

**TRANSPORTATION ELEMENT
DATA AND ANALYSIS
DRAFT**

INTRODUCTION

EXECUTIVE SUMMARY

The updated Transportation Element includes a Sub-Element for parking. This Element evaluates the current and projected traffic circulation and public parking operations to address quality of life issues for Town residents.

With regard to transportation, this Element relies upon and supports the basic philosophy expressed throughout the Town's planning efforts since its first Plan was adopted in 1929 **which recognized the relationship between land use and transportation. Later versions of the Comprehensive Plan that followed** Comprehensive Plan adopted in 1983, the Town set forth primary land use objectives, and one that this **Transportation** Element strives to further.

Most communities Future Land Use Map will clearly indicate **identify potential** where new roadways **or roadway lane expansions** to accommodate additional traffic impacts **within their Transportation Elements.** ~~must be provided;~~ **The Town of Palm Beach, though, is unusual in that it is virtually fully developed with does not have the** opportunity for construction of new streets **nor** lane modifications to relieve pressures on its major north-south arterial thoroughfares. ~~SR A1A, North County Road, and North Ocean Boulevard.~~

Over the years as the Town has developed, traffic congestion on both the main corridors and within residential neighborhoods has ~~growth~~ **grown** to a point where the quality of life for the residents has been affected. Notwithstanding, the basic desired traffic circulation has remained consistent, to concentrate motorized travel on the major corridors.

*Primary Land Use and
Transportation Objectives
1929*

"To maintain the quality of life which has given the Town its unique physical and historical character and, towards this objective, to take all legally and technically available measures to stabilize the Town's land use and reduce residential density patterns where possible."

"To preserve the Town's quality of life through retention of an essentially residential character and unique historic personality."

"The concentration of general traffic upon a limited number of streets, a system of leisurely and convenient by/ways free from automobiles, discourage trespassing, and provide safety and quiet for the residents of Palm Beach."

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This Element of the Plan has been developed based upon:

1. ~~Analysis of the existing transportation system;~~
2. ~~Analysis of existing transportation levels of service and system needs; and,~~
3. ~~Analysis of projected transportation levels of service and system needs, based upon the future land uses shown on the Future Land Use Map, and pertinent plans of the Florida Department of Transportation.~~

EXECUTIVE SUMMARY

~~The Town of Palm Beach is essentially built out compared with other coastal communities. **The updated Comprehensive Plan recognizes that not only is the traffic circulation system affected by seasonal residents but following the pandemic, migration from other states to the Town and the adjacent downtown West Palm Beach has intensified the annual growth rate. The most critical demographic condition affecting demands on the traffic circulation system is the annual fluctuation of population that occurs when numerous transient visitors and seasonal residents come to Palm Beach for the winter season. This seasonal fluctuation is as important as the rate of population growth. It requires that systems be designed to handle recurring seasonal demands not present the rest of the year.**~~

~~In addition, Town roadways are subject to traffic impacts resulting from developments in neighboring communities. Recent land use changes will result in increased density and intensity within the Transportation Concurrence Exemption area (TCEA) in downtown West Palm Beach. As a result it is expected to negatively affect traffic circulation both on and off the island.~~

~~The Town of Palm Beach's Transportation Element is limited to only addressing traffic circulation, which includes the types, locations, and extent to which of the existing and proposed major thoroughfares and transportation routes, including bicycle and pedestrian ways **links to** provide for an efficient transportation network. **An interrelated component of the traffic circulation pattern is the availability of adequate parking. This is not a new phenomenon as earlier traffic studies included parking issues dating back to 1969 and again in 2006. The subject Transportation Element will memorialize the impact of parking on the quality of life for Town residents.**~~

HISTORY OF TRANSPORTATION PLANNING IN THE STATE OF FLORIDA

Prior to the incorporation of the Town of Palm Beach in 1911, the early years of transportation to the Town began via water and rail. As Henry Flagler was promoting the rail as the most efficient means of travel, the Florida Legislature was similarly analyzing the means of travel to South Florida. The State established in 1915, the Florida State Road Department, the precursor to the Florida Department of Transportation, and the State Road

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Board officially began operation on October 8, 1915.¹ Many years later, transportation remains a critical component to the quality of life for the Town of Palm Beach,

In 1969, the Florida Department of Transportation (FDOT) was created by the Florida Legislature and absorbed all the authority and responsibilities of the Florida State Road Department.² The FDOT became a decentralized agency charged with the establishment, maintenance, and regulation of public transportation in the State of Florida.³ Under legislative mandates, the FDOT consists of seven districts strategically bound by geography. Each district is managed by a District Secretary, which varies in organizational structure, but in general, each has major divisions for Administration, Planning, Production, and Operations. Additionally, the districts have a Public Information Office that reports to the District Secretary and a District Chief Counsel who reports to the United States Department of Transportation (DOT) General Counsel in Tallahassee.⁴

The FDOT has a series of plans that govern transportation initiatives in this state. Some, such as the Florida Transportation Plan, establish policy, while others, including the Strategic Intermodal Systems Plan, focus on implementation and include the following.

Florida Transportation Plan (FTP) – This plan is updated at least every 5 years and includes long-range goals, objectives and strategies to meet the needs of Florida’s “entire transportation system.”

Strategic Intermodal Systems Plan (SIS) – Also updated every five years, the SIS includes corridors, facilities and services of statewide and multi-regional significance, and guides future state investments in and management of the SIS.

FDOT Work Program – Each year FDOT develops and adopts a five-year work program which includes all projects planned by the department for that period. FDOT holds at least one public hearing in each district, followed by a statewide public hearing by the Florida Transportation Commission. The program is then submitted to the Governor and Legislature. Once adopted, it takes effect on July 1 of each year. FDOT may propose an amendment to the Governor, who has the right to approve or deny it.

State Transportation Improvement Program (STIP) – Required by the federal government, the STIP incorporates the first four years of FDOT’s Work Program.

Florida Strategic Highway Safety Plan (SHSP) – The SHSP is the statewide plan focusing on how to accomplish the vision of eliminating fatalities and reducing serious injuries on all

¹ “Transportation History Month in Florida”, Florida Department of Transportation October 12, 2015

² <https://www.tuckerpaving.com/fdot-traces-interesting-history-back-1915/>

³ "Florida Statutes 334.044 Powers and duties of the department". Florida Statutes. Florida Legislature. Retrieved August 14, 2021.

⁴ <https://www.fdot.gov/agencyresources/districts/index.shtm>

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public roads. The SHSP is updated at least every five years by FDOT in coordination with statewide, regional, and local safety partners.⁵

As displayed in Exhibit 2-1, Palm Beach is one of the five counties that comprise District 4. The remaining four include Broward, Martin, St. Lucie, and Indian River counties. District 4 is located within Southeast Florida and consists of 5,000 square miles and home to over four million residents.

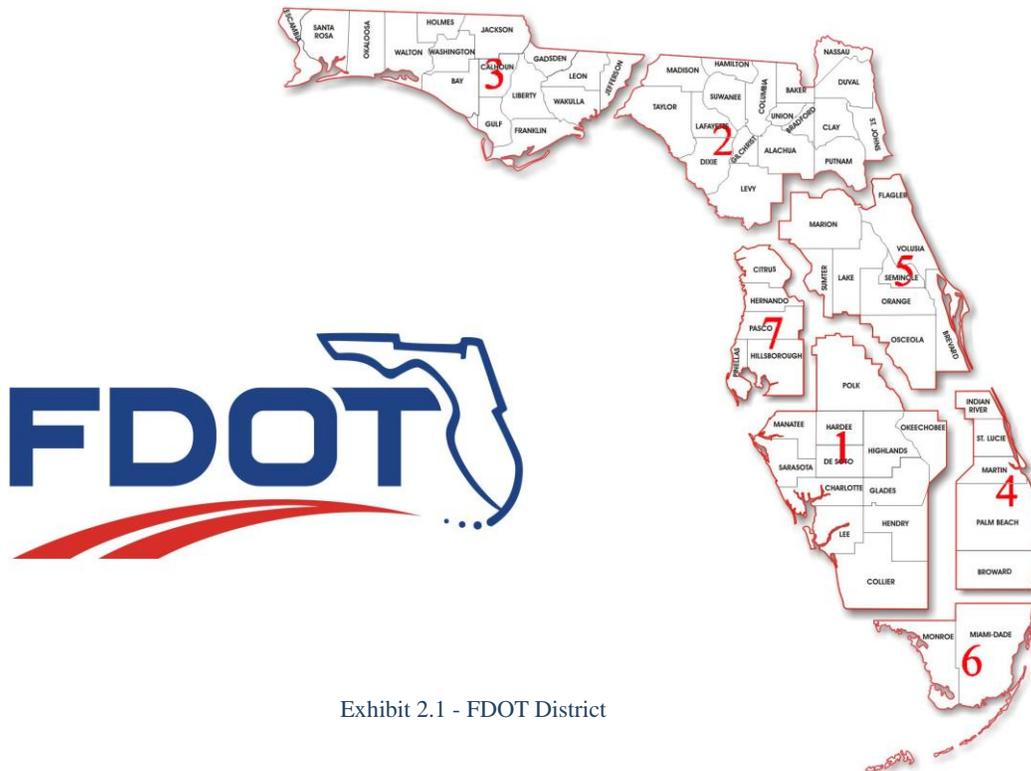


Exhibit 2.1 - FDOT District

In District 4, vehicles travel more than 52.4 million miles daily. Worth noting, the FDOT assists Tri-Rail, a commuter rail service, to connect with Gold Coast Commuter Services, also a commuter assistance program, and to two major transit authorities (Broward County Transit and Palm Tran) with 319 vehicles in their fleets.⁶ Brightline, which is an inter-city rail route between Miami and Orlando, runs on a track owned by Florida East Coast Railway. Additionally, Amtrak runs a low cost rail line connecting West Palm Beach to Tampa, Florida.

⁵ <https://1000fof.org/wp-content/uploads/2021/12/transportation-planning-process-FINAL.pdf>

⁶ Ibid

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Exhibit 2-2 Current Operating Brightline Routes 2023

Brightline is the only privately owned and operated intercity passenger railroad in the United States. Its development started in March 2012 as “All Aboard Florida” by Florida East Coast Industries. Construction began in November 2014 and the current routes are shown in Exhibit 6-2 and opened in January 2018. An extension from West Palm Beach to Orlando International Airport opened in 2023, as detailed in Exhibit 2-3. Additional stops are also being planned for the route as displayed in the current version of the Phased Development of Brightline Stations.

Brightline plans to reach as many riders as possible and also capitalizes on existing infrastructure by running trains on a blend of conventional, upgraded, and dedicated high-speed tracks. Brightline trains share tracks with freight trains from Miami to West Palm Beach. The company is paying for track upgrades on that shared-use line from West Palm Beach north to Cocoa. Those improvements will allow Brightline to run up to 110 mph from West Palm Beach to Cocoa starting in 2023. Brightline trains will seamlessly exit the freight line at Cocoa and head west on the newly dedicated tracks to Orlando International Airport. Future service will extend from Orlando International Airport to Tampa on dedicated tracks in the median of I-4, which was

widened in the late 2000s to accommodate high-speed trains.⁷

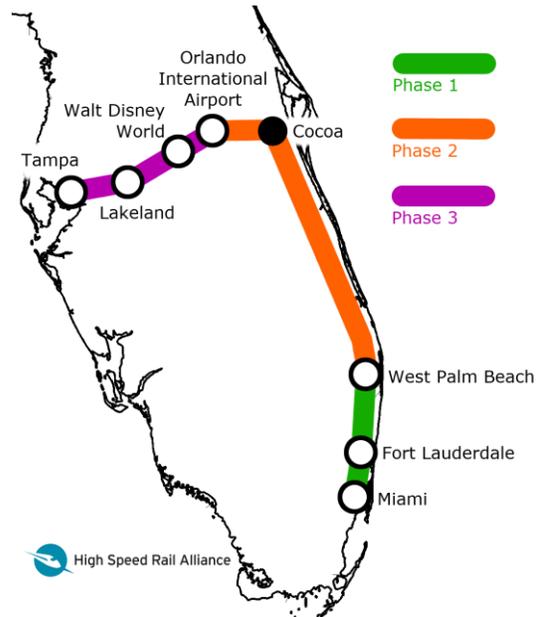


Exhibit 2-3 Phased Development of Brightline Stations

⁷ <https://www.hsrail.org/brightline-florida/>

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FLORIDA REQUIREMENTS FOR THE TRANSPORTATION ELEMENT

Chapter 163, Fla. Stat., requires that as the population grows, adequate services are available to meet demand. The statute is intended to balance the availability of infrastructure and resources with economic development and community sustainability. Under §163.3177(6)(b), Fla. Stat., the purpose of the Transportation Element is to plan for a multimodal transportation system that emphasizes on public transportation systems, where feasible. The Transportation Element is intended to provide for a safe, convenient multimodal transportation system, coordinated with the future Land Use Map or Map Series and designed to support all Elements of the Comprehensive Plan. A local government that has all or part of its jurisdiction included within the Metropolitan Planning Area of a Metropolitan Planning Organization (M.P.O.) under §339.175, Fla. Stat., is required to prepare and adopt a Transportation Element consistent with this subsection.

Each local government's Transportation Element must address traffic circulation, including the types, locations, and extent of existing and proposed major thoroughfares and transportation routes, including bicycle and pedestrian ways. The Transportation Element is required to also include a Map or Map Series depicting the general location of the existing and proposed transportation system features and shall be coordinated with the future land use map or map series. The Element is required to reflect the data, analysis, and associated principles and strategies relating to the following:

- 1. The existing transportation system levels of service and system needs and the availability of transportation facilities and services.**
- 2. The growth trends and travel patterns and interactions between land use and transportation.**
- 3. Existing and projected intermodal deficiencies and needs.**
- 4. The projected transportation system levels of service and system needs based upon the future land use map and the projected integrated transportation system.**
- 5. How the local government will correct existing facility deficiencies, meet the identified needs of the projected transportation system, and advance the purpose of this paragraph and the other elements of the comprehensive plan.**
- 6. Local governments within a Metropolitan Planning Area designated as an MPO pursuant to Section 339.175, F.S., shall also address the following.**
 - a. All alternative modes of travel, such as public transportation, pedestrian, and bicycle travel.**
 - b. Aviation, rail, seaport facilities, access to those facilities, and intermodal terminals.**
 - c. The capability to evacuate the coastal population before an impending natural disaster.**
 - d. Airports, projected airport and aviation development, and land use compatibility around airports, which includes areas defined in §333.01, Fla. Stat. and §333.02, Fla. Stat.**
 - e. An identification of land use densities, building intensities, and transportation**

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management programs to promote public transportation systems in designated public transportation corridors so as to encourage population densities sufficient to support such systems.

Further, municipalities having populations greater than 50,000, and counties having populations greater than 75,000, shall include mass-transit provisions showing proposed methods for the moving of people, rights-of-way, terminals, and related facilities and shall address the following.

- a. The provision of efficient public transit services based upon existing and proposed major trip generators and attractors, safe and convenient public transit terminals, land uses, and accommodation of the special needs of the transportation disadvantaged.**
- b. Plans for port, aviation, and related facilities coordinated with the general circulation and transportation element.**
- c. Plans for the circulation of recreational traffic, including bicycle facilities, exercise trails, riding facilities, and such other matters as may be related to the improvement and safety of movement of all types of recreational traffic.**

PALM BEACH COUNTY TRANSPORTATION PLANNING

In Palm Beach County, the Transportation Planning Agency (TPA) is the MPO. The TPA partners with Palm Beach County for staff and resources through an Interlocal Agreement and represents all 39 incorporated cities, towns, villages. The TPA is a federally mandated public agency that works to prioritize and fund the transportation system. The Palm Beach TPA consists of a 21-member Governing Board, with more than \$600 million of federal, state, and local transportation dollars to implement projects that advance our regional vision for the nearly 1.5 million Palm Beach County residents. The Governing Board is supported by staff, has a five-member Executive Committee and three (3) advisory committees, which consists of the following.

- **Technical Advisory Committee (TAC)**
- **Citizen's Advisory Committee (CAC)**
- **Vision Zero Advisory Committee (VZAC)**

In addition, the TPA administers the Transportation Disadvantaged Local Coordinating Board (TD LCB) in Palm Beach County.

As one of the TPA's most important documents, the TIP identifies projects for maintaining and improving the transportation system funded by Federal, State and local sources to assist local governments with their transportation planning efforts. This staged program encompasses a five-year period consisting of all regionally significant transportation improvements to all modes of travel in Palm Beach County. The TIP is based on, and reflects, the FDOT Work Program for Palm Beach County. Highway, bus, rail, port,

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bicycle/pedestrian, and beautification projects are included. The TIP is developed through a continuing, cooperative, comprehensive, and coordinated effort involving FDOT, the Palm Beach County Board of County Commissioners, the Port of Palm Beach, the South Florida Regional Transportation Authority and municipalities within the County.

According to the TPA, there are no capacity improvements planned for the Town, nor are there any such improvements, expansions or new facilities planned for the Town in the Adopted FDOT Five-Year Work Program. Further, there are no ports, airports, rail lines, intermodal terminals, high-speed rail lines, or related facilities within the Town.

THE TOWN OF PALM BEACH TRANSPORTATION ELEMENT

The Transportation Element of the Comprehensive Plan has been developed based upon:

1. Analysis of the existing transportation system.
2. Analysis of existing transportation levels of service and system needs.
3. Analysis of projected transportation levels of service and system needs, based upon the future land uses shown on the Future Land Use Map, and pertinent plans of the Florida Department of Transportation.
4. Analysis of traffic circulation including valet parking agreements with private businesses.
5. Existing parking facilities and future needs assessment.

Existing Roadway Functional Classification

Map 2.1 of the Map Series provides functional classifications of the roadways within the Town for the current year (2024) and the 20-year planning timeframe (2044). The roadways are divided into facilities that are under the jurisdiction of the FDOT and include the following divided and undivided roadways. The roadway classifications are as follows:

The following divided ~~major arterials~~ **roadways** include the following.

- ~~Royal Poinciana Way and South Ocean Boulevard (SR A1A).~~ **-Major Collector**
- **South Ocean Boulevard (SR A1A) - Major Collector**
- ~~Royal Palm Way and South Ocean Boulevard.~~ **- Minor Arterial**

The following undivided ~~major arterials~~ **roadways** include the following.

- ~~North County Road and South Ocean Boulevard.~~ **- Minor Collector**
- ~~South County Road and South Ocean Boulevard.~~ **- Major Collector**
- ~~Southern Boulevard and South Ocean Boulevard.~~ **(SR 80) – Minor Arterial**
- ~~South County Road and Bradley Place/~~**Cocoanut Row – Minor Collector**

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Maps 2.4 provides the roadway responsibility by state, county and local governments. Undivided collectors include Coconut Row and South Ocean Boulevard. The remaining within the Town are classified as Local Streets. In addition, Maps 2.5 and 2.6 of the Map Series identifies bicycle and pedestrian facilities.

There are four main bridges crossing the Intracoastal Waterway and connecting the Town to the mainland; these are:

- Flagler Memorial Bridge
- Royal Park Bridge
- Southern Boulevard Bridge
- Robert A. Harris Memorial Bridge (Lake Worth Road)

Aside from these bridges, the major traffic generators in the Town are limited to the two major commercial areas that include the following geographical areas.

- **The northern commercial area encompasses Royal Poinciana Way, Sunrise and Sunset Avenues, Bradley Place, North County Road, and the Royal Poinciana Plaza.**
- **The Midtown area which includes the retail concentrations along South County Road, Peruvian Avenue, Worth Avenue, and the office area along Royal Palm Way.**

Level of Service Standard

Level of Service (LOS) is a representation of the traffic congestion on a roadway. The Town sets the Level of Service standard for Town roads. Palm Beach County has the Article 12 Palm Beach County Traffic Performance Standards (TPS) Ordinance that applies countywide to County thoroughfares and State roads that are not part of the Florida Intrastate Highway System (FIHS). The State sets the standards for FIHS roads. The Town may set Levels of Service higher than the County or State for County and State roads, but it may not adopt a lower standard without State and/or County agreement.

Maintaining concurrency is a term used to describe the situation where there is capacity on roadways to accommodate traffic without reducing the level of service below the adopted standard. This requires ~~predicting~~ **evaluation of** how proposed development will affect traffic congestion. Studies have been conducted to develop formulas for predicting the number of trips various land uses will generate. Computer models ~~modeling software~~ **has** been created to ~~try and predict~~ **evaluate** how many vehicles will use ~~which~~ **certain** roadways to get between various land uses. Short term ~~predictions~~ **evaluations** can be fairly accurate, but long-term ~~predictions~~ **often are not ones may vary.**

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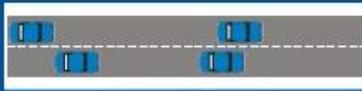
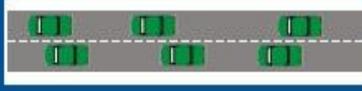
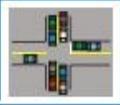
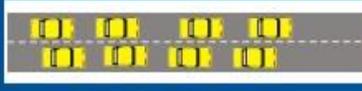
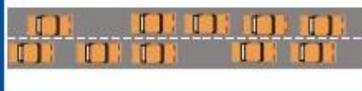
By convention, the Level of Service is written as “LOS” when accompanying a letter standard, as illustrated below.

- LOS “A”: Highest LOS which describes primarily free-flow traffic operations at average travel speeds. Vehicles are completely unimpeded in their ability to maneuver within the traffic stream. Stopped delay at intersections ~~in~~ is minimal.
- LOS “B”: Represents reasonably unimpeded traffic flow operations at average travel speeds. The ability to maneuver within the traffic stream is only slightly restricted.
- LOS “C”: Represents stable traffic flow operations. However, the ability to maneuver and change lanes may be more restricted than in LOS B, and longer queues and/or adverse signal coordination may contribute to lower average speeds.

What is Level of Service (LOS)?

Level of Service is a quantitative measure of traffic operational conditions. Ranges of operation are defined for each type of roadway section (signalized intersections, freeways, ramp junctions and weaving sections) and are related to the amount of traffic demand at a given time as compared to the capacity of that type of roadway section.

Six levels of service are defined for each type of roadway section and are given letter designations from A to F, with A representing good operating conditions and F representing unsatisfactory operating conditions.

Intersection					Roadway
<ul style="list-style-type: none"> • Highly stable, free-flow condition with little or no congestion • Delay: <10 seconds/vehicle 		LOS A		<ul style="list-style-type: none"> • Free flowing • Uninterrupted vehicle 	
<ul style="list-style-type: none"> • Stable, free-flow condition with little congestion • Delay: 10 to 20 seconds/vehicle 		LOS B		<ul style="list-style-type: none"> • Stable flow • Other vehicles are more noticeable 	
<ul style="list-style-type: none"> • Free-flow condition with moderate congestion • Delay: 20 to 35 seconds/vehicle 		LOS C		<ul style="list-style-type: none"> • Stable flow • Vehicle operations affected by other vehicles 	
<ul style="list-style-type: none"> • Approaching unstable condition with increasing congestion • Delay: 35 to 55 seconds/vehicle 		LOS D		<ul style="list-style-type: none"> • High density free flow • Operation of vehicle is affected by other vehicles 	
<ul style="list-style-type: none"> • Unstable, congested condition • Delay: 55 to 80 seconds/vehicle 		LOS E		<ul style="list-style-type: none"> • High density traffic flow, nearing capacity • Operating conditions are extremely poor 	
<ul style="list-style-type: none"> • Stop and go • Delay: >80 seconds/vehicle 		LOS F		<ul style="list-style-type: none"> • Forced or breakdown flow • Amount of traffic exceeds capacity 	

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- LOS “D”: Borders on a range in which small increases in traffic flow may cause substantial increase in approach delay and hence a decrease in speed. This may be due to adverse signal progression, inappropriate signal timing, high volumes, or some combination of these.
- LOS “E”: Represents traffic flow characterized by significant delays and lower operating speeds. Such operations are caused by some combination of adverse progression, high signal density, extensive queuing at critical intersections, and inappropriate signal timing.
- LOS “F”: Represents traffic flow characterized by extremely low speeds. Intersection congestion is likely at critical signalized intersections, resulting in high approach delays. Adverse signal progression is frequently a contributor to this condition.

For the 2017 Comprehensive Plan, Based on the data prepared by Kimley-Horn & Associates and by Progressive Design & Engineering as outlined in the Table above, collected data on the yearly peak season daily traffic volumes and determined a have remained steady or increased slightly in traffic between 2010 and 2015. Therefore, At that time, it was expected that the Town would be able to meet its current adopted levels of service standards. While some locations along SR A1A may experience traffic levels in excess of the adopted level of service, as a whole traffic levels on A1A will remain within level of service E. However, Table 2.2 illustrates that the LOS for Southern Boulevard and SR A1A have declined to a LOS F, Royal Poinciana Way east of Coconut went from a LOS C to a LOS D, and Bradley Place north of Royal Poinciana Way from a LOS D to a LOS E.

In the past, the Town filed a lawsuit against the City of West Palm Beach for not sharing traffic data related to the West Palm Beach Downtown Master Plan so that the Town can analyze and plan for the mitigation of negative effects which may be encountered by the Town resulting from the increased traffic which will most likely be created from increased development and traffic calming measures. In the past, the Town has also objected to those portions of West Palm Beach’s proposed Downtown Master Plan which decreased traffic volumes on major roadways in the City of West Palm Beach, and may result in increased traffic volumes and exacerbation of traffic congestion on major roads in the Town, including SR 80, SR A1A, Royal Palm Way and Royal Poinciana Way.

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**TABLE #1-2.1 DAILY PEAK SEASON TRAFFIC COUNTS SELECTED LOCATIONS
2015-2008-2015**

#	Street Segment	Facility Type	1997 ² LOS	2007 ²	2009 ²	2010 ²	2011 ²	2015 ¹	
								Count	LOS
1	Southern Blvd. (W of SR A1A)	2L ART Undiv.	E	14,452	13,445	12,730	13,215	15,079	E
2	SR A1A (N of Via Del Lago)	2L ART Undiv.	E	17,026	14,894	14,091	13,767	15,057	E
3	SR A1A (S of Via Pelicano)	2L ART Undiv.		12,615	10,107	9,990	10,213	10,636	D
4	Ocean Blvd. (N. of El)	2LCOLL Undiv.	D	12,406	10,634	9,368	9,176	9,985	D
5	S. County Rd. (N. of	4L ART Undiv.	D	10,108	9,963	9,753	11,359	9,919	C
6	N. County Rd. (N. of Breakers	4L ART Undiv.	D	15,930	14,162	13,590	13,695	15,431	D
7	N. County Rd. (N of Royal Poinciana Way)	4L ART Undiv.	D	14,666	14,407	13,712	14,908	13,070	D
8	Cocoanut Row (S of	2LCOLL Undiv.	E	9,054	8,262	8,296	8,079	8,639	D
9	Cocoanut Row (N of	2LCOLL Undiv.		9,975	8,716	8,567	8,245	8,895	D
10	Bradley Pl. (N. of Royal Poinciana Way)	2LCOLL Undiv.		16,052	14,084	13,351	14,324	12,279	D
11	Royal Palm Way (E of	4L ART Divided	D	17,292	16,240	15,641	15,340	17,289	D
12	Royal Palm Way (W of	4L ART Divided		19,210	17,992	17,374	17,076	18,821	D
13	Royal Poinciana Way (W of Cocoanut Row)	4L ART Divided	D	N/A	N/A	N/A	N/A	16,681	D
14	Royal Poinciana Way (W of County Rd.)	4L ART Divided		14,296	13,074	12,223	12,869	10,501	C

SOURCE: ¹Kimley-Horn and Associates, 2016; ²Progressive Design & Engineering

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Because It should also be noted that the area of concern on SR A1A is characterized by a section of roadway ~~which~~ that offers motorists a magnificent scenic vista of the Atlantic Ocean on the east and beautiful estate residences on the west. This view causes sightseers and tourists to slow down and is often the cause of congestion. As mitigation is therefore limited, there is no feasible opportunity to widen segments of these roadways that are now operating at LOS "E" "F" during the peak season., ~~these segments will continue to operate at "E" during the peak season peak hour for the foreseeable future.~~

Additionally, with former President Trump's tenure as President of the United States during 2017-2020, S.R. A1A along the corridor from Mar-a-Lago onto Southern Boulevard witnessed extreme traffic congestion for security reasons. This situation is projected to continue following the completion of his service due to the need for the Secret Service for the remainder of his lifetime. The Town should explore creative solutions to improve the level of service in this area.

~~Consequently, in order to recognize the limited development potential of the little remaining vacant land in Palm Beach, the Town will adopt a Level of Service for SR A1A and Southern Boulevard of "E" for the peak season peak hour. This is believed to be sufficient to accommodate the limited amount of residential growth expected during the planning period.~~

The Town's minimum level of service standard for peak season peak hour on Royal Poinciana Way shall be "D"; for Cocoanut Row and Bradley Place it shall be "E". Currently, the minimum peak season, peak hour level of service standard on all other collector or arterial roadways in the Town shall be a LOS "D". The Town should consider collecting daily traffic counts for those roadways that are not listed in Table 2.2 but are considered key local transportation corridors to determine the current LOS. Should those roadways be determined to be better than a LOS "D", the Town should consider adjusting the LOS standards in order to maintain the existing LOS.

~~In the past, the Town filed a lawsuit against the City of West Palm Beach for not sharing traffic data related to the West Palm Beach Downtown Master Plan so that the Town can analyze and plan for the mitigation of negative effects which may be encountered by the Town resulting from the increased traffic which will most likely be created from increased development and traffic calming measures. In the past, the Town has also objected to those portions of West Palm Beach's proposed Downtown Master Plan which decreased traffic volumes on major roadways in the City of West Palm Beach, and may result in increased traffic volumes and exacerbation of traffic congestion on major roads in the Town, including SR 80, SR A1A, Royal Palm Way and Royal Poinciana Way.~~

~~Sound traffic engineering and parking procedures are continually being implemented by the Town to ensure that safe and convenient on-site and off-street parking operations are maintained.~~

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TABLE 2.3 LONG RANGE GROWTH PROJECTIONS AT SELECTED LOCATIONS

2017-2044

#	Street Segment	Facility Type	2017-2044								2044 LOS
			2017	2018	2019	2020	2022	2023	2024	2044	
1	Southern Blvd (West of SR-A1A)	2L ART Undivided	13,606	12,457	12,040	11,621	13,388	15,081	16,445	19,905	F
2	SR A1A (North of Via Del Lago)	2L ART Undivided	14,256	13,778	12,507	12,185	14,454	15,422	16,788	20,320	F
3	SR A1A (South of Via Pelicano)	2L ART Undivided	9,792	10,394	8,714	8,686	10,654	11,011	11,932	14,443	D
4	Ocean Boulevard (North of El Vedado Road)	2L COLL Undivided	9,419	9,506	8,344	8,193	11,069	10,251	11,499	13,918	E
5	South County Road (North of Peruvian Avenue)	4L ART Undivided	9,287	9,327	11,481	11,918	10,548	10,273	10,627	12,863	D
6	North County Road (North of Breakers Row)	4L ART Undivided	15,589	14,966	13,284	13,928	15,308	15,138	16,765	20,293	D
7	North County Road (North of Royal Poinciana Way)	4L ART Undivided	13,084	14,837	12,956	14,060	15,193	15,198	16,771	20,300	D
8	Cocoanut Row (South of Seabreeze Avenue)	2L COLL Undivided	9,010	8,849	N/A	8,636	9,469	9,477	8,922	10,800	D
9	Cocoanut Row (North of Whitehall Way)	2L COLL Undivided	9,074	9,243	9,101	9,258	9,940	10,426	9,818	11,884	D
10	Bradley Place (North of Royal Poinciana Way)	2L COLL Undivided	11,809	12,954	12,425	13,092	13,811	13,291	14,038	16,992	F
11	Royal Palm Way (East of Hibiscus Avenue)	4L ART Divided	17,603	16,351	15,667	15,670	17,311	16,392	18,057	21,856	D
12	Royal Palm Way (West of Hibiscus Avenue)	4L ART Divided	19,043	17,342	21,970	22,142	19,405	18,527	19,976	24,180	D
13	Royal Poinciana Way (West of Cocoanut Row)	4L ART Divided	13,235	20,245	20,178	21,023	22,118	22,867	23,037	27,885	D
14	Royal Poinciana Way (West of County Road)	4L ART Divided	7,859	13,056	11,634	11,788	13,784	14,246	15,393	18,631	D

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acquisition and/or improved use of existing and future rights-of-way whenever possible. For the most part, potential for additional right-of-way acquisition is limited to that available at the time new development or redevelopment is approved.

Future Levels of Service

Annual traffic counts for the specific 14 road segments have been collected to determine trends in traffic circulation in the Town. As display on Table 2.2, the existing and future levels of service on all State roadways **within the Town** satisfy FDOT requirements **except for the following links:**

- **Southern Boulevard west of SR A1A**
- **SR A1A (South Ocean Boulevard) from South County Road to Southern Boulevard**

All other State roadways and The existing and future levels of service on all regionally significant roadways within the Town **meet the adopted level of service in the existing condition and in the long-range planning horizon.** satisfy TCRPC requirements with the exception of Ocean Boulevard (SR A1A) between Southern Boulevard and County Road and Southern Boulevard within the Town limits. The Town has studied these roadway segments **that do not meet the adopted level of service standard** and determined that the most promising **effective** methods for alleviating traffic congestion problems are continuing operational improvements and Transportation Demand Management (TDM) efforts **measures** within the Town. The Town should **enhance coordination of traffic operations related normal operations and during special events at Mar-A-Lago, including** and limiting the amount of traffic entering from outside the Town, primarily on Southern Boulevard. Capacity improvements on major roadways within the Town are not feasible due to physical **available right-of-way**, environmental and policy constraints.

Regionally Significant Roadways

Growth of the Town's population, over many decades, and now built out, has contributed to the traffic and parking concerns. An additional factor has continued to be the exponential growth of the surrounding area. **Palm Beach County's population has grown from less than 400,000 in 1980 to over 1.5 million in 2023.** The rapid growth in the regional population can be expected to continue throughout the planning period. Additionally, a critical demographic condition affecting demands on the traffic circulation system for the Town of Palm Beach is the annual fluctuation of population that occurs with transient visitors and seasonal residents. The seasonal fluctuation is important to ensure systems can handle recurring seasonal demands not present the rest of the year. In addition, Town roadways have been impacted from **by** developments in **downtown West Palm Beach and other** neighboring-communities.

Traffic Circulation Analysis

Traffic circulation in Palm Beach is mainly influenced by the four connecting bridges from the mainland, two of which feed directly to the Town's two major commercial areas.

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Due to geographical constraints, the Town's existing roadway network does not lend itself to major improvements to increase capacity. ~~As in most communities approaching build-out, development has occurred immediately adjacent to the rights of way, virtually precluding any major network improvements.~~

~~In assessing and analyzing traffic circulation service and capacities, the basic "level of service" methodology was utilized, along with recent and historical traffic volume data.~~

~~Traffic signals in the center of the Town are computer synchronized. However, there are no signals on SR A1A south of Hammon Avenue all the way to Lake Worth Road, a distance of nearly six miles. Also, there are no traffic signals on Southern Boulevard within the Town.~~

To improve safety and traffic flow, the Town completed an intersection/triangle visibility study in 2005 that inventoried and recommended regulations to deal with vegetation, walls and other impediments to motorist visibility of oncoming traffic. In 2009 the Town modified regulations related to intersection sight triangles to the Town Code. ~~While the Town has not adopted a "joint use access" provision as suggested in Policy 1.2, j~~Joint access is permitted upon review and approval by the Director of Public Works. Access is limited to the minor roadway when a lot has frontage on both a major and minor roadway.

EXISTING SYSTEM DEFICIENCIES

~~Although traffic volumes fluctuate, average annual daily traffic has generally decreased slightly over the past five years. Given the fact that there is very little vacant land available, there does not appear to be further potential for substantial increases in traffic volumes generated by new development, although traffic will likely increase as surrounding areas develop or redevelop to higher intensity.~~

~~While the Town has taken numerous steps to ameliorate traffic and parking problems, they persist in selected areas, chiefly during the peak winter tourist months. Of particular concern are the Royal Park, Flagler Memorial, and Southern Boulevard bridges during the morning and afternoon "rush hours", and the Town Center and Royal Poinciana commercial areas. Traffic and parking conflicts continue, particularly in residential districts adjacent to these commercial districts or the beach areas.~~

~~Town staff is continually addressing localized traffic circulation problems, or implementing traffic operation improvements, to increase capacity and safety at points of congestion.~~

~~Traffic volume data indicate that all major roadways operate at Level of Service "D" or better during peak periods except for Southern Boulevard which operates at Level of Service "E" during the AM and PM Peak Hour as well as SR A1A north of Via Del Lago which operates at a Level of Service "E" during the PM Peak Hour.~~

~~Areas which local knowledge and field inspection indicate are of particular concern include the Worth Avenue and South County Road commercial areas, and the Royal Park, Flagler Memorial,~~

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and Southern Boulevard bridges during morning and evening peak hours, primarily due to the bridge openings. The Town has observed that the timed bridge openings during the peak season help to mitigate traffic congestion. To a lesser degree, congestion also develops in the commercial areas during the mid-day hours (11 a.m. — 1 p.m.). Map II-2 identifies the principal areas of traffic and parking problems in the Town.

In 2023, the Town of Palm Beach Town Council commissioned The Corradino Group, a transportation consulting firm, to perform a traffic and parking analysis that began as a focus on the impacts of restaurants, but the study area eventually extended to include Origin and Destination data that encompasses residential, recreational, commercial activities, and beaches. The report titled “Town of Palm Beach Traffic Analyses and Commercial Areas Parking Study” findings are provided within the subject Transportation Element, including the Parking Sub-Element, Data and Analysis.

The Corradino Group and the Town of Palm Beach partnered with Streetlight Data to obtain a subscription to a license for access to data available through the StreetLight InSight Data platform. StreetLight InSight subscribers can access customized analytics like Origin-Destination, select link, travel time, speed percentiles, routing, and more. StreetLight Data is a technology platform that gathers and reviews data obtained from Connected Vehicle Data (CVD), GPS data, smart phones data and commercial truck data on a daily, weekly, or monthly basis. It allows subscribers to select zones or roadways and analyze where travel originates and ends.

Corradino utilized the StreetLight InSight Data platform using 44 traffic analysis zones defined by the area type to aid in the evaluation of the origins and destinations from external and internal trips. Streetlight Data was evaluated to determine the current traffic patterns in the Town for average weekday and weekend conditions. The analysis divided the Town into three district areas: North District, Central District and South District, and analyzed the following:

- **Determination of what percentage of the traffic is local traffic or traffic from outside the Town of Palm Beach.**
- **Determination of the distribution of traffic originating from each of entry points into the Town.**

The Corradino Group developed the traffic analysis zones in the StreetLight Data InSight data platform. As shown on Map 2.8, the OD Zones Analysis Map, which is also provided in the Map Series, depicts all 44 traffic analysis zones along with the three different districts.

- **Zone numbers 5, 11, 15 and 18 include Golf Clubs/Courses.**
- **Zone numbers 28, 29, 39 and 43 include commercial business strips.**
- **Zone numbers 41, 42 and 44 include the beach areas.**
- **And all other zones are categorized as residential zones.**

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TOWN OF PALM BEACH OD ZONES ANALYSIS



Map 2.8 OD Zones Analysis 1

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Based upon the results of the Origin-Destination Analysis, the following was determined:

- 1. A total one-way Annual Average Daily Traffic (AADT) of 38,400 trips come into the Town daily using the five entry points that included the four bridge causeways in addition to Ocean Boulevard at the south end of the town.**
- 2. A total of 11,247 average weekday trips are destined to the major attractors in the area (beaches, commercial areas and golf courses). These can include work trips and recreational trips.**
- 3. A total of 15,806 average weekend day trips destined to the major attractors in the area.**
- 4. On a typical weekday, the North District attracts mainly golf courses (2,410) and commercial area (1,531) trips. The Central District attracts mainly commercial area trips (2,190) and beach trips (969). The South District attracts mainly beach trips (3,741) and golf courses trips (313).**
- 5. On a typical weekend day, the types of trips each district attracts is similar to those of the weekday, except that the magnitude of trips are different. North District attracts mainly golf courses (2,477) and commercial area (1,625) trips. The Central District attracts mainly commercial area trips (1,749) and beach trips (1,543). The South District attracts mainly beach trips (8,052) and golf courses trips (314).**

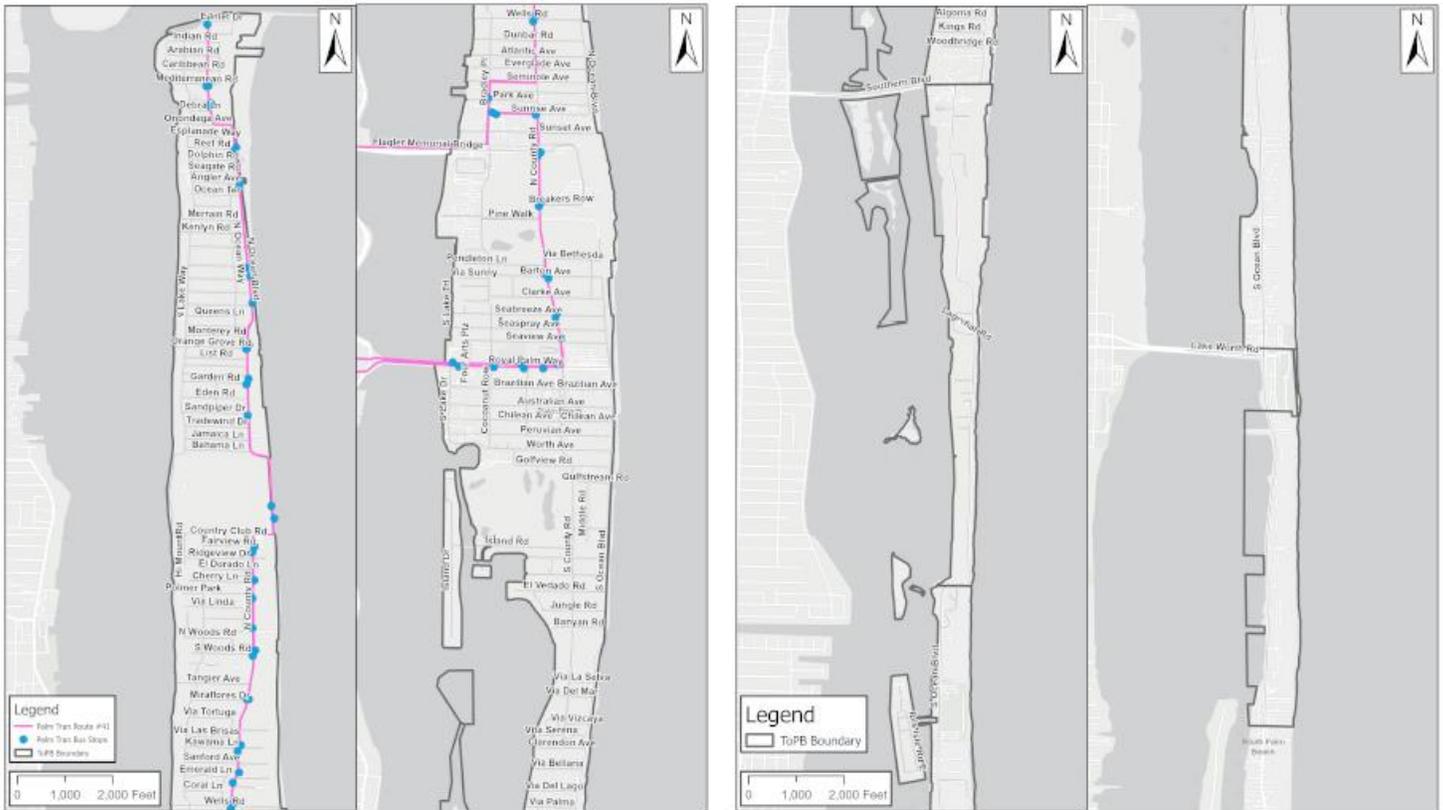
Traffic Signalization

The Town is currently working on the deployment of Adaptive Traffic Control Systems (ATCS) at all signalized intersections within the Town's jurisdiction. The objective of the ATCS is to provide optimized signal timing plans based on real-time traffic demands.

Multimodal Transportation Services

Public transit services, including disadvantaged services, are provided by PalmTran, the countywide system, which operates two bus routes that connect destinations within the Town to the City of West Palm Beach. The Town does not directly provide transit services. Map 2.7 of the Map Series shows the location of the existing PalmTran bus route. PalmTran, provides service to the Town of Palm Beach via Bus Route 41 which extends the length of the island and begins and ends at the Intermodal Transit Center in downtown West Palm Beach.

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Map 2.7 Public Transit Map

Since September 2021, the West Palm Beach Downtown Development Authority has partnered with Circuit to provide free rides within Downtown and the Town of Palm Beach (see Exhibit 2-5). Ridership has grown 63%, from 7,098 passengers in March 2022 to 11,606 unique passengers in March 2023. In that same time period, Circuit has provided 129,012 rides, leading to a reduction of approximately 70 metric tons of greenhouse gas emissions, and the creation of 37 jobs for local residents as managers, supervisors and drivers/ambassadors. In addition, since most of the rides are shared among passengers, this also reduces the total vehicle miles traveled on area streets in addition to reducing demand for limited parking.⁸

⁸ <https://downtownwpb.com/news/town-of-palm-beach-invests-in-pilot-expansion-of-free-circuit-on-demand-service/>

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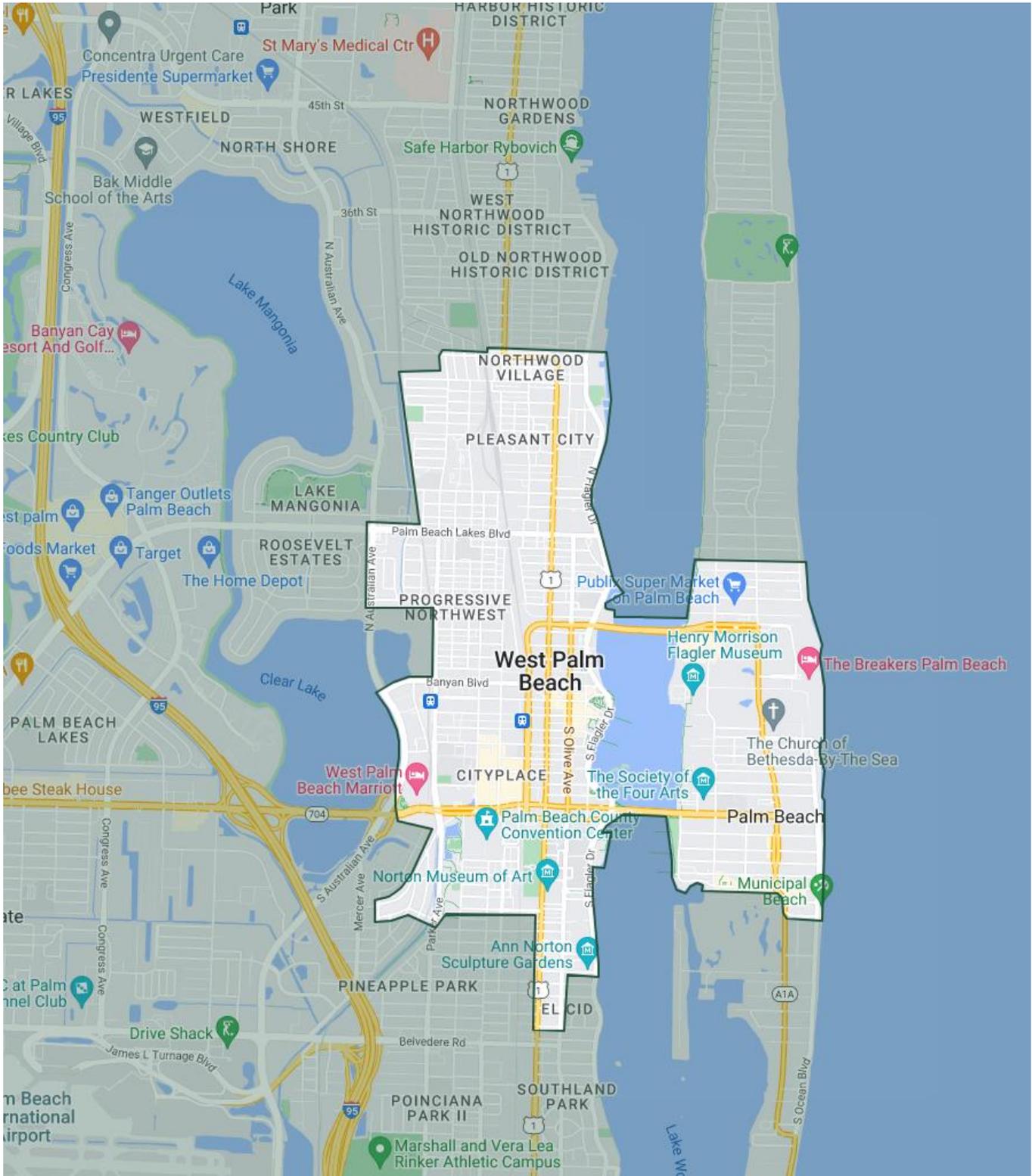


Exhibit 2-5 West Palm Beach Circuit Service Boundary

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Traffic Signage and Town-Wide Beautification

The issue of Traffic Signage and Clutter was addressed in a pilot program in 2004 where the signage situation on Royal Poinciana Way was evaluated and several problems identified. A working committee of staff assisted by volunteers identified that signs were sometimes repetitious, poorly located, often concealed by vegetation, aesthetically unpleasing, and confusing. There seemed to be a condition of “information overload” as well as an absence of coordination of the signage appurtenances. Often three or four signs were mounted on separate poles within a couple of feet of each other, when one or two mounting poles would suffice. The working committee also noted a lack of color coordination among signs, excessive overhead wires, shiny raw metal sign backs that caused glare, and ~~a number of~~ **several** other issues that contributed to a visual problem that could be improved.

Impacts of the Issue

~~Aside from the overall aesthetic improvement issue, the Town believes this program might have a positive overall effect on safety. “Information overload” and visual clutter may have a distracting effect on motorists, and to that extent aesthetic improvements may improve overall safety as well.~~

Unanticipated Changes in Circumstances

~~There have been no unanticipated changes in circumstances that have resulted in the consideration of this topic. Further, neither consideration of this topic nor any subsequent modifications to the Town’s goals, objectives and policies will result in any unanticipated changes in the existing circumstances as outlined in the Comprehensive Plan.~~

Resulting Problems or Opportunities

~~Problems associated with open space and beautification and traffic signage and clutter should be limited to initial construction related difficulties.~~

~~Opportunities include community wide aesthetic improvement and enhanced appearance, and overall safety improvement through the reduction of confusing signage and messaging.~~

PARKING SUB-ELEMENT

Parking in the Town of Palm Beach has been an identified issue since the 1929 Town Plan. The previous comprehensive traffic and parking study titled “the Traffic and Parking Improvement Plan” prepared by American Consulting Engineers of Florida, Town’s consulting engineers in 2006 indicated that in certain instances insufficient parking may be affecting the ability of residents and others to safely and conveniently access **safely and conveniently recreational (including the municipal docks) and school facilities. **The Study of 2006 also recognized that** bridge openings at the Royal Park and Flagler Memorial Bridges needed to be synchronized to be consistent with peak seasonal operations.**

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As the Town of Palm Beach has continued to be a destination for visitors for its natural and architectural beauty, shops, and restaurants, parking availability and utilization have continued to affect the daily life of the Town’s residents. In response to resident concern over parking, parking goals were established during the strategic planning process and incorporated in the Town of Palm Beach Strategic Plan. The parking goals include the following:

- **Availability and Accessibility**
- **Safety and Security**
- **Uniformity and Consistency**
- **Best Use of Inventory**
- **Data-driven Decision Making**



Sunrise Avenue Street parking

The parking analysis portion of the Town of Palm Beach Traffic Analysis and Commercial Parking Study commissioned by the Town Council in 2023 focused on the commercial areas with an emphasis on parking management. The study area examined the land designated as Commercial, divided further by zoning district, and included the following.

- **Commercial Offices (C-B)**
- **Commercial Office, Professional, Institutional (C-OPI),**
- **Commercial Planned Center (C-PC),**
- **Commercial Town Serving (C-TS),**
- **Commercial, Worth Avenue (C-WA).**
- **In addition to a few private lots, garages, and valet operations.**

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The Study area distinguished the South and North Commercial Parking Districts as displayed on Exhibit 2-6. For each district, two types of parking data were collected:

1. **Parking Accumulation Data/Studies**
2. **Parking Occupancy Data/Studies.**

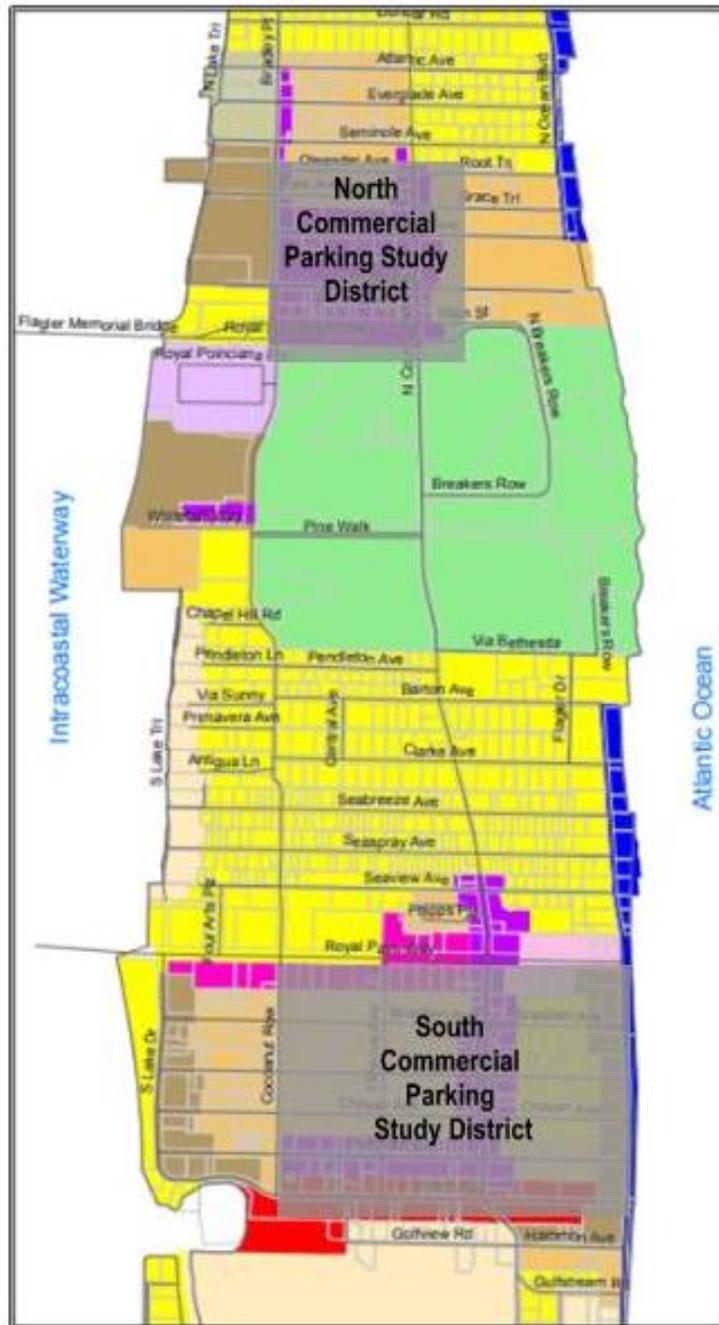


Exhibit 2-6 Parking Districts

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For each district, two forms of parking data were collected, accumulation studies and occupancy studies. Accumulation Studies are a “snapshot” of conditions that measure the occupancy of available spaces. If there is high utilization, above 90%, then either more spaces are needed or a management and information system is needed to direct people to available spaces; however, a small percentage of excess spaces at any given time during peak hours is necessary to maintain a high quality of service for providing adequate parking to satisfy the mobility of parking demand.

The South Commercial Parking Study District, displayed on Exhibit 2-7, includes a total of 1,188 on-street parking spaces from South Lake Drive to South Ocean Boulevard and from Royal Palm Way to Worth Avenue. The actual study area is smaller in that it does not include Royal Palm Way, South Ocean Boulevard, and South Lake Drive or the segment of east-west streets from Coconut Row to South Lake Drive. These areas include 718 on-street parking spaces. For the entire area, of the 1,188 on-street parking spaces, roughly 70% are available to the public for self-parking, with the rest reserved for commercial and passenger loading, valet areas, or reserved for residential permit holders.



Exhibit 2-7 South Parking Study District

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Ownership patterns and proprietary restrictions on off-street spaces cause a similar reduction of public parking supply on off-street locations. In total 1,350 off-street spaces are available in the South District; however, only 895 (66%) are available for public self-parking. In total, the restrictions lower the publicly available parking supply by 35% in the South Parking Study District.

In the North Commercial Parking Study District, shown in Exhibit 2.8, on-street parking is less impacted by restrictions. There are 220 on-street parking spaces in total, and only 9 are regulated as commercial and passenger loading zones, or as taxi stands, leaving 96% available for public self-parking. Of the 502 off-street spaces, 386 (77%) are publicly available for self-parking.

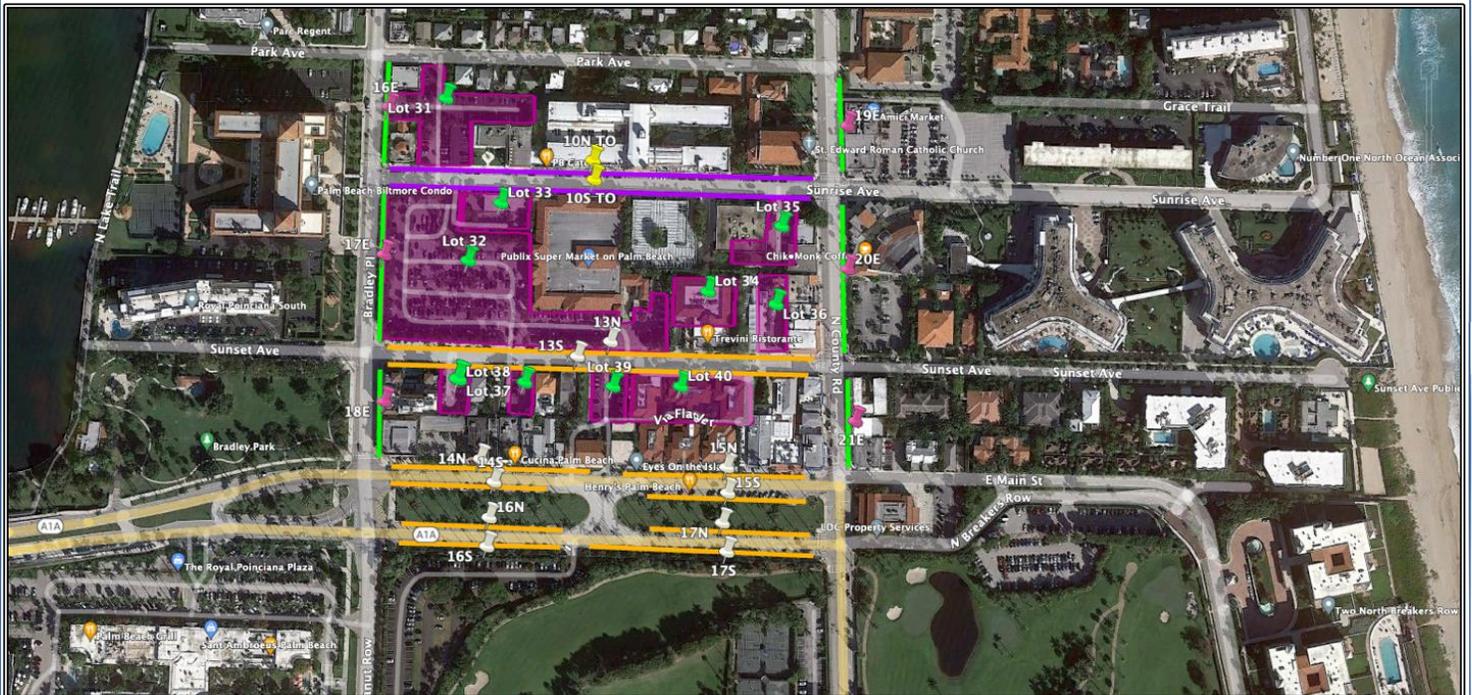


Exhibit 2.8 North Parking Study District

The study also examined Chapter 134, Article IX, Off-Street Parking and Loading, and compared the regulations with three similar communities to determine if parking standards need to be modernized to fit contemporary forms of development, as well as contemporary travel and vehicle usage patterns. Existing and future parking deficiencies were identified within the area of the study based on existing development, and for future conditions based on near-term projected development scenarios.

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Valet parking is prevalent within the midtown section of the Town. These services are necessary as parking is limited and as a result can be inconvenient. The Town of Palm Beach Police Department administers the valet parking agreements with private businesses and one with the Preservation Foundation. Currently, there are 32 such valet parking agreements. The valet parking agreements identify the locations of parking spaces that each establishment has been authorized to use per their approved parking plan.

As detailed, parking is a premium in the Town of Palm Beach. The cumulation of resident complaints led to the Town Council in 2022 directing the Town of Palm Beach Business and Administrative Committee to examine the parking problem. What resulted has been a proposed Six-Point-Parking Program, referred to as Palm Beach ParkMobile Expansion.

- Part 1: Expansion of paid parking in the business district, from Barton Avenue to Hammon Avenue
- Part 2: Palm Beach Resident Parking Decals
- Part 3: Valet Parking on Worth Avenue and South County Road
- Part 4: Signage to direct drivers to Parking Opportunities
- Part 5: Free 30-minute Parking Spaces for added Convenience
- Part 6: Long-term Goal of Building a Parking Facility in the Business District

The parking recommendations proposed by the Traffic and Commercial Parking Study align with the 6 key points of the Parking Program.

SUMMARY

Due to the geographic and developmental limitations, the traffic circulation system in the Town is limited in the ability to physically change the roadway network to improve vehicular circulation. The Town should consider the data and conclusions of the Traffic Analysis and Commercial Parking Study prepared by The Corradino Group and make applicable policy decisions to better manage existing and future parking conditions. The Town should focus on improvements that are operational in nature, such as traffic signalization, transportation demand management measures, alternative modes of transportation, and continued controlled bridge openings during peak hours. Additionally, applications for development or modifications to existing uses within the Town should continue to undergo a review of site-specific traffic impacts.

Creative solutions to improve the level of service are recommended for those segments that are currently or projected to fail in the long-range planning horizon; those being Southern Boulevard SR 80, and SR A1A, north of Via Del Lago. It is believed that traffic congestion has been heightened in that area as a result of daily Secret Service activity and large events at Mar-A-Lago, along the two failing segments, S.R. A1A and Southern Boulevard.

It is also suggested that trip counts for those roadways that are not listed in Table 2.1 and Table 2.2 but are considered key local transportation corridors be conducted to determine

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the current LOS. Should it be determined that those roadways are better than the Town LOS standard of “D”, the Town should consider adjusting the LOS to maintain the existing LOS for those roadways.

To improve the quality of life for Town residents, an opportunity to engage the Business and Administrative Committee (BAC) to evaluate the recommendations of the Traffic Analysis and Commercial Parking Study to development traffic management strategies should be considered. Additionally, it is anticipated that there may be modifications to the land development and parking regulations to address local changes to the parking conditions and prevent future deterioration. The ParkMobile Expansion program should also be further evaluated in concert with the Valet Parking Plans that are reviewed annually.