership and thereby likely to redevelop over time.

The master plan for Holiday Ranch Mobile Home Park (upper left) illustrates a variety of building types including single family, multi-family, garage apartments, and mixed-use buildings. The plan offers a range of affordability and provides essential connections to adjacent parcels. Designs for this parcel are limitless; however, the design objectives described are vital to improving the overall cohesion of Military Trail.

Sears Commercial Plaza at Forest Hill and Military Trail



The proposed master plan intensifies the site by consolidating the acres of surface parking into strategically located garages. The new buildings define the streets and public spaces. Issues of signage, merchandising, and tenant visibility will be adressed with the end users. Letters denote locations discussed later.

The existing shopping center typifies an out-dated, marginally utilized property where redevelopment is necessary to improve the Military Trail corridor.

The Sears commercial plaza at the southwest corner of Military Trail and Forest Hill Boulevard is one of the major potential redevelopment sites in the two PRA's. Originally a K-Mart plaza, the current shopping center represents approximately 285,000 square feet of single-story, surface-parked retail and commercial uses on approximately 35 acres.

The proposed master plan for this site includes retaining the existing Sears building; creating a new network of neighborhood streets; and adding approximately 250,000 square feet of ground-floor retail, 900 residential units, and a 5.5-acre school site. Images on the following pages provide a visual tour of the proposal.

A. This view from Military Trail (reference page 18) looking south towards the new main entry to the project illustrates the new service road and parallel parking, enhanced bus facilities, continuous street trees, and two to five-story buildings along Military Trail that help define the public realm. Land utilization in this scenario is highly efficient with almost no wasted space or land along the corridor.

B. Continuing into the main entry of the project from Military Trail (reference page 18), the streets immediately transition into an urban neighborhood scale: typically three- story buildings with on-street parking, wide sidewalks, and continuous street trees. This image shows the street with an optional median. The street with ground floor residential and non-residential uses (retail or office, depending upon demand) is terminated by the new school.

C. This closer view of the school (reference page 18) shows its prominence on this new neighborhood street. The school location and configuration, as seen in the plan view on page 17, is meant to allow for multiple points of access with clearly separate bus and visitor/pick-up traffic. Creating an urban school in this location adds civic legitimacy to the project. The location provides a new elementary school that is needed in the area, and if designed properly, it blends a variety of uses and experiences in a compact, efficient, and urban manner.

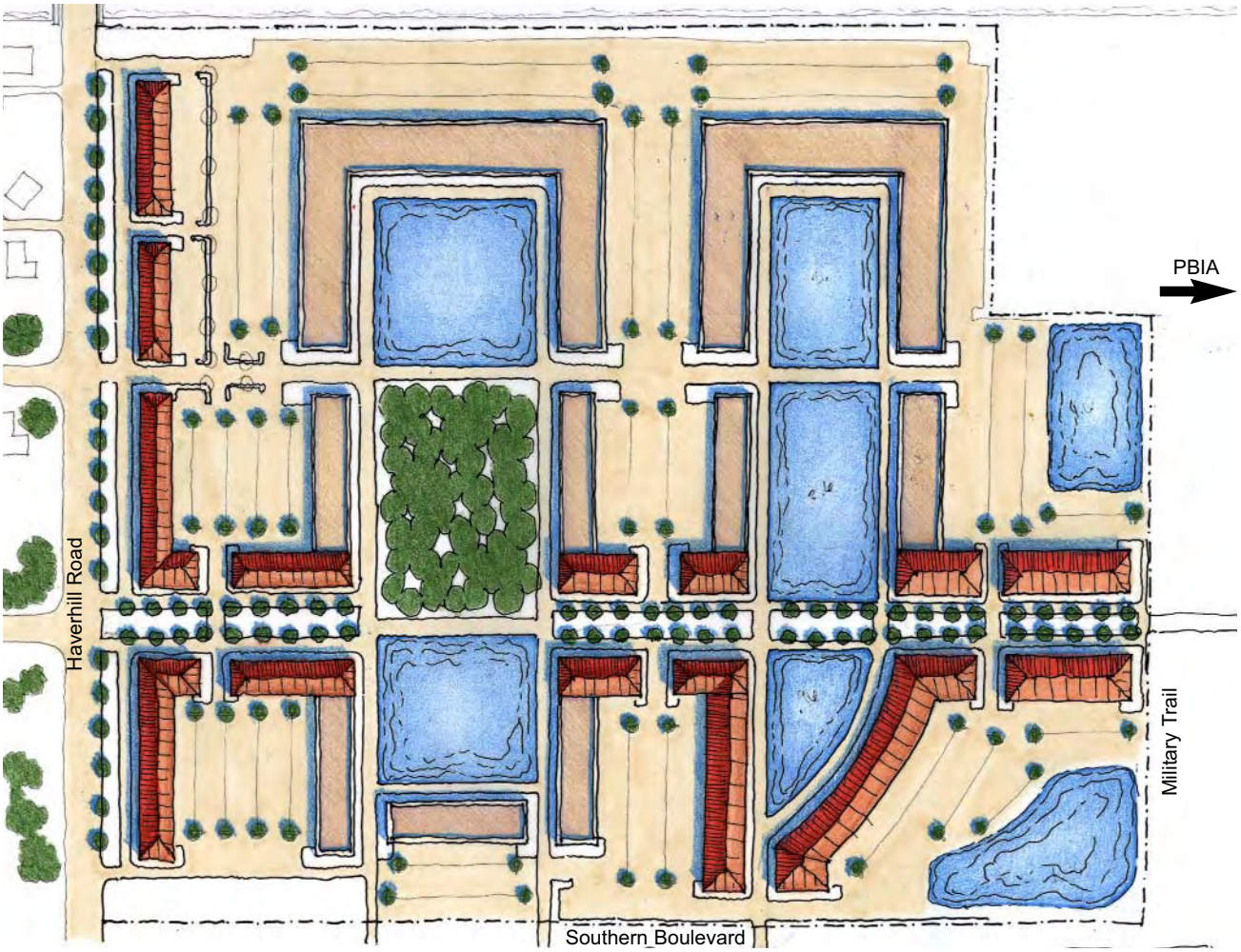
D. From this vantage point (reference page 18), the existing Sears building is seen at left with new buildings facing it across the street. This image is meant to emphasize the point that this project could be built in phases. If desired, the more successful existing uses could remain in place.

The PBIA buy-out area is shown above, with Southern Boulevard to the south, Military Trail to the east, and Haverhill Road to the west. The area is approximately 100 acres and is located due west of the airport.

PBIA contracted with Kilday & Associates to create a *Due Diligence Report* to identify redevelopment opportunities for the airport buy-out area. These properties have been acquired by the airport over the last several years in response to the PBIA Approach Path Conversion Area Overlay. The report suggests a proposed future land use of Commercial/Light Industrial with a proposed zoning of Planned Industrial Park Development (that is consistent with TCRPC research for needs in the area). The recommended development program follows:

Commercial: +/- 117,612 square feet
Industrial/Flex Space: +/- 718,740 square feet

Airport buy-out area location map

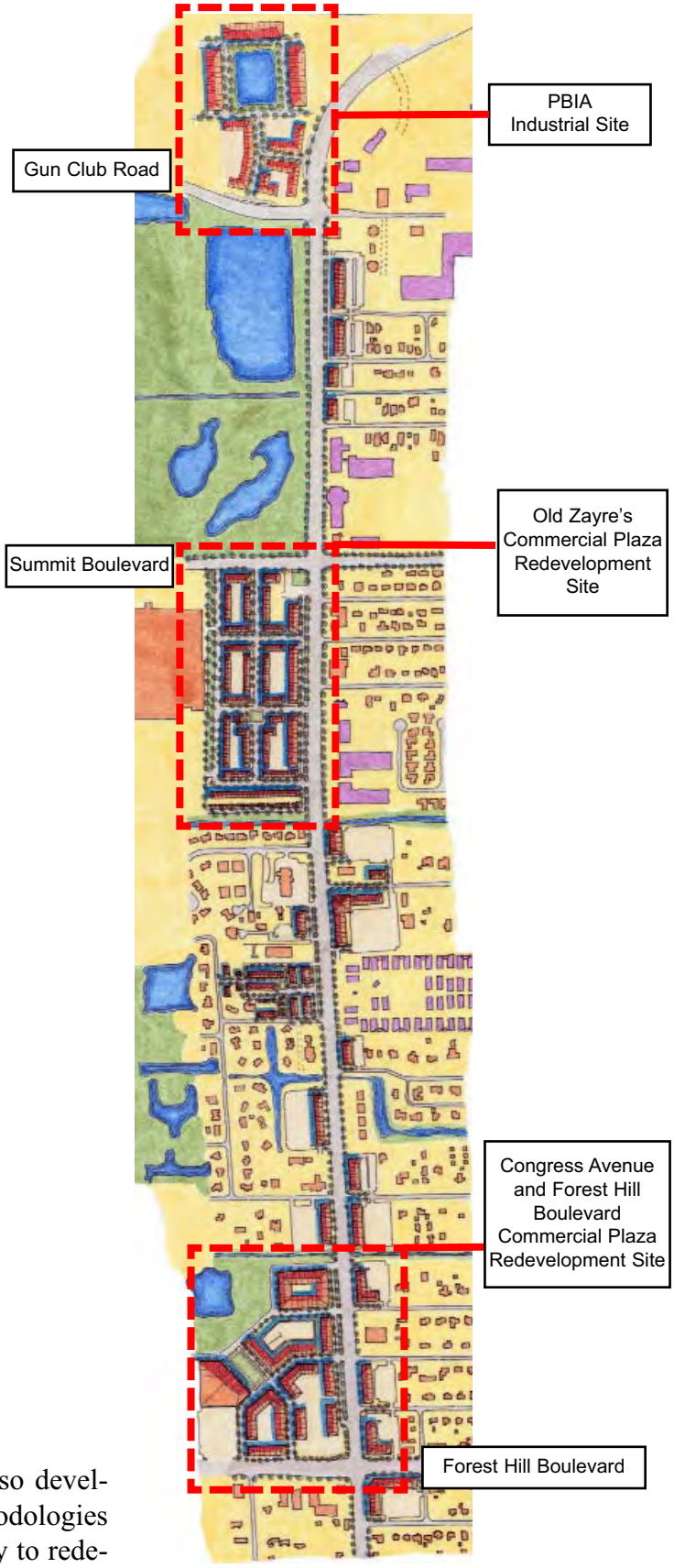


Above is the proposed master plan for the PBIA buy-out area. The strictly light industrial uses are shown with flat roofs while the light industrial/flex uses (two- story buildings) are shown with red roofs. The buildings are arranged to define the streets. The proposed preserve area is in green, and the water retention areas are in blue.

The proposed buy-out master plan takes the analysis from the *Due Diligence Report* and attempts to locate the required buildings, roadways, water retention areas, and nature preserve in a composed, urban fashion. The buildings facing Haverhill Road have a frontage street that allows on-street parking and can possibly accommodate some neighborhood services. There is a central road with a median, and the two-story buildings are fronting the road. The buildings further from the central median grow in size and are more industrial in nature. The illustrated program follows:

Light Industrial/Flex Space: 971,000 square feet
One-story light-industry buildings
Two-story flex-use buildings (rendered in red above)

If designed and detailed properly, the light industrial area could be thought of as a district or an "industrial neighborhood" that has its own character and interest. The two story flex-use buildings are important in defining that character.



Each proposal outlined in red is discussed in its own section. Please refer to this graphic for location.

The Congress Avenue Master Plan was also developed during the 2006 charrette. The methodologies used on Military Trail to assess areas likely to redevelop and maintain the existing healthy residential fabric were also employed for Congress Avenue.

The image above is a detail of the Congress Avenue Master Plan illustrating a potential site design for the PBIA parcel at the northwest corner of Gun Club Road and Congress Avenue.

The Congress Avenue PBIA industrial site (not an official name) is located on the southwestern corner of the new Congress Avenue/Southern Boulevard overpass. The plan proposal is as follows:

126,000 square feet light industrial/flex
89,000 square feet office
52,000 square feet retail
267,000 Total square feet

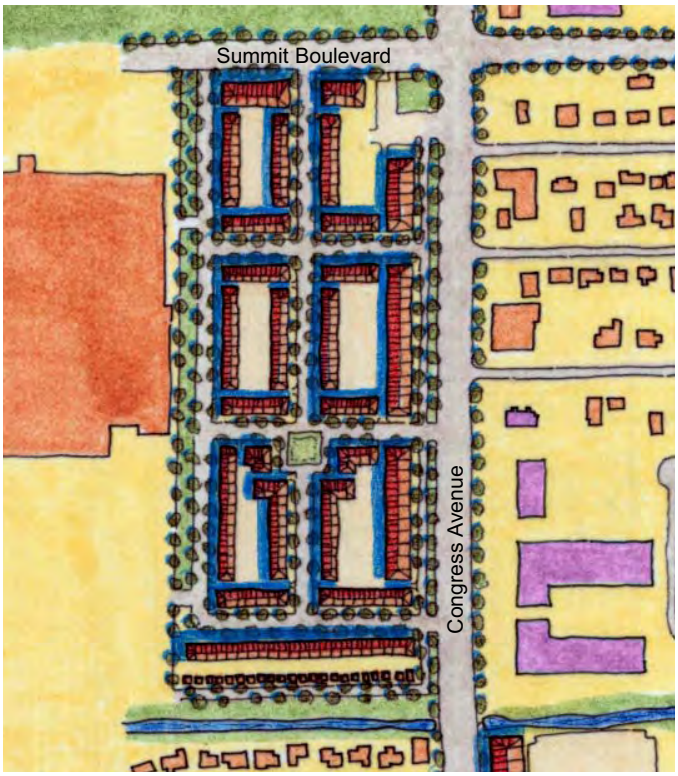
The design principles applied here are consistent with those proposed at the Military Trail Airport buy-out area: define the streets and retention areas with buildings, provide service road access along Congress Avenue and Gun Club Road, and allow for the circumvention of the Gun Club/Congress intersection.

The aerial above is shows the PBIA parcel at Gun Club Road and Congress Avenue. Located immediately south of the Southern Boulevard overpass, this parcel could be well-situated for light industrial and flex-space uses.

This site is approximately thirty-five acres and is adjacent to the Armed Forces Reserve facility on Gun Club Road. Currently vacant and partially wooded, the industrial site is within the airport restricted use approach zone that prohibits residential and school uses. The airport's interest in providing additional light industrial/flex space uses here is consistent with previous needs analysis for economic development in the area. The completion of the Australian Avenue/Congress Avenue overpass makes for very quick and convenient access to Southern Boulevard and I-95.

The PBIA industrial site is adjacent to the Armed Forces Reserve Center on Gun Club Road

The Old Zayre's Plaza



The proposal for the existing Zayre's shopping center includes the creation of a medium density, mixed-use, urban neighborhood.

Interim Proposal

The old Zayre's shopping center located at the southwest corner of Congress Avenue and Summit Boulevard is a sizable and prime redevelopment site. The charrette plan envisions two development scenarios for this location: an interim vision and a long-term build-out scenario. The plan (shown on the Congress Avenue Master Plan) at left illustrates the initial redevelopment of the plaza to include 299 residential units and nearly 67,000 square feet of non-residential uses (office and/or retail). This proposal is for an urban neighborhood of townhouses, public streets and spaces, and mixed-use buildings fronting Congress Avenue. As designed, this configuration requires no structured parking and provides limited access to adjacent parcels.

Summit Boulevard and Congress Avenue is one of the most prominent intersections on the corridor. The existing commercial plaza is in some degree of refurbishment (it is believed the buildings were damaged during the 2005 hurricane season). There are three smaller outparcels along Congress Avenue including a Burger King restaurant. A self-storage facility, presumably under separate ownership, is at the southern end of the site area. To date, the design team has not been in contact with the property owner(s); however, if the suggested plan is deemed a plausible alternative to the current condition, contact should be made so that these suggestions can be discussed and evaluated.

This is an aerial view of the existing Zayre's shopping center at Congress Avenue and Summit Boulevard.

These townhouses on Dixie Highway in West Palm Beach reflect the scale and character of those proposed at the old Zayre's site on Congress Avenue

The Old Zayre's Plaza with Public Facilities

Long-Term Proposal

While clearly a more ambitious and longer-term proposal, the plan above suggests a complete redevelopment of all the parcels along Summit Boulevard across from the Trump golf course. Like the Zayre's site to the east, the county and post office parcels are defined by one-story buildings and large fields of surface parking. If there was the opportunity to relocate these public facilities to areas of lesser value and comparable access and if there was coordination between these different public and private entities, this site is one of unprecedented opportunity.

This aerial view of the same location is expanded to include the adjacent public parcels. From Congress Avenue westward they include the Zayre's parcels, the U. S. Postal distribution center, the Palm Beach County School District Facilities parcel, and the Palm Beach County District Library.

Envisioned as a primarily residential, urban neighborhood of 2,300 units and 350,000 square feet of non-residential uses, this site could become a premier location in central Palm Beach County. After the second or third floor, all units facing Summit Boulevard would have Trump golf course views adding to the desirability of this real estate. In addition, the district library could be relocated to a more prominent, civic location within the neighborhood along Congress Avenue for easy access.

Understanding the complexities of this proposal, TCRPC strongly recommends this idea be pursued. The long-term, "in-town" development potential for this agglomerated site is an enormous opportunity.

This plan is for the redevelopment of the existing shopping center at the northwest corner of Congress Avenue and Forest Hill Boulevard. The inclusion of urban housing at this site is an important objective.

This is an aerial view of the Winn Dixie center in the Village of Palm Springs.

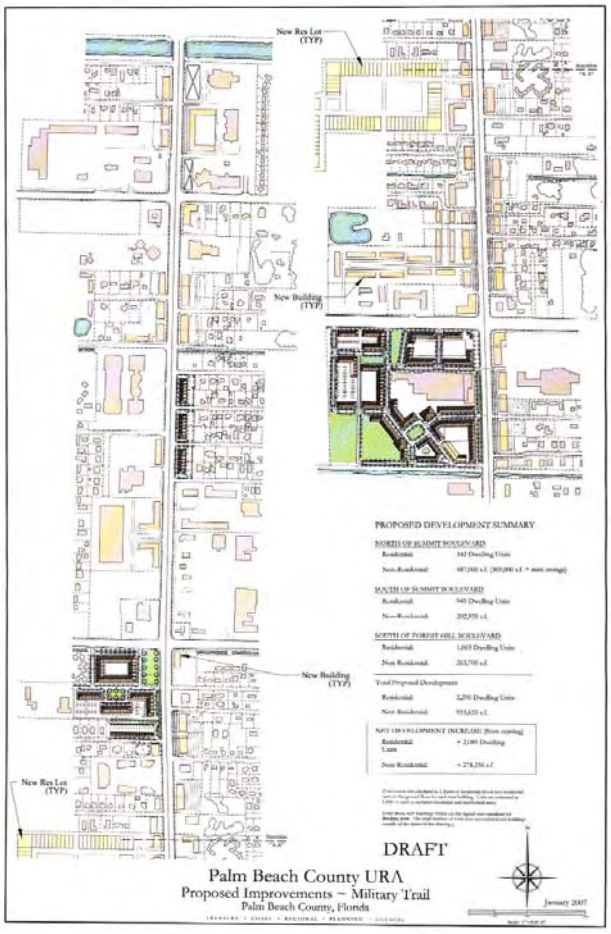
Congress Avenue and Forest Hill Boulevard

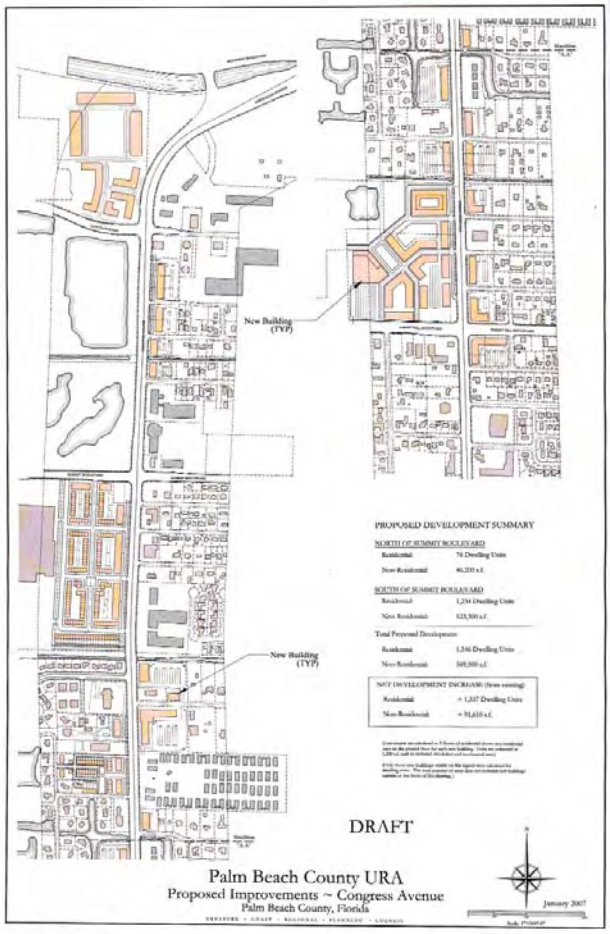
Congress Avenue and Forest Hill Boulevard intersection is another significant location on the corridor. Currently occupied by a strip center with declining frontage, the master plan recommends a complete redesign of the parcel. By incorporating 580 housing units and 230,000 square feet of commercial, there is great potential for this site to become a signature location on Congress Avenue.

The Publix at CityPlace shows how a grocery store can fit successfully into an urban environment: the building addresses the street, and the parking is shielded from the street

The existing site has a grocery store hidden behind what appears to be more recent outparcel offices. This redevelopment proposal for the Congress Avenue/Forest Hill Boulevard commercial plaza includes a grocery store in a comparable location to the existing one. However, new axial roadway connections are provided through the new neighborhood to the store. The image above, CityPlace Publix, shows that there is local precedent for how a major grocer can build in an urban environment. Below is a photo of the Publix in downtown Fort Lauderdale.

Publix in Fort Lauderdale enhances urban street life





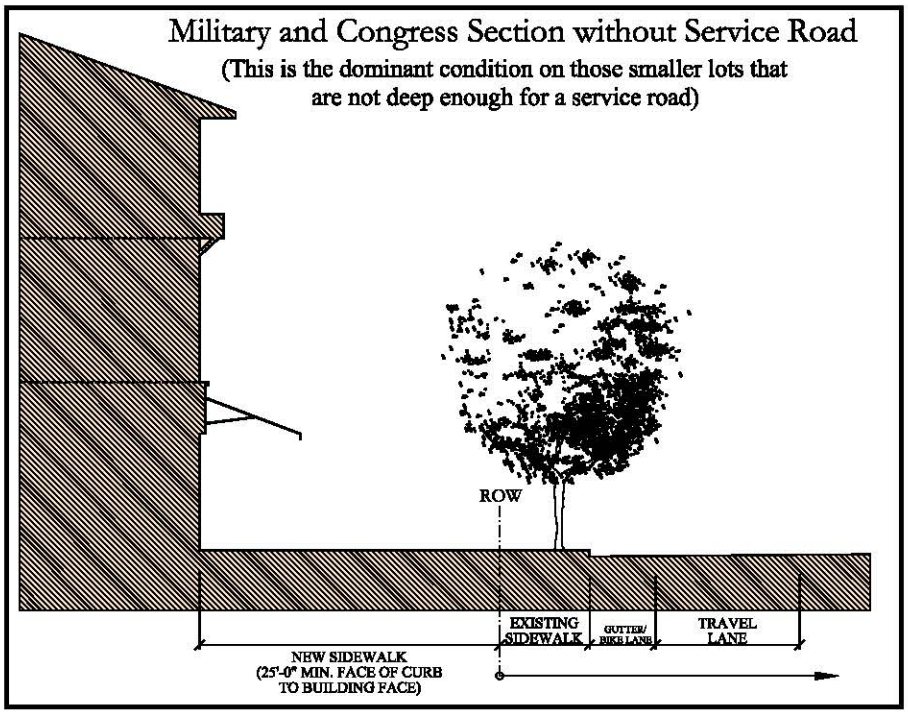
As described earlier in this chapter, the hand-drawn charrette master plans were further refined using AutoCAD base drawings developed by TCRPC staff. The two drawings above represent the proposed improvements for Military Trail and Congress Avenue PRA's. These drawings, along with the detailed existing conditions that were also developed for both PRA's, are powerful tools to help predict and direct future growth. By working to-scale on a parcel-by-parcel basis, the charrette design plans have been surgically inserted into the existing conditions of the PRA's.

Building locations, sizes, quantities of parking, leaseable square footages, and numbers of new residential units are illustrated on these plans. Although these drawings are built from high resolution aerials and not surveyor data, they do represent reasonably accurate information.

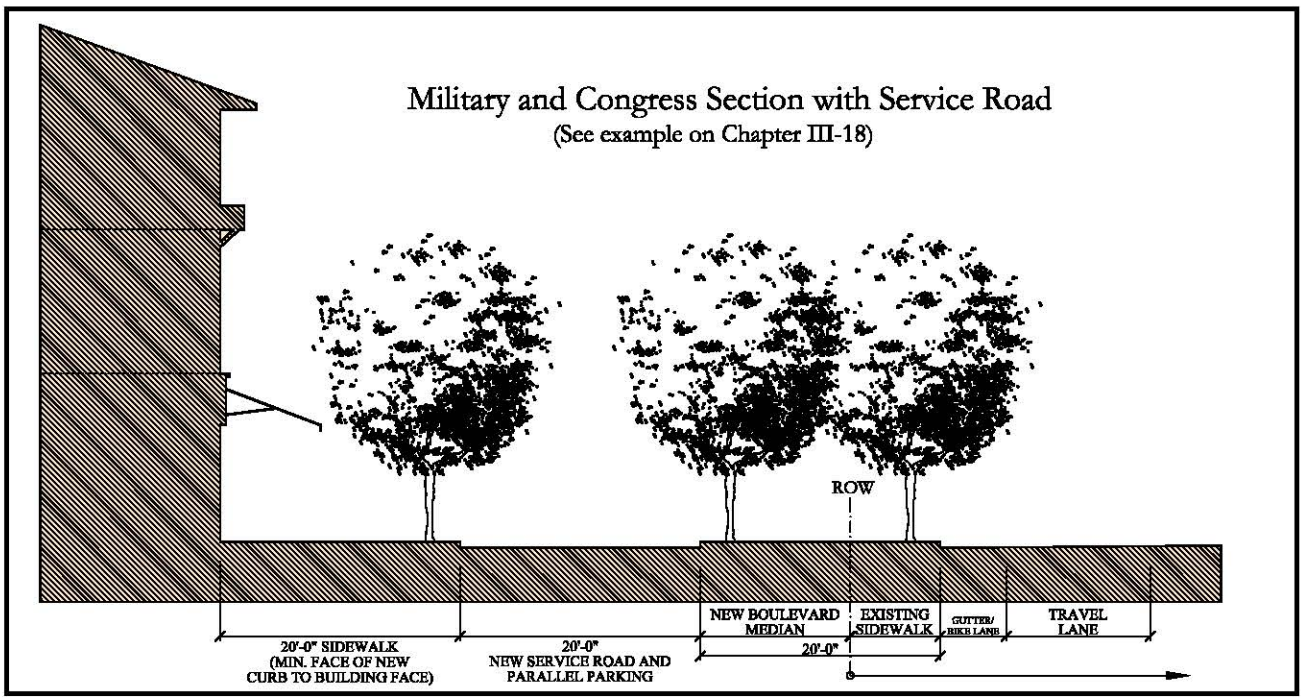
In addition to quantifying the proposed new development, these base drawings enable the team to assess how many of the existing structures and parcels would redevelop and what the net increase in overall quantities for the corridors would be. This is essential to generating the necessary transportation models (e.g. if 500,000 square feet of new commercial is proposed, yet 350,000 square feet of existing commercial space would come down to accommodate the new construction, there is only a net increase of 150,000 square feet).

The detailed corridor master plans were also formatted to the existing Traffic Analysis Zones (TAZ's). These calculations are the basis for the traffic modeling.

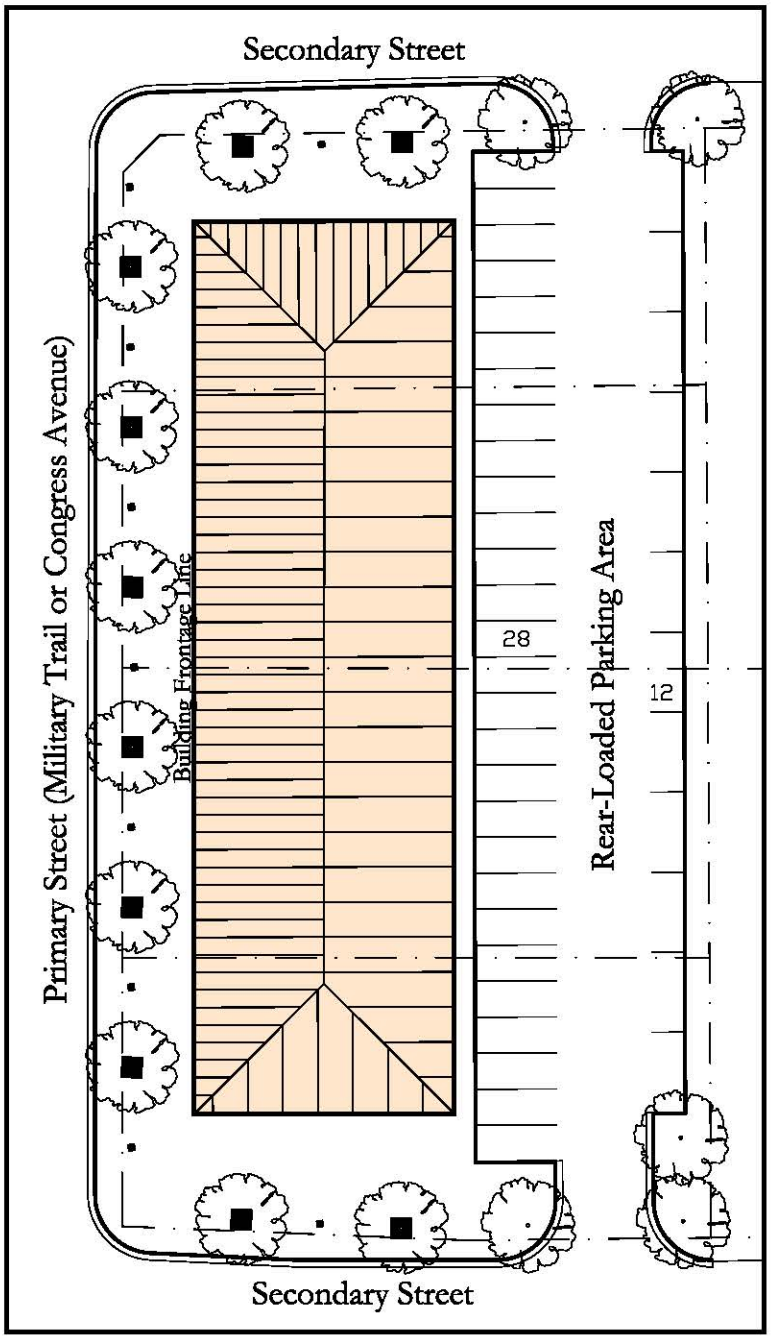
The following plates are the existing conditions, proposed improvements, and TAZ drawings.



All of the design proposals illustrated on the corridor master plans were created with certain basic assumptions. Where an existing parcel is not deep enough to incorporate a service or frontage road, the new "build-to-line" for new buildings is 25'-0" from the existing face of curb. The proposed street section (illustrated to the left) for this condition includes shade trees, in 5'-0" tree grates spaced at 40'-0" on center. The new buildings (in this case a three-story building) would be placed at the build-to-line.



Where existing parcels are deep enough, and have significant corridor frontage, a service road is proposed to provide on-street parking and additional, parallel vehicular access. Measured from the face of the existing curb, the new boulevard median is 20'-0" wide, with a 20'-0" service road and parking aisle, and 20'-0" sidewalk depth to the new build-to-line.



The drawing at left shows a proposed building per the corridor master plan. The building is 25'-0" from the face of the existing curb. There are continuous street trees, and the parking is to the rear. To generate redevelopment quantity calculations, the following determinations were made:

~ Building depths are 50'-0" - 80'-0" (depending upon parcel size and use)

~ Reduced parking ratios were applied:
2 spaces / 1,000 s.f. for non-residential uses
1.5 spaces / residential unit

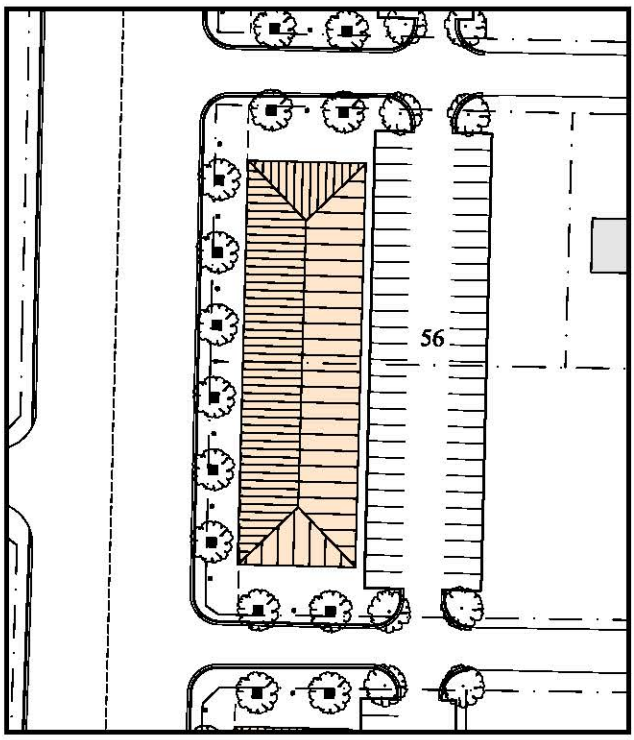
~ Unless otherwise noted, all buildings fronting the corridor assume non-residential ground floor uses

~ All floors above the ground floor assume residential uses

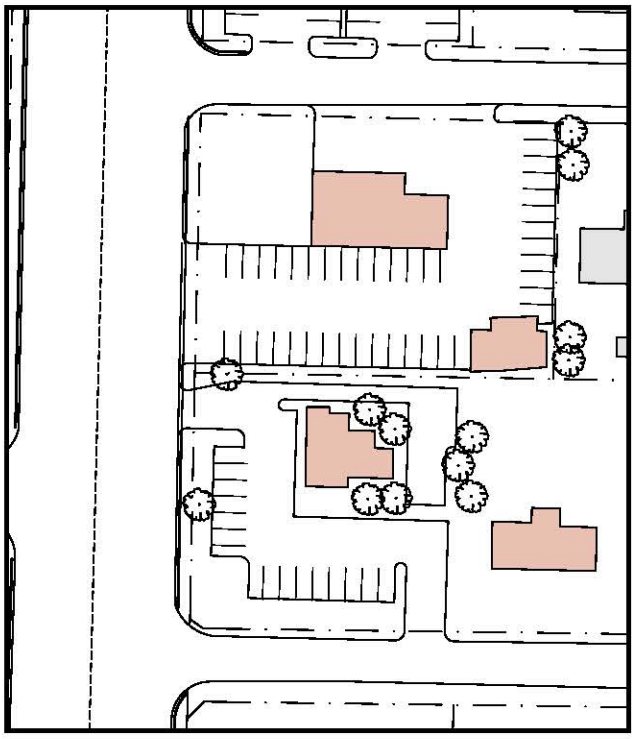
~ Residential units are calculated at 1,200 s.f. each (1,000 s.f. unit with 20% circulation)

EXAMPLE:
A new 3 story building with a 5,000 s.f. footprint would be calculated as follows:
- 5,000 s.f. non-residential uses
- 8 residential units
- 10 sp. + 12 sp.= 22 parking spaces

It is very important to point out that each redevelopment scenario does not propose storm water retention on-site. All development designs and quantity calculations are predicated upon the creation of a storm water management system that conveys storm water to off-site retention/detention areas.



PROPOSED INFILL



EXISTING
CONDITIONS

The drawing at left illustrates a typical in-line infill condition. In this case, three parcels have been assemble to create maximum efficieny and frontage along Miltary Trail. The development program includes:

~ 3 stories

~ 14,500 s.f. footprint

~ 14,500 s.f. non-residential uses

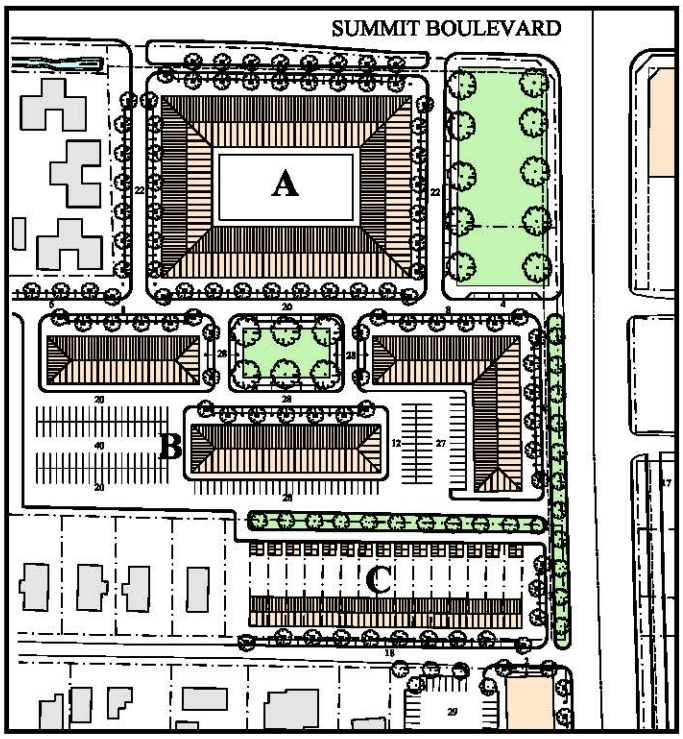
~ 25 residential units

~ 53 parking spaces required

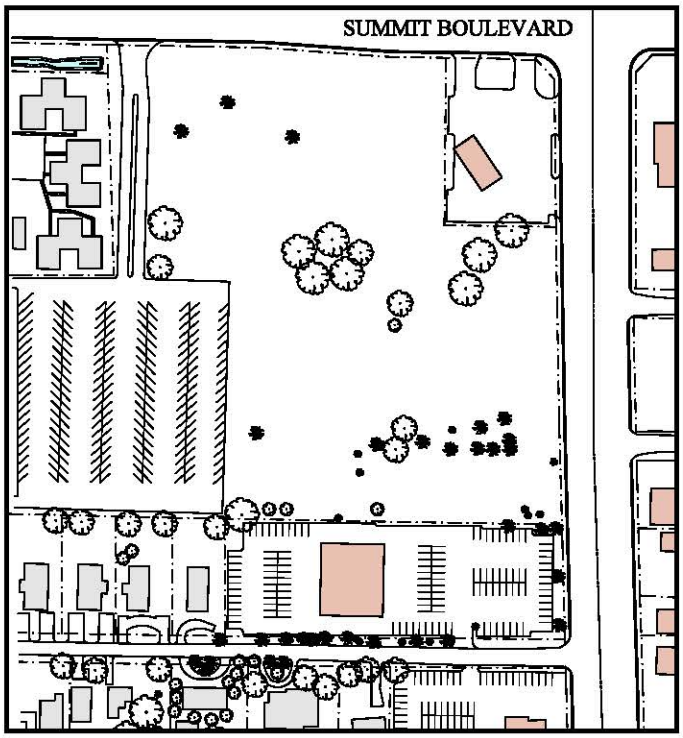
~ 56 parking spaces provided

The total square footage for this building is 43,500 s.f. The adjusted site area is approximately 55,400 s.f. Using a standard Floor Area Ratio calculation, this new building would represent a .78 FAR. Considering that no storm water retention is provided on site and that the parking calculations have been reduced, it would be impossible to achieve an FAR of 1 under today's current requirements.

The existing site is made up of three lots with four one-story buildings to be removed. There are currently automotive-type uses in a haphazard arrangement. Note in the existing conditions drawing at left that it is currently inpossible to travel from one of these parcels to the other without accessing Military Trail. The total estimated square footage for all 4 buildings combined is 7,245 s.f.: one-half the size of just the ground floor of the proposed building.



PROPOSED INFILL



EXISTING
CONDITIONS

This proposal for a mid-sized commercial corner is located at the southwest corner of Military Trail and Summit Boulevard. The proposed program is as follows:

A: 8 Story multi-family building with 5 story garage

~ 286 residential units

~ 500 parking spaces

B: (3) 3-story residential buildings

~ 133 residential units

~ 204 surface and garage parking spaces

C: 15 townhouse units

~ 15 garage apartments

~ all surface parking

TOTAL

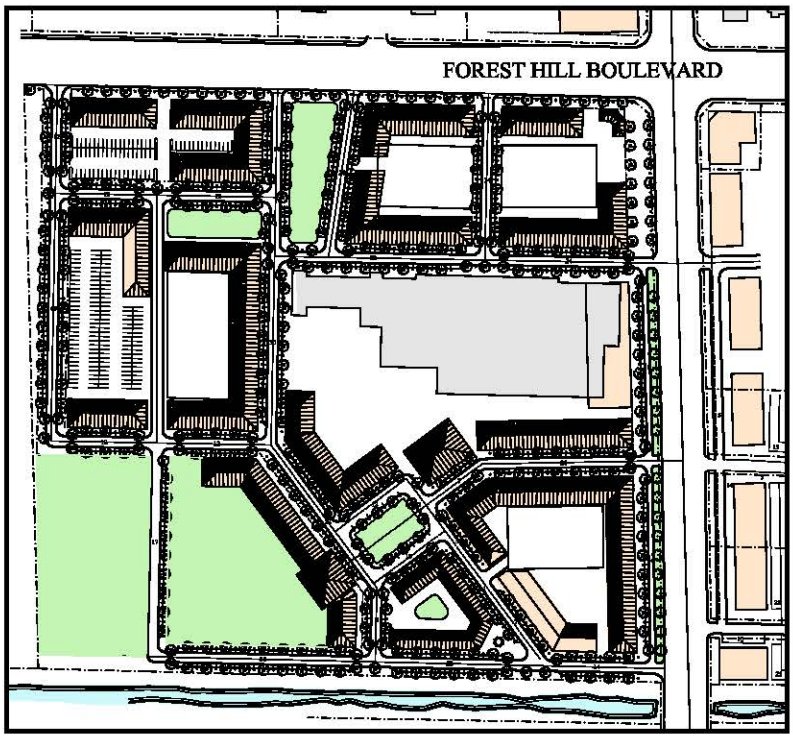
~ 449 residential units

~ 36,000 s.f. green at Summit and Military intersection

~ 10,000 s.f. neighborhood green

~ boulevard section on Military and Summit

The redevelopment site includes 3 separate parcels with two existing buildings. One building at the corner of Military and Summit, is an old, vacant service station. The other building (see drawing at left) is a one-story equipment rental business with single family housing facing it across Holt Road. The proposed development replacing that use and places the residential townhouses on Holt Road facing the other residences. This is done intentionally to have a restorative effect on the neighborhood.



PROPOSED INFILL

This proposal for a large-scale commercial "Power Corner" is located at the southwest corner of Military Trail and Forest Hill Boulevard. The proposed program is as follows:

~ 280,445 s.f. non-residential uses

~ 902 residential units

~ 4 parking garages

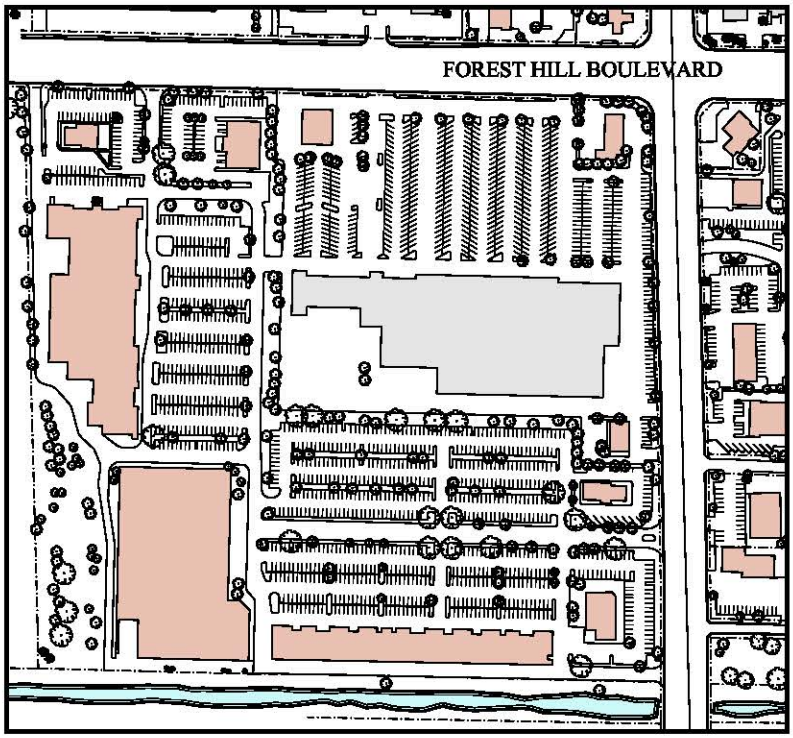
~ continuous on-street parking

~ boulevard section on Military Trail

~ 5.3 acres of public green

~ 3-story, 96,000 s.f. elementary school

~ 400 shade trees

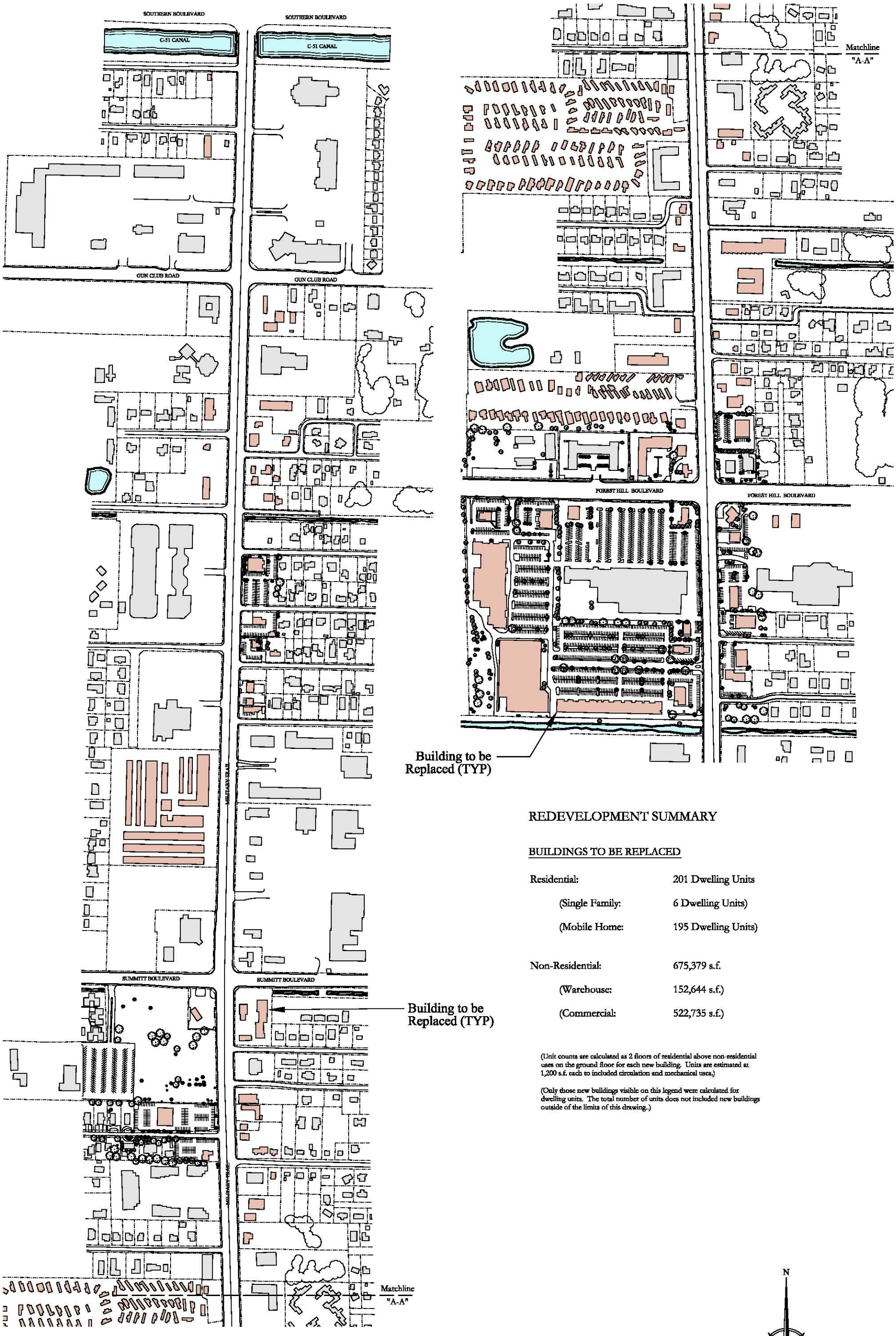


EXISTING
CONDITIONS

The proposed design leaves the existing Sears in tact and builds an urban, mixed-use district, with streets, sidewalks, on-street parking, street trees, parks and plazas around it.

The existing site is approximately 36 acres and is a vast sea of asphalt parking lots, dated strip centers, and scattered out-parcels. The development of this property, as proposed, would require the cooperation of multiple property owners and business operators however, as the premier intersection in the entire study area, this is an enormous opportunity for positive change in the community.

The drawing on the left shows the numerous parking aisles and scattering of buildings. The footprints shown in red are buildings to be removed and the grey building is the Sears center to remain.



REDEVELOPMENT SUMMARY

BUILDINGS TO BE REPLACED

Residential:	201 Dwelling Units
(Single Family:	6 Dwelling Units)
(Mobile Home:	195 Dwelling Units)
Non-Residential:	675,379 s.f.
(Warehouse:	152,644 s.f.)
(Commercial:	522,735 s.f.)

(Unit counts are calculated as 2 floors of residential above non-residential uses on the ground floor for each new building. Units are estimated at 1,200 s.f. each to included circulation and mechanical uses.)

(Only those new buildings visible on this legend were calculated for dwelling units. The total number of units does not included new buildings outside of the limits of this drawing.)

Palm Beach County URA

Existing Conditions ~ Military Trail

Palm Beach County, Florida

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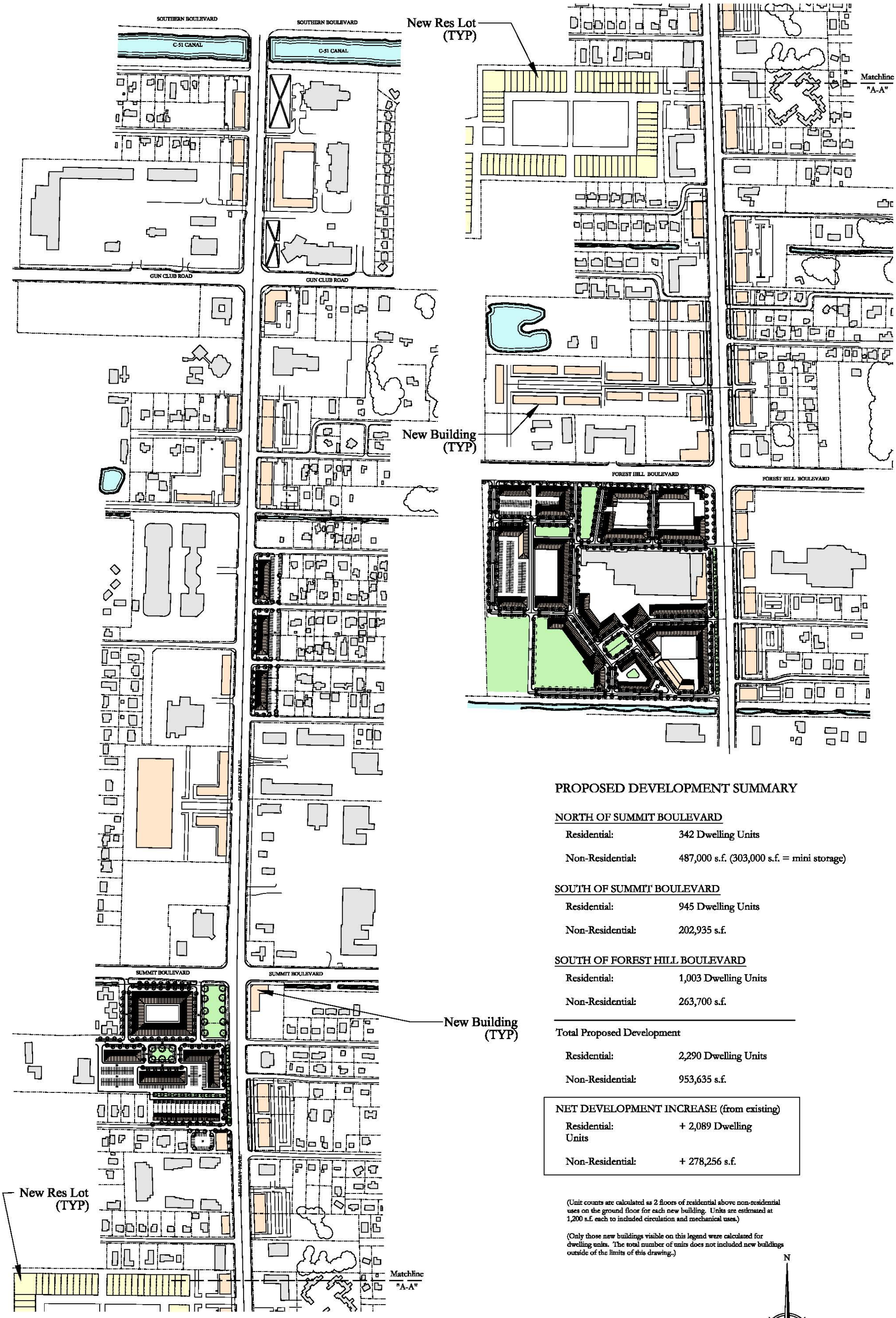
N

July 2007

Scale: 1"=500'-0"



PROPOSED DEVELOPMENT SUMMARY

NORTH OF SUMMIT BOULEVARD

Residential:	342 Dwelling Units
Non-Residential:	487,000 s.f. (303,000 s.f. = mini storage)

SOUTH OF SUMMIT BOULEVARD

Residential:	945 Dwelling Units
Non-Residential:	202,935 s.f.

SOUTH OF FOREST HILL BOULEVARD

Residential:	1,003 Dwelling Units
Non-Residential:	263,700 s.f.

Total Proposed Development

Residential:	2,290 Dwelling Units
Non-Residential:	953,635 s.f.

NET DEVELOPMENT INCREASE (from existing)

Residential:	+ 2,089 Dwelling Units
Non-Residential:	+ 278,256 s.f.

(Unit counts are calculated as 2 floors of residential above non-residential uses on the ground floor for each new building. Units are estimated at 1,200 s.f. each to included circulation and mechanical uses.)

(Only those new buildings visible on this legend were calculated for dwelling units. The total number of units does not included new buildings outside of the limits of this drawing.)

N

Scale: 1"=500'-0"

Palm Beach County URA

Proposed Improvements ~ Military Trail

Palm Beach County, Florida

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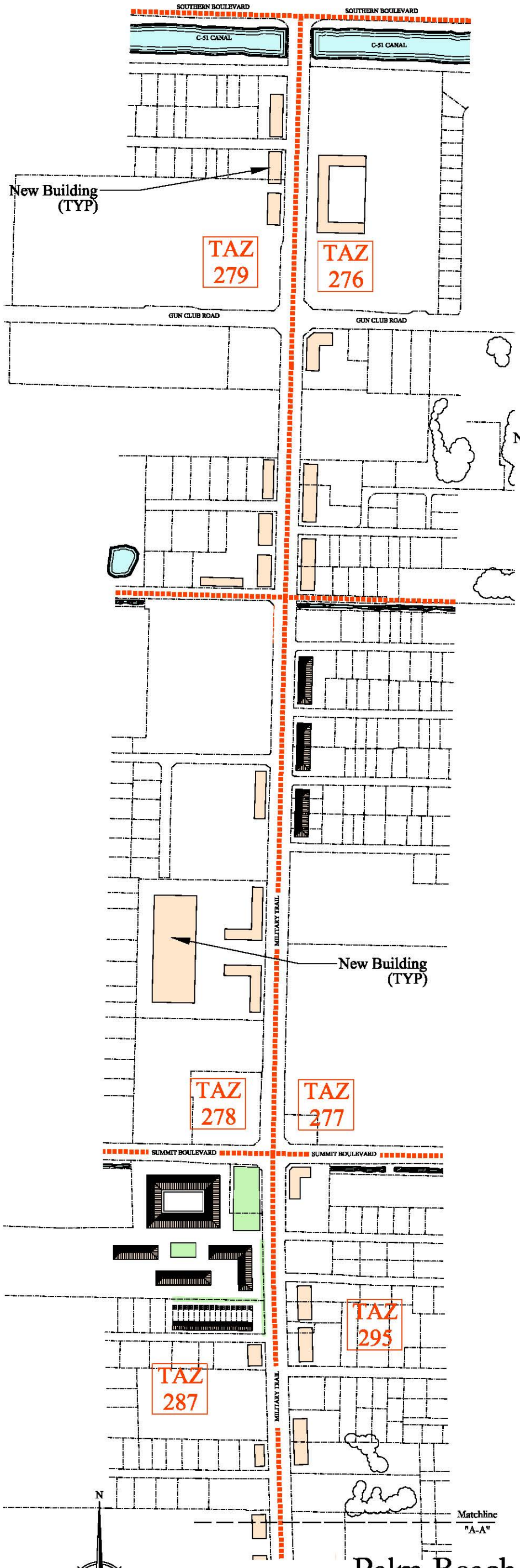

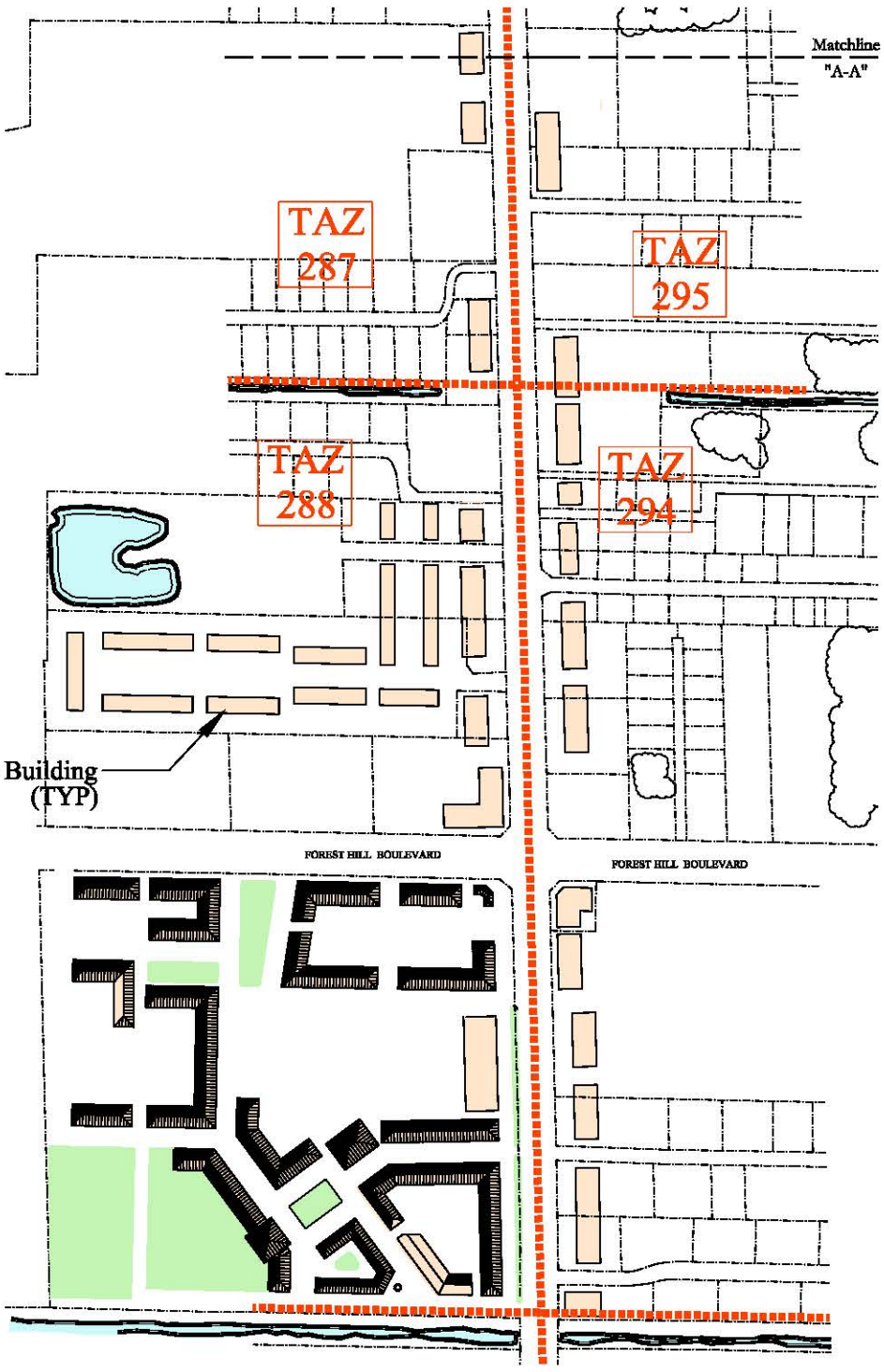

PROPOSED DEVELOPMENT SUMMARY

TAZ 279

Removed:	
Residential:	1 s.f. unit
Commercial:	17, 940 s.f.
Proposed Development:	
Residential:	95 units
Non-Residential:	58,600 s.f.
NET Development Increase	
Residential:	+ 94 units
Non-Residential:	+ 40,660 s.f.

TAZ 276

Removed:	
Residential:	2 s.f. units
Commercial:	32,910 s.f.
Proposed Development:	
Residential:	135 units
Non-Residential:	81,900 s.f.
NET Development Increase	
Residential:	+ 133 units
Non-Residential:	+ 48,990 s.f.

TAZ 278

Removed:	
Residential:	0 units
Warehouse:	152,644 s.f.
Proposed Development:	
Residential:	37 units
Warehouse:	303,000 s.f.
NET Development Increase	
Residential:	+ 37 units
Warehouse:	+ 150,356 s.f.

TAZ 277

Removed:	
Residential:	0 units
Commercial:	20,645 s.f.
Proposed Development:	
Residential:	75 units
Non-Residential:	43,500 s.f.
NET Development Increase	
Residential:	+ 75 units
Non-Residential:	+ 22,855 s.f.

TAZ 287

Removed:	
Residential:	133 moblie homes
Commercial:	18,250 s.f.
Proposed Development:	
Residential:	619 units
Non-Residential:	33,200 s.f.
NET Development Increase	
Residential:	+ 486 units
Non-Residential:	+ 15,220 s.f.

TAZ 295

Removed:	
Residential:	3 s.f. units
Commercial:	73,290 s.f.
Proposed Development:	
Residential:	80 units
Non-Residential:	68,600 s.f.
NET Development Increase	
Residential:	+ 77 units
Non-Residential:	- 4,690 s.f.

TAZ 288

Removed:	
Residential:	62 mobile homes
Commercial:	280,445 s.f.
Proposed Development:	
Residential:	1062 units
Non-Residential:	249,435 s.f.
NET Development Increase	
Residential:	+ 1000 units
Non-Residential:	- 31,010 s.f.

TAZ 294

Removed:	
Residential:	0 units
Commercial:	79,255 s.f.
Proposed Development:	
Residential:	187 units
Non-Residential:	115,400 s.f.
NET Development Increase	
Residential:	+ 187 units
Non-Residential:	+ 36,145 s.f.

PROPOSED TOTAL DEVELOPMENT IMPACTS

Removed:	
Residential:	201 homes
Commercial:	522,735 s.f.
Warehouse:	152,644 s.f.
Proposed Development:	
Residential:	2,290 units
Non-Residential:	650,635 s.f.
Warehouse:	303,000 s.f.
NET Development Increase	
Residential:	+ 2,089 units
Non-Residential:	+ 127,900 s.f.
Warehouse:	+ 150,356 s.f.

Palm Beach County URA
Proposed Improvements ~ Military Trail
TCEA ~ TAZ Calculations
Palm Beach County, Florida

July 2007

Scale: 1"=500'-0"

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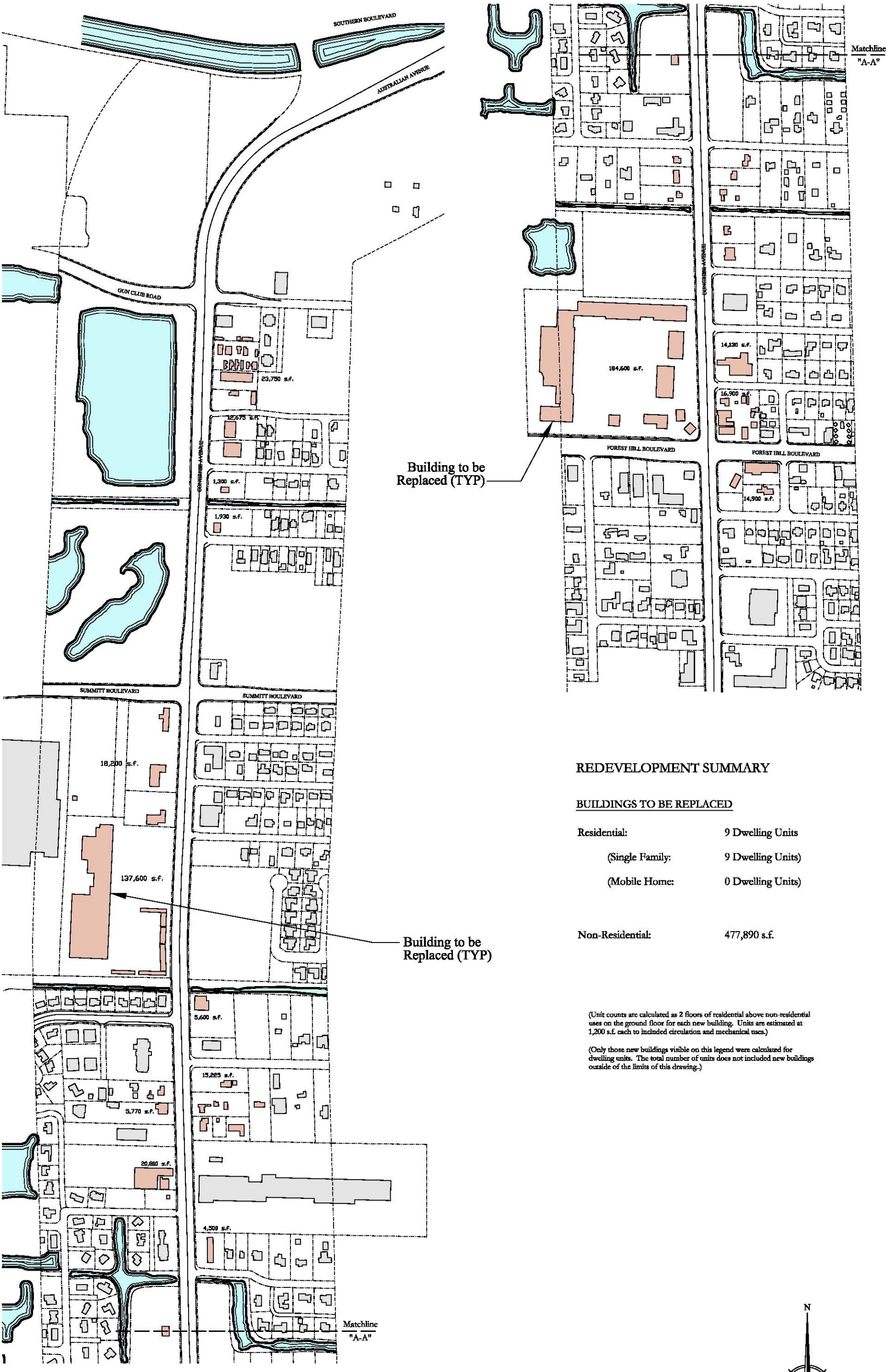

REDEVELOPMENT SUMMARY

BUILDINGS TO BE REPLACED

Residential:	9 Dwelling Units
(Single Family:	9 Dwelling Units)
(Mobile Home:	0 Dwelling Units)
Non-Residential:	477,890 s.f.

(Unit counts are calculated as 2 floors of residential above non-residential uses on the ground floor for each new building. Units are estimated at 1,200 s.f. each to included circulation and mechanical uses.)

(Only those new buildings visible on this legend were calculated for dwelling units. The total number of units does not included new buildings outside of the limits of this drawing.)

Palm Beach County URA

Existing Conditions ~ Congress Avenue

Palm Beach County, Florida

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N

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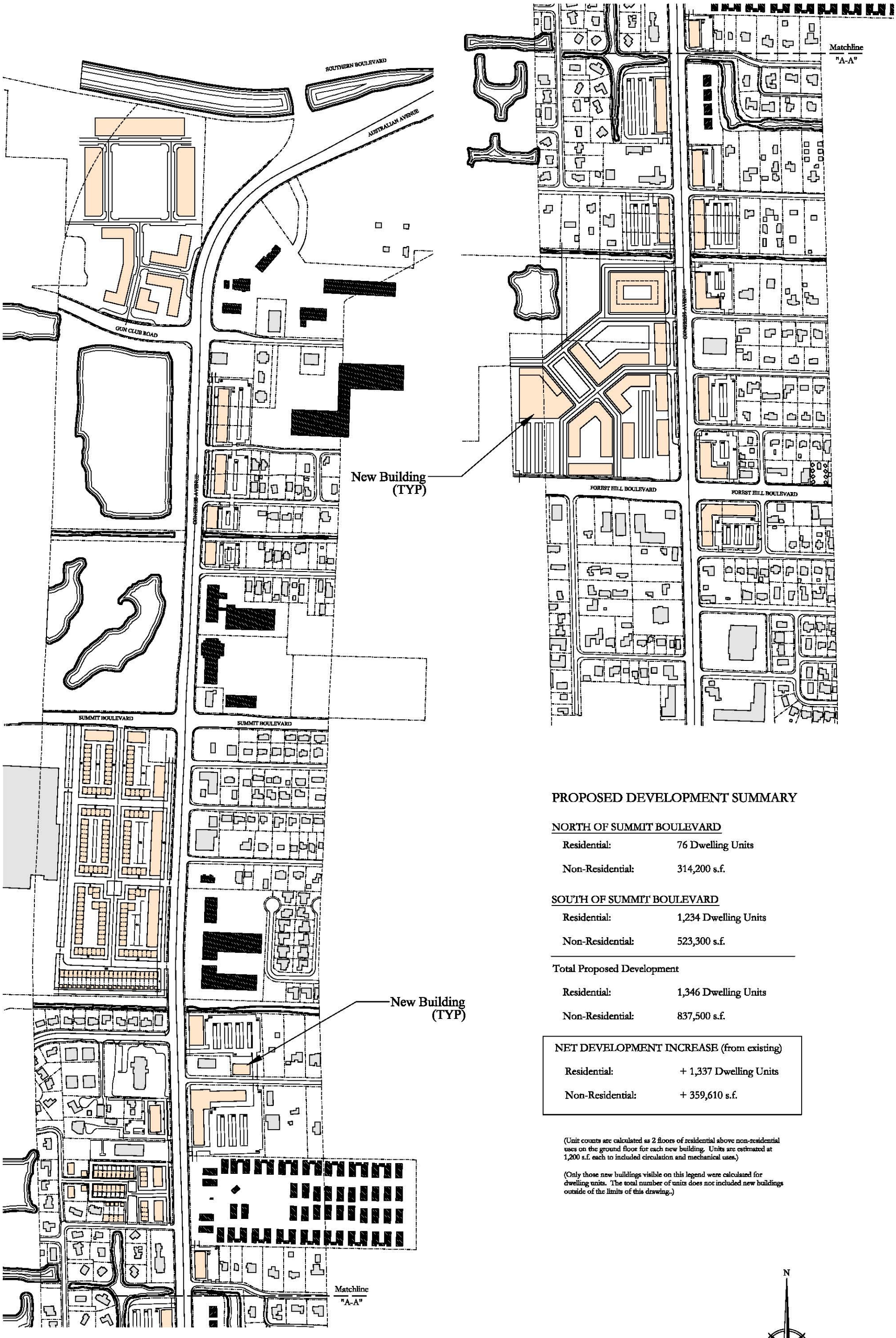
0 250' 500' 1,000'

Scale: 1"=500'-0"



PROPOSED DEVELOPMENT SUMMARY

NORTH OF SUMMIT BOULEVARD

Residential:	76 Dwelling Units
Non-Residential:	314,200 s.f.

SOUTH OF SUMMIT BOULEVARD

Residential:	1,234 Dwelling Units
Non-Residential:	523,300 s.f.

Total Proposed Development

Residential:	1,346 Dwelling Units
Non-Residential:	837,500 s.f.

NET DEVELOPMENT INCREASE (from existing)

Residential:	+ 1,337 Dwelling Units
Non-Residential:	+ 359,610 s.f.

(Unit counts are calculated as 2 floors of residential above non-residential uses on the ground floor for each new building. Units are estimated at 1,200 s.f. each to included circulation and mechanical uses.)

(Only those new buildings visible on this legend were calculated for dwelling units. The total number of units does not included new buildings outside of the limits of this drawing.)

Palm Beach County URA

Proposed Improvements ~ Congress Avenue

Palm Beach County, Florida

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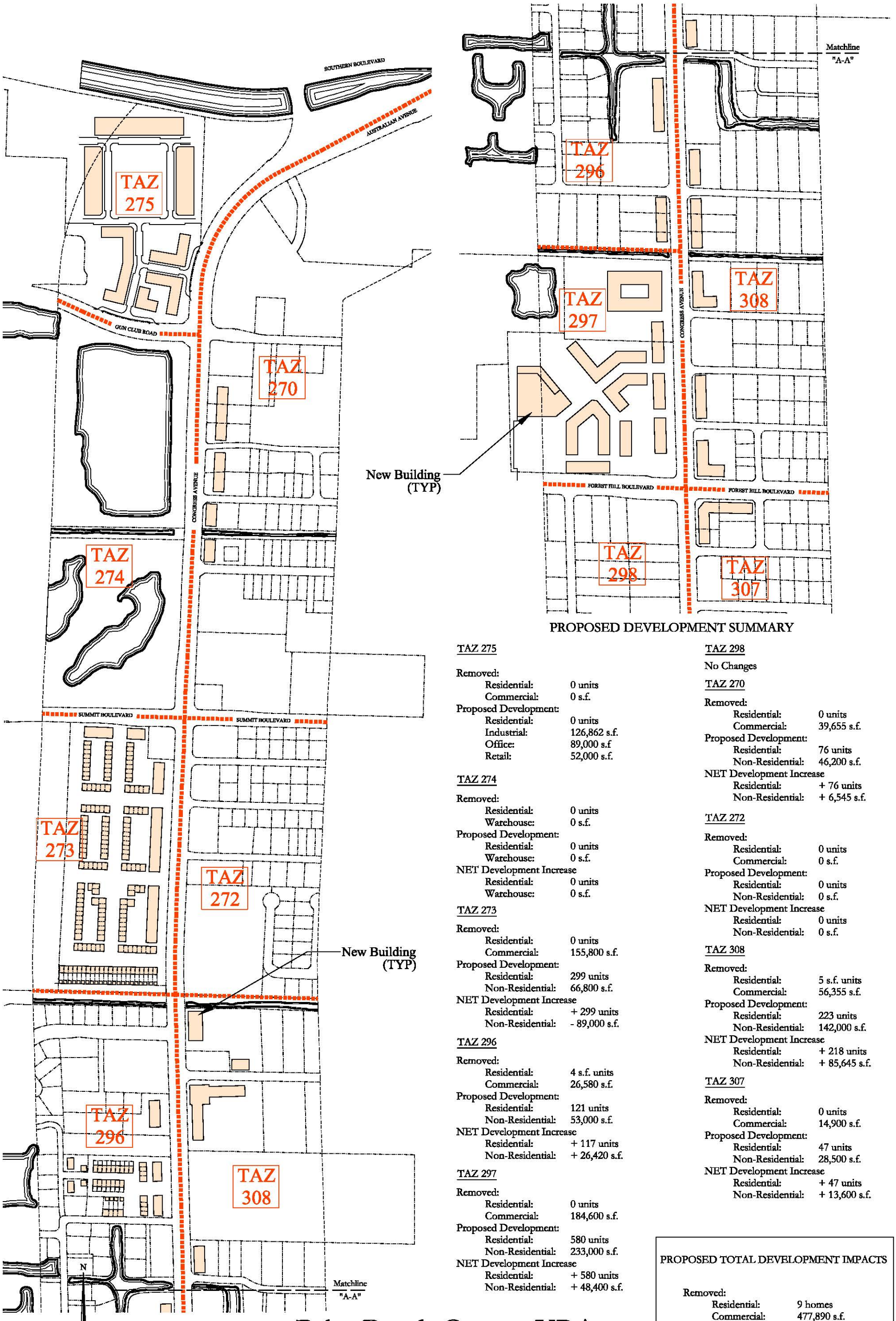
Scale: 1"=500'-0"



PROPOSED DEVELOPMENT SUMMARY

TAZ 275

Removed:
- Residential: 0 units
- Commercial: 0 s.f.

Proposed Development:
- Residential: 0 units
- Industrial: 126,862 s.f.
- Office: 89,000 s.f
- Retail: 52,000 s.f.

TAZ 274

Removed:
- Residential: 0 units
- Warehouse: 0 s.f.

Proposed Development:
- Residential: 0 units
- Warehouse: 0 s.f.

NET Development Increase
- Residential: 0 units
- Warehouse: 0 s.f.

TAZ 273

Removed:
- Residential: 0 units
- Commercial: 155,800 s.f.

Proposed Development:
- Residential: 299 units
- Non-Residential: 66,800 s.f.

NET Development Increase
- Residential: + 299 units
- Non-Residential: - 89,000 s.f.

TAZ 296

Removed:
- Residential: 4 s.f. units
- Commercial: 26,580 s.f.

Proposed Development:
- Residential: 121 units
- Non-Residential: 53,000 s.f.

NET Development Increase
- Residential: + 117 units
- Non-Residential: + 26,420 s.f.

TAZ 297

Removed:
- Residential: 0 units
- Commercial: 184,600 s.f.

Proposed Development:
- Residential: 580 units
- Non-Residential: 233,000 s.f.

NET Development Increase
- Residential: + 580 units
- Non-Residential: + 48,400 s.f.

TAZ 298

No Changes

TAZ 270

Removed:
- Residential: 0 units
- Commercial: 39,655 s.f.

Proposed Development:
- Residential: 76 units
- Non-Residential: 46,200 s.f.

NET Development Increase
- Residential: + 76 units
- Non-Residential: + 6,545 s.f.

TAZ 272

Removed:
- Residential: 0 units
- Commercial: 0 s.f.

Proposed Development:
- Residential: 0 units
- Non-Residential: 0 s.f.

NET Development Increase
- Residential: 0 units
- Non-Residential: 0 s.f.

TAZ 308

Removed:
- Residential: 5 s.f. units
- Commercial: 56,355 s.f.

Proposed Development:
- Residential: 223 units
- Non-Residential: 142,000 s.f.

NET Development Increase
- Residential: + 218 units
- Non-Residential: + 85,645 s.f.

TAZ 307

Removed:
- Residential: 0 units
- Commercial: 14,900 s.f.

Proposed Development:
- Residential: 47 units
- Non-Residential: 28,500 s.f.

NET Development Increase
- Residential: + 47 units
- Non-Residential: + 13,600 s.f.

PROPOSED TOTAL DEVELOPMENT IMPACTS

Removed:
- Residential: 9 homes
- Commercial: 477,890 s.f.

Proposed Development:
- Residential: 1,346 units
- Non-Residential: 837,500 s.f.

NET Development Increase
- Residential: + 1,337 units
- Non-Residential: + 359,610 s.f.

Palm Beach County URA
Proposed Improvements ~ Congress Ave
TCEA ~ TAZ Calculations
Palm Beach County, Florida

July 2007

Scale: 1"=500'-0"

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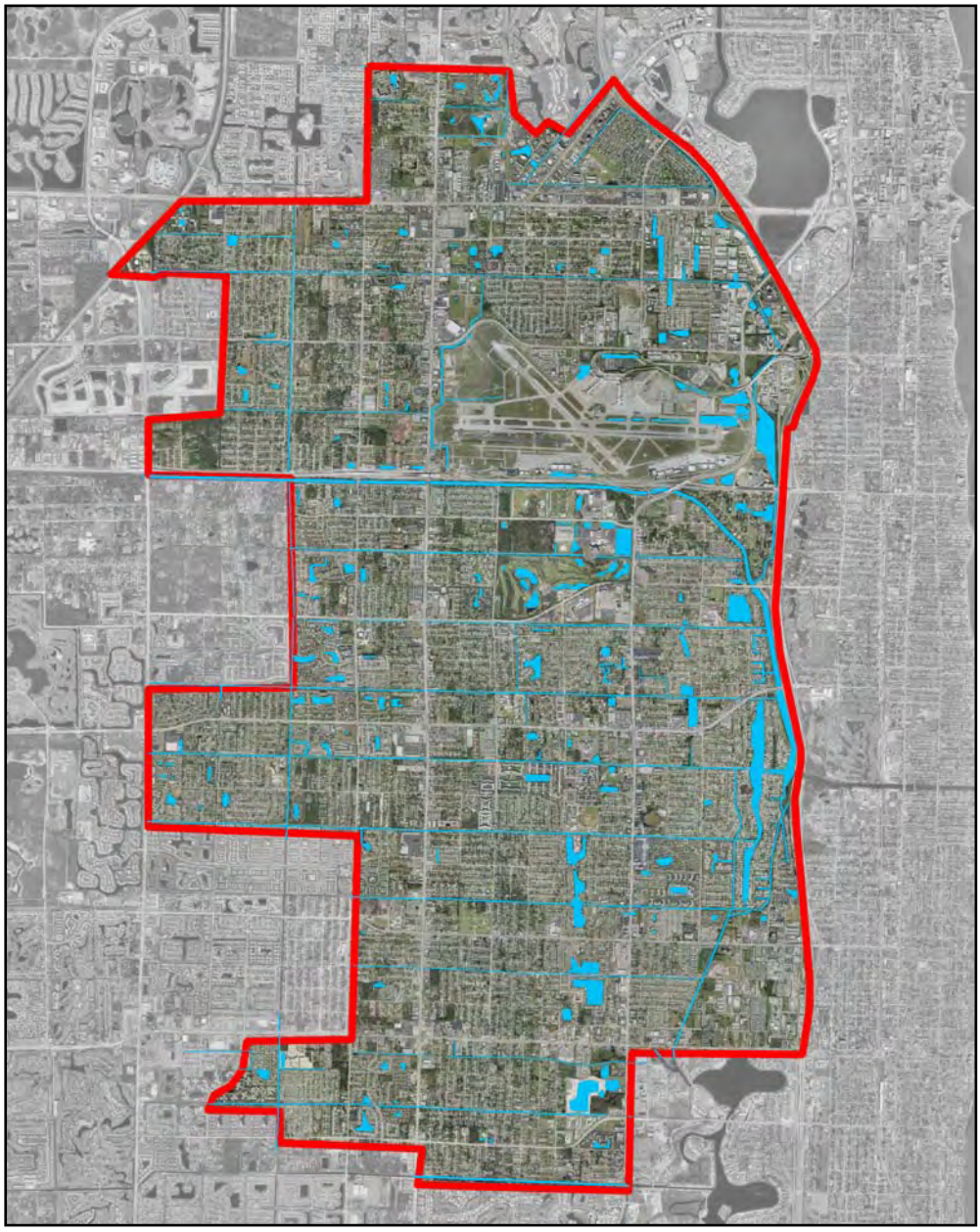
Chapter IV

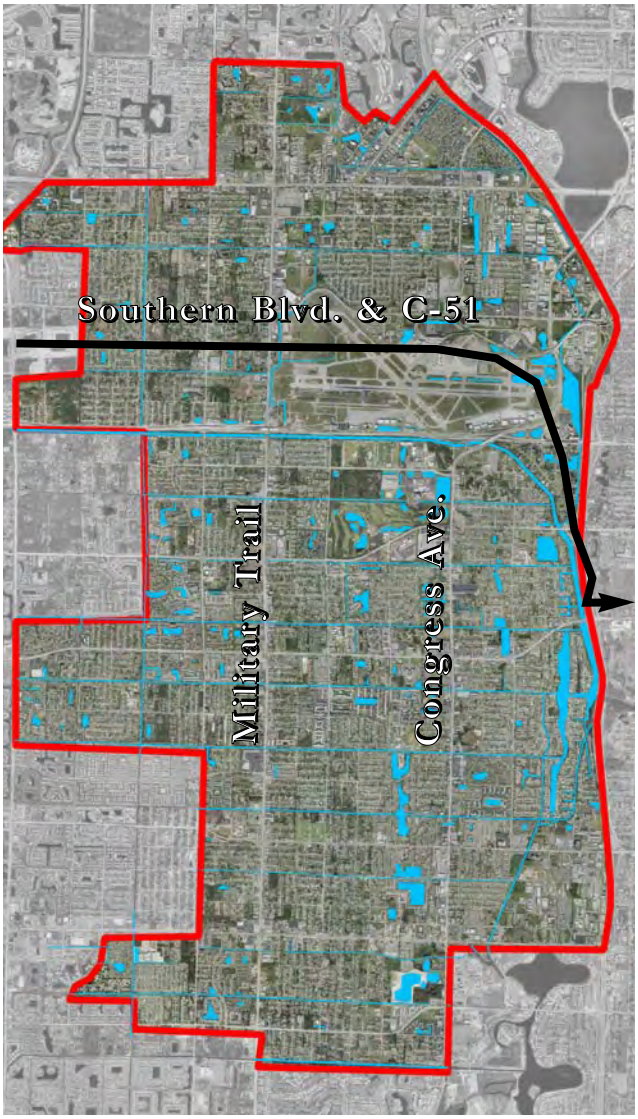
Storm Water Management



The majority of the URA falls within the C-51 Drainage Basin and drains into the C-51 Canal (West Palm Beach Canal) via a series of interconnected swales and small canals. The C-51 Canal runs from west to east along the south side of Southern Boulevard before turning south just west of I-95 and then east again to its point of connection with the Intracoastal Waterway and Lake Worth Lagoon just south of Forest Hill Boulevard.

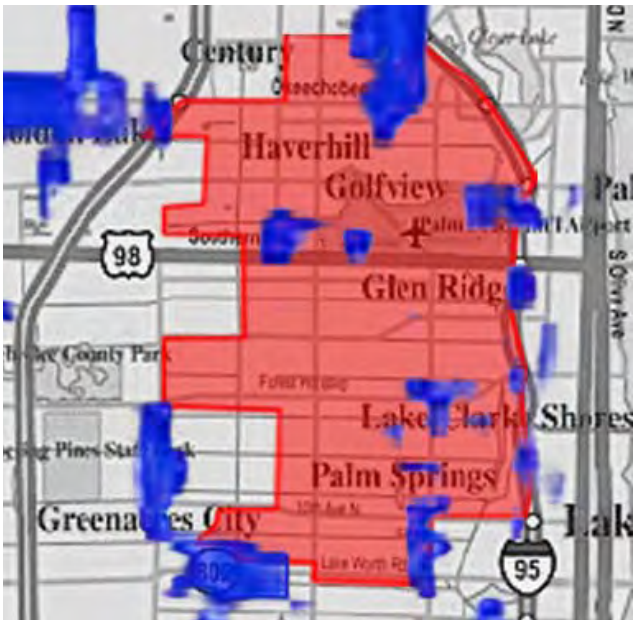
The C-51 Drainage Basin is fairly flat with a gentle slope from west to east. Elevations on the west side of the URA near the Florida Turnpike are at approximately 16 ft. National Geodetic Vertical Datum (NGVD) while elevations to the east range between 9.5 and 15 feet NGVD with the lowest elevations occurring along Southern Boulevard.

Due to the relatively flat topography, the low elevations, and limited capacity of the surface system including the C-51 Canal, portions of the URA are prone to flooding.



URA Study Area showing the route of the C-51 Canal in black and the principle drainage features highlighted in blue

Flooding along Belvedere Road



Flood-prone areas within and around the URA

For locations with small flow rates, a fiberglass inlet weir has been developed that fits inside of existing curb inlets and manholes. The weir has a trash screen allowing it to trap dirt, yard clippings, and other floating debris. Flows under 4 cubic feet per second (cfs) will flow through the weir while higher flows will flow over the weir to minimize upstream flooding. The fiberglass weirs are purposely designed to leak water through cracks so as to slowly release trapped water but not the sediments.

Original designs used a concrete weir, but the orifices clogged leading to septic and foul odor conditions after a few weeks of dry weather. This effluent then washed out in high flows. Also, grass clippings washed over the top when sprinklers drained into the street and through the inlet. The fiberglass weir solves these problems.

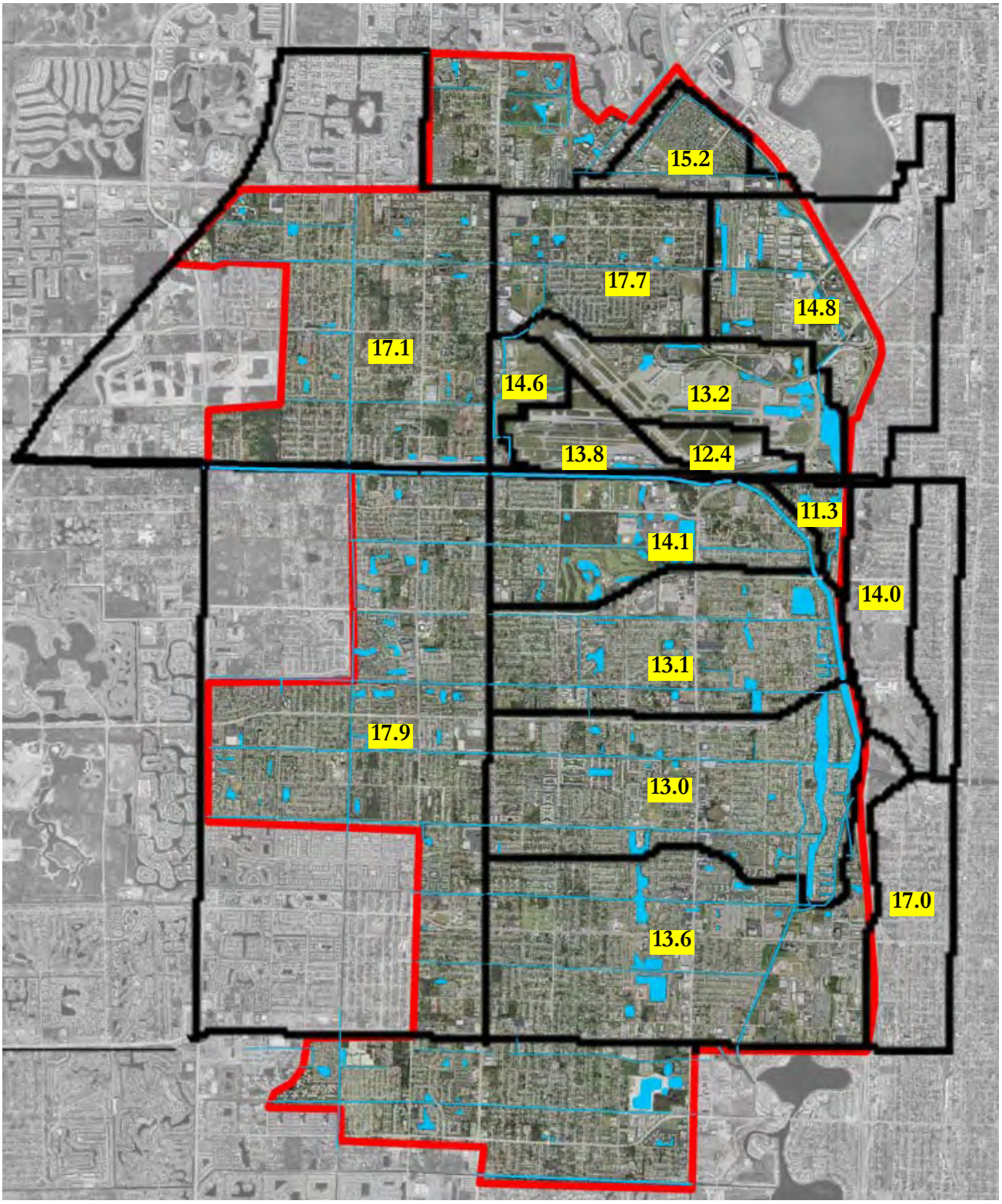
Fiberglass inlet weir installations cost $500-$600 and are nondestructive to existing systems. The trade-off is that they need frequent maintenance or the trapped pollutants will be washed out in high flows. Cleaning can be performed with a vacuum truck, a small pump and storage unit on a truck, or by hand if the manholes are dry. Once again, efficiency depends on rain intensities and clean-out intervals.

For grated inlets, another device called a grate inlet trash box has been developed that drops into the existing inlet and traps dirt, trash, and oils. The box has filter-cloth covered drain holes in the bottom allowing it to dry between storms. The specially designed lid acts as a skimmer keeping floating trash in the box as well as holding an oil absorbent pad that removes oil in the runoff. The box is designed as an orifice. It contains a flow-through bypass holes yet still retains trash. The main concern in determining the box size is to keep the bottom of the box above outfall pipes. No tools or materials are needed making for a two-minute installation at a cost of approximately $500. These come in a wide variety of common sizes.

Another inexpensive treatment method is to construct an inlet with no outflow pipe to be used as a sediment trap in a gutter line. It will fill up with the water and dirt. Using a weep hole will keep the inlet dry.

While engineers like to have simple numbers for removal efficiencies for treatment facilities, the complexity of the situation makes this difficult. The variables of loading rates, cleaning intervals, rainfall intensities, and pipe velocities have so far defied simple analysis. In addition, the main pollutants trapped, such as large grit rolling along the bottom of the pipes, yard clippings and floating trash, are invisible to most testing techniques. At outfalls or in canals, trash screens can be constructed out of fencing to trap floating debris. As long as velocities are low, head losses should be minimal. The fence bottom should be above the ditch bottom for better hydraulics. Vinyl coated fences are recommended to minimize corrosion.

Erosion in open channels is a major source of sediment deposition. This erosion can be minimized by stabilizing the slopes or by piping the channels. Sediment sumps can be placed in channels to collect dirt for regular removal.



C-51 Canal Sub-Basins within the URA with peak flood stages (ft. NGVD) indicated for the 1-in-100 year, three-day storm event. The 1 in 100 year flood stage corresponds to the minimum floor elevation requirement within each sub-basin.

Storage and Treatment Methods

Due to the limited capacity of the C-51 Canal and for the purpose of preventing water quality degradation of the Lake Worth Lagoon, new development within the basin is required to meet stringent storm water management standards.

Compensation requirements for development require that new development contain the volume of storm water that is displaced by the building's footprint and impervious areas. In addition, new development must meet the detention requirements of Palm Beach County, the Lake Worth Drainage District (LWDD), and the South Florida Water Management District (SFWMD). The county has the strictest standard requiring enough storage capacity for the three-day, 25-year storm event. In contrast, SFWMD and LWDD only require capacity for the 10 year storm event.

The amount of water that can be discharged from a parcel varies based upon the sub-basin in which the parcel is located. Discharge rates within the URA are generally .055 cfs/acre, or approximately 24.5 gallons of water per minute off from a one acre parcel of land based on SFWMD rules.

In addition to meeting retention/detention requirements, new construction must locate the first floor elevation above the level of a 100-year, 3-day storm, which is 18 inches of rainfall over three days.

Florida has required storm water treatment methods such as retention ponds for approximately the last 20 years. These ponds are designed to provide 80-90% pollutant removal. Florida receives about 50 inches of rainfall a year, and 90% of the rainfall events are 1" or less. Typically, Florida gets a great number of small storms that tend to occur almost daily during the summer. Most pollutants are associated with the first flush of runoff.

The standard for treatment is to create pond volumes that will hold the runoff from 1” of rainfall although many jurisdictions require the equivalent of 1 inch of runoff over the drainage area as a higher standard. Systems discharging to protected waters such as shellfish areas or drinking water supplies are required to retain 1.5 inches of runoff or more. Depending on soil and groundwater conditions, various designs can be used to provide treatment and storage.

Dry retention areas can be attractive neighborhood amenities

When located within residential areas, dry retention facilities can serve as neighborhood parks

Dry Retention Ponds

The most efficient storm water treatment design is an offline dry retention pond. The pond diverts the first 1" or more of runoff containing the majority of the pollutants into a dry retention pond. After the pond fills, the remaining rainfall bypasses the pond and flows to a second detention pond if flood control is desired. The water in the dry pond percolates into the ground allowing the pollutants to filter out.

Dry retention ponds trap a certain volume of water that does not leave the site. These ponds are generally used for storm water treatment. Detention ponds temporarily store runoff and then slowly bleed that volume down via an orifice or weir over several days. Dry retention ponds can be used for storm water treatment, flood attenuation, or both. If the groundwater is low but the soils do not percolate well, an offline dry detention pond may be used that slowly bleeds the detention volume down over several days allowing pollutants to settle out. If the ground water is not at least two feet below the pond and the ground stays wet too long due to the time required for the groundwater mounding to dissipate through lateral percolation, cattail problems can develop.

If the land grades do not allow an offline system, an online dry pond can be used where a designated volume will be stored below a weir, and excess water will flow over the weir at a designated rate. Online ponds are not as efficient as offline ponds since pollutants can be intermingled with excess flows leaving the pond.

Dry retention ponds can serve as an attractive amenity when incorporated into residential neighborhoods. When the ponds are dry and large enough, they are frequently used as play fields or can serve as neighborhood park elements.

Wet detention pond

Wet Detention Ponds

Often a dry pond is not feasible due to soil or groundwater conditions. In these cases, wet ponds that have a permanent pool (storage) volume are used. These ponds can be offline or online. They are designed to detain a certain volume and slowly bleed that volume down via an orifice or weir over several days. This allows the suspended pollutants to settle out and biological processes to remove dissolved nutrients.

Large swale with "V"-notch weir designed to provide both conveyance and detention of storm water

Underground storm water vault

Swales

Retention volumes can be created in swales by constructing concrete ditch weirs in the swales. Swales are feasible when there is a low groundwater table, permeable soils, and ditch capacity to raise the water surface during storms.

The challenge in retrofitting built-out areas, such as the URA, with dry retention, wet detention, or swale systems is that usually there is little or no land available for these facilities. Incorporation of such systems within individual developments can easily require 16% of the land. Within commercial corridors where connectivity and pedestrian access should be encouraged, such systems can interfere with connectivity.

Structural Options

Various structural options are avaliable that can be used where land is not available. However, structural alternatives are often very expensive in construction and maintenance costs. Typically, structural approaches only make sense for high-value commercial properties and in locations where land costs are very high.

Structural approaches that address both volume and water quality issues include underground vaults and cisterns and exfiltration systems. Baffle boxes, which function somewhat like septic tanks, can be used where the principle concern is water quality.

Underground vaults

Underground vaults can be used as an alternative to detention ponds with other uses including buildings constructed over them. Such systems can be nearly as efficient as ponds except they provide no biological treatment. However, they are extremely expensive and difficult to maintain. These systems are rarely used except in commercial or downtown areas where land is limited and values are extremely high.

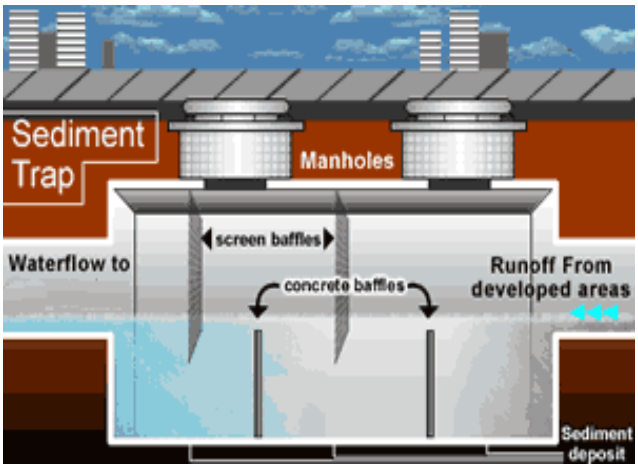
Exfiltration Systems

Exfiltration pipes may be used where porous soil and low groundwater conditions occur. These are perforated pipes in gravel beds that percolate a desired retention volume into the ground. They are highly efficient when used as offline systems but are also expensive.

Storm water exfiltration system designed for a parking lot

Exfiltration systems have higher maintenance costs and limited life spans, similar to septic tank laterals, since the soil pores will eventually clog. In order to extend their lives, sediment sumps should be used at all inlets to keep dirt out of the pipes, and skimmers should be used at pipe openings to keep dirt, oils, and trash out of the pipes. Since these systems are not designed for conveyance capabilities, skimmers over pipe openings do not impede significant flows.

Because of their limited life span and maintenance issues, exfiltration systems are not ideal for use under pavement although this is where they are commonly placed. Exfiltration systems are better suited for grass areas such as parks or greens.



Baffle box sediment trap

Baffle Boxes

Baffle boxes are another technique used to trap sediments, floating trash, and yard clippings. They are basically large septic tanks constructed in-line with existing pipes and therefore require no new right-of-way. Many heavy metals attach to suspended solids, so they are also trapped in the box.

Baffle boxes are commonly used for retrofits and are efficient at removing suspended solids. However, they are not a method for controlling flow rates or volumes.

Accumulation rates vary with each location and depend on many factors such as rain intervals and intensities, yard mowing practices, drainage basin size, abundance of trees that drop leaves in streets, land use, soil characteristics, landscape practices, flow velocities, etc. Some baffle boxes will fill every few weeks collecting over 50,000 pounds of dirt per month while others may fill only twice per year. It is important to have a monthly inspection and cleaning program for baffle boxes as well as other devices. They should be cleaned before the chambers become full or a large storm will resuspend some of the dirt and floating trash and carry it out to the receiving water body. Monthly cleanings are recommended for this reason as well as to remove stagnant water before it turns anaerobic with odor problems.

The costs of baffle boxes vary depending on pipe size, utility relocation, and pavement repair. Oftentimes, an existing inlet is replaced with a baffle box, but the box may also be placed behind the inlet to preserve the street and/or utilities.

Other Structural Devices

There is a large number of other techniques and structures that can be used to improve water quality, but like baffle boxes, they do not address retention and detention issues. Most structural approaches focus on water quality improvement and are designed to remove grass clippings, sediment, and other material that might be washed into water bodies during a storm event.

Examples include fiberglass inlet weirs and grate inlet trash boxes that are designed to trap sediments and trash in low flow areas. All structural devices require regular maintenance to remain effective and thereby remain best suited for situations where maintenance is assured.

Although the existing storm water regulations are appropriate and necessary to address flooding and water quality issues, requiring that these

regulations be implemented on a parcel-by-parcel basis is likely to interfere with the expeditious redevelopment and revitalization of the Military Trail and Congress Avenue corridors and other areas within the URA.

Qualitative Assessment of Comparative Benefits Associated with Various Stormwater Treatment Methods

	Dry Retention	*Wet Retention*	*Swales*	*Vaults*	*Exfiltration*	*Baffle Boxes*
Storage Volume:	Excellent	Excellent	Good	Good	Excellent	Very Poor
Discharge Rate Control:	Excellent	Excellent	Good	Good	Good	Very Poor
Water Quality Treatment:	Excellent	Excellent	Good	Good	Excellent	Good
Land Area Required:	Large	Large	Moderate	Small	Large	Very Small
Site Limitations:	Moderate	Moderate	Moderate	None	Large	None
Maintenance Costs:	Low	Low	Moderate	Very High	Very High	Very High
Construction Costs:	Moderate	Low	Moderate	Very High	High	High
Other Benefits:	Parks	Parks	None	None	Parks	None

The table above is a qualitative assessment of the pros and cons of the various storm water treatment techniques described throughout this chapter. The long-term implementation of a centralized storm water management system for the PRA's will probably require the use of most, if not all, of the techniques described. This is especially true considering that land use and land development regulations for the urbanized redevelopment of the corridors may be in place prior to any substantial storm water infrastructure. The realistic phasing of redevelopment will require that alternatives for storm water management be available so as not to stifle or stall any redevelopment momentum.

The different options for storm water management should be thought of as "tools in a toolbox" with the appropriate tools being used at the appropriate times. As county staff continues the efforts of its task force for storm water management on the PRA's, it is probable that some technologies not mentioned in this report will be brought forward. All reasonable options for water storage and conveyance should be considered provided that they all strive to achieve the same goal: the creation of a healthy and sustainable urban environment of the Priority Redevelopment Corridors.

Military Trail after proposed redevelopment

Redevelopment Concerns

The proposed master plans for these corridors call for a denser mix of buildings fronting these corridors than currently exists, and intensification of the development program will make it difficult to accommodate building program, parking, and storm water management facilities all on individual parcels.

Individually-parceled and segregated storm water facilities will be difficult for small parcels and much more difficult for larger parcels that could dedicate space for both parking and storm water treatment. A better development pattern could be achieved by shifting the storm water treatment facilities away from areas that should be more intensely developed into areas where these facilities could be viewed as amenities.

In the diagram above, four one-acre parcels located at the corners of a hypothetical intersection are shown built out at an intensity of development that would be appropriate for Military Trail or Congress Avenue. At the intensity of development necessary to create a beautiful and functional

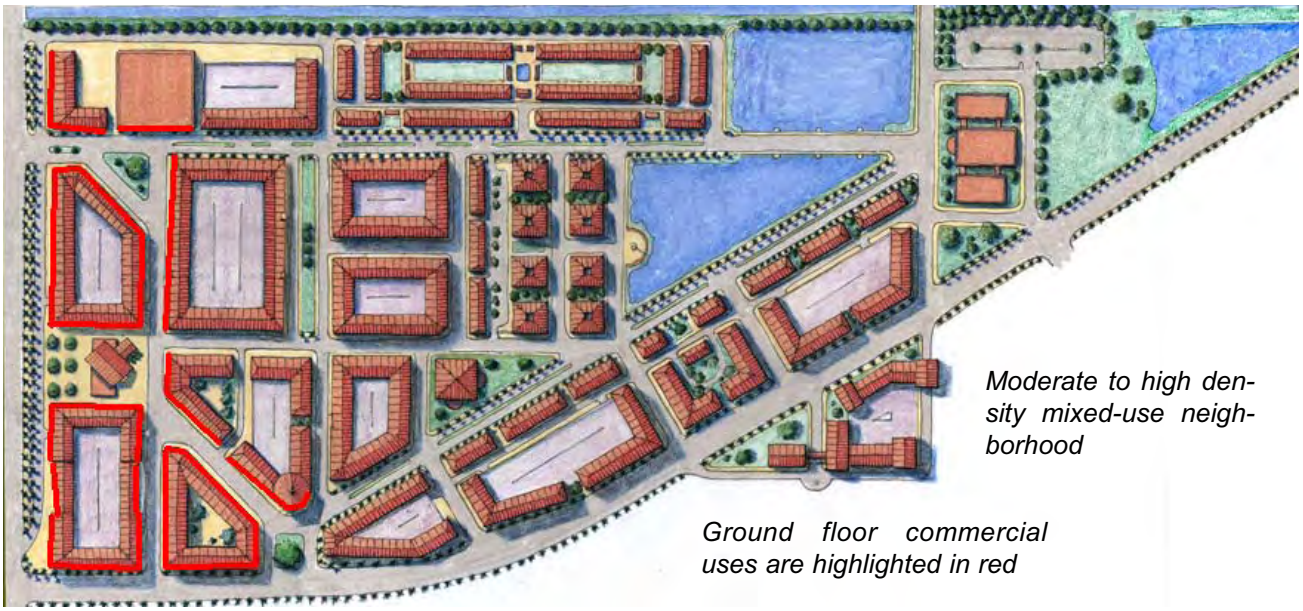
Small parcels can not accommodate the desired building program, parking,and storm water retention on site

street, adequate parking to support the development takes up the remainder of the parcels with no room left to meet storm water retention/detention requirements.

If this requirement must be met on-site, either more land must be purchased, the building program must be reduced to a level that would not meet redevelopment objectives, or expensive structural methods such as exfiltration systems or underground vaults would need to be used. Any of these options might make the redevelopment too expensive to be feasible.

If additional land was purchased adjacent to these parcels to accommodate drainage, either existing homes or an adjacent commercial parcel would have to be removed. The result would isolate commercial uses from adjacent commercial or from the nearby residential population neither of which would be supportive of an economically strong retail environment or connectivity.

Creating sustainable neighborhoods requires that workplace opportunities and services be close to where people live. This is accomplished by providing higher density housing close to commercial uses as illustrated above in the plan for the future redevelopment of several large parcels at the inter-



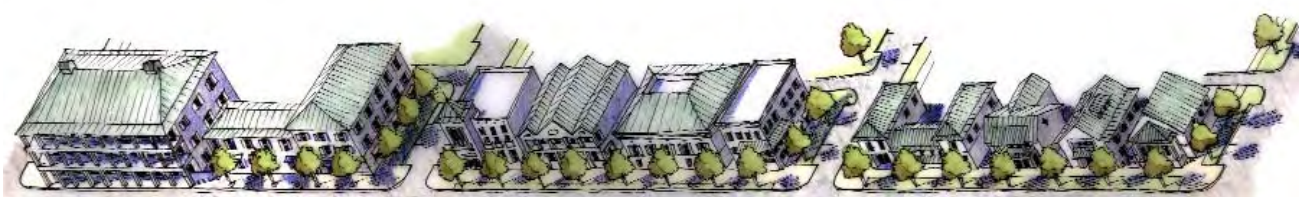
Proposed medium to high-density mixed-use redevelopment plan for the Summit Boulevard parcels

section of Congress Avenue and Summit Boulevard. In this example, required retention and detention facilities have been located to minimize the impact on pedestrian access to workplace and shopping from the adjacent high density residential areas.

Placement of drainage ponds close to commercial often displaces housing away from where it should be located. Drainage facilities always displace buildings except where they are placed in the underground under other uses and economics and maintenance concerns discourage such configurations.

Reducing the development program would have the same negative consequences as dedicating land to drainage. Sustainability requires that uses be close to one another particularly within the urban core areas, and reducing the intensity of development works against the goals of balancing land use and self-containment. In addition, reducing the development program would adversely impact the formation of good street space either by reducing the height of buildings to the point where they no longer hold the street space adequately or by providing too narrow of a frontage on the street.

The illustration above shows the relationship development along Congress Avenue and Military Trail should have with the street. Buildings need to pull up to the street and have an appropriate proportion to street width to make the street look and feel good. Reducing the building program would prevent



Transforming Military Trail and Congress Avenue from unsightly highways into beautiful avenues attractive to both pedestrians and motorists will require these corridors be faced by a nearly continuous frontage of buildings of at least two to three stories

CityPlace, West Palm Beach. Urban areas do not manage storm water on a parcel by parcel basis. Within urban areas, the focus should be on creating a tight fabric of interconnected uses with storm water piped to peripheral areas for storage and treatment. This illustration shows a 1:2 building height to street ratio.

this from being accomplished.

Assuming a development program was of sufficient value to justify structural approaches to meeting storm water retention and detention requirements, these structures would have to be located below the parking lot and the long-term costs of maintenance may not be feasible. Allowing exfiltration systems to be built under parking lots should be discouraged because of maintenance concerns and the location of such facilities under parking areas precludes their redevelopment as parking demand decreases over time. As better balances of land use are provided, parking demand will decrease. It is predicted that as energy costs increase and fuel becomes less available, higher density, more compact forms of development will become necessary.

Although larger parcels of land, greater than a few acres, can probably meet storm water retention requirements on site without great difficulty, locating such facilities close to commercial and displacing housing away from commercial remains a concern.

In addition, the question of how well privately operated systems will be maintained over time must be considered. Parcel-by-parcel approaches to storm water storage and treatment leave maintenance and management of such facilities in the hands of entities whose primary concern is not storm water management.

Finally, parcel-by-parcel approaches are inefficient in design, management, and in the opportunities lost by not managing the resource in a comprehensive and area-wide manner.

The Palm Beach County Water Utilities Department

Recommendations

The Utility Model

To resolve the difficulties mentioned above, it is essential that the URA be looked at comprehensively as a whole. There is a way to meet all of the county's objectives but not by treating storm water retention as a priority that is greater than other objectives or addressing the problem on a purely parcel-by-parcel basis. The county must address a broad range of issues successfully if redevelopment of the URA is to result in broad-based quality of life improvements. Storm water management is but one issue among many.

The ideal scenario for encouraging redevelopment and assuring the highest standard for storm water management would be for a master storm water drainage or utility to be established that would provide this service on an area-wide or regional basis. Under this scenario, the utility (probably an extension of Palm Beach County Water Utilities) would design and build a storm water treatment system to meet the storm water retention and detention requirements of targeted redevelopment areas as well as adjacent neighborhoods needing improved drainage service.

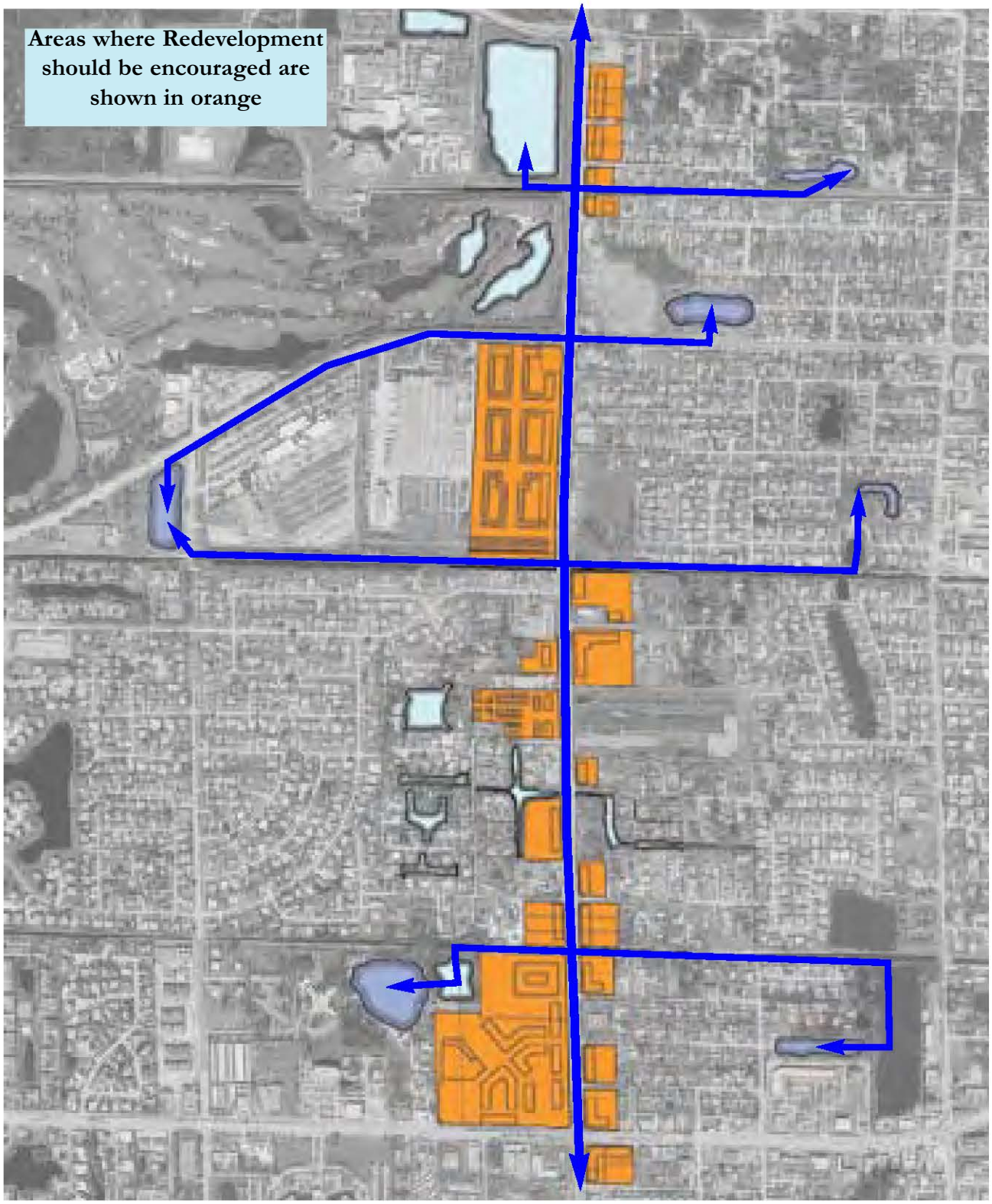
The system design would vary depending upon the character of the area being served. The portion serving the Congress Avenue and Military Trail corridors should be urban with curb and gutter, baffle boxes, and conveyance to move water out of the dense urban portions of the redevelopment area. Within the residential neighborhoods, the system might take on a very different character.

The system could include existing drainage and surface water management components that are under utilized, or land could be acquired to provide new components. The utility model allows a system-wide evaluation that would include the opportunity to better utilize existing features and to consolidate new treatment areas into more efficient and manageable designs that would also provide higher levels of treatment.

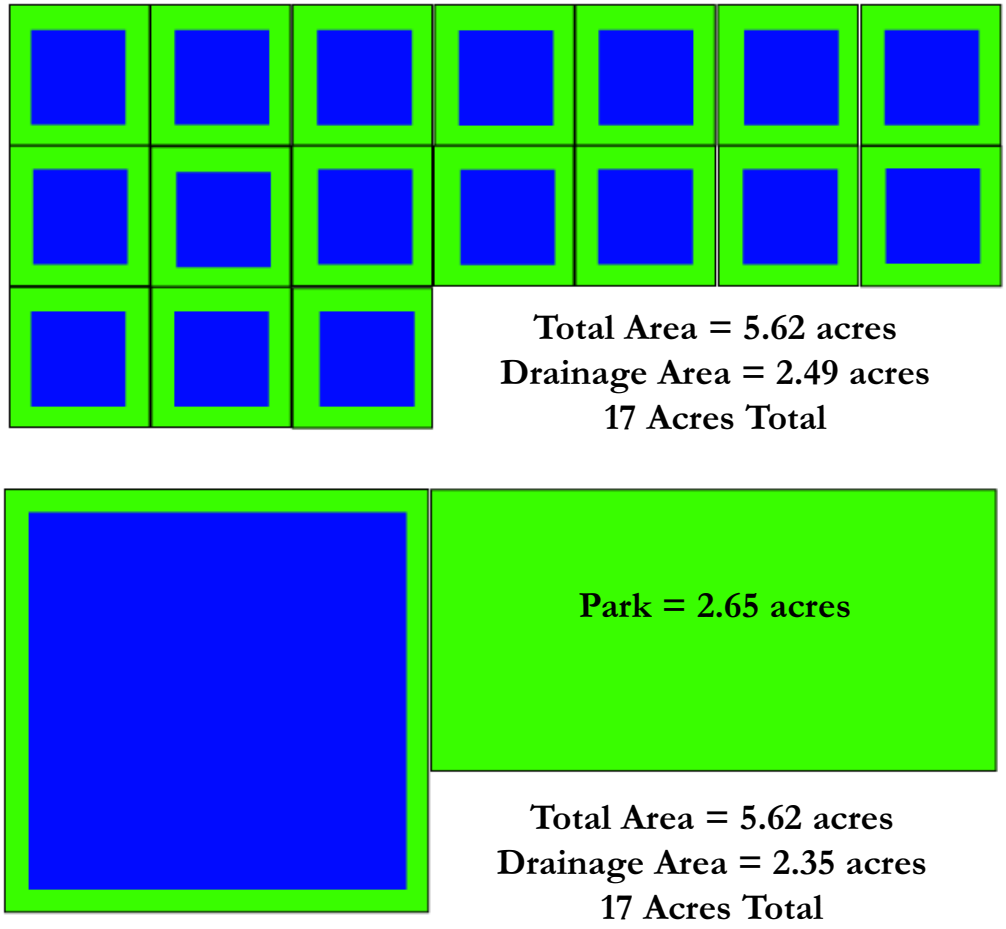
Under this model, storm water management facilities would be owned, operated, maintained, and managed by the utility. Parcels receiving benefits would be charged a fee for service similar to the model currently used by Palm Beach County Water Utilities in providing water and wastewater service. The fee would assist in amortizing any debt the drainage district incurred in acquiring land, developing a master system, and maintenance of the system.

The graphic on the next page illustrates how the utility-managed system might function within a small portion of the URA. The area illustrated is a portion of the Congress Avenue corridor just south of PBIA and the Palm Beach Canal (C-51). As the area exists today, it includes several existing retention areas that could be incorporated into an area-wide storm water management system. There are also vacant parcels that could accommodate new storage and treatment facilities.

The areas in orange represent properties that are likely candidates for near-term redevelopment in an urban format. These are the properties that would need to be served in the early phases of redevelopment within the URA. Storm water would be removed from these properties by an urban storm water collection system and conveyed to either new storage facilities (dark blue ponds) or existing facilities where there is capacity to store and treat more water.



The stormwater utility could facilitate redevelopment within the urban redevelopment corridors by providing an urban system of stormwater collection that routed runoff to existing and new retention facilities located outside of the redevelopment corridor and within adjacent neighborhoods.



A comparison of the area required to meet storage requirements of 17 individual one-acre parcels versus the area required if the parcels shared a central storm water facility.

There are many benefits to the utility model outlined below.

Design efficiency

The graphics above illustrate the efficiency benefits of consolidated storage over parcel-by-parcel approaches. If seventeen, one-acre parcels were required to provide their own storm water retention and detention, approximately 5.6 acres of prime commercial land would be required to meet the design requirements. However, if these were consolidated into a single facility, the same level of storage could be provided with only 2.35 acres leaving 2.65 acres of land for park or some other use. The area reductions are the result of not having to provide a maintenance buffer around a large amount of small ponds and improved volumetric geometry in the ponds or dry retention areas.

Redevelopment of the Congress Avenue and Military Trail PRA's

One important benefit of the utility approach is that it is essential to allow the expeditious redevelopment of the Congress Avenue and Military Trail corridors. Without a mechanism for consolidating retention and detention requirements outside of the primary redevelopment corridors, the corridors cannot develop at the densities required to create an attractive street and functional mixed-use district.

In addition, without the incentive of additional development potential, it is unclear how the redevelopment of small parcels would be encouraged. The failure of small parcels to redevelop would undermine the revitalization effort.

Better Management of Storm Water

Perhaps the most important benefit to an area-wide utility approach is the smart and efficient management of storm water for the water quality benefits that could accrue within the Lake Worth Lagoon. Under the parcel-by-parcel approach, retention systems are inefficiently sized and located and are managed by a large number of entities none of which have storm water management as their first priority. It is questionable whether such systems are operated and maintained properly.

The utility approach provides opportunities that do not exist within the current parcel-by-parcel approach. First, existing capacity can be evaluated on an area-wide basis and managed to minimize the need for new storage and treatment. It is conceivable that excess capacity exists at some locations while neighboring areas are prone to flooding or lack space for new storage. It is very difficult for individual landowners to negotiate shared facilities, but this would not be a problem where the utility managed the entire interconnected system.

Where new facilities do need to be built, the utility has some flexibility to locate them so a larger more efficient structure can serve many properties. The utility is also in a much better position to work with other jurisdictions (e.g. SFWMD and LWDD) on system-wide improvements. System-wide improvements will only come from agency cooperation.

The utility approach is also the only way that the system is likely to be managed and maintained at design standards.

Better Land Utilization

A utility has more flexibility in locating new facilities. Area-wide management allows retention systems to be located on less expensive land with less alternative development potential or in locations that might provide ancillary benefit. Rather than locate facilities on an expensive commercial site that could otherwise be used for a larger building program, a new facility could be located on less expensive residential land within a neighborhood where it would be viewed as an attractive amenity and could serve as a small park.

Ancillary Park Benefits

Much of the URA is deficient in small neighborhood parks where children can play or where one can sit and enjoy a view. Dry retention facilities are often used as playgrounds by children during the long periods they are not inundated with water. When located within a residential neighborhood, siting such facilities also serves to provide needed park space. Within the URA, small parks within the neighborhoods are a rare commodity, and the utility approach provides the opportunity to provide such ancillary benefits while providing storm water treatment.

Dry retention incorporated into park as soccer field

Key Recommendation

Within the URA, the county should take responsibility for storm water management, and provide such service via a master storm water drainage district administered by the Palm Beach County Department of Water Utilities.

Cost Efficiencies
Cost efficiencies include the benefits of consolidated storage, provision of ancillary benefits, location of facilities on less expensive land, and the benefits of centralized and professional management.

Improved Property Values and the Tax Base
By allowing commercial properties to be developed at maximum densities and in a mixed-use format, property values within the redevelopment corridor will be improved directly and indirectly. Properties will have more development potential. Since the location improves with redevelopment, property values can rise even further generating more tax revenue without increases in millage rates.

Implementation

Establishment and development of a master storm water drainage district and system will require the cooperation of several agencies at the county, state and federal levels including SFWMD, LWDD, Palm Beach County, municipal jurisdictions within the URA study area, Federal Emergency Management Agency and PBIA. If existing private facilities are to be incorporated under the umbrella of the utility, which is recommended to assure the maximum efficiency and best management of the system, private systems would also need to be addressed.

Establishment of a drainage district provides the financial mechanism to acquire lands, construct new facilities, regulate the permitting of storm water, and maintain the systems. The drainage district could raise capital for acquisition and development of storm water facilities through the sale of tax-exempt revenue bonds. The debt service and operating costs to maintain the system would be borne by the property owners within the established district. The owners would benefit from the increased development potential of their land and the financial advantages of being relieved of responsibility for construction of such facilities on their own land. An assessment would be levied on all properties and permit fees would be collected for new development. Operating costs could be covered by annual maintenance fees imposed on new projects and on existing properties that are served by the system.

Under this proposal, new development within targeted redevelopment areas would not be required to store water on site. Instead, they would pay a fee for such service. This would remove a primary obstacle to redevelopment of the Congress Avenue and Military Trail corridors, create incentives for expedited redevelopment, and facilitate revitalization.

Chapter V

Transportation and Mobility

The Situation Today

While older, mostly eastern neighborhoods in Palm Beach County were developed following a continuous, fine-grained grid of streets, most commercial and residential development along main corridors in western sections of the county has occurred in a decentralized and disconnected manner that hinders connectivity. As a result, development and daily life in central Palm Beach County must increasingly rely on the automobile. A few streets carry all of the traffic causing high levels of traffic and congestion on the few through streets that motorists must use to get almost anywhere. Alternate modes of transportation are required to serve vast areas with relatively low ridership. Finally, pedestrians, including children and elders that cannot drive, must use these same streets to get anywhere by bicycle or on foot and are thereby exposed to an unsafe and unfriendly environment. This auto-oriented environment is exacerbated by a heavy investment in roads and other implicit subsidies of automobile use and the comparatively low levels of transit funding, segregated development patterns, and inefficient use of land further compounds the auto dominate and congested streetscape.

The Cost of Segregation

The more land use patterns are segregated, the more it costs to build and maintain water, sewer, and road infrastructure especially at densities and intensities as low as those currently present in central Palm Beach County. Most of this cost is transferred to the public at large rather than localized among residents of low-density areas. An auto-dominated transportation system is economically inefficient causing households, the county, and the region as a whole to pay more for transportation than they would if a more balanced system were in place. With the segregation of uses, there is an additional cost associated with underutilized parcels and either the abandonment or inefficient use of obsolete structures. The abandonment or underutilization of existing physical infrastructure and building stock is wasteful from an economic and environmental standpoint, and it also contributes to economic decline and social isolation in many of the areas left behind imposing costs on individuals and society in the form of an eroded tax base, poverty, poor education, and crime.

Western Palm Beach County: segregated land uses

Western Palm Beach County: an auto-dependent environment

Addressing Transportation through Redevelopment

While the magnitude of the costs described above can be debated, it is clear that changing the URA's land use and transportation patterns can yield substantial benefits that can be captured by both individuals and the county as a whole.

Planning for more efficient land use patterns will make other methods of mobility such as public transit more successful. Consequently, a more balanced transportation network will be possible helping remedy economic inefficiencies, a range of environmental ills, health and safety issues, and social and housing inequalities.

An Overview of Transportation Concurrency

The State's Growth Management Act requires that transportation improvements or strategies be either planned or in place to accommodate development when the impacts of development occur. Concurrency for transportation facilities, as defined in the *Growth Management Act* and the *Florida Administrative Code*, means that any needed transportation improvements or programs be in place at the time of development or that a financial commitment exists to complete the improvements or strategies within a specific timeframe (typically within three to five years).

Example of a transit-supportive development in Portland, Oregon

As part of the requirement to develop a comprehensive plan, local governments are required to establish Level-of-Service (LOS) standards for roads and other facilities. Once a LOS standard is set, it is used to determine whether the impacts of a proposed development can be met through existing capacity and/or to decide what level of mitigation may be required. The inability to meet transportation concurrency can translate into denial of development.

This illustration shows an auto-oriented development pattern occurring in a de-centralized and disconnected pattern. This type of environment is not conducive to economically-efficient mass transit.

Planning for more efficient land use patterns will make incorporating other methods of mobility such as public transit possible and will result in a more balanced set of transportation choices.

The Master Plan proposes to add flexibility regarding the application of transportation concurrency to those projects along the corridor that develop in a manner consistent with the intent of the PRA's master plans by implementing one or a combination of the following:

1. establishing an area-wide alternate mobility plan or a multi-modal transportation district (a regional concurrency system)

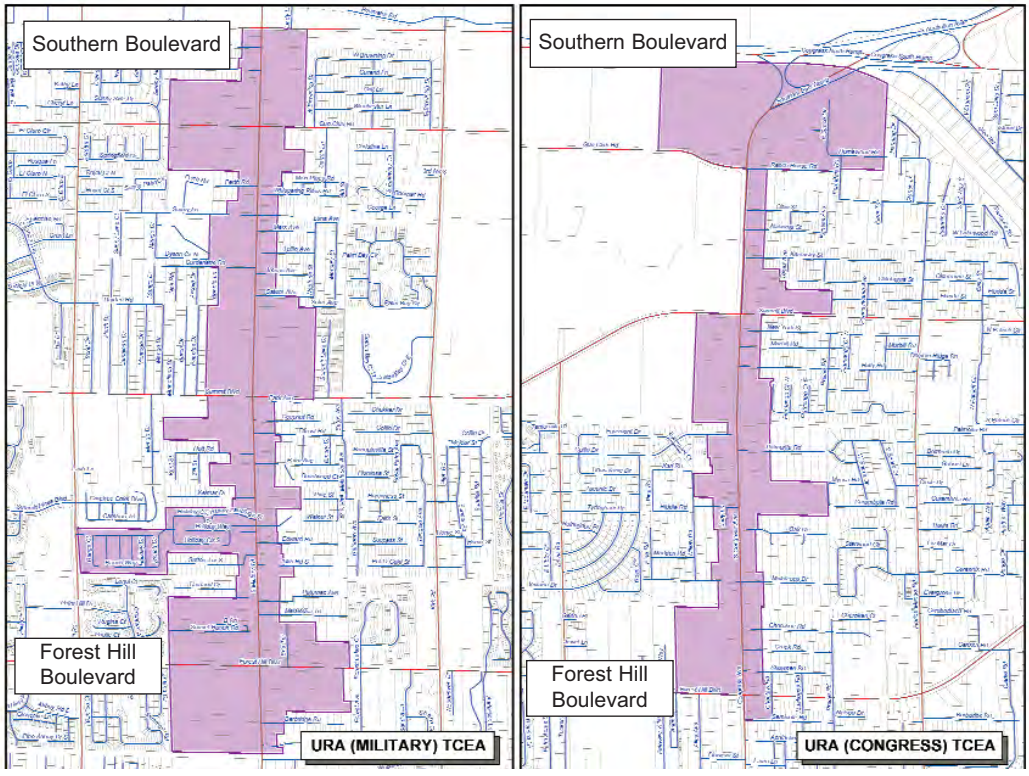
2. incorporating the Florida Department of Transportation's CRALLS Point System (with the modifications suggested in this report) to determine if a project is consistent with the PRA's master plans and eligible for concurrency exception

3. establishing TCEA overlays for Military Trail and Congress Avenue (between Southern Boulevard and Forest Hill Boulevard) and other corridors provided they are planned accordingly

4. defining alternate mobility systems or elements (such as bus stops, benches, decorative street lighting, bike racks, office showers, etc.) that are eligible for impact fees, proportionate share contributions, and other funding sources.

A Transportation Concurrency Exception Area (TCEA). To encourage redevelopment aimed at expanding transportation choices and, more importantly, better integrated transportation and development, Palm Beach County proposes to create a TCEA for Military Trail and Congress Avenue between Southern Boulevard and Forest Hill Boulevard. The master plans created for these two corridors, as well as the redevelopment strategies proposed in this report, contain recommendations and clear instructions to guide development in a manner that is consistent with the goal of reducing congestion by minimizing automobile dependency and maximizing integration of different land uses and transit. These master plans and instructions should be used as the basis to determine whether a proposed development is eligible to receive this concurrency exception.

Proposed TCEA Overlays



Proposed TCEA Overlays shown in lavender

The CRALLS Point System

The CRALLS Point System is a program designed to determine whether a proposed development will generate significant traffic impact and provides through design and the adoption of special strategies acceptable mitigation for those impacts. While the strategies proposed in the CRALLS Point System are intended to reduce automobile dependency and congestion and maximize land use integration, many are program-oriented and designed to provide an immediate incentive and consequential benefit to the developer. The result is a very onerous long-term monitoring process. The strategies proposed in the CRALLS Point System have been effectively implemented throughout the country and should be offered as incentives to development designed in accordance with the principles embedded in the Congress Avenue and Military Trail master plans. However, the CRALLS Point System should not remain the sole method to determine eligibility for concurrency exception.

A New Pattern of Development for the Corridors

The PRA's master plans will serve as the basis to perform the land use and zoning changes necessary to reduce the current auto-dependency, create a walkable environment, and foster transit in the URA.

The general redevelopment strategies embedded in the PRA's master plans propose the following combined approach:

Maintain Current Roadway Sections: No Increase or Decrease of Travel Lanes

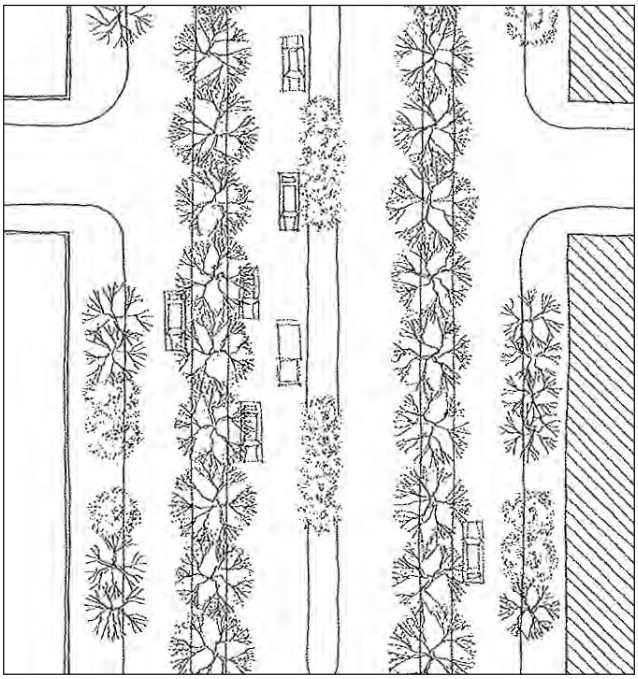
Maintain the current roadway sections accommodating a maximum of six lanes of traffic: three through lanes in each direction with turn lanes where necessary. No lane widening, and no increase or decrease of number of travel lanes is proposed for redevelopment to occur. Future road widenings are strongly discouraged. Widening these sections beyond their current six lanes would undermine future transit use as the wider the roadway, the greater the perception that it is easier to get around by car rather than by public transportation. More importantly, expansion of these roadways will compromise the county's ability to create an environment conducive to any pedestrian activity. As transit becomes more evident along the corridors, a strategy for shared and/or outside dedicated transit should be implemented. A reduction of travel lane width over time is recommended.

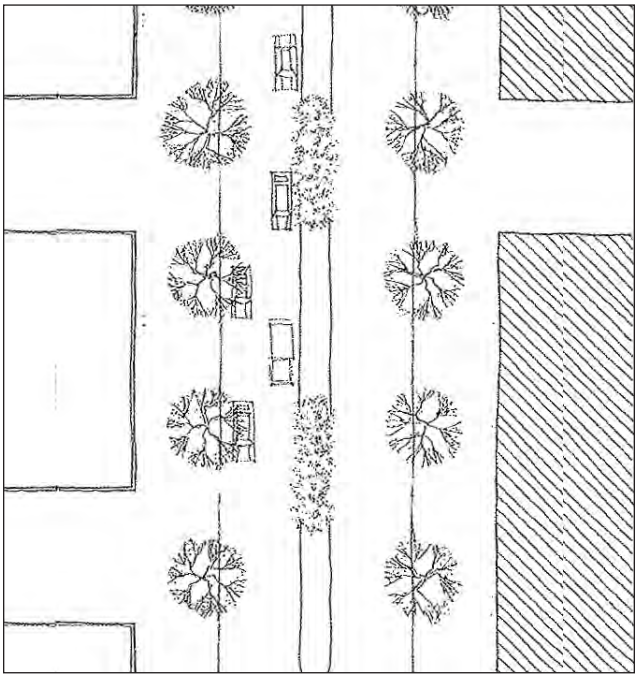
Existing Condition: six 11' travel lanes right and left turn at main intersections.

Proposed Changes with new private redevelopment: six 11' travel lanes with right and left turns at main intersections. Lane width reduced over time.

Plan Different Environments and Assign Different Speeds

The Corridors are designed to create different environments that respond to the different physical, economic, and social conditions in the area. Street section design, building placement, and proximity and type of street furniture are varied along the corridor to induce different physical environments that will result in varied vehicular speeds: slightly slower speeds through mixed use and more urban nodes and slightly higher speeds between nodes. This variation contributes to driver alertness, reduction of stop-and-go traffic (particularly through the mixed-use nodes), and helps foster a sense of place unique to each area. Ultimate design objectives for both corridors

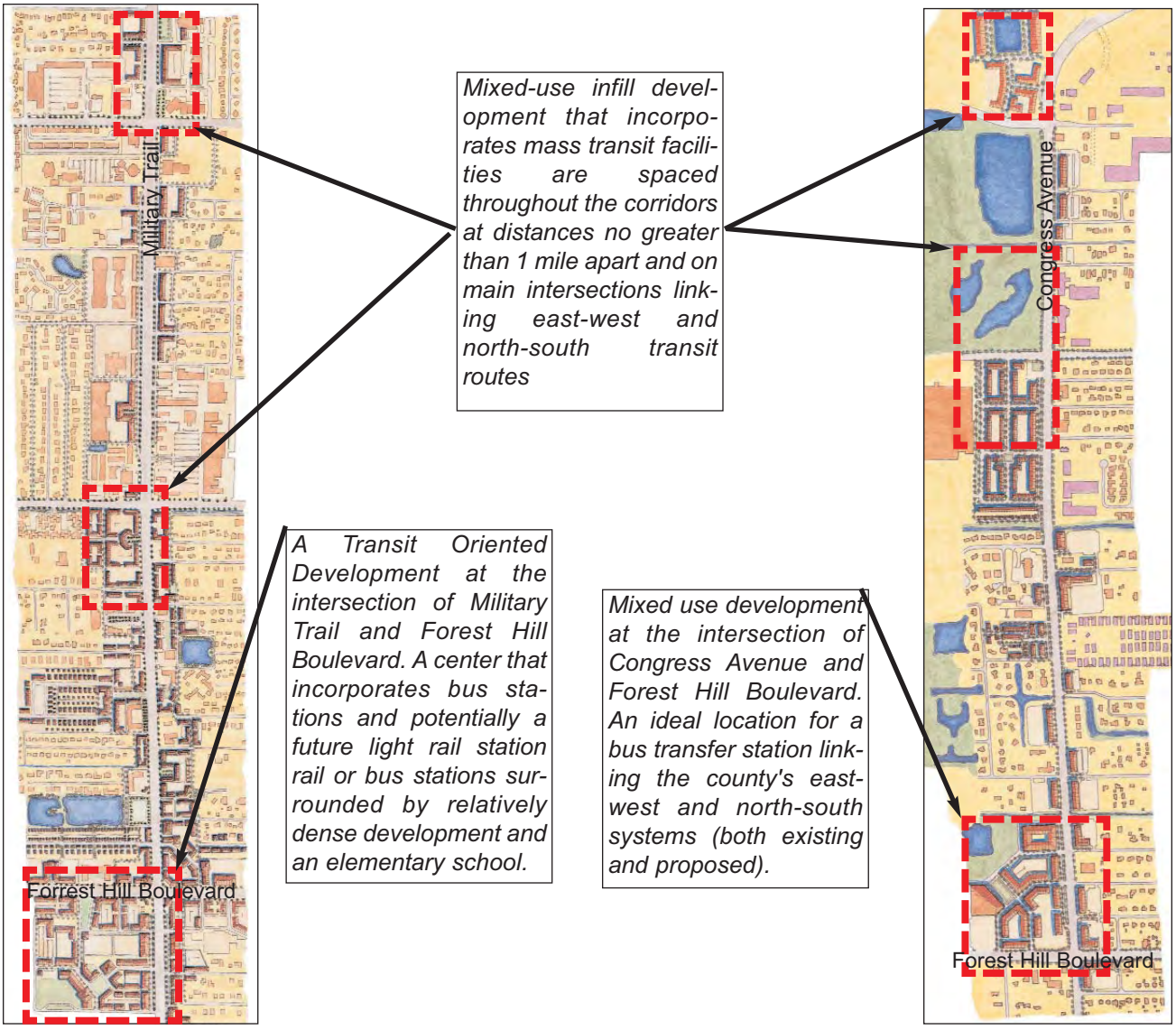




Above left:Corridor section through the mixed-use nodes: Landscaping becomes more formal and is planted at smaller intervals, street lights are of pedestrian scale and also located closer to one another. Buildings form a continuous frontage.

Above Right: The six-lane roadway section does not vary, but through less urban areas, landscaping is less formal and more spaced. Buildings are not continuous. Below: The Course Mirabeau, an example of urban landscaping and furnishing that impacts the perception of the driver resulting in different behavior despite the fact that the roadway section remains constant.

vary with location. Traffic speed (both design and posted speeds) should reflect the land uses that line the public ROW. Where large, strategically located parcels are redeveloped into mixed-use centers, frontage roads with parallel on-street parking are recommended. In these areas, sidewalks should be a minimum width of twenty feet. Wide medians (minimum 20' wide) separate frontage roads from the six through travel lanes. These wide medians allow for comfortable pedestrian activity and provide ample space for mass transit stops. Street trees and decorative pedestrian-scaled lighting should be formally placed and closely spaced. These mixed use-centers should be strategically spaced, located at major corridor intersections, and should incorporate mass transit stops. Outside and in between these mixed-use centers, sidewalks can be narrowed to minimum widths of twelve feet with eight feet of planted buffers. Frontage roads are eliminated. Speeds should be effectively reduced through nodes developed as mixed use areas and slightly increased along the remainder of the corridor.



Develop Mixed-Use Centers Designed Consistently with the Principles of Transit-Oriented Design

The PRA's master plans identify key parcels that are designed to maximize access by transit and non-motorized transportation with features to encourage transit ridership. These key sites are designed in accordance with the principles of Transit Oriented Design (TOD). TOD's have centers that incorporate rail or bus stations surrounded by relatively dense development with progressively lower-density development emanating from the core. As with traditional neighborhoods, the size of TOD's are determined by pedestrian - shed distances: daily uses wthin a five-minute walk. TOD's should be spaced no more than one-half to one mile apart.

Secure Transit Locations.

The pattern of development proposed for both PRA's master plans aims at increasing and concentrating ridership at key locations and intersections. It is imperative to identify and secure these necessary locations for transit infrastructure (such as bus stops or bus transfer stations) during the early planning stages. The PRA's master

Above: Example of bus transfer station as proposed as part of the redevelopment of SR7 in Lauderhill

Left: bus transfer station as an integral component of a mixed-use area in Portland, Oregon

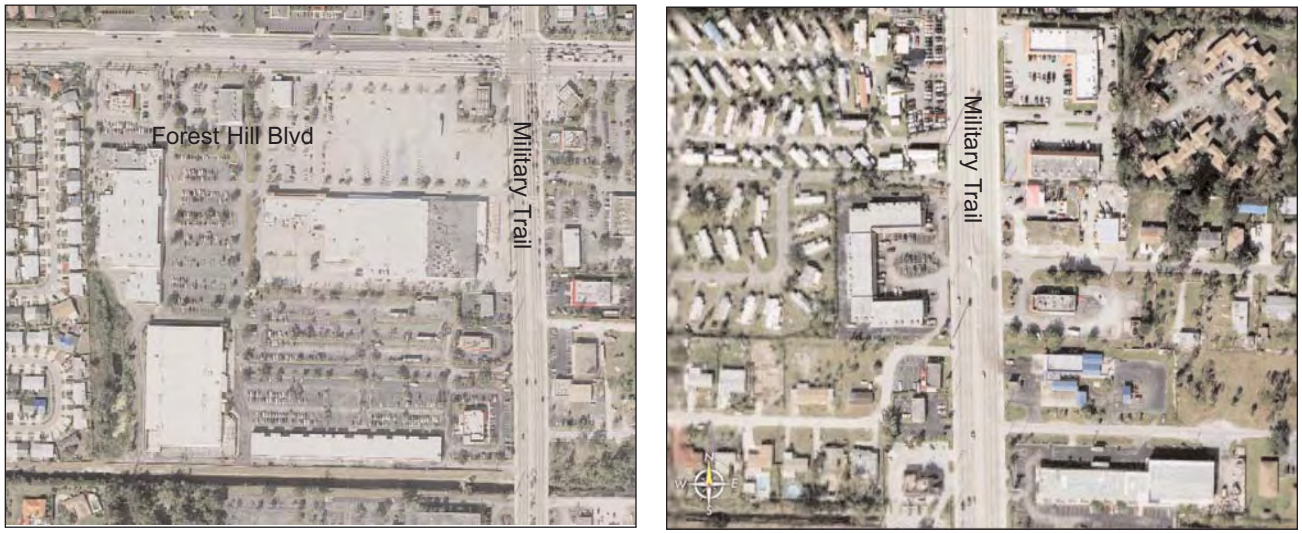
plans incorporate bus stops and bus transfer stations into all the new development creating the basis for an integrated transit system. The PRA's master plans additionally identify ideal locations for these transit stations (see page 6).

Increase North-South Connectivity and Corridor Capacity through the Redevelopment of Large Parcels

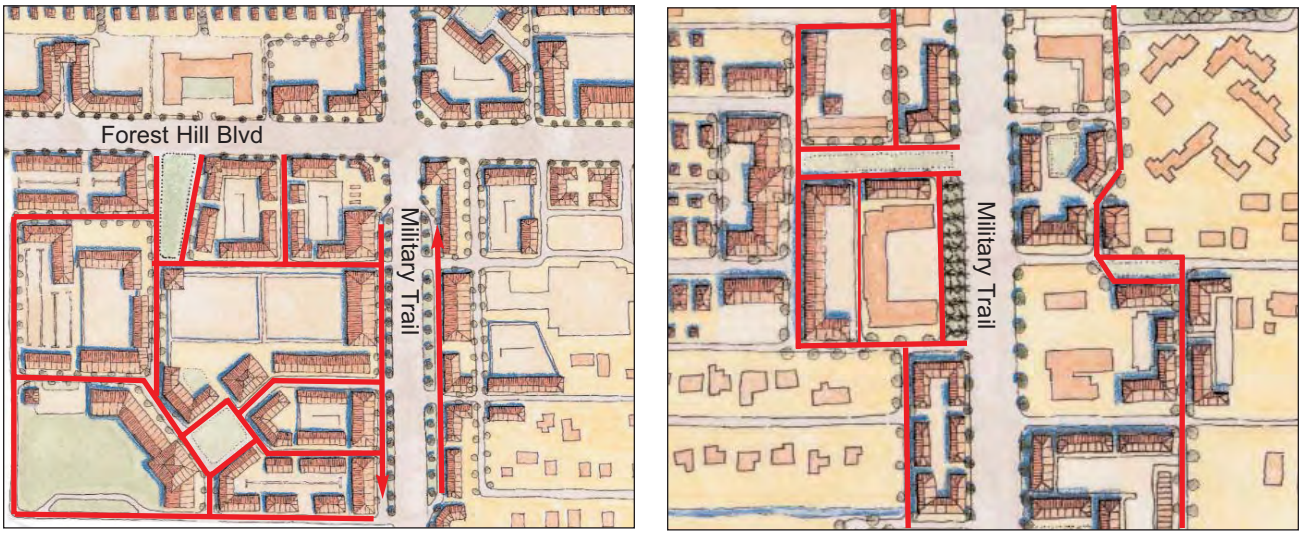
A phased redevelopment master plan should be created that is consistent with ownership patterns (for the corridors as a whole and for each parcel individually) and the goals of the PRA's master plans. Plans should include continuous frontage roads within the private realm (where possible) and a fine grid of interconnected streets. A mix of an appropriate mix of uses should be developed along with building types to ensure maximum trip capture. Plans should also be created for alternate mobility including mass transit and bicycle/pedestrian facilities.

Increase North-South Connectivity and Corridor Capacity through Redevelopment or Minor Interventions to Small Parcels

Traffic impacts can be lessened by connecting



Top: Existing conditions: All traffic must dump onto the main road for all trips including local trips

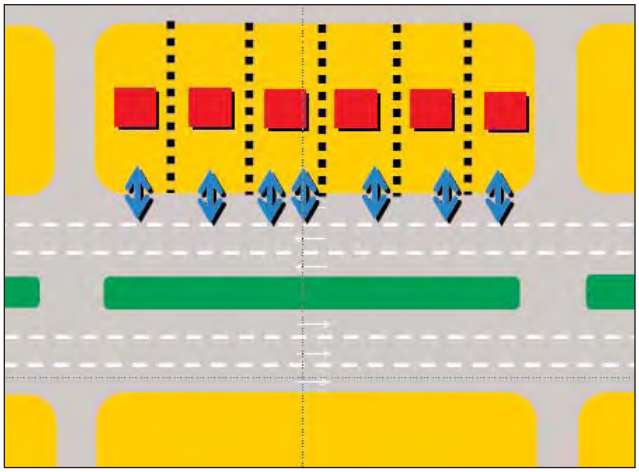


Bottom: Proposed conditions: Traffic has alternate routes for local trips including parallel slip streets on Military Trail

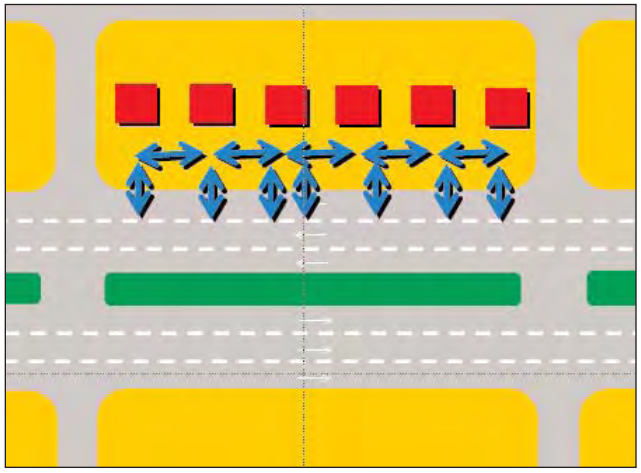
commercial parcels along the corridors, consolidating driveways, eliminating curb cuts, formalizing access in front and rear of existing and future developments, and formalizing parking lot driveways and using them to connect existing streets (see illustrations on this page).

Increase Corridor Capacity through Neighborhood Connectivity

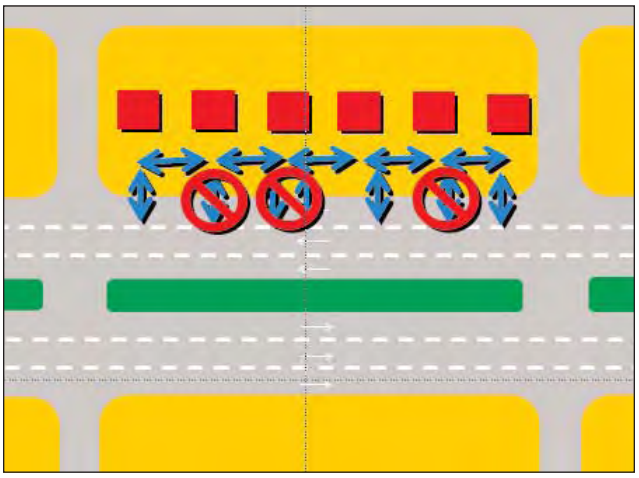
The county should require all new developments connect to all existing ROW's, eliminate street closures, avoid ROW abandonment, and connect missing links.



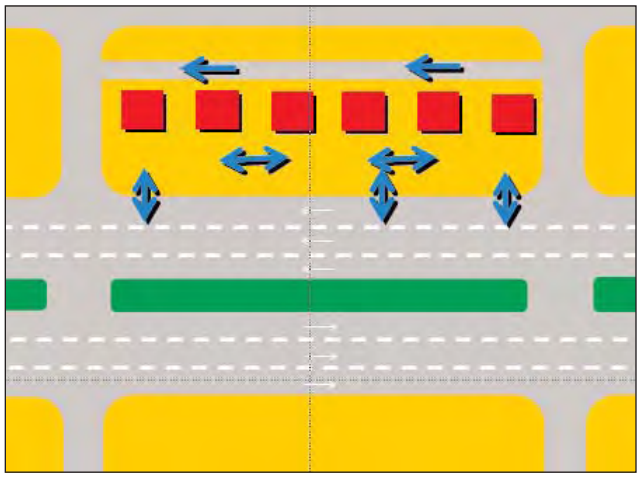
Existing condition: isolated development and multiple driveways



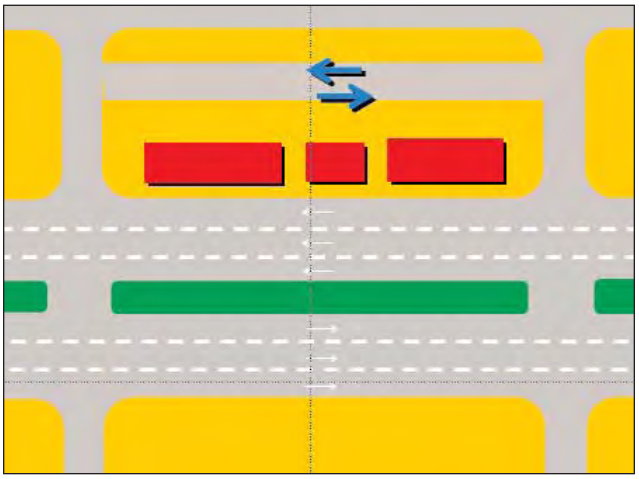
Step I: Connect development when possible linking parking



Step II: Eliminate unnecessary curb cuts and consolidate driveways



Step III: Formalize access between parcels in both in front and rear of buildings



Ultimate build-out: As parcels redevelop, buildings line the sidewalks, parking and access are in rear, curb cuts are eliminated or substantially reduced

Transit

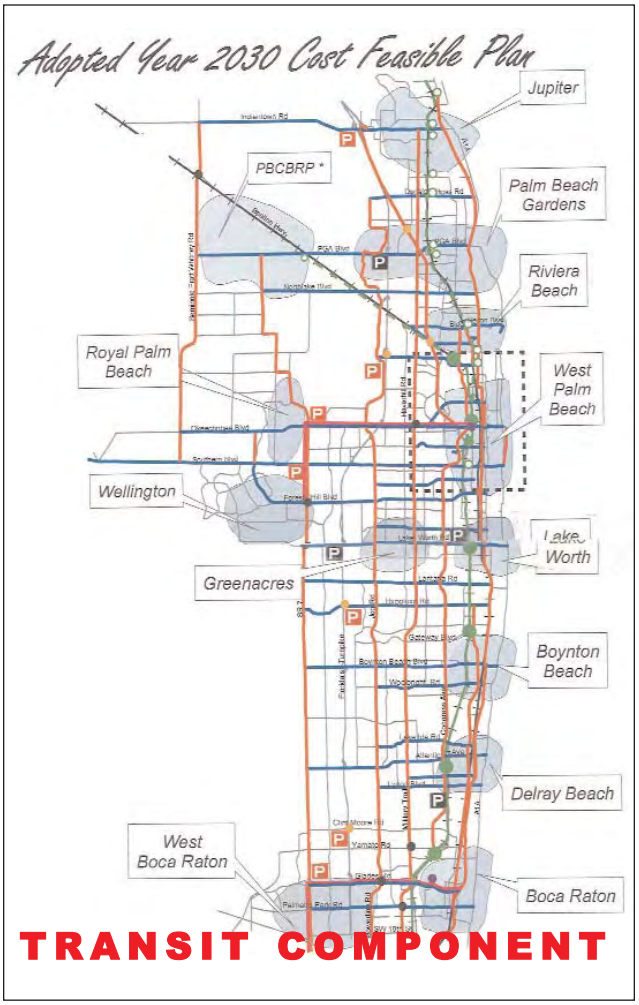
Palm Beach County's *2030 Long Range Transportation Plan* proposes to serve the primary north-south corridors by Bus Rapid Transit (BRT) service and major east-west corridors with the Palm Tran Bus Grid system. The PRA's master plans propose upgraded and well-located transfer stations and stops at all main intersections. These main intersections are proposed to be redeveloped as mixed-use, transit-oriented developments to generate ridership in close proximity to transit stations and create attractive destinations for transit riders.

With current bus service, stops along both corridors are provided with little or non-existent amenities: simple aluminum signs, occasional concrete benches, and infrequently standard bus shelters.

The master plans recommend developing a schedule to update and dignify bus stops and shelters to provide shade; protection from weather and auto traffic; and, in the case of the mix-used centers, access to retail and other amenities while waiting at the stop.

An overall analysis of the entire URA area also suggests the creation of an enhanced east-west transit service or rapid bus along a major east-west corridor (such as Okeechobee Road, Belvedere Road, Southern Boulevard, or Forest Hill Boulevard) linking western developed areas to major bus transfer stations and to major eastern rail lines.

Enhanced transit service could be "fast bus" or BRT that utilize higher frequency bus service, fewer stops, and technological improvements to provide a high-performance transit service at a relatively low cost. Either of these bus services could sequentially lead to light rail.



Light rail transit is a class of urban and suburban passenger railway that utilizes equipment and infrastructure that is typically less massive than that used for other mass rapid transit systems. Modern light rail vehicles run on the system. Light rail is the successor to streetcars, trolleys, and trams in many locales. The term is most consistently applied to modern or modernized tram or trolley operations employing features associated with metro or subway operations including exclusive ROW, multiple unit train configuration, and signal control of operations. Light rail transit is almost universally operated by electricity delivered through overhead lines.

Recommendations

a) Establish Transportation Concurrency Exception Areas on Military Trail and Congress Avenue between Southern Boulevard and Forest Hill Boulevard;

b) Maintain current roadway sections: no increase or decrease of travel lanes;

c) Plan different environments and assign different speeds for them;

d) Develop mixed-use centers designed consistent with the principles of Transit-Oriented Development;

e) Secure transit locations in near term;

f) Increase north-south connectivity and corridor capacity through the redevelopment of large parcels;

g) Increase north-south connectivity and corridor capacity through redevelopment and minor interventions to small parcels;

h) Increase corridor capacity through neighborhood connectivity;

i) Every effort must be made to improve the existing road network including the cessation of road closures and abandonment of existing "paper" rights of way;

j) Establish a Special Improvement District within TCEA; and

k) Begin to lay framework for improved transit service on east-west corridor(s) (e.g. fast bus, bus rapid transit, light rail*).*

Chapter VI

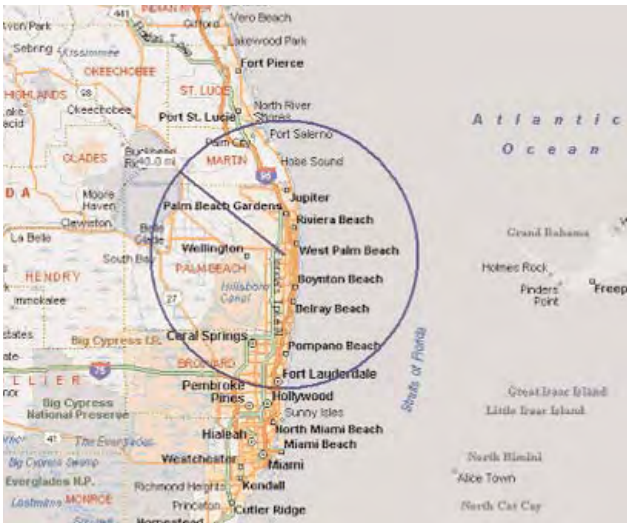
Retail

NOTE: The following is a summary of the report of Gibbs Planning Group, Inc (GPG). The original report with all pertinent data is available as an appendix to this document.

Background

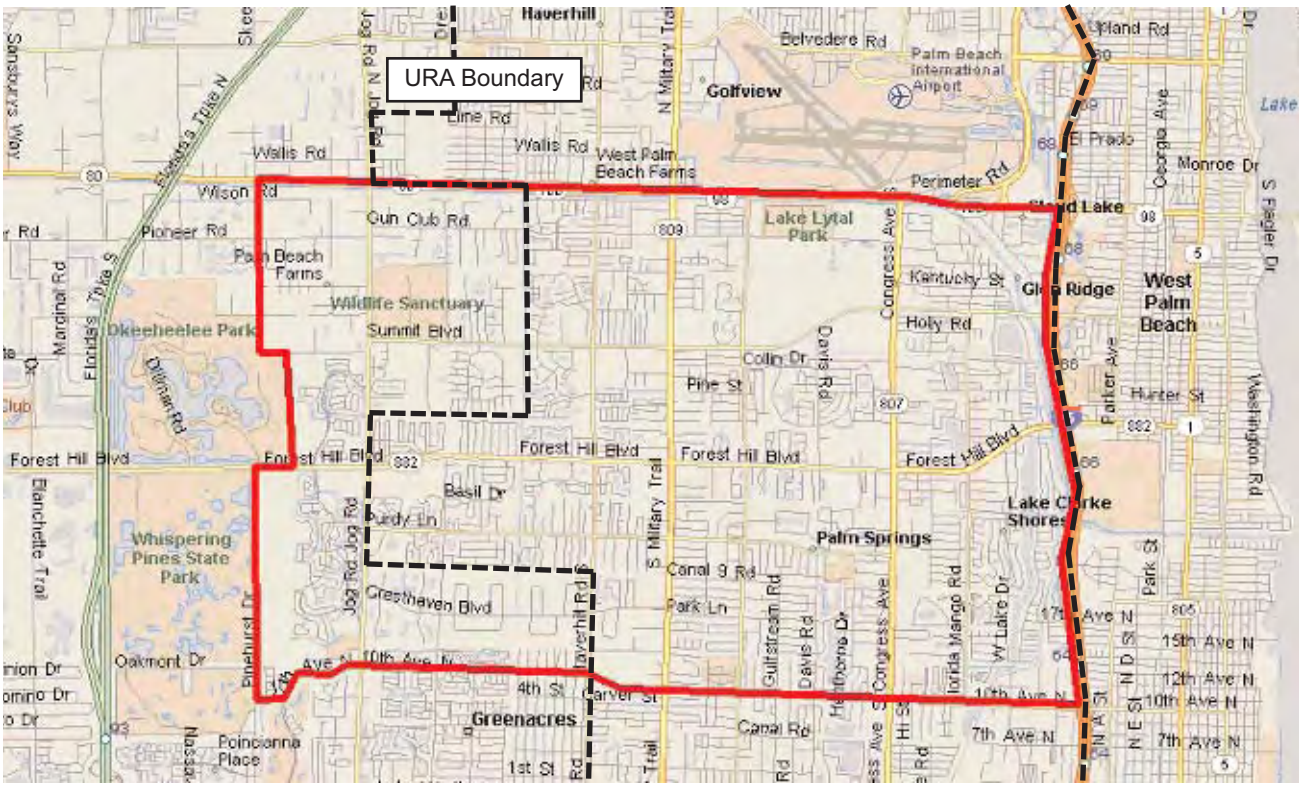
Surrounded by the most desirable communities in southeastern Florida, the Palm Beach County URA has the potential to redevelop a significant amount of its existing older shopping centers. The 25-square mile area has excellent vehicular access and numerous older shopping centers that are under-serving the market. As a result, many of the URA's residents travel a considerable distance for many of their retail goods and services.

The URA is also sandwiched by the region's major highways: I-95 and the Florida Turnpike. Almost 89,000 persons earning a median household income of $42,750 presently live within the area's primary trade area. Over 10% of the trade area households earn over $100,000. The study area also enjoys a strong employment base of 41,000 workers including a regional airport.



URA regional map

As a result, GPG finds that approximately 500,000 - 800,000 square feet of moderately-priced community retail space will be supportable within the URA by 2008 potentially yielding $120 million to $200 million in annual sales.



Key retail focus area (URA boundaries are dotted in black)

Methodology

To address the above issues, GPG participated in a five day planning charrette in Palm Beach County and conducted an evaluation of most major existing and planned shopping centers and retail concentrations in and surrounding the defined trade area. This evaluation was conducted during the week of September 18, 2006. During this evaluation, GPG thoroughly drove the market and visited and conducted a review of most major existing retail concentrations in the area.

The URA was visited during the daytime and the evening to gain a qualitative understanding of the retail gravitational patterns and traffic patterns throughout the study area. The trade area that serves the existing retail in the market was defined based upon the field evaluation and the retail gravitation in the market as well as experience defining trade areas for similar developments throughout the United States. Population and demographic characteristics of trade area residents were collected by census tracts from national sources and updated based on information gathered from various local sources including the Palm Beach County Planning Division.

Finally, based on the population and demographic characteristics of the URA trade area, existing and known planned retail competition, and traffic and retail gravitational patterns, GPG developed the qualitative assessment for the URA metropolitan market.

For the purposes of this study GPG has assumed the following:

1. No other major retail centers are planned or proposed within the URA study area at this time. Therefore, no other retail is assumed in the sales forecasts.

2. No other major retail will be developed within five miles of the URA.

3. Each development site is properly zoned, can support commercial development, and will have curb-cuts as shown in the proposed master plan.

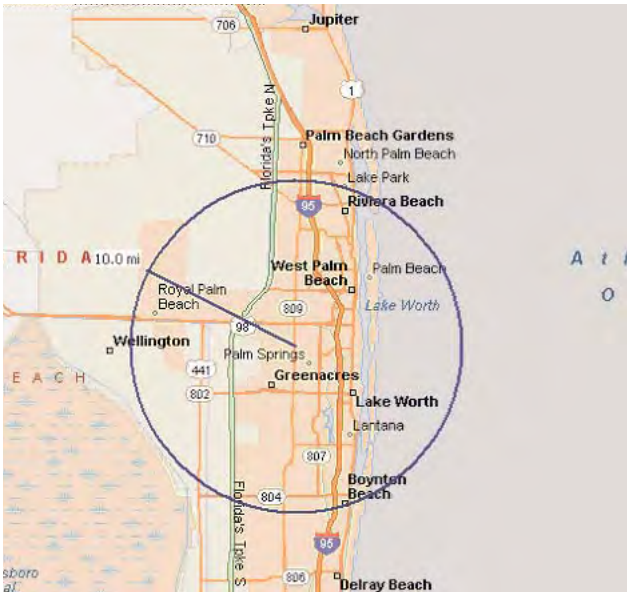
4. The region's economy will continue at normal or above normal ranges of employment, inflation, retail demand, and growth.

5. Any new development will be planned, designed, built, and managed as a walkable town center to the best practices of the American Planning Association, Congress for the New Urbanism, International Council of Shopping Centers, and Urban Land Institute.

6. Parking for any new development will be assumed adequate for the proposed uses with easy access to the retailers in the development. An overall parking ratio of 4.5 cars per 1,000 square feet gross or higher is anticipated for this town center.

7. Visibility of any new retail is also assumed to be very good with signage as required to assure good visibility of the retailers.

8. Any new development will open with a sustainable amount of retail and anchor tenants at planned intervals and per industry standards.



URA regional map

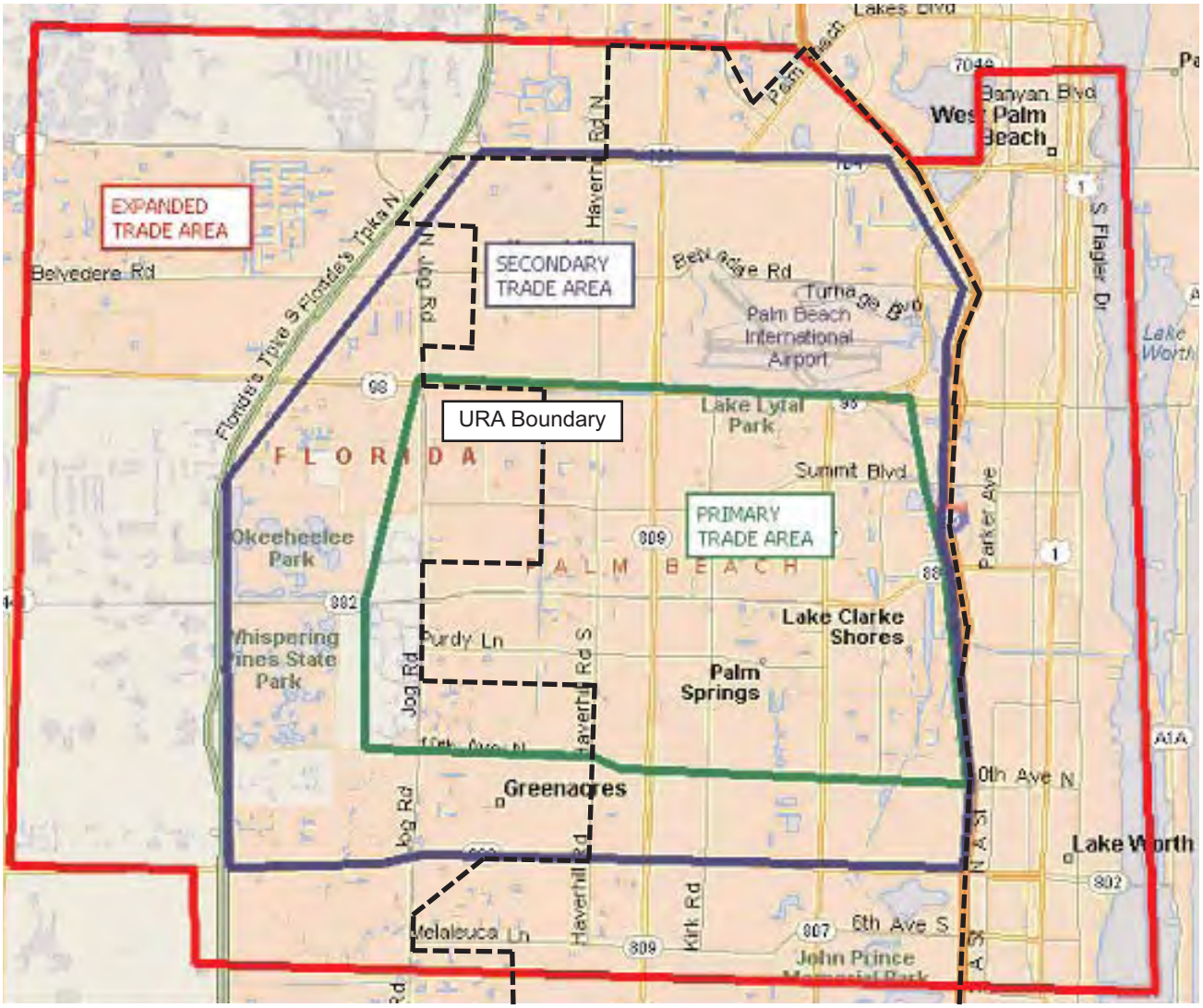
Trade Area

The analysis establishes three trade areas: primary (green), secondary (blue), and expanded (red). The primary trade area (shown in green below) is approximately delineated by the following boundaries:

- north to Southern Boulevard
- east to Interstate 95
- south to 10th Avenue North
- west to Whispering Pines State Park up to North Jog Road

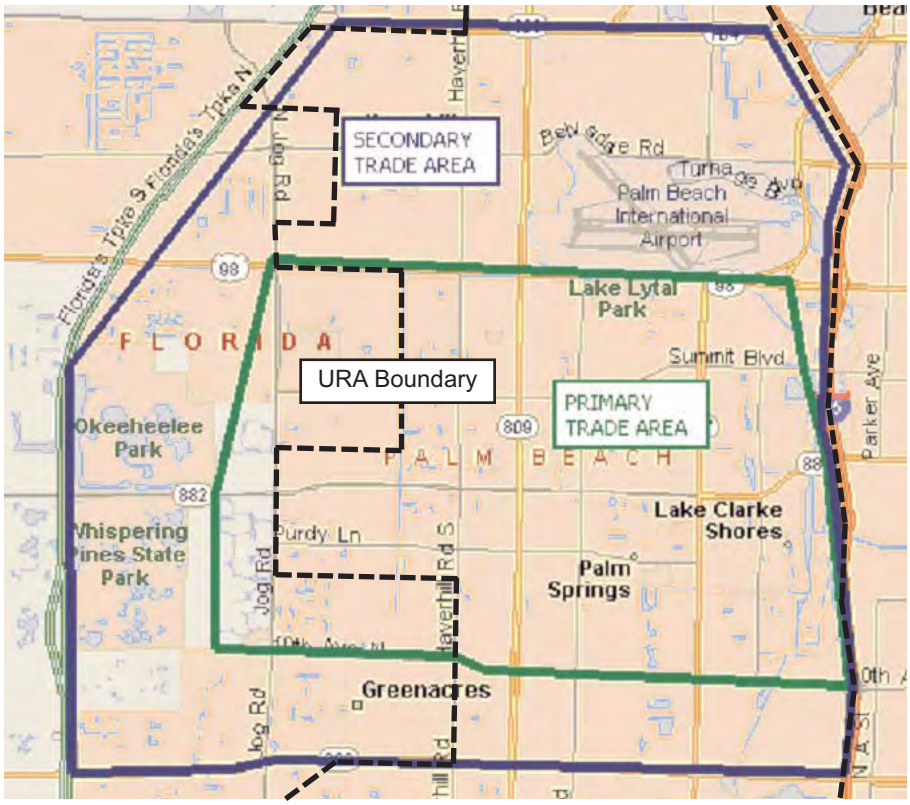
Retail in the Study Area currently has and should continue to primarily have moderately priced community retail. The regional-oriented trade area (primary) and the slightly larger secondary trade area will serve the households located near the study area.

The primary trade area (green) will account for 60% of the total sales of the retailers in the project area. Consumers from the larger secondary trade area shop in the area on a less frequent basis and will account for 25% of the retail sales.



The analysis establishes three trade areas: primary (green), secondary (blue), and expanded (red). URA boundary is dotted in black.

The primary trade area is outline in green above



The secondary trade area (outlined in blue above) extends further north to Okeechobee Boulevard (State Highway 704), east to I-95, south to Lake Worth Road (State Highway 802) and west to Florida Turnpike

Demographic Characteristics

The primary trade area has an estimated 2006 population of 88,900 persons, which is projected to grow to 98,000 persons by 2011, a 9% projected increase over the five-year period.

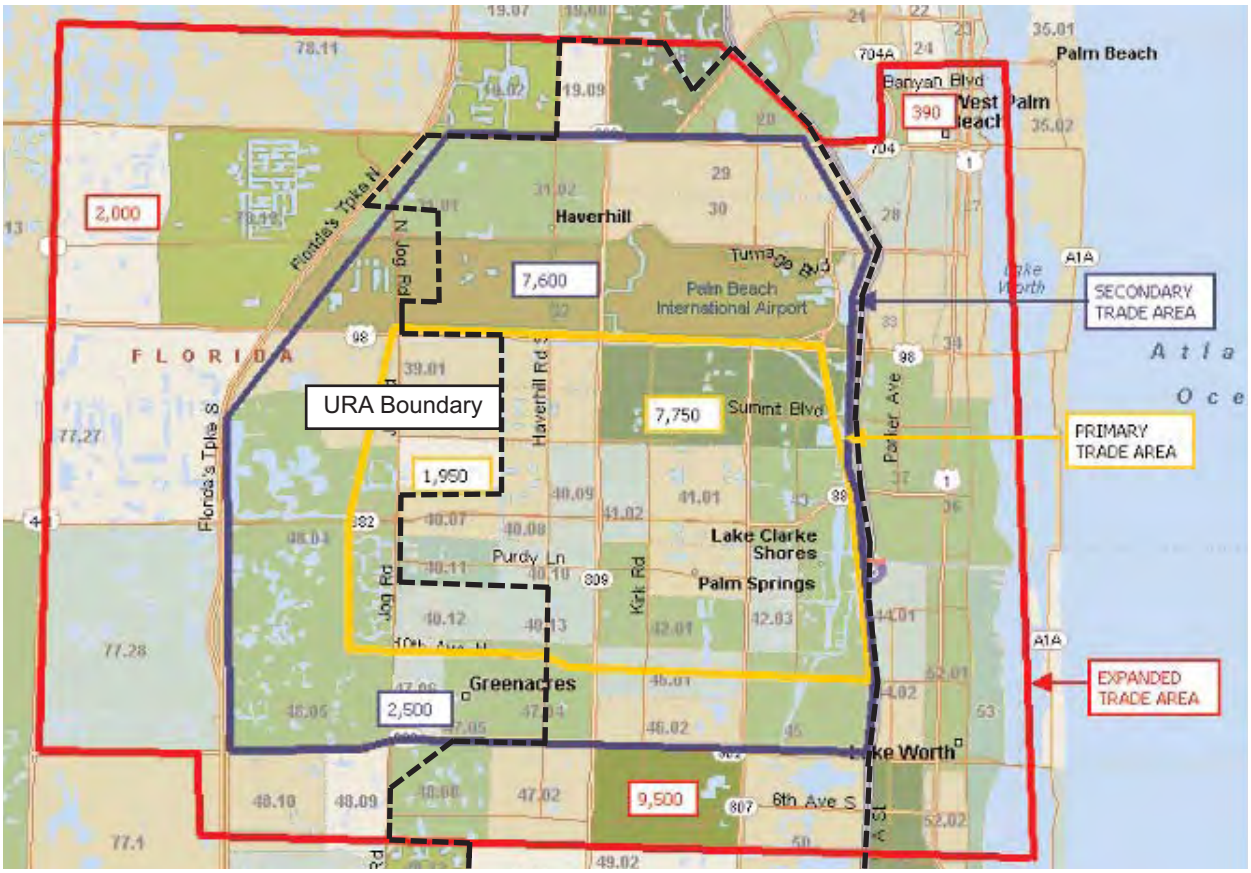
The secondary trade area adds an additional 58,615 persons to the population base for a total trade area population of 147,515 persons, which is projected to grow to 162,000 persons by 2011 (296,900 expanded trade area), a 9.5% increase over the five-year period.

The number of households in the primary trade area, currently estimated at 35,600, is projected to increase to 39,070 households by 2011, a 9.5% increase. The secondary trade area's household base is currently estimated at 57,450, which is projected to grow to 62,860 households by 2011, a 9% increase over the five-year period.

Household incomes in the study area market are very strong. As shown on the map below, the median household incomes currently in the primary trade area ($42,735) are only slightly higher than those found in the secondary trade area ($41,000), while the average household income is $55,150 in the primary trade area, compared to $52,800 in the secondary trade area. Over 10% of the households in the primary trade area report income levels above $100,000.

The median age within the market is older. The primary trade area is slightly older (38.7) than found in the secondary trade area (37.6 years) but younger than the expanded trade area (39.2 years). The primary trade area workforce consists of 53.4% white-collar, which is higher in comparison to the secondary trade area (50.1%) and total trade area (51.4%).

Persons per household in the area are average, with the primary trade area reporting 2.45 persons. The secondary and total trade areas report higher persons per household of 2.53 and 2.45 persons.



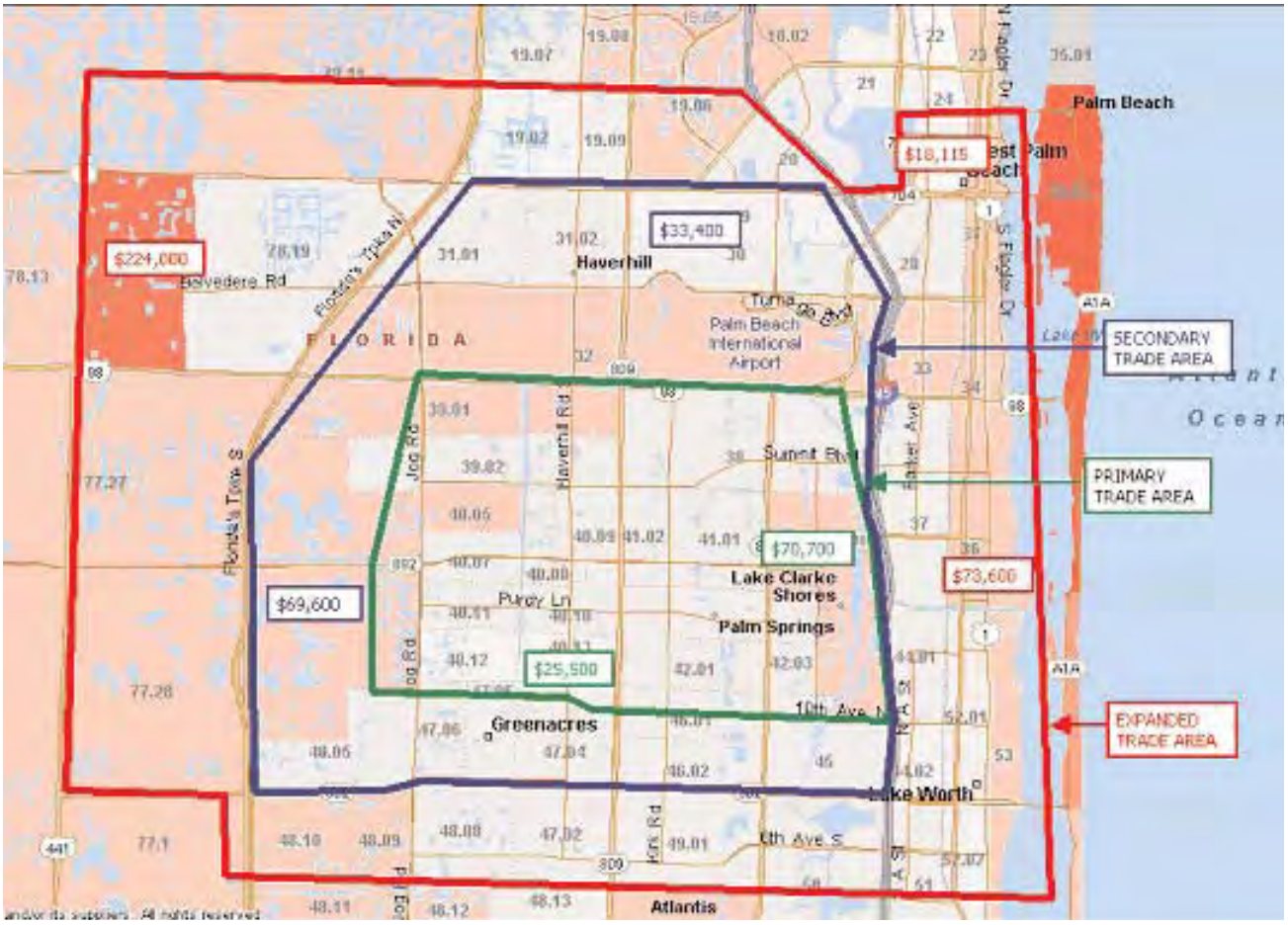
URA households map

Summary of Findings

The retail component within the URA study area has an opportunity to support the limited redevelopment of most of the existing older shopping centers within the study area.

Approximately 500,000 - 800,000 square feet of existing retail space will be redeveloped within the URA by 2008 with retailers such as JC Penney, Target, Sports Authority, Bealls, Kohl's, Old Navy, Men's Warehouse, Syms, Avenue, Ross, Mervyn's, Dress Barn, Payless Shoes, Dollar Store, PetSmart, Marshall's, TJ Maxx, Burlington, Lowe's Home Improvement and Home Depot. Existing and local businesses should be encouraged to remain.

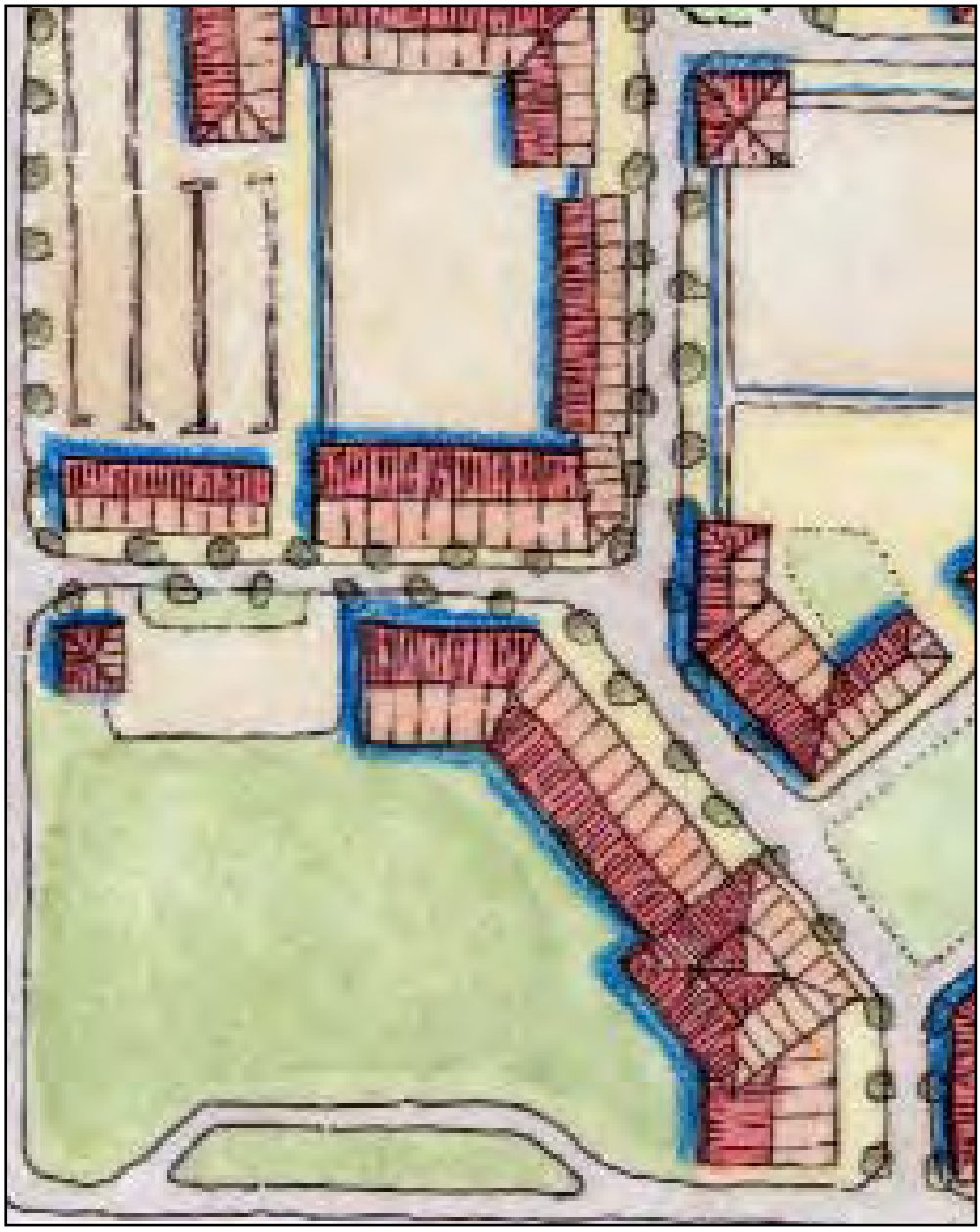
In addition, the URA can support up to 60,000 square feet of restaurants including local, ethnic, and moderate national chains. (Refer to the appendix for a complete recommended and supportable retail mix table for the study area.) The retailers at the site should be unique in appeal and should follow a mix of local and national retail tenants for apparel and restaurants found in the Appendices. The local and ethnic retailers/restaurants can be existing retailers and restaurants in nearby communities that are currently operating space in the greater Palm Beach County market.



URA household income map

Chapter VII

Schools



Background

School facilities are perhaps the critical piece of neighborhood infrastructure in successful multi-generational communities. Well-designed and appropriately-located schools contribute positively to the vibrancy of neighborhoods acting as focal points in the community, increasing property values of surrounding homes and residences, and serving as an anchor for community activities. Neighborhood schools can provide activities for multiple generations - educational programming for students, volunteer opportunities for parents and grandparents, early (pre-kindergarten) learning and educational preparation, and partnering opportunities for local businesses and organizations.

Within the URA, as residential densities increase, especially with a focus on workforce housing, the impacts upon the public school system will increase as well. The demographic trends of the URA will exacerbate demands on the school system creating new users for before- and after-school programs geared to at-risk students (e.g., Healthy Start, Beacon school) as well as community/adult educational programs. To accomplish the sustainable redevelopment envisioned in the URA redevelopment plan, careful attention will need to be placed upon the redevelopment of existing school facilities, the creation of new school sites via creative redevelopment, and the opportunities for public/public and public/private partnerships to accomplish healthy neighborhood schools and collaborative programming for public facilities.

Overview of Palm Beach County School District
The Palm Beach County School District is routinely identified by its peers as one of the most progressive districts in the State of Florida. As the eleventh largest school district in the country, the Palm Beach County School District operates and maintains more than 165 elementary, middle, and high schools, as well as alternative schools. It is responsible for an estimated student population of 171,000 in fiscal year 2006/07. While student population has steadily increased for the past two decades, in 2006/07, student population surprisingly decreased across most of the Palm Beach County School District. While elementary and middle school populations are anticipated to increase over the next five years, a decline in the high school population is expected, which may create additional capacity in the school district's facilities.

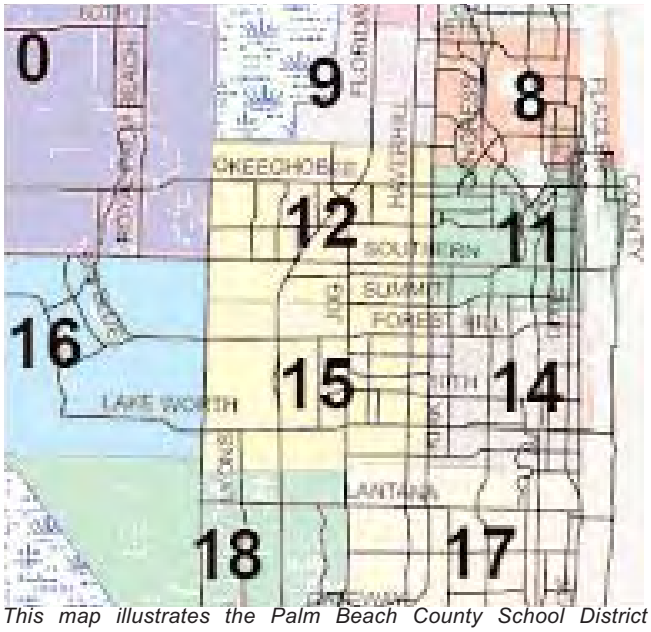
School Concurrency
In 2002, the Palm Beach County School District took an unprecedented step forward among Florida school districts becoming the first school district in the nation to adopt a school concurrency program, which requires close coordination of development impacts and school facility needs. (Based in part on Palm Beach County's successful example, school concurrency became mandated state-wide in 2006). This system divided the nearly 2,400-square mile school district into twenty-one separate Concurrency Service Areas (CSA's), each with its own inventory of school facilities and student populations.

To achieve concurrency, development impacts must be accommodated either within the CSA in which the property is located or within an adjacent CSA. If insufficient capacity exists or is projected, a development project may be delayed, denied, or required to mitigate the impacts via funding, construction, or other measures.

The school concurrency system requires the coordination of land development activity by local governments with school facility impacts, and the process requires school district staff review of capacity demands from new development. The goal of the system is improved land use/school planning and implementation. New school capacity must be under construction within three years of development approvals that

depend upon that capacity for their approval. In addition to new school capacity, the concurrency system also integrated an extensive redevelopment/modernization program such that essentially all schools within the system would be operating with equitable facilities and improvements by 2011. Since new school construction typically requires two to three years (from acquisition to opening a new school), the school district is in constant motion shifting student populations as necessary between adjacent CSA's while facilities are under various states of construction.

Beyond the regulatory nature of the school concurrency program, it is also important to note the creativity of the school district in its campus planning. In addition to its "traditional" suburban school campuses, the school district also has ventured into creative approaches with school facilities. It has embarked on a multi-million dollar, five-year redevelopment effort to modernize or rebuild its existing urban schools. In addition, in northern downtown West Palm Beach, the school district worked collaboratively with the city to create Pleasant City Elementary School. While typical suburban elementary schools are sized for 900 students on fifteen acres, the Pleasant City School was designed to infill a facility in an existing neighborhood. The school is designed for 550 students (approximately 90,000 square feet) and is contained on only 4.6 acres. This school is also adjacent to a workforce housing development (Merry Place) developed in conjunction with the city, county, and school district in which teachers and school district staff are eligible for down-payment assistance.



This map illustrates the Palm Beach County School District Concurrency Service Areas (CSA's) within the URA

Overview of URA Public School Facilities

The county's URA includes some of the most urban yet underutilized land in Palm Beach County. The entire 25 square-mile URA encompasses portions of six CSA's, including ten schools in varying stages of planning, modernization, and construction. As noted earlier in this report, the URA detailed planning and analysis has focused on two PRA's - Military Trail and Congress Avenue. Accordingly, the balance of this section will focus on these two corridors, but recommendations will be broadened for applicability across the entire URA.

For the two priority corridors, there are generally two CSA's that encompass the area: CSA 12 and CSA 15. Current school district estimates indicate both of these CSA's will continue to maintain unused capacity through 2010/11 with average elementary school capacity projected to be roughly 90% in 2010/11. Middle and high schools are nearing capacity through the planning period; however, two new facilities (a new 1,300-student middle school is planned in CSA 12 and a new 2500-student Lake Worth area high school) are planned in fiscal year 2011/12, which should provide surplus capacity in the area.

Redevelopment Challenges

For the redevelopment of the URA to be successful, the mix of uses in the area must be shifted to include a greater proportion of residential (both single-family and multi-family) to help ameliorate the current traffic patterns and balance the demand on infrastructure. Expanding the workplace uses to include residential will shorten commute times, improve efficiency in use of roadway networks, improve the potential for transit, enhance the potential for non-residential uses, and provide much-needed workforce housing. However, the expansion of residential uses will create impacts on the school system that must be addressed for the redevelopment goals of the URA to be realized.

Potential Student Population Projection

In the PRA's, the redevelopment master plans set forth an intensified infill redevelopment program that reorganizes land uses into an efficient, dense, urban pattern appropriate for this urban portion of central Palm Beach County. With this reorganization and intensification, it is possible to locate roughly 1,000 new residential units per mile along these corridors. Discounting the presence of the golf course for a significant portion of the area, this intensification could potentially result in a net increase of 3,400 new residential units at build-out (estimated to be twenty years or 2027) beyond the development capacity currently allowed with existing land use and zoning. It should be noted that many of these units would likely be multi-story, multi-family, which would typically reduce their attractiveness to families. However, in that a significant portion is recommended to be geared to the workforce population, this evaluation utilizes the most conservative assumptions and assumes all new units would be equally available to families with children.

According to the school district's current student population estimates, 3,400 new residential units could potentially generate 1,000 new students as follows:

Available School Capacity

New Elementary School Students	520
New Middle School Students	206
New High School Students	275
Total Potential New Students at Build-Out	1,000

As noted earlier in this section, Palm Beach County's school concurrency program allows students generated in one CSA to be accommodated either in the subject CSA or within an adjacent CSA. Accordingly, the school district's current projected capital program indicates new middle and high schools on the planning horizon (currently projected for the fiscal year 2011/12 school year); however, there is insufficient elementary school capacity for the projected new students.

The elementary school capacities are of heightened focus in this central portion of the county. In recent years, there has been a bifurcation in student population projections in Palm Beach County. Due to many factors, including the relative lack of "affordable" housing for families with children, the enrollment in some portions of the county, particularly northern Palm Beach County, is projected to decline. However, in central Palm Beach County, particularly in and around the URA, elementary school populations

Wynnebrook Elementary School in the City of West Palm Beach is within the URA study area

are projected to increase considerably seemingly due to several factors. In addition to containing relatively larger quantities of workforce and affordable housing, the URA also represents a concentration of lower-income, ethnically diverse families that tend towards more students per household than other portions of the county. This condition is common nationwide. In addition to increasing the need for elementary schools, the URA's population also would be well-served by specialty programs for at-risk students run in conjunction with the public school system, such as Healthy Start, Beacon schools, and other before and after-school programs.

Consequently, both the existing trends in the URA and the implementation of the redevelopment concepts recommended in this study indicate the need for additional school sites especially at the elementary school level.

Potential New School Sites (and New Capacity)
The URA is the central, urbanizing portion of Palm Beach County. Its initial development wave crested twenty or thirty years ago as did the easy solutions to address public needs. The URA's development pattern has been somewhat sporadic with nine local government jurisdictions traversing the area. In the absence of master-planning, the area developed mostly in response to market forces, which resulted in low-intensity, sprawling commercialization along major roadway corridors and a variety of mostly residential neighborhoods behind this commercial frontage. Most of the larger pieces of land have already been consumed, or the ownership patterns result in mostly smaller vacant parcels. Due to the commercial development trends, there were no triggers for the school district or others to land-bank school sites in the area. Therefore, for the future redevelopment of the URA to be realized and for residential uses to be successful, creative solutions will be necessary to reorganize land use patterns, retrofit public spaces, and utilize regulatory and financial incentives to help redirect capital investment towards a more sustainable pattern of development.

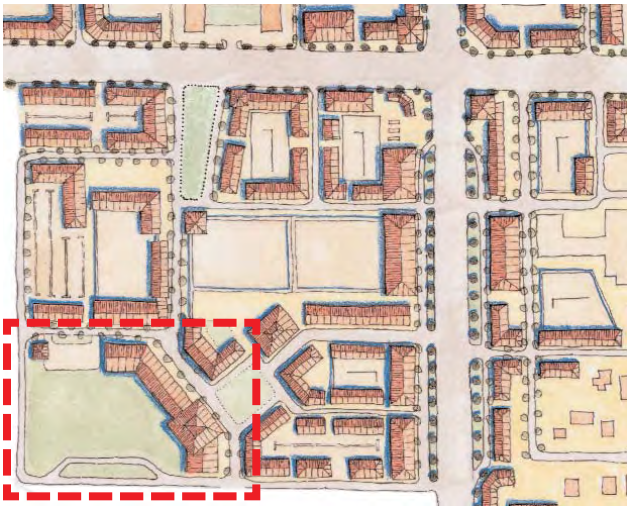
The Berkshire Elementary School in the City of West Palm Beach is undergoing substantial expansion and renovation

Potential Locations

It is important to note that new school sites in the URA will likely be smaller than those typically developed by the Palm Beach County School District in suburban areas. Instead, sites within the URA, including the two discussed in this section, will be smaller, more compact, and require multi-party collaboration similar to the school district's successful approach with the Pleasant City Elementary School. There are several base planning principles incorporated in the justification for these school sites. First, as recommended in this report, storm water management can be handled more efficiently and effectively if consolidated and managed on an aggregate basis resulting in on-site land area savings of 15-20%. Secondly, if school recreational facilities can be accommodated off-site on adjacent parcels with priority programming access secured for school operations, a further land area savings should occur as well and this should be encouraged. Finally, if multi-use campus plans can be developed that integrate housing for teachers and staff adjacent to school sites and if schools can truly be developed as "neighborhood schools" within close walking distance of the neighborhoods they service, parking demands on the school site can be reduced.

As illustrated in the redevelopment concept plans for the two PRA's, the land uses can be reorganized to produce a mixed-use land use pattern with higher density residential, higher intensity commercial, public sites for schools, storm water management, parks, and other uses. Each of these concepts is discussed below.

Aerial view showing the existing conditions of the Sears plaza at Military Trail and Forest Hill Boulevard

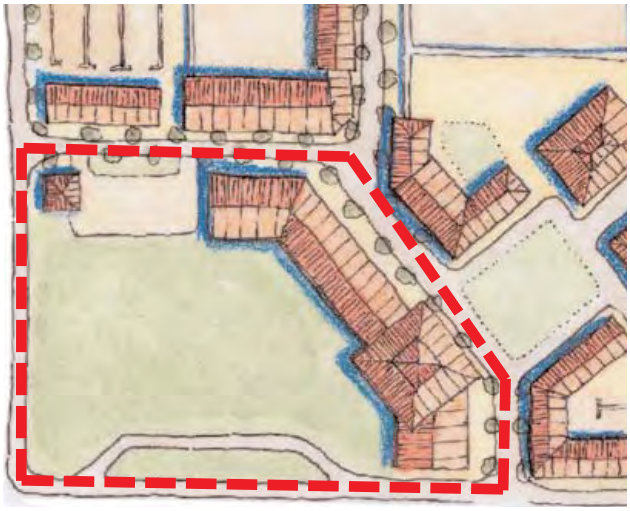


Proposed redevelopment plan for the site with the new school location at the lower left hand corner

Forest Hill Boulevard/Military Trail - Sears Plaza

The current condition of the roughly 36 acres at the southwest corner of Forest Hill Boulevard and Military Trail is typical of the commercial development in the URA. The area is predominated by underutilized surface parking lots surrounding several out-dated shopping centers. The Forest Hill/Military block includes roughly 300,000 square feet of single-story retail use. If the land uses were reorganized as recommended in this report, this area could instead yield 900 residential units, over 280,000 square feet of commercial and retail, along with centralized storm water management and a new elementary school site.

The plan is designed with an interconnected system of streets with slower design speeds for cars and well-defined spaces for pedestrians, bicycles, and transit vehicles. Within a half-mile radius of the school site, there could potentially be 1,000 new residential units. The elementary school site is located at the terminus of a central street, accomplishing a classic planning goal by terminating a street with a civic use.



This detail of the school plan illustrates the prominent location of the school and its important axial relationship to the public green

The elementary school site is roughly 5.5 acres, which should accommodate 90,000 square feet of school building program in a multi-story format.

Recreational facilities for the school could be provided in an adjacent neighborhood park, which could be developed by Palm Beach County in this example. Via an inter-agency agreement, the park could be utilized exclusively for school programming during certain hours of the day, and after hours, the park would be a neighborhood amenity. Storm water management for the school site would be handled via a master storm water management system likely run by a storm water utility, which would accommodate storm water management needs for the entire block.

If this site could be successfully acquired and developed, it would likely create enough student station capacity to service the entire new student demand (520 new elementary school students) of both PRA's.

Pleasant City Elementary School in the City of West Palm Beach, which opened in 2002, was the first new urban school built by the district in decades

Aerial view showing the large, wedge shaped series of parcels. From east to west: the Zayre's plaza, US Postal Service, Palm Beach County School District and district library

The long-term master plan for this area proposes a school site at the extreme western tip of the area. Substantial water detention ponds provide axial views to the new school site

Congress Avenue/Gun Club Road

A second potential elementary school site has also been identified along the Congress Avenue corridor at the southwest corner of Summit Boulevard and Congress Avenue. This site has different challenges than the Forest Hill/Military Trail site. The ownership of this area is mostly public: Palm Beach County School District, Federal Government (US Postal Service), the Palm Beach County District Library, and private commercial parcels fronting Congress Avenue (the old Zayre's plaza). The site is also immediately across Gun Club Road from the Trump International Golf Course.

While these uses represent an underutilization if land values increase as anticipated, their relocation will require other properties be acquired and developed by these agencies.

The multi-storied school would have direct access to Summit Boulevard as well as many internal new streets created as part of the overall development proposal

This approximately nine-acre site is centrally located in the URA, would have ample access from Summit Boulevard, and is adjacent to healthy, existing neighborhoods. Considering the public and institutional uses already functioning at this location, this proposal represents a longer view into the future of the URA. Because of the clear challenges in freeing this site for future development, this proposed school location is probably not within a five-year time frame.

It is important to note, however, that as complex as this proposal would be to realize, the location of this site and its proximity to local amenities makes it worthy of long-term consideration.

School Financing and Implementation Recommendations

The handling of school impacts and facilities in the URA will be a challenge that will require inter-agency cooperation for successful redevelopment to occur. There are a number of regulatory and coordination steps identified below that will facilitate the identification, acquisition, and development of new school sites in the URA. The identified development trends and recommended solutions in Palm Beach County are not unique; rather, they are indicative of anticipated and desired redevelopment patterns in many urban counties in Florida and nation-wide.

New Site Identification via Master-Planning and Land Development Regulations

As has been described in this section, it appears feasible for land uses to be reorganized into a more efficient pattern that would cluster increased quantities of private development (with higher densities, intensities, building heights, and lot coverage) on portions of land in exchange for a range of public goods - school sites, storm water management areas, parks, and civic sites. While the site-by-site pattern of development has led to underutilization of properties trapped in current conditions by traffic concurrency and on-site storm water management needs, a wholistic approach would allow aggregation of public needs yielding an increased return to the private sector. This can be accomplished via modifications to the county's comprehensive plan and *Unified Land Development Code* for the creation of a URA overlay zone that specifies the terms of exchange (increased development in one location in exchange for public facilities in another location).

School District Acquisition of Sites

The typical process for school site acquisition is fee-simple purchase by the school district, and there remain several sites that appear suitable in the URA beyond the PRA's. Considering the demographics of the URA combined with the infill recommendations in this report, it would be advantageous for the school district to acquire several available school sites for land-banking in this area if possible.

In addition to willing sellers, the school district possesses the right to acquire property via eminent domain if needed. While other school districts in Florida have utilized this power, the Palm Beach County School District has seldom acquired school sites via this mechanism. It should be noted that to accomplish the successful redevelopment of the URA and to provide neighborhood schools if so desired, it may be necessary for the school district to utilize this power for the provision of schools as necessitated in the URA.

Urban Infill School Designs

By its definition, the URA represents an area of urban redevelopment. Accordingly, urban school solutions will be necessary for the area to achieve its redevelopment goals. Although Florida's state requirements for educational facilities (located in the Appendices) require a minimum of seven acres for a 500-student school or eleven acres for a 900-student school, the urban conditions and property ownership patterns in the URA will likely prevent most new school sites from meeting the standard state requirements for educational facilities criteria. Fortunately, the school district has already established a successful precedent with the Pleasant City Elementary School, which can ultimately accommodate 550 students on roughly 4.6 acres. The state requirements for educational facilities provisions include language for exceptions for smaller sites that can provide "an appropriate and equitable education program." Accordingly, there is opportunity for inter-agency commitment and leadership to allow the URA to properly redevelop with the necessary public facilities, such as neighborhood schools and off-site park facilities, to create sustainability in the area.

Collaborative Recreational Facilities (Off-Site)
The URA is deficient in a number of public facilities including suitable park and recreational space for its residents. The redevelopment recommendations in this report suggest a significant increase in residential density to balance land uses in the area along with a range of public facilities to create functioning neighborhoods. Park and recreational facilities are lacking in the area, and as redevelopment occurs, the county will need to secure park sites in appropriate locations. The maser plans for the two PRA's identify a series of park and civic sites that should be secured through developer agreements as redevelopment occurs. The development of the park sites adjacent to the two school sites identified in this report should occur in close coordination with the school district to ensure compliance with school district standards to the extent feasible. In addition, these sites should be developed with a focus on the eventual school district priority programming during school hours to allow the neighborhood schools to develop as recommended. This collaborative and wholistic approach should be considered for development of other larger park sites adjacent to other potential school sites elsewhere in the URA.

Collaborative Storm Water Management (Off-Site)
As has been noted in previous sections of this report, consolidated storm water management and the creation of a storm water utility will be necessary for the redevelopment potential of the URA to be realized. This aggregated approach will support both private developments as well as enable smaller school sites to be functional.

Specialty Programs - Space and Funding
The demographics of the URA, especially in unincorporated Palm Beach County, indicates a population that tends to be lower-income, ethnically diverse, and generally in need of more social and community services. Instead of typical suburban campuses that are closed nights and weekends, public school facilities in the URA are envisioned to be integrated into the communities they will serve. To accomplish urban school sufficiency, new and redeveloped school facilities offer the opportunity to plan ahead for the space necessary for these programs and services as well as attract additional funding partners for these facilities. Healthy Start, Head Start, Beacon schools, Boys and Girls Clubs, and similar programs are designed for at-risk students in communities such as the URA. Across the nation, these and similar programs are offered on school campuses either before or after school, which expands the activities at the school and increases efficient utilization of these facilities. In addition, the demographics of the URA indicate a potential need for expanded community and adult education programs that can utilize these same facilities after hours, in the evenings, and on weekends.

The multi-dimensional use of school facilities may attract additional funding partners that may not otherwise typically be tapped for school construction. The social and community nature of potential programs create the potential for county financial participation in the development of these facilities as well as state and federal funding. In addition, these facilities may be attractive for grant and donor-financing as well.

URA Capital Improvements Program and Financing Options
For the redevelopment of the URA to be successful, the county will need to provide leadership for the identification, prioritization, design, funding, and development of public capital improvements including schools. The URA Capital Improvement Program (CIP) can be assimilated into the larger county-wide CIP, or portions of these improvements can be identified separately in a stand-alone CIP. Redevelopment is a difficult task, especially in unincorporated areas. Fortunately, the county has a successful precedent in the Westgate CRA for organization and administration of capital facilities.

Structure

If so desired, it appears the two PRA's would qualify for the establishment of a second county Community Redevelopment Agency (CRA) area. A CRA designation would allow for the creation of a Tax Increment Financing (TIF) district that could capture a portion or all increased ad valorem property taxes and redirect those revenues back into the URA to financing capital projects. As an alternative to a CRA, the county could establish a special assessment district that would assess properties upon redevelopment for an identified list of public improvements. There are significant financial, regulatory, and political considerations for either option. While TIF districts merely redirect increased ad valorem tax revenues, special assessment districts levy new taxes and assessments, in addition to those otherwise in place.

Area

The 35-square mile URA is a massive undertaking. Consequently, this study has focused on two PRA's, and it is recommended the initial capital improvements programming focus on these areas as well. Over time, as additional planning and evaluation is conducted, both the detailed conceptual planning and the capital improvements programming can expand.

Scope

The URA CIP, whether it exists as a stand-alone document or is integrated into the county's CIP, should identify improvements to be funded via county revenues as well as those improvements to be funded by others. In this way, a wholistic view of the redevelopment area can be developed, and cross-agency funding opportunities to leverage funds can be identified. Accordingly, the CIP should identify the range of anticipated facilities and public investments: roadways, transit infrastructure, bicycle/pedestrian improvements, streetscaping, parks, civic spaces, schools, and storm water management. In this manner, multi-agency projects such as neighborhood schools can be identified, and related capital investments by others can be coordinated (e.g. school site dedicated by private sector, park developed by the county, storm water developed by a utility, school site developed by the school district with funding assistance from others).

Funding

In addition to the TIF and potential assessments discussed above, the county possesses a wide range of funding options for capital improvements in the URA. The unusual nature of urban redevelopment in the unincorporated county may warrant a review of impact fee structure. In addition to the current county roadway impact fee, the county may wish to implement an additional multi-modal impact fee to fund transit, pedestrian, and bicycle amenities. Given the roadway network in the URA, development in the area may generate more demand for multimodal facilities than roadway facilities, and with proper documentation, fees could be collected accordingly to fund these improvements. In addition, the types of capital improvements recommended for the PRA's are likely candidates for funding from the Metropolitan Planning Organization, Florida Department of Transportation, and other state and grant agencies. For school facilities, the multi-dimensional nature of these facilities may create opportunities for school district funding within the county as well as partnerships with other socially-oriented organizations, agencies, and foundations.

Replication in Other Areas

The two potential school sites illustrated in the Forest Hill/Military Trail and Congress Avenue/Gun Club Road blocks were determined by evaluating ownership patterns, current uses, current entitlements, and reorganizing land development in a transit-oriented pattern with established urban planning principles. Similar analysis could be conducted in other PRA's or corridors either in other portions of unincorporated Palm Beach County or within any of the nine local governments constituting the URA.

The additional work necessary to analyze comprehensive plan policies and land development regulations and develop an overlay zone could be carried out in other locales as well. Off-site recreational amenities could be constructed and maintained by any local government with respective inter-agency agreements with the school district for programming the use of facilities.

Finally, the traffic and storm water issues present in the two PRA's exist throughout the URA, and these approaches could be expanded accordingly.

Summary

Redevelopment in the URA is an ambitious undertaking. Retrofitting commercial corridors and hundreds of acres of underutilized land with a mixed-use pattern of residential and workplace and the retail and civic uses to complement them will take great leadership and careful planning. To address school needs, creative solutions are necessary with an acknowledgement that "business as usual" will result in stagnation.

Instead, progressive planning and inter-agency collaboration and leadership can create improved quality of life for residents of the URA and with improved efficiencies and ultimately increased revenues for residents county-wide.

This section contains a series of recommendations to facilitate redevelopment and by doing so, secure the public spaces currently missing in the URA. Accordingly, a successful pattern of redevelopment with properly located school sites, parks, and other public facilities can occur. Without leadership from the public agencies to help coordinate public and private participation, the current deteriorating conditions will likely continue, and these public needs will remain unmet.

(4) **Recommended Usable Acreage.** The board should ensure that each site contains at least the minimum usable acreage necessary to meet the needs of the anticipated program as follows:

(a) **Elementary School.** A minimum of four (4) acres for the first two hundred (200) student capacity plus one (1) acre for each additional one hundred (100) students.

(b) **Middle or Junior High School.** A minimum of six (6) acres for the first three hundred (300) student capacity plus one (1) acre for each additional one hundred (100) students.

(c) **Senior High School.** A minimum of seven (7) acres for the first three hundred (300) student capacity plus one (1) acre for each additional fifty (50) students up to one thousand (1,000) students, plus one (1) acre for each additional one hundred (100) students thereafter.

(d) **Area Vocational-Technical School.** A minimum of twenty (20) acres for the first five hundred (500) student capacity plus one (1) acre for each additional fifty (50) students up to one thousand (1,000) students.

(e) **Community College.** A main campus site shall be a minimum of one hundred (100) acres. Each separate center site shall contain a minimum of forty (40) acres for the first five hundred (500) student capacity plus two (2) acres for each additional one hundred (100) students. Special-purpose center site acreage shall be appropriate to contain the functions identified in the program.

(f) **EXCEPTION:** The board may waive these minimum site sizes if a two-thirds (⅔) majority finds that an appropriate and equitable educational program can be provided on a smaller site.

State requirements for educational facilities stipulate minimum acreage requirements for schools. While tilted towards large, suburban campuses, the requirements have allowances for the creation of smaller, urban neighborhood schools.

Chapter VIII

Future Land Use/Zoning Analysis

Introduction

In order to establish a strategy for revitalization, the first step is to understand the existing instructions for development within the URA. Development is guided by two documents: the Palm Beach County Comprehensive Plan and the Palm Beach County Unified Development Code (code). This chapter contains an analysis of the current future land use instructions and the development that can be expected under the current corresponding land development regulations.

The comprehensive plan is charged with setting forth the "vision of how the communities within it are created, enhanced and maintained." In terms of empirical information, the comprehensive plan informs maximum residential densities and commercial intensities for new development in unincorporated Palm Beach County structured within a tier system spanning from urban areas to the agriculture and wetland areas in the westernmost area of the county. The comprehensive plan establishes the framework for future growth and development in the county. The comprehensive plan sets forth the purpose for the URA:

> The purpose of the URA is to focus the county's redevelopment and infill efforts by promoting economic growth, improving the present conditions of infrastructure, investment and reinvestment in the area, and discouraging urban sprawl by directing development where resources exist.

The code is meant to ensure that all new development is consistent with the comprehensive plan and to establish consistent standards and procedures for approval for all proposed development in the unincorporated county. In addition to regulating acceptable uses on properties, the instructions in the code dictate the physical environment created by new development including building form and height, parking quantity and location, and landscaping standards. The intention of the comprehensive plan and the code is to provide a regulatory framework for growth and development approvals in the county.

General Comprehensive Plan Instructions

The URA is entirely located in the Urban/Suburban Tier within a defined overlay zone entitled "Revitalization and Redevelopment and Infill Overlay" (RRIO). The Urban/Suburban Tier is intended to accommodate 90% of the county's population, its employment, goods and services, cultural opportunities, and recreation. It is also intended to afford urban levels of service over time. The existing comprehensive plan promotes infill development and the efficient use of infrastructure and discourages urban sprawl through a range of policies applicable to the study area:

- minimum density requirement of 8 du/acre (Policy 1-2b)
- density bonuses available under the Workforce Housing Program (Policies 1.2-d, 1.5-g)
- density bonuses available by Transfer of Development Rights Program (TDR) (Policy 1.2.3-e)
- simplified approval process for providing affordable housing (Policy 1.2-e)
- promotes transit accessibility (Policies 1.2-l, 1.2.3-h)
- promotes pedestrian compatibility (Policies 1.2-l, 1.2.3-i)
- promotes mixed use (Policies 1.2.3-g, 1.5-g)

The predominant future land use designations on both corridors are for commercial uses. An underlying residential density designation ranges from 8 du/ac to 3 du/ac for properties along the corridor. For proposed residential development within the Urban/Suburban Tier, including those with less density than the targeted 8 du/ac. (Policy 1-2b), density can be increased by two methods:

- Transfer of Development Rights Program (Policy 2.6-m)
- Workforce Housing Program (Housing Policy 1.5-g)

The comprehensive plan affords properties within the RRIO the potential to buy TDR's at little or no cost from the county bank.

Future Land Use Designations

Priority Redevelopment Corridor A

The Countywide Community Revitalization Team (CCRT) has identified Military Trail between Southern Boulevard and Forest Hill Boulevard as a PRA within the URA.

The existing future land use designations on the corridor are mostly commercial categories:

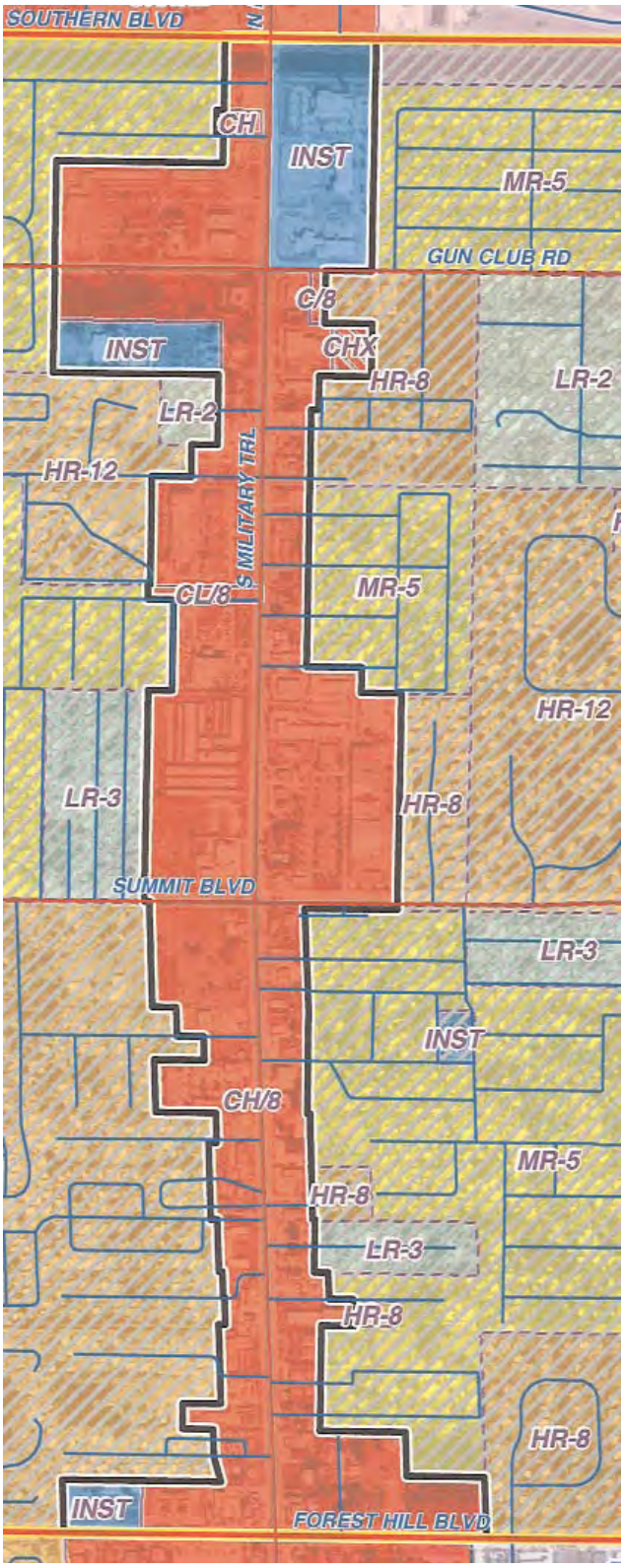
CH Commercial High is for a wide range of uses intended to serve a community or regional commercial demand.

CHX Commercial High "Crosshatched". The 'X' denotes properties designated as Commercial High, but limited by Policy 2.2.2.-h, which restricts part of the site to retention, landscaping or surface parking to ensure compatibility with adjacent residential areas and to prevent isolated, inaccessible parcels from being created.

CL Commercial Low Intensity is for a limited range of neighborhood-oriented commercial activities intended to provide services to adjacent residential areas.

INST Institutional is for public facilities. In this case, the area on the west side is a church and the area on the east side is Palm Beach County offices, including the Office of Electors and the Emergency Operations Center.

/8 8 du/ac. Numbers in the designation indicate the property's current permitted density if developed as residential or mixed-use.



Corridor A: Military Trail

Southern Boulevard to Forest Hill Boulevard

Future Land Use Designations

Priority Redevelopment Corridor B

The CCRT has identified Congress Avenue between Southern Boulevard and Forest Hill Boulevard as a PRA within the URA.

The existing future land use designations on the corridor are mostly commercial categories:

CH Commercial High is for a wide range of uses intended to serve a community or regional commercial demand.

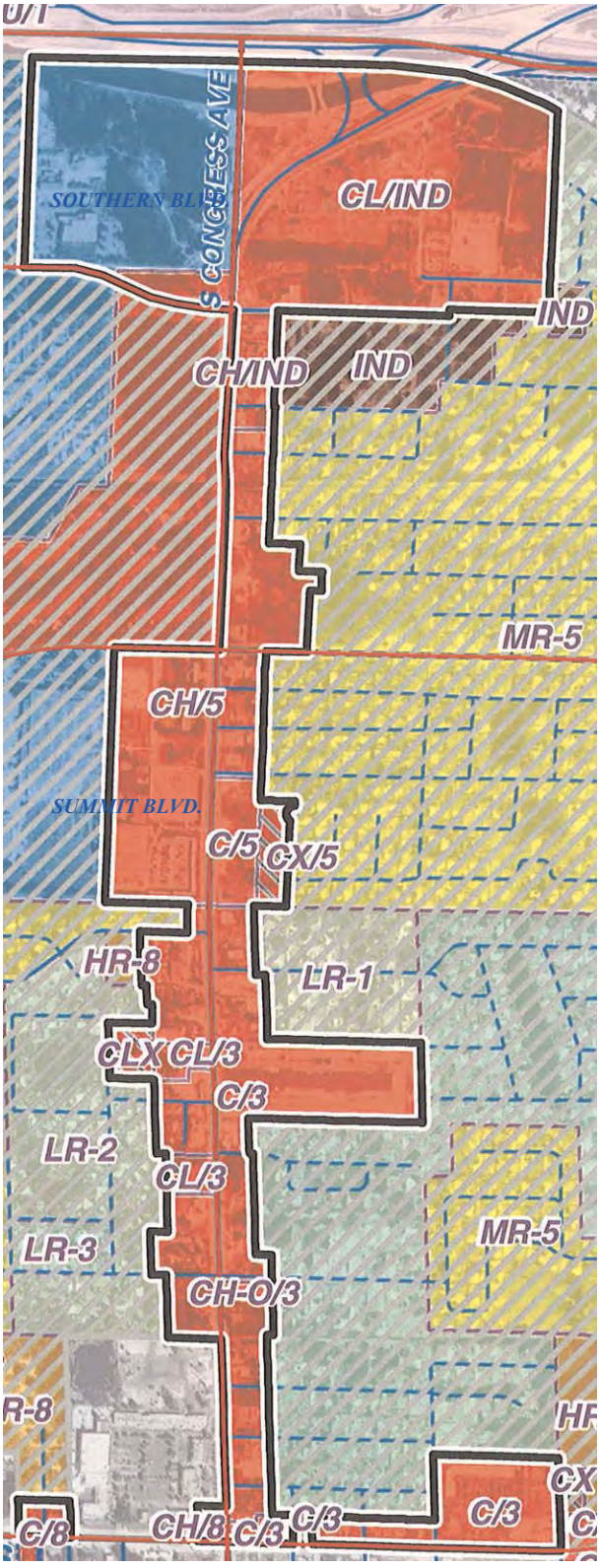
CH-O Commercial High Intensity Office is for higher intensity office and accessory uses, intended to serve a community and/or regional commercial demand.

CL Commercial Low Intensity is for a limited range of neighborhood-oriented commercial activities intended to provide services to adjacent residential areas.

CLX Commercial Low "Crosshatched". The 'X' denotes properties designated as Commercial Low, but limited by Policy 2.2.2.-h, which restricts part of the site to retention, landscaping or surface parking to ensure compatibility with adjacent residential areas and to prevent isolated, inaccessible parcels from being created.

/5 5 du/ac.* Numbers in the designation indicate the property's current permitted density.

** Density is lower than 8 du/ac encouraged by (Policy 1-2b).*



Corridor B: Congress Avenue

Southern Boulevard to Forest Hill Boulevard

Compatible Zoning Districts

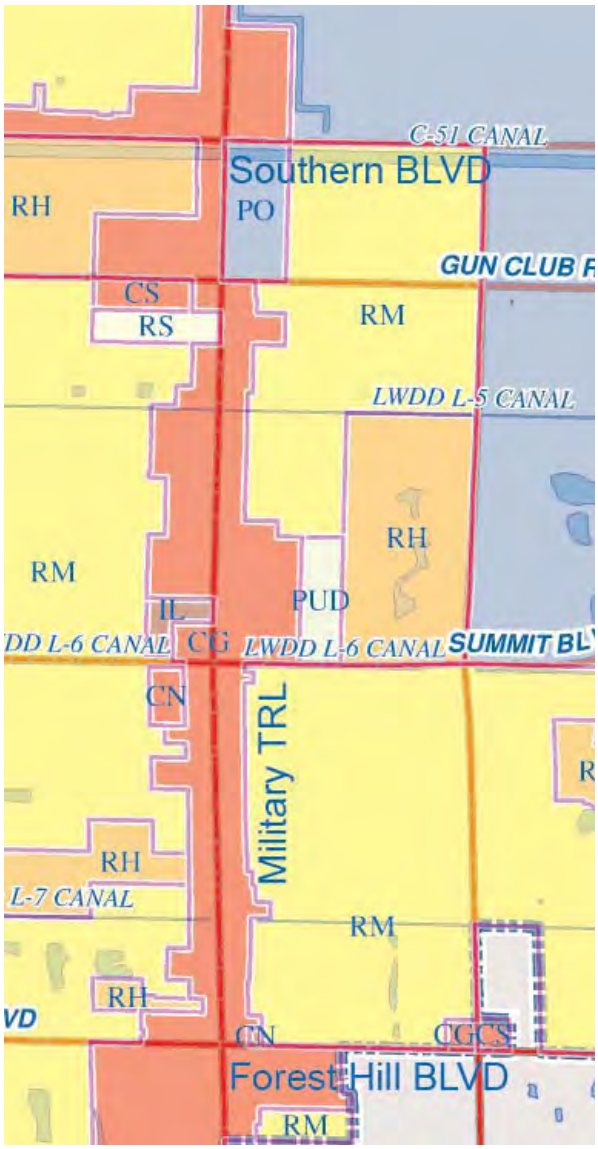
The table below identifies the zoning districts that are consistent with each future land use designation in the corridors. The most common category is General Commercial (GC); however, ultimate redevelopment of the corridors may proceed under any of the zoning districts designated as consistent. Recent redevelopment applications indicate that the likely build-out will progress under the GC or Multiple Use Planned Development District (MUPD) development districts; however, a recent development approval on the Military Trail corridor has forgone the perceived "highest and best use" of commercial to develop a multifamily project.

FLU Designation	Zoning Districts				Planned Development Districts		Traditional Development District
CL(X) Commercial Low	**CN** Neighborhood Commercial	**CC** Community Commercial	**CLO** Commercial Low Office		**MUPD** Multiple Use	**MXPD** Mixed-Use	**TMD** Traditional Marketplace
CH-O Commercial High Office			**CLO** Commercial Low Office	**CHO** Commercial High Office	**MUPD** Multiple Use	**MXPD** Mixed-Use	**TMD** Traditional Marketplace
CH(X) Commercial High	**CN** Neighborhood Commercial	**CC** Community Commercial	**CLO** Commercial Low Office	**CG** General Commercial	**MUPD** Multiple Use	**MXPD** Mixed-Use	**TMD** Traditional Marketplace
INST Institutional	**RE** Residential Estate	**RT** Residential Transition	**RS** Single Family	**RM** Multifamily	**IPF** Institutional Public Facility	**MUPD** Multiple Use	

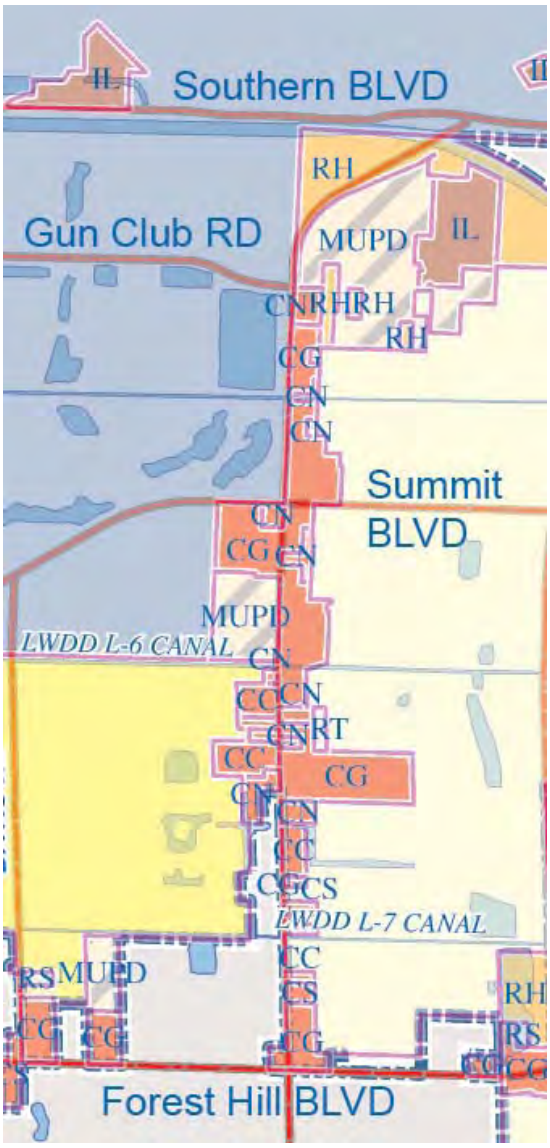
Zoning Designations

The most common zoning district on the Military Trail corridor is currently General Commercial. Though the future land use designates an underlying residential density for most properties, the commercial zoning districts do not allow residential uses.

The most common zoning district along the Congress Avenue corridor is currently Neighborhood Commercial. Though the future land use designates an underlying residential density for most properties, the commercial zoning districts do not allow residential uses.



Corridor A: Military Trail
Southern Boulevard to Forest Hill Boulevard



Corridor B: Congress Avenue
Southern Boulevard to Forest Hill Boulevard

Land Development Code

This section is an analysis of the current development instructions provided within the regulatory framework of the comprehensive plan and the compatible zoning districts within the Code. The analysis is intended to demonstrate the range of build-out options in the redevelopment corridors, evaluate the future economic implications of the current property development instructions, and illustrate the likely physical form of future development.

The current code is difficult to navigate as administrative interpretations and waivers are frequently necessary for major issues including setbacks, density, and floor area ratios. For example, Table 3.D.1 A-5 contains the required setback information for each zoning district. In accordance with Article 3 Chapter D Section 1(D)(1), the base building line requirements can increase these setbacks an additional 40 feet. The county engineer can administratively waive or reduce the requirements to a lesser amount.

Another unpredictable factor is the workforce housing and transfer of development rights programs. These programs are incentive-based allowing increased density above the underlying amount within the study area with the Palm Beach County Board of County Commissioners' consent. However, the cost of the credits is negotiable.

A major piece of investment information is the maximum floor area ratio (FAR) permitted on a property. FAR directly affects the amount of leasable floor area a developer can expect to construct. Some aspects of the regulation of FAR are unclear within the comprehensive plan.

It is not immediately clear that the FAR limitations do not include the potential units regulated by the underlying density. This compounds the difficulty in predicting the form of the future built environment.

The FAR permitted is typically lower in the conventional zoning districts than in the Planned Development Districts (PDD). However, even within the PDD's, the comprehensive plan sets forth in Table 2.1-2 (following page) a range of potential build-out. The maximum FAR in the range is further affected by footnote (3), which allows all PDD's that are "infill" or "mixed -use" development to build an FAR of 1.0. This increase can apply to almost all of the property within the designated redevelopment corridors, provided the necessary agglomeration is attained.

TABLE 2.1-2
Maximum Floor Area Ratios (FARs) For Non-Residential Future Land Use Categories and Non-Residential Uses

Future Land Use	FLU Category	Tier				
		Urban/Suburb	Exurban	Rural	Ag Reserve	Glades
Residential	All Residential Categories	.35 (Low Density) .45 (Medium & High Density)	.20	.20	.15	.20
Agriculture	AP	not allowed	not allowed	not allowed	not allowed	.10
	SA	.15	.15	.15	.15	.15
	AgR	not allowed	not allowed	not allowed	.15	not allowed
Commercial Low (Neighborhood Commercial)	CL-O	.35	.20	.20	.20	.20
	CL	.20 w/o PDD [1,3] .25 w/ PDD [1,3]	.10 1.0 w/ TMD	.10 1.0 w/ TMD	.10 [5] .40 w/ TMD [4]	.10
Commercial High (Community or Regional Commercial)	CH-O	.35 w/o PDD .50-.85 w/ PDD [2]	not allowed	not allowed	not allowed	not allowed
	CH	.35 w/o PDD [1] .50-.85 w/ PDD [2] .85-1.0 [3]	not allowed	not allowed	not allowed	not allowed
Industrial	IND	.45	not allowed	not allowed	.45	.45
	EDC	.45	not allowed	not allowed	not allowed	not allowed
Commercial Recreation		.10-.50	not allowed	.05	.05	.05
Parks & Recreation		.10-.45	.10	.10	.10	.10
Conservation		.05	.05	.05	.05	.05
Institutional & Public Facilities		.1-.45	.20	.10	.10	.10
Transportation & Utilities		.10-.45	.10	.05	.05	.05
Traditional Town Development		1.0	not allowed	not allowed	not allowed	not allowed

Notes:

1. For Commercial Low (CL) and Commercial High (CH), the maximum allowable FAR for non-retail projects is .50.
2. For Commercial High (CH) and Commercial High Office (CH-O), the maximum allowable FAR is .50 for MUPD, and .85 for MXPD, as defined in the ULDC.
3. Provided development furthers the objectives and policies of the Comprehensive Plan, an exception to the FAR, up to 1.0 may be permitted to allow for: infill development; mixed-use development (MXPD); Traditional Neighborhood Development (TND); Traditional Market Place Development (TMD); or Traditional Town Development (TTD).
4. For Ag Reserve TMDs the FAR is calculated on the total area of the development, including both the developed and preserve area.
5. Only future land use designations of Commercial Low located in the Agricultural Reserve Tier and approved prior to January, 2002, shall be allowed to develop at this FAR.

The following analysis generally illustrates likely development expectations under the present regulatory framework including building size, height, and placement and parking quantity and location. This analysis cannot possibly address all aspects of the existing Unified Land Development Code (ULDC) given the potential modifiers obtainable by processes such as variances, the workforce housing and transfer of development rights program, and the flexibility of the PDD's. Another major factor regarding physical form and development intensity is whether parking is handled in a surface-lot or garage scenario. In order to compare the build-out of the different zoning districts, certain assumptions were used for each build-out scenario:

- case studies tested a future land use designation of CH with 8 du/ac underlying density
- each scenario attempts to maximize the possible build-out for the site
- each scenario tested is either an infill site of 55,000 square feet or a large corner site of 475,000 square feet suitable for PDD's
- parking stalls were assumed to occupy 300 square feet, which includes half of the necessary drive aisle
- parking garages assumed 500 square feet/stall to account for vertical circulation and structural needs
- parking garages were limited to no more than 5 above-ground levels
- building size illustrated in the analysis is in some cases limited by the on-site parking and on-site water retention requirements rather than the permitted FAR
- dwelling units were estimated at 1,200 square feet/unit, which allows for 20% for circulation and mechanical needs and results in an average 1,000 square feet unit
- ground floors were assumed to be 15 feet in height to allow for clearance requirements for loading.
- floors above the ground floor are assumed to be ten feet in height
- 18% of the site was dedicated to water retention areas
- Military Trail and Congress Avenue are assumed to be at the ultimate ROW width thereby relieving the additional setback required by base building line requirements

Case Studies

Neighborhood Commercial District (CN)

The purpose of a CN district is to provide a limited commercial facility of a convenience retail nature serving residential neighborhoods within a one-half mile radius. CN is the most common zoning district on Congress Avenue and is appropriate for a smaller infill site.

CN Existing Property Development Regulations

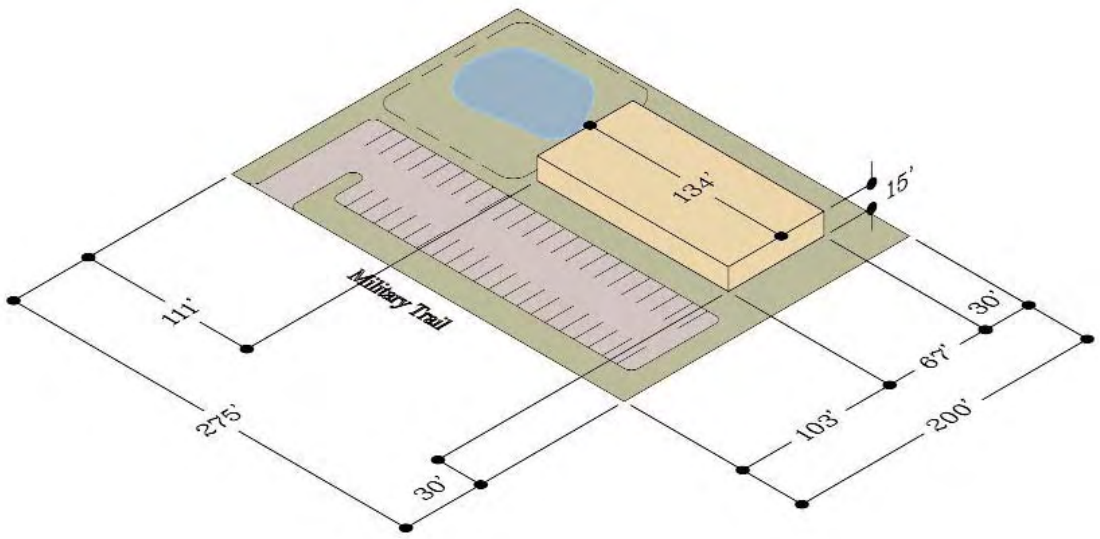
LOT AREA (sf.)	21,780 min.
LOT WIDTH & FRONTAGE (ft.)	100 min.
LOT DEPTH (ft.)	100 min.
FLOOR AREA RATIO (FAR)	.25
LOT COVERAGE (max.)	25%
DENSITY	0
SETBACKS (ft.)	
FRONT	30 min.
SIDE	30 min.
SIDE STREET	15 min.*
REAR	30 min.
HEIGHT (ft.)	35 max. or
1 ft. additional height / 1 ft. additional setback	
PARKING	1 space / 200 sf.

* 20 ft. min if ROW is wider than 99 ft.

CN Case Study

LOT AREA (sf.)	55,000
LOT WIDTH & FRONTAGE (ft.)	275
LOT DEPTH (ft.)	200
FLOOR AREA RATIO	.16 (9000 sf)*
LOT COVERAGE (max.)	25%
DENSITY	0
SETBACKS (ft.)	
FRONT	103
SIDE	30
SIDE STREET	111
REAR	30
HEIGHT (ft.)	15
PARKING	45 spaces

* Cannot maximize FAR due to on-site water retention and parking requirements



General Commercial District (CG)

The CG district is to encourage the development of intensive commercial uses providing a wide range of goods and services with access from a collector or arterial street and servicing a consumer market of at least a three-mile radius. Since CG is the most common zoning district on Military Trail, two studies were performed for this district: the smaller infill site and the larger site (following page) also suitable for a number of PDD's. Case Study 1 tests the smaller site.

CG Existing Property Development Regulations

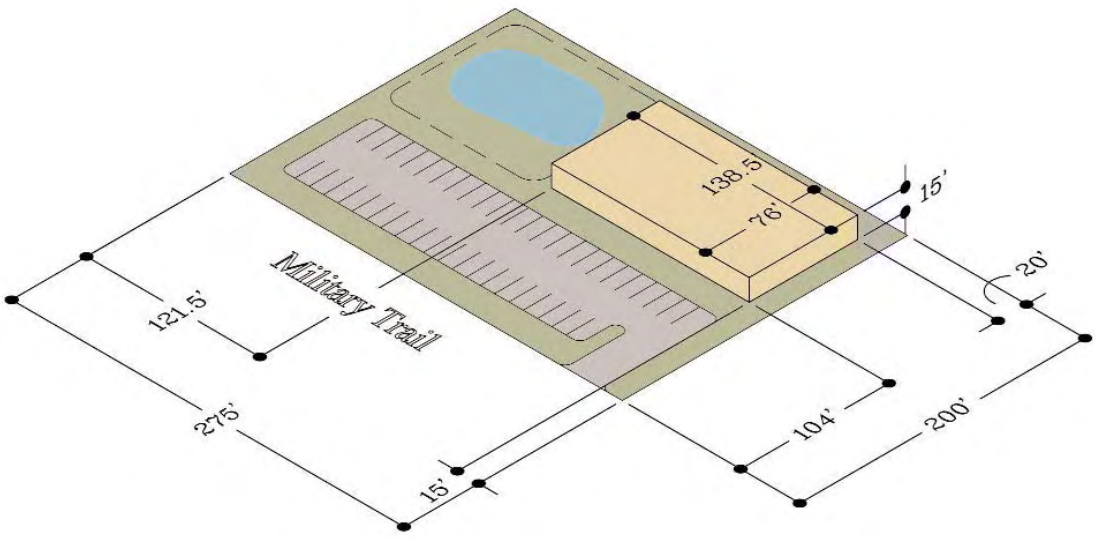
LOT AREA (sf.)	43,560 min.
LOT WIDTH & FRONTAGE (ft.)	100 min.
LOT DEPTH (ft.)	200 min.
FLOOR AREA RATIO (FAR)	.35
LOT COVERAGE (max.)	25%
DENSITY	0
SETBACKS (ft.)	
FRONT	50 min.
SIDE	15 min.
SIDE STREET	15 min.*
REAR	20 min.
HEIGHT (ft.)	35 max. or
1 ft. additional height / 1 ft. additional setback	
PARKING	1 space / 200 sf.

* 20 ft. min if ROW is wider than 99 ft.

CG Case Study 1

LOT AREA (sf.)	55,000
LOT WIDTH & FRONTAGE (ft.)	275
LOT DEPTH (ft.)	200
FLOOR AREA RATIO	.16 (9000 sf)*
LOT COVERAGE (max.)	25%
DENSITY	0
SETBACKS (ft.)	
FRONT	104
SIDE	121.5
SIDE STREET	15
REAR	20
HEIGHT (ft.)	15
PARKING	45 spaces

* Cannot maximize FAR due to on-site water retention and parking requirements



General Commercial District (CG)

The CG district is to encourage the development of intensive commercial uses providing a wide range of goods and services with access from a collector or arterial street and servicing a consumer market of at least a three-mile radius. Since CG is the most common zoning district on Military Trail. Two studies were done for this district: a smaller infill site (previous page) and a larger site also suitable for a number of planned development districts. Case Study 2 tests the larger site.

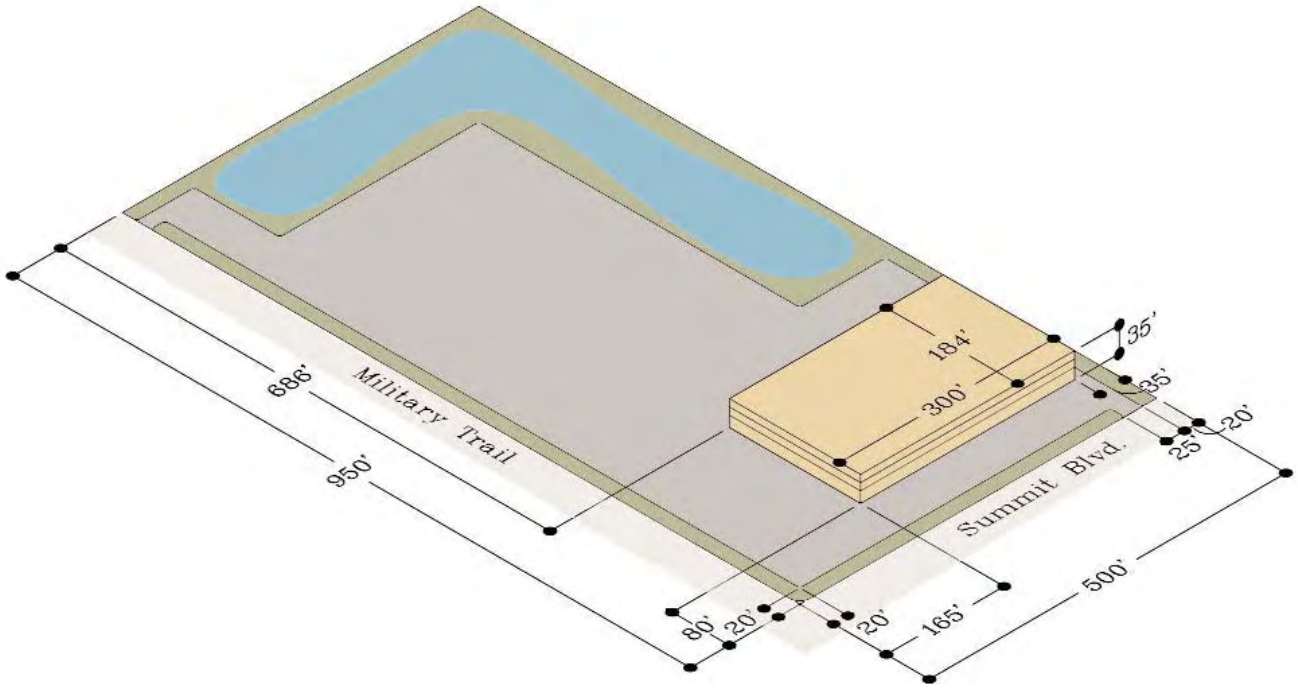
CG Existing Property Development Regulations

LOT AREA (sf.)	43,560 min.
LOT WIDTH & FRONTAGE (ft.)	100 min.
LOT DEPTH (ft.)	200 min.
FLOOR AREA RATIO (FAR)	.35
LOT COVERAGE (max.)	25%
DENSITY	0
SETBACKS (ft.)	
FRONT	50 min.
SIDE	15 min.
SIDE STREET	15 min.*
REAR	20 min.
HEIGHT (ft.)	35 max. or
1 ft. additional height / 1 ft. additional setback	
PARKING	1 space / 200 sf.

* 20 ft. min if ROW is wider than 99 ft.

CG Case Study 2

LOT AREA (sf.)	475,000
LOT WIDTH & FRONTAGE (ft.)	500
LOT DEPTH (ft.)	950
FLOOR AREA RATIO	.35
LOT COVERAGE (max.)	25%
DENSITY	0
SETBACKS (ft.)	
FRONT	165
SIDE	686
SIDE STREET	80
REAR	35
HEIGHT (ft.)	35
PARKING	860 spaces



Multiple Use Planned Development District (MUPD)

The MUPD is "to provide for the efficient use of land by the integration of multiple uses or large single uses within a unified development. The intent of an MUPD is to provide opportunities for "enlightened and imaginative approaches to community planning." A MUPD is required to be designed as a predominantly non-residential project to provide "innovative building location and design," to protect adjacent residential uses, and to provide interconnection between uses in and adjacent to the project."

MUPD Existing Property Development Regulations

LOT AREA (sf.)	217,800 min.
LOT WIDTH & FRONTAGE (ft.)	300 min.
LOT DEPTH (ft.)	300 min.
FLOOR AREA RATIO (FAR)	.5 or 1.0*
LOT COVERAGE (max.)	30%
DENSITY	0
SETBACKS (ft.)	
FRONT	30 min.
SIDE	C-15 min. / R- 30 min.**
SIDE STREET	30 min.
REAR	C-20 min. / R- 30 min.**
HEIGHT (ft.)	35 max. or
	1 ft. additional height / 1 ft. additional setback
PARKING	1 space / 200 sf.

* Infill development is allowed increase to 1.0

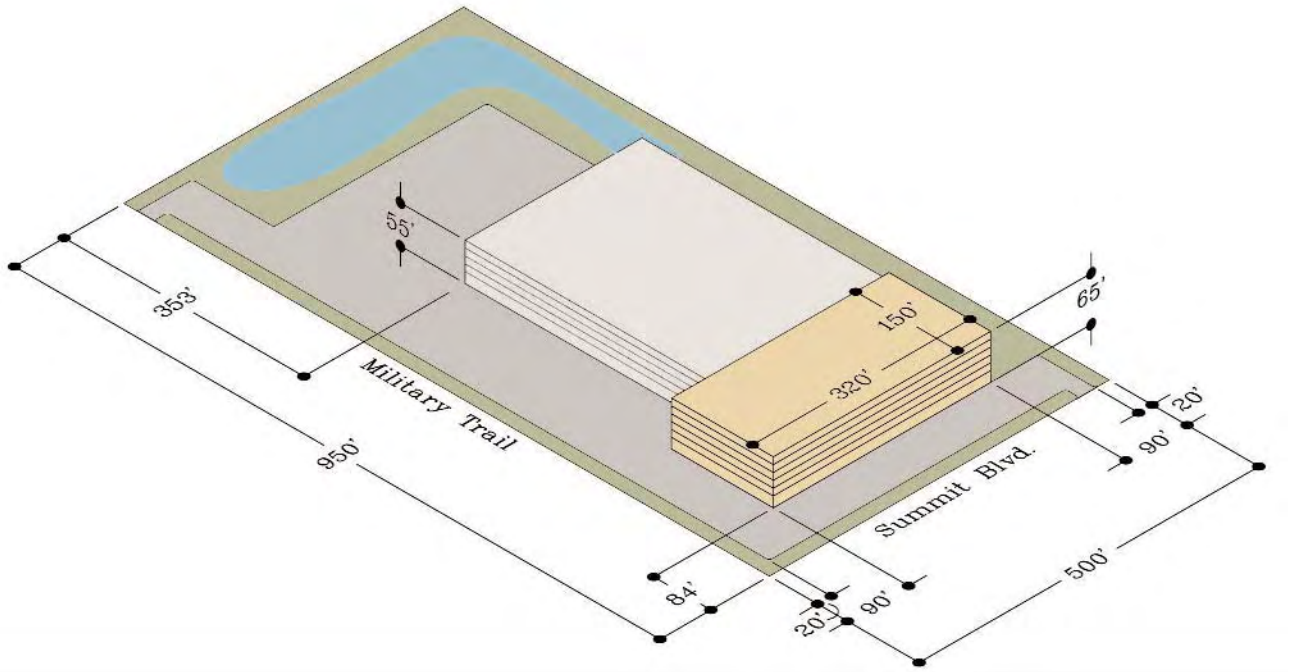
**C- indicates requirement if abutting commercial zoning district
R- indicates requirement if abutting residential zoning district

MUPD Case Study 1

LOT AREA (sf.)	475,000
LOT WIDTH & FRONTAGE (ft.)	500
LOT DEPTH (ft.)	950
FLOOR AREA RATIO (FAR) 1.0	.59 (280,800 sf)*
LOT COVERAGE (max.)	30%
DENSITY	0
SETBACKS (ft.)	
FRONT	84
SIDE	90
SIDE STREET	90
REAR	358
HEIGHT (ft.)	65**
PARKING	1404 spaces

* Cannot maximize FAR due to parking requirements

**Additional side setback provided for 30 feet additional height



Multiple Use Planned Development District (MUPD)

The decision whether to finance a structured parking solution or to rely on surface parking lots is a major factor in the size of the project. This case study demonstrates the potential build-out without structured parking. Parking is provided under the building in a "dingbat" (building set on columns to accommodate parking beneath) solution, and the subsequent stories represent the amount of commercial space that can be accommodated on the site with the required amount of parking.

MUPD Existing Property Development Regulations

LOT AREA (sf.)	217,800 min.
LOT WIDTH & FRONTAGE (ft.)	300 min.
LOT DEPTH (ft.)	300 min.
FLOOR AREA RATIO (FAR)	.5 or 1.0*
LOT COVERAGE (max.)	30%
DENSITY	0
SETBACKS (ft.)	
FRONT	30 min.
SIDE	C-15 min. / R- 30 min.**
SIDE STREET	30 min.
REAR	C-20 min. / R- 30 min.**
HEIGHT (ft.)	35 max. or
	1 ft. additional height / 1 ft. additional setback
PARKING	1 space / 200 sf.

* Infill development is allowed increase to 1.0

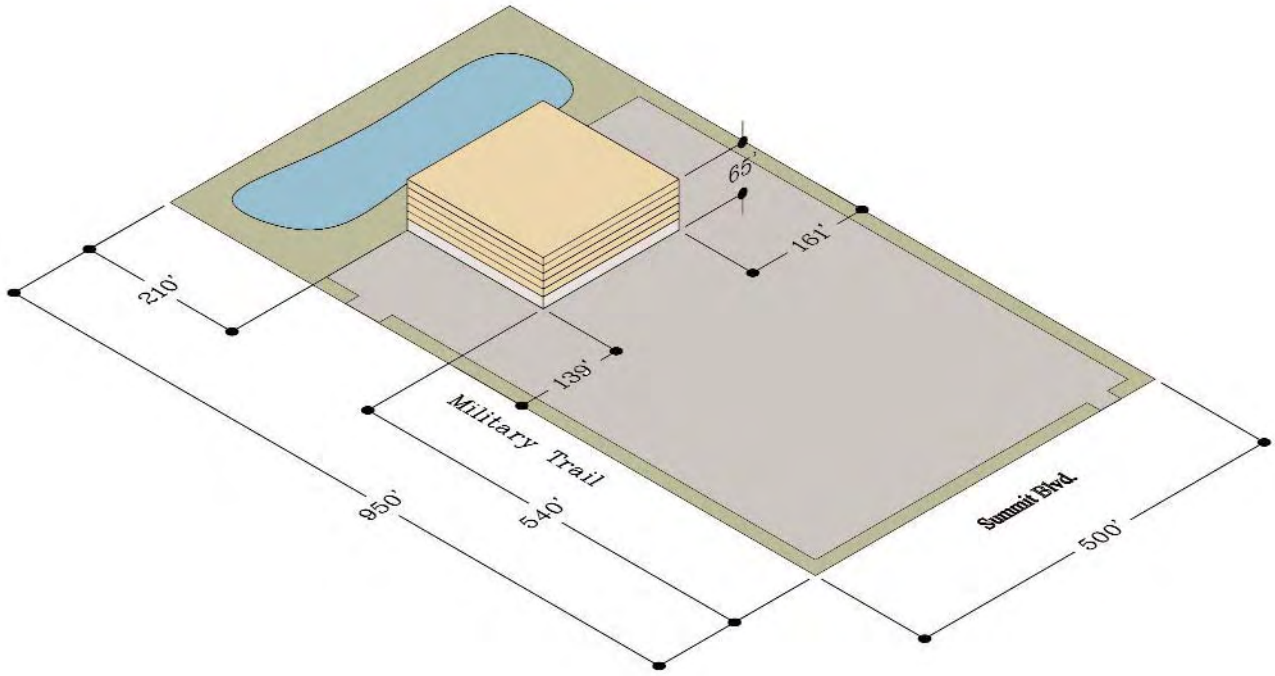
**C- indicates requirement if abutting commercial zoning district
R- indicates requirement if abutting residential zoning district

MUPD Case Study 2

LOT AREA (sf.)	475,000
LOT WIDTH & FRONTAGE (ft.)	500
LOT DEPTH (ft.)	950
FLOOR AREA RATIO (FAR) 1.0	.42 (200,000 sf)*
LOT COVERAGE	9%
DENSITY	0
SETBACKS (ft.)	
FRONT	540
SIDE	161
SIDE STREET	139
REAR	210
HEIGHT (ft.)	65**
PARKING	975 spaces

* Cannot maximize FAR due to parking requirements

**Additional side setback provided for 30 feet additional height



Mixed-Use Planned Development District (MXPD)

The MXPD is "to provide for the compatible integration of residential and non-residential uses into a unified development with enlightened and imaginative approaches to community planning" including vertical or horizontal integration of uses; selection of land uses that result in internal automobile trip capture; the design of safe efficient circulation for pedestrians, bicycles and automobiles; and the use of multiple family home to transition between residential and non-residential development.

MXPD Existing Property Development Regulations

LOT AREA (sf.)	217,800
LOT WIDTH & FRONTAGE (ft.)	300 min.
LOT DEPTH (ft.)	300 min.
FLOOR AREA RATIO (FAR)	.85 or 1.0*
LOT COVERAGE (max.)	40%
DENSITY	50% RES. USE REQ'D. (8 du/ac. underlying)
SETBACKS (ft.)	
FRONT	25 min.
SIDE	C-15 min. / R- 40 min.**
SIDE STREET	25 min.
REAR	C-20 min. / R- 40 min.**
HEIGHT (ft.)	35 max. or
	1 ft. additional height / 1 ft. additional setback
PARKING	C -1 space / 200 sf. / R 2.25 spaces/ unit

* Infill development is allowed increase to 1.0

**C- indicates requirement if abutting commercial zoning district
R- indicates requirement if abutting residential l zoning district

MXPD Case Study

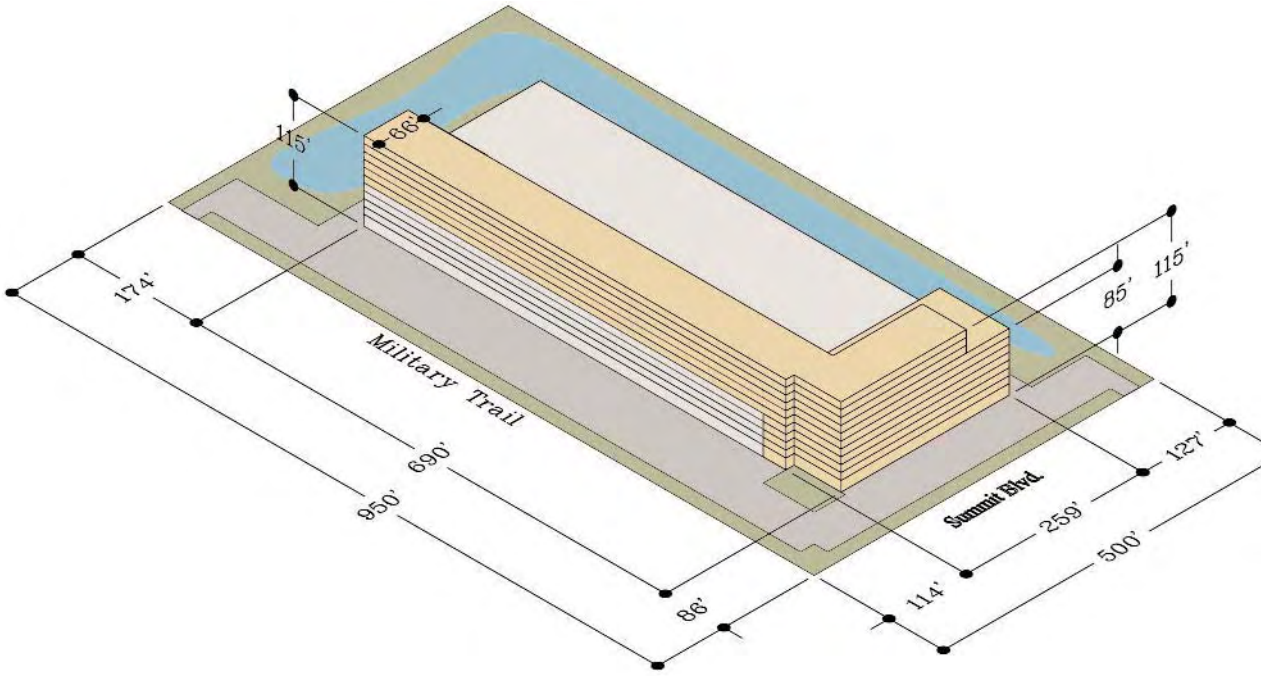
LOT AREA (sf.)	475,000
LOT WIDTH & FRONTAGE (ft.)	500
LOT DEPTH (ft.)	950
FLOOR AREA RATIO (FAR) 1.0	1.0 (475,000 sf)*
LOT COVERAGE (max.)	40%
DENSITY	18 du/ac (198 units)**
SETBACKS (ft.)	
FRONT	88
SIDE	127
SIDE STREET	114
REAR	174
HEIGHT (ft.)	115**
PARKING	1776 spaces***

* 237,500 sf Commercial, 237,500 sf Residential Use

** Question if density is limited by FAR, underlying density (87 units), or Workforce or TDR Program

*** Additional side setback provided for additional height

****Exceeds parking requirement by 142 spaces.



Traditional Marketplace Development (TMD)

The purpose of a TMD district is to (1) provide a concentrated area for shopping, entertainment, business, services and cultural opportunities by allowing a mix of commercial and institutional uses and establishing physical development and design standards that create pedestrian-oriented development; (2) provide housing opportunities, and; (3) promote a mix of uses.

TMD Existing Property Development Regulations

LOT AREA (sf.)	435,600 min.
FLOOR AREA(sf.)	200,000 min.
FLOOR AREA RATIO (FAR)	.4 min.
DENSITY	Underlying density
DESIGN-BASED REQUIREMENTS	
PLAZA	20,000 sf or 5% of gross development area
HEIGHT (ft.)	45 max. + 2 Stories
	(3rd story for residential use)
PARKING	C -1 space / 200 sf. / R 2.25 spaces/ unit*

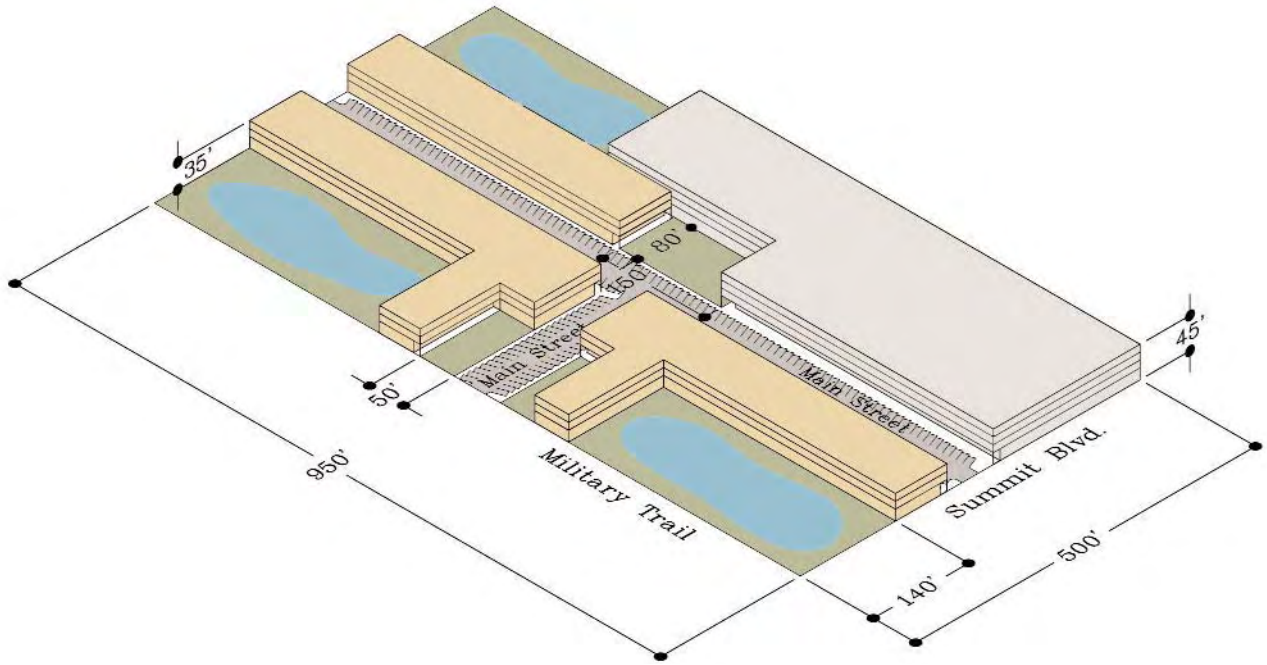
TMD Case Study

LOT AREA (sf.)	475,000
FLOOR AREA	
FLOOR AREA RATIO (FAR)	194,250 sf + 87 units*
DENSITY	8 du/ac
DESIGN-BASED REQUIREMENTS	
PLAZA	5% (23,750 sf)
HEIGHT (ft.)	45 + 3 stories**
PARKING	1167 spaces***

* Commercial limited by parking and on-site retention requirements, not FAR

** 3rd story is residential in all buildings, except garage
Four parking levels can be accommodated within 45 feet

*** 196 spaces for residential units, 971 spaces for Commercial uses



Conclusions

The current regulatory framework results in a wide variation of build-out scenarios under the existing zoning district options. For development on both the infill and larger sites the following issues were consistent:

- on-site water retention has a serious impact on the ability of an investor to build the permitted FAR much less any additional FAR offered as an incentive
- on-site parking requirements are significant
- required building setbacks encourage the placement of surface-parking lots along the street

In all cases, the required building setbacks resulted in the placement of surface-parking lots along the street fronts - an undesirable situation if the goal is to encourage pedestrian and transit activity along the corridors. If there is nothing but shrubbery and parked cars to look at, walking becomes a choice only through circumstance not choice. The pedestrian environment is further eroded by the landscape code, which for all of its good intentions does not directly address pedestrian needs. Requiring regularly spaced shade trees along all pedestrian paths and clear access points from the sidewalks is as important as vehicular access ways. If Florida Department of Transportation is an obstacle for regular shade trees within the ROW of the corridors, the county should amend the code to require shade trees on the private development side.

The URA corridors have numerous areas where large agglomeration is possible putting the PDD's into play as the only way to achieve the maximum FAR offered by the comprehensive plan. The MUPD option allows significant development without furthering the minimum residential density goal of the comprehensive plan. The TMD with all of its design requirements is not appropriate for infill development along the existing redevelopment corridors. TMD's require buildings to face "main streets" (the criteria of which the existing streets do not meet) resulting in buildings that back onto the existing streets and inwardly focusing the better pedestrian environment.

Since building setbacks are used as buffers for the intensity perceived by building height over 35 feet, the result is to contract these buildings into the center of the sites resulting in object buildings sitting within planes of surface parking lots. In some instances, it was advantageous to put the habitable uses on top of parking, which further removes humans from engaging the vehicular-dominated environment. No regulations exist regarding shielding or lining garage parking from the pedestrian. However, should structured-parking be proposed at these larger nodes, it may result in a similar environment as the current surface lots create.

In order to create a place with economic value, to encourage redevelopment, and to encourage residential uses and mixed-use, a clear vision for the corridors must be defined and the land development regulations must be customized to accomplish this vision.

Form-Based Codes

Having established numerous redevelopment challenges posed by the existing ULDC, TCRPC recommends the creation of a Form-Based Code (FBC) for the PRA's. The priority of of the FBC is the regulation of a building's form thereby protecting the public realm and providing a more predictable building environment. *The Form-Based Codes Institute* (FBCI) is an organization dedicated to the education, formulation, and refinement of FBCs. Below is an excerpt from the FBCI website, formbasedcodes.org highlighting the benfits to the FBC.

Eight Advantages to Form-Based Codes

Because they are prescriptive (they state what you want), rather than proscriptive (what you don't want), form-based codes (FBCs) can achieve a more predictable physical result. The elements controlled by FBCs are those that are most important to the shaping of a high quality built environment.

FBCs encourage public participation because they allow citizens to see what will happen where-leading to a higher comfort level about greater density, for instance.

Because they can regulate development at the scale of an individual building or lot, FBCs encourage independent development by multiple property owners. This obviates the need for large land assemblies and the megaprojects that are frequently proposed for such parcels.

The built results of FBCs often reflect a diversity of architecture, materials, uses, and ownership that can only come from the actions of many independent players operating within a communally agreed-upon vision and legal framework.

FBCs work well in established communities because they effectively define and codify a neighborhood's existing "DNA." Vernacular building types can be easily replicated, promoting infill that is compatible with surrounding structures.

Non-professionals find FBCs easier to use than conventional zoning documents because they are much shorter, more concise, and organized for visual access and readability. This feature makes it easier for nonplanners to determine whether compliance has been achieved.

FBCs obviate the need for design guidelines, which are difficult to apply consistently, offer too much room for subjective interpretation, and can be difficult to enforce. They also require less oversight by discretionary review bodies, fostering a less politicized planning process that could deliver huge savings in time and money and reduce the risk of takings challenges.

FBCs may prove to be more enforceable than design guidelines. The stated purpose of FBCs is the shaping of a high quality public realm, a presumed public good that promotes healthy civic interaction. For that reason compliance with the codes can be enforced, not on the basis of aesthetics but because a failure to comply would diminish the good that is sought. While enforceability of development regulations has not been a problem in new growth areas controlled by private covenants, such matters can be problematic in already-urbanized areas due to legal conflicts with first amendment rights.

~ Peter Katz, President, Form-Based Codes Institute

Landscape Code

The current landscape code contains qualitative instructions in Section 7.B "Landscape Design Standards" regarding design and appropriateness to the tier system and as well as to the "local context and character." As is appropriate for urban areas, uniform tree spacing is suggested (a "formal buffer") in the examples provided in the code for the Urban/Suburban Tier. The code also discusses creating a "Quality Pedestrian Environment" requiring

> Pedestrian access to sidewalks or buildings should be considered in all landscape designs.

However, most of the code is defined in requirements based on the "buffer." The word's definition denotes a barrier between properties and from the ROW. Figure 7.F.1C-11 "Buffer Type Detail" does not contemplate cross access for the pedestrian between the public ROW and the private lot. Specific requirements for pedestrian access are detailed only for circulation within parking lots.

While the image of a "formal buffer" and other subjective requirements are suggested, the dimensional requirements (Table 7.C.3-1 "Minimum Tier Requirements" of the code) directly inform the design. Additionally, the required width for buffers is based upon ultimate ROW width (the URA corridors require 20 feet). In all urban/suburban cases, a berm is optional. Trees can be traded for clusters of palms, and three layers of shrubbery are required. Beyond the suggestion of a linear design and formal arrangement of elements, no specific design requirements exist.

Recent projects demonstrate the implementation of the current code on the corridor. Clustering of palms replace shade trees in a naturalistic rather than formal landscaping, which is buffer-oriented. Additionally, berms separate surface parking lots from the sidewalks of the ROW. The unintentional consequence of these elements and options is that the pedestrian is isolated and contained within the vehicular realm of the corridors. Relying on the tier system to provide context to differentiate among the range of existing environments does not deliver appropriate urban landscaping solutions.

The buffer on the CVS on the northwest corner of Military Trail and Gun Club Road has a slight berm with shrubbery to conceal the surface parking lot. Clustered palms offer little shade to pedestrians on the adjacent sidewalk.

Without properly designed pedestrian access, depressed grass and a hole in the hedge indicate people having to traverse the landscape buffer.

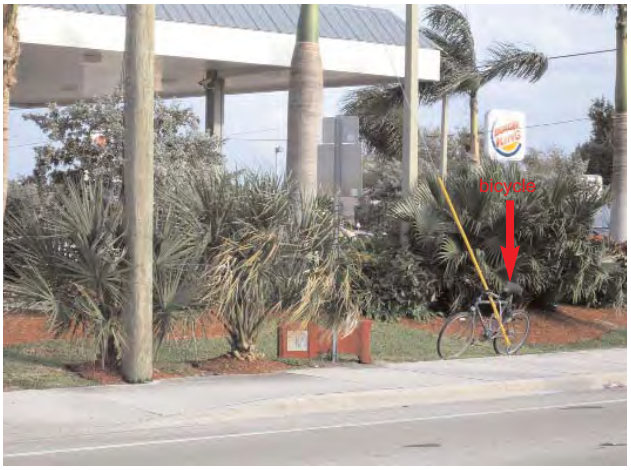
Pedestrian access from the sidewalk to the restaurant, which is adjacent to a bus stop, is not defined

In the absence of a defined pedestrian path, the driveway is used for access increasing the potential for vehicular/ pedestrian conflicts

Berms inadvertently isolate pedestrians from commercial uses

The lack of decent street furniture or even shade trees results in little sun shelter for transit users

Transit riders traversing landscape buffers to access adjacent businesses. Note the bicycle secured to the bus stop sign.



Bicycle racks to secure cycles are needed on the corridors

Recommendations

a) Establish a clear regulatory framework to encourage redevelopment;

b) Establish a form-based code to ensure predictability of building form and the resulting physical environment;

c) Implement a comprehensive water management plan to remove on-site water retention requirements and maximize potential property build-out;

d) For a TCEA to function properly, mixed-use, including residential use is critical: do not offer incentives to projects that do not further the redevelopment goals for the URA;

e) Review parking requirements for mixed-use redevelopment within the PRA corridors; and

f) Develop an Urban Streetscaping Plan for the corridors.

Chapter IX

Implementation

The URA, especially the two priority redevelopment corridors of Military Trail and Congress Avenue, look and function as they do today for many reasons. Unlike the portions of the URA contained within municipalities, these two corridors are in unincorporated Palm Beach County emerged with the first wave of development occurring in the 1960's and 1970's. At that time, Palm Beach County was rapidly expanding from the coastal historic cities westward. Land and construction were both relatively inexpensive, and the result was relatively cheap construction with sprawling site plans that converted vacant land to mostly commercial development quickly and easily. This low-density and inefficient pattern of development characterizes these two priority areas today. The identified development trends and recommended solutions in Palm Beach County are not unique: they are indicative of current conditions and future paths present in many urban counties in Florida and nationwide.

The successful redevelopment of the URA will be difficult and will only be realized with creative planning, a reorganization of land uses, improved efficiency, inter-agency cooperation, and political leadership. This chapter sets forth a package of complex and extensive implementation strategies necessary for the recommendations contained in this report to become a reality.

For the redevelopment of the URA to be successful, the county will need to provide leadership for the identification, prioritization, design, funding, and development of public capital improvements including schools. The URA CIP can be assimilated into the larger county-wide CIP, or portions of these improvements can be identified separately in a stand-alone CIP. Redevelopment is a difficult task especially in unincorporated areas. Fortunately, the county has a successful precedent in the Westgate CRA for organization and administration of capital facilities.

Structure

If so desired, the two PRAs may qualify for the establishment of a second county CRA area. A CRA designation would allow for the creation of a TIF district that could capture a portion or all increased ad valorem property taxes and redirect those revenues back into the URA to finance capital projects. As an alternative to a CRA, the county could establish a special assessment district that would assess properties upon redevelopment for an identified list of public improvements. There are significant financial, regulatory, and political considerations for either option. While TIF districts merely redirect increased ad valorem tax revenues, special assessment districts levy new taxes and assessment in addition to those otherwise in place.

Area

Evaluating the 25-square mile URA is a massive undertaking. Consequently, this study has focused on two PRAs, and it is recommended the initial capital improvements programming focus on these areas as well. Over time as additional planning and evaluation is conducted, both the detailed conceptual planning and the capital improvements programming can expand.

Scope

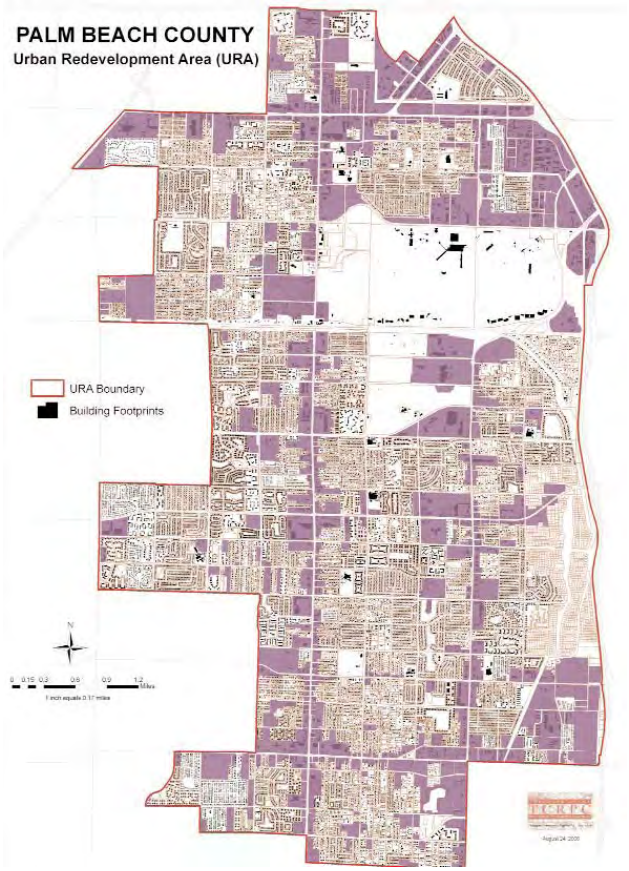
The URA CIP, whether it exists as a stand-alone document or is integrated into the county's CIP, should identify improvements to be funded via county revenues as well as those improvements to be funded by others. In this way, a wholistic view of the redevelopment area can be established, and cross-agency funding opportunities to leverage funds can be identified. Accordingly, the CIP should identify the range of anticipated facilities and public investments: roadways, transit infrastructure, bicycle/pedestrian improvements, streetscaping, parks and civic spaces, schools, and storm water management. In this manner, multi-agency projects such as neighborhood schools can be identified, and

related capital investments by others can be coordinated (e.g. school site dedicated by private sector, park developed by county, storm water developed by utility, school site developed by the school district with funding assistance from others).

Funding

In addition to the TIF and potential assessments discussed above, the county possesses a wide range of funding options for capital improvements in the URA. The unusual nature of urban redevelopment in the unincorporated county may warrant a review of impact fee structure. In addition to the current county roadway impact fee, the county may wish to implement an additional multi-modal impact fee to fund transit, pedestrian, and bicycle amenities.

Given the roadway network in the URA, development in the area may generate more demand for multi-modal facilities than roadway facilities, and with proper documentation, fees could be collected accordingly to fund these improvements. In addition, the types of capital improvements recommended for the PRAs are likely candidates for funding from the Metropolitan Planning Organization, Florida Department of Transportation, and other state and federal grant agencies. For school facilities, the multi-dimensional nature of these facilities may create opportunities for school district funding within the county as well as partnerships with other socially-oriented organizations, agencies, and foundations.



Areas identified throughout this report, and illustrated in lavender above on the URA "areas likely to redevelop" map, should be prioritized and redevelopment efforts should focus at key locations.

The following pages lay out, in order of priority, key issues the county needs to address in order to implement the recommendations of this report. A **Problem** statement will be made for each area of concern, a **Recommendation** will be offered for how to remedy the concern, and a series of **Actions** will be listed outlining steps to be taken towards implementing the recommendation.

1. Adopt the URA Planning Study

Problem: There is currently no physical vision for the long-term redevelopment of the URA Priority Redevelopment Areas; in particular, the Military Trail and Congress Avenue corridors. The absence of a clear blueprint for future growth inhibits the county's ability to develop policies to steer redevelopment in a consistent and desired direction.

Recommendation: The Palm Beach County Board of County Commissioners (BCC) should, in some formal fashion, adopt the recommendations of this study. This action will enable staff to prioritize their efforts to implement the elements of the study and, it will send a clear message to the development community that the vision outlined in this study is the desired form of redevelopment in the PRAs.

Actions:

1. Make formal presentations of the URA Planning Study findings and recommendations to the LUAB, PZB, LDRAB, and any other requisite boards for their recommendations to the BCC.

2. Present to the BCC for formal adoption of the study.

3. Begin policy implementation of the study's recommendations (TCEA, URA Land Use, revisions to the ULDC).

4. Utilize the physical recommendations of the study (i.e. building height, setbacks, urban landscape treatment, etc.) to guide new development proposals to be consistent with the plan while code revisions are being drafted and adopted.

5. Create a new plan application, review, and approval procedure for the PRAs that rewards compliance with the URA study recommendations (and code revisions) with a significantly streamlined and predictable process.

2. Storm Water Management

Problem: The requirement to store storm water on a parcel by parcel basis is perhaps the greatest impediment to urban redevelopment on the URA priority corridors. All other aspects of the corridor revitalization strategies outlined in this study are dependent upon the off-site storage of storm water.

Recommendation: Create a storm water utility for the two priority corridors: Military Trail and Congress Avenue between Southern Boulevard and Forest Hill Boulevard. Using its bonding capacity, the county should purchase properties no more than 1/2 mile to the east and west of the corridor centerlines to create concentrations of water storage. The county, through the creation of a utility, can then sell storage to developers seeking to intensify the corridors per the principles of the master plan. A storm water utility program will give the county tremendous leverage in ensuring predictable and sustainable development from the private sector. The new storm water ponds will be located, designed, and sized to become amenities and add value to the existing residential areas.

Actions:

1. The county should establish a URA Storm Water Task Force comprised of engineering, planning, utilities, property management, financial, and legal staff to craft a detailed action plan.

2. The task force should, using the information and base drawings from this study, define a scope for further detailed analysis of a new storm water program. This study should include a fiscal "benefit-burden" analysis of the concept, detailed infrastructure placements and cost estimates, a needs analysis quantifying how much land is needed and where, and a financing plan for required bond issuances and 3-5-10-year compensation projections.

3. The task force should begin a marketing campaign of this concept to property and business owners. The current method for dealing with storm water is such an impediment to urban redevelopment that this type of a program will "gold-plate" these two corridors. These corridors are centrally located and highly visible, and offering a program like this will drastically increase the development potential. However, for this program to work, it must be known and de-mystified in the community.

3. Transportation Concurrency Exception Area (TCEA)

Problem: The current method for dealing with transportation concurrency and LOS issues through CRALLS, Constrained Roadway at Lower Level of Service, is not viable for the long term. Typically approved for limited durations of time, CRALLS designations are tied to future roadway improvements. Because these "improvements" do not include specifics about patterns of growth or balancing of land uses, they tend to exacerbate the existing problems.

Recommendation: Craft a TCEA designation specifically for the priority corridors that rewards only those projects that fully implement the principles of the corridor master plans. The language of the TCEA must include specific urban design requirements for a project to be eligible for this exemption. A TCEA for the two priority corridors will remove the technical obstacles but will truly improve the area only if urban design, connectivity strategies, and balanced land uses are imbedded in its application.

Actions:

1. County staff is in the process of drafting TCEA language to be submitted to the Florida Department of Community Affairs. To accomplish the revitalization goals outlined in this report, and to use the TCEA benefits as leverage for the county to achieve these goals, the TCEA document should require the following:
    a. all new redevelopment on the priority corridors must provide public access to adjacent parcels
    b. the placement of new buildings must follow the recommendations of this report
    c. the location of new parking must follow the recommendations of this report
    d. landscaping and streetscaping elements of all new development must follow the recommendations of this report
    e. all new projects on the priority corridors must have a substantial residential component
    f. no existing public rights of way, either roadways or platted easements, shall be abandoned for the sake of new development
    g. all new development shall participate in the county's storm water utility program
    h. all new development shall provide adequate areas for transit stops and shelters, and shall provide easily accessible areas and facilities for bicycle storage
2. The TCEA document should also make it clear that the proposed exceptions to transportation currency is an elective process and that pursuit of these exceptions requires compliance with TCEA development standards.

4. Future Land Use Overlay

Problem: The current comprehensive plan recommends a balance of land uses (e.g. minimum residential density, workplace opportunities); however, the existing future land use categories are too broad to support these objectives on the priority corridors. The allowable development capacity offered in the current plan cannot be reached due to on-site storm water retention needs and the current land development regulations. A wholistic approach to the redevelopment of the URA corridors will require a balance of land uses to enhance the public realm, improvement of existing and future transit services, and minimization of automobile trip generation.

Recommendation: A future land use category should be drafted as an overlay option for the URA priority/TCEA corridors. This new land use category should remove Floor Area Ratio (FAR) and standard density restrictions and outline all elements identified in this report as essential to creating a sustainable and livable environment. The new land use category should reference accompanying land development regulations. Opting to utilize the benefits of the new land use category and the benefits attached to the TCEA requires new development to comply with the urban design, land use, and development goals of this study.

Actions:

1. Upon Palm Beach County Board of County Commissioners' acceptance of the goals and strategies outlined in this study, county staff should begin drafting a new future land use category specifically targeted to achieving those goals on the corridors.

2. The new land use category should be linked to newly created land development regulations.

3. The new land use category should be linked to the newly created TCEA and a unified storm water utility program.

4. The new land use category should include development standards for urban design, streetscaping, and landscaping consistent with the TCEA language and new land development regulations; in fact, the documents should be parallel in this regard.

5. TCRPC staff will continue to provide assistance and input as requested.

5. Form-Based Code

Problem: The current *Unified Land Development Code* for the county does not support the type of urban redevelopment envisioned for the URA priority corridors. The site planning, development, and landscaping regulations are tooled for suburban pod and strip development, and in many cases, the allowable development capacity on a site cannot be reached due to land development criteria.

Recommendation: Craft a form-based code including landscaping standards that clearly and succinctly define what can be built on the priority corridors. These new overlay regulations should remove FAR and standard density restrictions (dwelling units/acre). The new regulations should mandate building and parking placement, provide reduced parking requirements, allow for flexibility in building use, and stipulate precise streetscaping components. Compliance with the new form-based code should result in administrative approval for new projects to significantly streamline the review and approval process as an incentive.

Actions:

1. County staff should begin drafting new land development regulations as a form-based code for the URA priority corridors.

2. The new regulations should become the policing element of URA redevelopment incentive package and should include the following:
    a. unified off-site storm water management program
    b. TCEA benefits
    c. new future land use overlay
    d. clear and concise land development regulations
    e. expedited project review and approval

6. New School Coordination

Problem: As the desired residential redevelopment occurs within the URA, and the priority corridors in particular, there will be the demand for an additional elementary school. The new school should be neighborhood-oriented and located within the PRA's. Available land is scarce in these areas which suggests a new school site should be part of a redevelopment venture.

Recommendation: This report makes three specific recommendations for appropriate new school locations. Both options require agency and local government coordination. Cooperation and partnership with land owners and developers is desirable.

Actions:

1. County planning and urban design staff should begin a dialog with school district staff and property owners to evaluate the TCRPC location proposals.

2. Research into recent urban infill school projects (e.g. Pleasant City Elementary) should be conducted to provide applicable precedent strategies for new schools on the corridors.

3. TCRPC staff will assist the county in developing urban school prototypes as requested.

7. Additional Recommendations

Overhead Utilities

There is a strong desire, for safety, hurricane protection, and aesthetic reasons, to relocate the overhead utilities in the PRAs to underground locations. Clearly there will be some significant costs associated with this endeavor. County staff, with assistance from other local utility agencies, should develop cost estimates for these relocations. Once a credible cost estimate is established the benefit of these improvements can be weighed against the financial burden. Additionally, having an understanding of what this project costs is important to the pursuit of funding from outside sources.

Economic Development Administration Funding

TCRPC staff has been working with county Economic Development staff in the creation of the Comprehensive Economic Development Strategy (CEDS) report which outlines projects eligible for funding from the federal government Economic Development Administration. One project to be included is the comprehensive storm water management strategy recommended in this report. By linking storm water management to enhanced economic development opportunites, this infrastructure recommendation could be eligible for some federal funding. County and council staff need to continue pursuing funding sources to assist the county in this important infrastructure component to the URA.

Low Income Housing Strategies

As mentioned in this report, the URA contains many mobile home parks which provide housing for lower income families. As new residents continue to move to Palm Beach County the pressure on these mobile park parks to redevelop will continue to increase. The county needs to establish strategies not only to provide housing for its lower income residents, but also identify civilized and sturdy replacement structures for those mobile homes that will be, or already are, damaged. Much work has been done in this area during the planning and rebuilding efforts along the Gulf Coast after hurricane Katrina and could serve as a model for how to address some of these issues.

Sustainable Building Practices

There should be a growing effort to incorporate sustainable and “green” building practices in Palm Beach County. There are already many programs and examples around the country of successful advances in green building and planning. There are also many myths and misnomers regarding the costs and effectiveness of sustainable building practices. County staff, with assistance from other agencies including TCRPC, should collect accurate data and case studies and develop an informational campaign on the “Myths and Truths” of green building programs to develop greater interest and participation throughout the region.