



TOWN OF PALM BEACH
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PLANNING, ZONING, & BUILDING DEPARTMENT
PZ&B Staff Memorandum: Planning and Zoning Commission Meeting

TO: Chair and Members of the Commission

THRU: Wayne Bergman, MCP, LEED® AP, Director of Planning, Zoning & Building

FROM: Jennifer Hofmeister-Drew, AICP, LCAM, Planner III

SUBJECT: Breakers PUD Resolution and Standards for Approval

MEETING: March 6, 2025

RECOMMENDATION

The Planning, Zoning and Building (PZB) Department is requesting the Planning and Zoning Commission (PZC) review the standards for Planned Unit Development (PUD) approval for the Breakers PUD amendment and make a recommendation to the Town Council.

GENERAL INFORMATION

The subject PUD amendment, provided as draft Resolution No. 006-2025 and attached as Exhibit A, seeks to amend the original Resolution No. 6-71 for the Breakers Planned Unit Development (PUD-A). The proposed amendment involves two applications under separate Design Review Commission authorities. The applications are combination projects requiring the Architectural Review Commission (ARCOM) approval for the new FEC construction with Town Council approval for the special exceptions for a structure over two stories and for a facility using ball backboard and sports courts. The Landmarks Preservation Commission (LPC) approval is for the parking structure within a Landmark Preservation Sight Easement with Town Council approval of the special exception and site plan and a variance to allow tandem parking.

Please note, that the Beach Club amendment to enclose retractable windows and doors was approved with conditions at the February 26, 2025 AROM meeting. At that same meeting, ARCOM deferred their review of the FEC to the April 23, 2025 meeting. The LPC approved the Central Park plans for the parking structure at their February 19, 2025 meeting. As the amendment involves the conversion of uses that have been vested with the original approval, a traffic impact analysis was conducted by the applicant and peer reviewed by the Corradino Group, one of the Town's Traffic Consultant.

The Family Entertainment Center (FEC)

The existing FEC two-story building consists of 17,176 square feet and was constructed in the 1960s. Plans call for the demolition of the original building and the construction of a new three story 49,138 square foot structure with a basement. The existing restaurant, the Italian Restaurant, is currently approved and licensed for 125 seats. The proposal seeks to increase that number to 154. The accessory uses proposed for the FEC building include a new restaurant dining “food hall”, new fitness center, offices, eight lane bowling center, golf simulators, new game hall and arcade spaces, a children’s activity studio, a miniature golf course, a basketball court, a bocce court, a ball pitch area, shuffleboard courts, a playground with shade structures, and a great-lawn multi-purpose space. A pedestrian bridge is also proposed to connect the third floor to the upper floor of the Beach Club, over the private Breakers Row drive and parking area. The applicant has submitted for two Special Exception Uses. Pursuant to Code Section 134-622(2), a Special Exception Use is required for any commercial structure over two stories. As the outdoor recreational area is proposing a facility using ball backboard and sports courts, Special Exception Use is required per Code Section 134-1759(d) and (e).

Central Park Parking Garage

The Breakers Hotel Complex was added to the National Register of Historic Places in 1973. In 1983, Resolution 34-83 was passed and adopted by the Town of Palm Beach to landmark The Breakers Hotel. A Landmark Preservation Sight Easement was also established westward from the hotel building towards South County Road. The Certificate of Appropriateness is required for the proposed parking structure as it is within the Landmark Preservation Sight Easement. The proposed parking structure will be generally located within the existing surface parking area. It will consist of one level of subterranean parking and one at-grade surface-level parking area with a variance to Code Section 134-2172 to allow 124 tandem parking spaces. Additional improvements include support buildings, realignments of North Breakers Row, golf course changes, as well as landscape and hardscape modifications.

Vesting and Conversion of Use

The Breakers was originally approved as a Planned Unit Development on March 31, 1971. In 1998, (Resolution No. 1-98) a 4,190 square-foot second-story fitness center facility for the Beach Club was constructed resulting in 7,431 square feet of accessory hotel space being retained in The Breakers PUD. There are presently 251 vested residential units remaining in The Breakers PUD and every one (1) residential unit equals 1,500 square feet of hotel accessory use, pursuant to Resolution No. 60-2016. The current proposal for the new FEC will result in a 31,962 square foot increase. This increase will be offset by the remaining and previously approved 7,431 square feet of unbuilt Beach Club space and the conversion of use with the elimination of 17 of the approved 251 dwelling units for The Breakers PUD. The conversion of residential units to accessory hotel space results in 969 square feet of remaining hotel accessory use space.

The Equivalency Table is shown below:

BREAKERS PUD CONVERSION TABLE		
Residential Dwelling Units (DU's)	Beach Club	FEC
251 vested DU's minus: the conversion of 17 DU's to accessory hotel uses (25,500 SF)	7,431 square feet of approved but unbuilt space transferred to the proposed FEC	49,138 SF proposed minus: 17,176 SF of the existing FEC to be demolished. 7,431 SF transferred from the Beach Club 25,500 SF from converted Residential Units
234 Remaining Vested DU's	No vested rights remain with the Beach Club	969 SF will remain vested for the FEC



Existing PUD Master Plan

Compliance with the PUD Division 4. Standards

In accordance with the Planned Unit Development Procedures, specifically, Division 4, the Town Council may approve a PUD only if it finds that the PUD satisfies all of the standards in Division 4. Those standards include General, Design, Landscape Design, Circulation System Design, and Parking and Loading Standards. Responses to the standards are provided on the following pages.

Sec. 134-687. General standards.

- (a) The planned unit development shall be consistent with the regulations governing planned unit developments as set forth within Division 3 of this Article. *Following submission of this amendment to the Breakers PUD, it was discovered that the Breakers has been operating a private club which approval has not been sought nor granted by the Town Council. In order for the Breakers PUD to maintain consistency with Division 3 of Article V, Planned Unit Development Procedures, an application shall be submitted to the Director of Planning, Zoning and Building and approved by the Town Council.*¹
- (b) The planned unit development plan shall be consistent with the Palm Beach Comprehensive Plan. *The Breakers PUD, as submitted with the modifications thereto, is consistent with the Comprehensive Plan, as long as the conditions stated in the forthcoming required Agreement (potential Declaration of Use Agreement) with the Town are met.*
- (c) The planned unit development shall provide for an effective and unified treatment of the development possibilities on the project site making appropriate provision for the preservation of scenic features and amenities of the site and the surrounding areas. *The Breakers PUD comprises a variety of accessory uses and amenities to the primary use of a hotel that aesthetically complement each other. Additionally, the PUD preserves open space and the Landmarked scenic vista.*
- (d) The planned unit development shall be planned and developed to harmonize with any existing or proposed development in the area surrounding the project site. *The Breakers PUD has over the 50 plus years with multiple amendments to original PUD been developed in accordance with the approvals granted by ARCOM, LPC, and Town Council.*

Sec. 134-688. Design standards.

- (a) In a planned unit development, all buildings in the layout and design shall be an integral part of the development and shall have convenient access to and from adjacent uses and blocks. *The Breakers PUD was originally approved in 1971 and a number of amendments to the original PUD have been made piecemeal throughout the 50 plus year period. As such, PZB staff has informed the Applicant that the Town will be placing a condition of the approval that within 90 days of approval, a Master Plan will be submitted detailing the ingress and egress into the Breakers, the vehicular, pedestrian, and golf cart circulation system, and the layout of buildings, uses and design, among other items yet to be determined to demonstrate convenient and safe access throughout the PUD. A replat on the entire Breakers property must be submitted to the Director of the Planning, Zoning & Building*

Sec. 134-622 (2) states the permitted land uses in PUD-A district are any use permitted in the C-TS, C-WA, C-OPI or C-PC commercial district. Private Clubs are not permitted uses in the C-TS, C-WA, and C-PC Zoning Districts, but rather they are Special Exception Uses in these zoning districts. Private Clubs are not a permitted use nor are they Special Exception Uses in the C-OPI or C-CB zoning districts.

Department within 60 days of the approval of the Master Plan.

- (b) Individual buildings shall be related to each other in design, masses, materials, placement and connections to provide a visually and physically integrated development. *The new FEC building has been designed to be compatible with the existing structures and architectural style of The Breakers. Stucco finishes are proposed to match the hotel and other buildings on site, roof is proposed in clay barrel tile with rafters proposed in wood or stone. Mechanical equipment is proposed to be screened on the rooftop. The west elevation will include a continuous loggia with arched openings, connecting to a covered walk at the northern end of the site, providing cover from guests as they move between the new structure and the hotel or Beach Club. A pedestrian bridge is proposed to connect the third floor to the upper floor of the Beach Club, over the private Breakers Row drive and parking area.*

The Central Park parking structure reduces the size of the surface parking area which has been screened with lush landscaping. The subterranean parking level provides a tunnel that leads directly to the hotel supporting an integrated development.

- (c) Treatment of the sides and rear of all buildings within the planned unit development group shall be comparable in amenity and appearance to the treatment given to street frontage of these same buildings. *The FEC area is adjacent to the west side of the Beach Club area, and, like the Beach Club, is screened from view from the street by significant landscaping. Given the large distance from South County Road to the FEC area, the new FEC will not be visible from the roadway.*
- (d) The design of buildings and the parking facilities shall take advantage of the natural features, topography of the project site, where appropriate. *The proposed new parking structure takes advantage of the higher topography in that area to accommodate the subterranean parking and the new FEC is proposed in the same location as the previous FEC.*
- (e) All building walls shall be so oriented as to ensure adequate light and air exposures to the room within. The new FEC elevations have been designed to ensure adequate light and air exposures. *The Central Park parking structure subterranean parking level is limited in natural light for obvious reasons but will have Code required internal lighting for safety.*
- (f) All buildings shall be arranged so as to avoid undue exposure to concentrated loading or parking facilities wherever possible and shall be so oriented as to preserve visual and audible privacy between adjacent buildings. *Both the FEC and the Central Park parking structure have been designed with elaborate landscaping to ensure privacy and visual appeal.*
- (g) All buildings shall be arranged so as to be accessible to emergency vehicles. *The planned new FEC building and Central Park parking structure are proposed on the same footprint as the existing FEC and surface parking, respectively. Emergency vehicle access into the proposed parking structure is not required. At the time of building permit review, compliance with the Fire Code will be reviewed and approved by the Town Fire Marshal.*

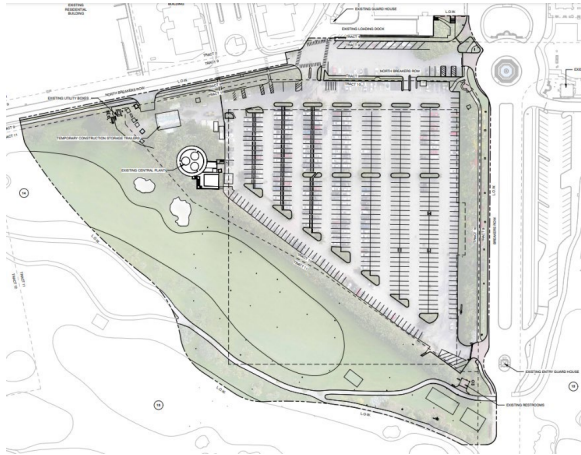
Sec. 134-689.Landscape design standards.

- (a) In a planned unit development, landscape treatment for plazas, roads, paths, service and parking areas shall be designed as an integral part of a coordinated landscape design for the entire project area. *As shown below, with the new FEC, the existing parking lot will be replaced with enhanced landscape treatment, an outdoor recreational area and elevated pedestrian connection to the Beach Club.*



Proposed New FEC

The parking structure proposed with the Central Park Parking area will involve a reduction in the paved road width for North Breakers to accommodate a series of parterre gardens, west of the hotel building. The improvements enhance the entrance to the hotel which preserves the landmarked vista. As indicated, a Master Plan will be forthcoming that demonstrates the coordinated landscape design for the entire Breakers PUD.



Existing Surface Parking of Central Park



Proposed Central Park Parking Structure

- (b) Primary landscape treatment shall consist of shrubs, ground cover, and shade trees and shall combine with appropriate walks and street surfaces to provide an attractive development pattern. Landscape materials selected should be appropriate to local growing conditions. *Most of the landscaping on the south side of the proposed Central Park garage will remain. The greatest changes will take place in the north, east, and west of the parking area where a substantial amount of plant material, predominately palms, will be removed to accommodate the proposed improvements. Two to four feet of soil will be added surrounding the parking area to accommodate landscaping. Additionally, the at-grade surface-level parking area will be further screened by hedging.*
- (c) Whenever appropriate, existing trees shall be conserved and integrated into the landscape design plan. *Any of the existing trees that have been removed with the two applications were due to the location impacts of the construction of the new structures or the removal of non-native trees. The landscape plan shows the plant selection exceeds the native plant material.*
- d) All streets bordering the project area shall be planted at appropriate intervals with street trees. *All of the streets within the Breakers proper are tree-lined with understory plantings.*

Sec. 134-690. Circulation system design standards.

- (a) In a planned unit development, there shall be an adequate, safe and convenient arrangement of pedestrian circulation facilities, roadways, driveways, off-street parking and loading space. *The Corradino Group requested a more detailed traffic impact analysis, site traffic circulation analysis and parking evaluation for the Breakers PUD which is still pending as of February 26, 2025. (See the attached traffic study by Simmons & White and response to comments by the Corradino Group).*

- (b) Roads, pedestrian walks and open space shall be designed as integral parts of an overall site design. They shall be properly related to existing and proposed buildings and appropriately landscaped. *A Materials Plan has been submitted for both the new FEC and the Central Park parking area. For the FEC site plan, the materials schedule needs to be keyed to relate the Materials Schedule to the site plan.*
- (c) Buildings and vehicular circulation with open spaces shall be arranged so that pedestrians moving between buildings are not unnecessarily exposed to vehicular traffic. *As part of the proposed FEC building, a pedestrian bridge will be constructed connecting the FEC with the Beach Club that will provide safety and convenience as opposed to walking through the surface parking lot. The Central Park parking area has been designed to include a tunnel leading from the subterranean parking to the hotel. However, a more detailed traffic circulation plan for the overall Breakers has been requested as noted in Design Standard (a).*
- (d) Landscaped, paved and comfortably graded pedestrian walks shall be provided along the lines of the most intense use, particularly from building entrances to streets, parking areas and adjacent buildings. *An existing 5-foot sidewalk is present along both sides of S. County Road facing the Breakers Hotel. Striped crosswalks and pedestrian signals are present at the signalized intersections of S. County Road at Royal Poinciana Way, Breakers Row, and Pine Walk. Additionally, a striped midblock crosswalk and rectangular rapid flashing beacon (RRFB) is present on S. County Road just north of Via Bethesda. No bicycle lanes are currently present on S. County Road.*
- (e) Materials and design of paving, lighting fixtures, retaining walls, fences, curbs, benches, etc., shall be of good appearance, easily maintained and indicative of their function. *Sidewalks are present on Breakers Row on both sides of the road and provide connectivity from S. County Road to the Breakers Hotel. Onsite, sidewalks are present throughout the facility. Palm Tran Route #41 currently services the area and S. County Road. There are several bus stop locations on both the northbound and southbound directions of S. County Road fronting the Breakers Hotel property.*

Sec. 134-691. Parking and loading design standards.

- (a) In a planned unit development, parking facilities shall be landscaped and screened from public view to the extent necessary to eliminate unsightliness and monotony of parked cars. *The proposed redevelopment of the parking area replaces the existing surface parking with subterranean parking and a reduced surface parking area. Additionally, improvements to North Breakers Row include a series of parterre gardens which will conceal the parking area.*
- (b) Pedestrian connections between areas and buildings shall be via special pedestrian walkways and/or elevators. *The new FEC provides a pedestrian connection with the existing Beach Club and the proposed Central Park parking structure proposes a tunnel to the Breakers Hotel.*
- (c) Parking facilities shall be designed with careful regard to orderly arrangement, landscaping, ease of access, and shall be developed as an integral part of an overall site design. *The Central Park parking structure replaces the existing surface parking area with a reduced surface parking area and a subterranean parking to provide a centrally located parking area with lush landscaping and sufficient accessibility. The Corradino Group requested a more detailed traffic impact analysis, site traffic circulation analysis and parking evaluation for the Breakers PUD which is still pending as of February 26, 2025.*

- (d) Any above grade loading facility should be screened from public view to the extent necessary to eliminate unsightliness. *The new Central Park parking structure has been designed to be screened with extensive landscaping.*
- (e) Parking and loading facilities shall be provided in accordance with Divisions 2 and 3 of Article IX of this chapter. *Currently the FEC site contains 56 surface parking spaces. The proposed limit of work will have a total of 45 parking spaces once construction is complete, which is a reduction of 11 parking spaces at this location. The 11-space deficit will be made up for at the enlarged Central Parking lot. The existing limit of work area for the Central Park Garage consists of 550 parking spaces. The proposed Central Park Garage will consist of 849 parking spaces, which is an increase of 299 parking spaces when including the 11 spaces being removed from the FEC limit of work area. The parking surplus between the two projects will be an additional 288 parking spaces. According to the parking analysis provided by the Applicant, the Breakers PUD Resolution No. 1-98 required 1127 parking spaces. Currently 1355 spaces are available on site. With the proposed development program, the site will contain 1,654 parking spaces within the PUD.*

Summary

In accordance with the Planned Unit Development Procedures, specifically, Division 4, in order for the PZC to make a recommendation to the Town Council to approve a PUD, a finding must be made that confirms the PUD satisfies all of the standards in Division 4, Code of Ordinances. The PZB staff review of those standards as applied to the Breakers PUD application, finds the following standards are incomplete and will need to be addressed in order to maintain compliance with the PUD standards for approval and the overall application status of completeness.

General Standards: (a) Requires an application for Special Exception Use for a Private Club as Sec. 134-622 (2) states the permitted land uses in PUD-A district are any use permitted in the C-TS, C-WA, C-OPI or C-PC commercial district. Private Clubs are not permitted uses in the C-TS, C-WA, and C-PC Zoning Districts, but rather they are Special Exception Uses in these zoning districts. Further, if requested by the Town Council, a Declaration of Use Agreement for Food & Beverage and the Private Club will be required. In addition, due to the Zoning in Progress (ZIP), a waiver to proceed with the Special Exception Use request prior to the expiration of the ZIP will be necessary.

Circulation System Design Standards: (a) Requires a more detailed traffic impact analysis, site traffic circulation analysis and parking evaluation for the Breakers PUD.

Parking and Loading Standards: (c) Same. Requires a more detailed traffic impact analysis, site traffic circulation analysis and parking evaluation for the Breakers PUD.

As stated in the **Design Standards**, (a), within 120 days of approval, a Master Plan is required detailing the ingress and egress into the Breakers, the vehicular, pedestrian, and golf cart circulation system, and the layout of buildings, uses and design, among other items yet to be determined to demonstrate convenient and safe access throughout the PUD. The Master Plan submittal will require a replat on the entire Breakers property to be submitted to the Director of the Planning, Zoning and Building Department.

Additionally, a timeline of proposed changes to the required timeline of improvements pursuant to Town of Palm Beach Resolutions 17-90 and 6-92 should be considered. These resolutions stipulated the construction of left and right turn lanes on County Road at the Breakers entrance and the Breakers entrance widening to four lanes and parking removed. All of which have not been done.

Lastly, the following improvements were also identified in Resolution 01-98 and have continued to be postponed:

- Closing of Pine Walk and elimination of the signal at County Road.
- Widening of County Road on east side to provide left and right turn lanes on County Road at the Breakers' entrance and upgrading the signal until impacts of development indicate that such improvements are needed.
- Widening of the Breakers' entrance road to four lanes and remove parking.

WRB:JHD

Attachments