

# FUTURE LAND USE ELEMENT

## DATA AND ANALYSIS

### BACKGROUND

#### REWORDED AND MOVED TO PAGE 6 AND 7 OF THE INTRODUCTION ELEMENT

The art of planning is no stranger in the Town of Palm Beach, and the beauty which Town residents now enjoy is due to the efforts of several generations of planning activity. In 1929, the Garden Club of Palm Beach joined the Town and formally sponsored the preparation of a Town Plan. This Plan was prepared by Bennett, Parsons and Frost, Consulting Architects of Chicago, and approved by the Town Council on December 19, 1929.

The overall goal of the 1929 Plan stated the following:

*"One attractive and well managed public bath and beach, the concentration of general traffic upon a limited of number of streets, beautification without especial reference to main arteries of travel, and a system of leisurely and convenient byways free from automobiles, punctuated with gardens: this is a plan which will localize recreation seeking crowds, discourage trespassing, and provide safety and quiet for residents of Palm Beach."*

Under a section which dealt with "a review of tendencies", the following statement was made:

*"There are many communities which can be said to be beautiful. The places in which charm is the additional attribute are very few. The element of charm is the thing which lifts a community out of the ordinary and makes it distinctive. The attribute of charm may be produced by an intelligent development of physical advantages in an unusual way."*

This planning process, which was started in 1929, was an important policy foundation for the Town of Palm Beach. Today's Comprehensive Plan builds on the early foundation as an effort to preserve the quality and beauty of Palm Beach.

### INTRODUCTION

#### EXECUTIVE SUMMARY REINSERTED

The purpose of the Future Land Use Element is to designate future land use patterns as reflected in the goals, objectives and policies of the other Comprehensive Plan Elements. The future land use patterns proposed for the community are shown on the Future Land Use Map. The **Future Land Use Map Element**, as well as other Elements of the **Comprehensive Plan**, is based upon the stated desires of the community to remain a high-quality residential community. The Future Land Use Map provides for a variety of land use types suited to the Town's needs. As shown in the table below, the Town's population continues to decline. In addition, the Town is experiencing the combination smaller lots in order to create a larger parcel for new single-family homes; thereby reducing the overall number of housing units.

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

This Element of the Plan has been revised based upon review and assessment of the following:

1. ~~Analysis of existing land use patterns prevailing as of April 2017; October 2023~~
2. ~~\_\_\_\_\_~~
2. ~~Estimates and projections of the resident and seasonal populations in the Town for the 2017-2027 2024-2044 planning period;~~
3. ~~Analysis of the availability of facilities and services to serve existing land uses, and those for which development orders have been issued;~~
4. ~~Analysis of the character and magnitude of vacant and undeveloped lands and their suitability for use;~~
5. ~~Analysis of the amount of land needed to accommodate the projected population;~~
6. ~~Analysis of the need for redevelopment; and,~~
7. ~~Analysis of the proposed development or redevelopment of flood-prone areas.~~

After over 100 years of graceful evolution, Palm Beach today is a fully developed community, world-renowned for its beauty, quality of life and small-town village-like character. It is home to the world-famous Worth Avenue. Approximately 9,000 citizens make Palm Beach their year-round home, and about 20,000 more have a seasonal home in Palm Beach where they enjoy the winter months. Together, these residents of Palm Beach donate more money per capita to charities than any other community in America. The Town is governed by an elected Mayor and a five-member Council, operates under the Council-Manager form of government, and provides a full range of quality municipal services. It has an active historic preservation program, strict zoning standards, high levels of public safety and public works services, 3 miles of public beaches, and a wide array of recreation programs, including award winning golf and tennis facilities.<sup>1</sup>

~~The Town of Palm Beach is essentially “built-out.” This unique island community has grown and developed into a premier residential community of exceptional beauty. As a result, the future of the island will be focused on preserving and protecting this residential island community while maintaining the culture, serenity, and the unique character of the Town.~~

The Future Land Use Element is the pivotal Element of the Town's Comprehensive Plan. It recognizes the intrinsic value of the Town as a residential community and takes on the challenge of setting management goals and techniques which will allow the community to control the type, distribution, and density of development and redevelopment.

---

<sup>1</sup> <https://www.townofpalmbeach.com/343/History-of-Palm-Beach>

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

The Existing Land Use Map portrays the location and distribution of land uses in Palm Beach as of 2017. The Future Land Use Map indicates the ~~proposed~~ location and distribution of land uses ~~in the year 2027~~ currently and through the 20-year planning horizon. All policies, land development regulations, zoning ordinances, and the zoning map must be consistent with the Future Land Use Map once the updated Comprehensive Plan has been adopted.

~~The current Existing Land Use Atlas is kept on file in the Office of the Town Clerk and provides detailed mapping of the pattern of land uses in the Town as of April 2017.~~

### **STATE REQUIREMENTS FOR THE FUTURE LAND USE ELEMENT**

~~Pursuant to Section 163.3177(b)(6), F.S.~~ Pursuant to § 163.3177(b)(6), Fla. Stat., local government comprehensive plans are mandated to consist of required elements and may also include optional ones. The pivotal Element of a comprehensive plan is the Future Land Use. The Future Land Use Element focuses on policies for future growth and redevelopment and sets the framework for the other Elements of a comprehensive plan. For instance, through the identification of compatible land use designations and distribution throughout a community, the Future Land Use Element accommodates land uses for needed housing, recreation and open space areas, conservation, and transportation rights-of-way. All these components are contained in other elements to support a community. In concert with the Future Land Use Element is the Future Land Use Map (FLUM), and Map Series.

The FLUM establishes the "physical form" of a local jurisdiction and the physical relationship of land uses. This is accomplished through the establishment of the various land use categories and by the geographic distribution, location, and extent of each land use category as delineated on the FLUM. State Statute requires local governments to designate land use categories within the Future Land Use Element for residential and commercial uses, recreation, conservation, education, public facilities, and public and private uses of land. Additionally, and where applicable, the Future Land Use Map and/or Map Series identifies any industrial and agriculture lands, historic district boundaries and significant properties, and transportation concurrency areas. As it pertains to natural areas, the following categories are also delineated within the Future Land Use Map Series when they apply to a community.

- Existing and planned public potable water-wells, cones of influence, and wellhead protection areas.
- Beaches and shores, including estuarine systems.
- Rivers, bays, lakes, floodplains, and harbors.
- Wetlands.
- Minerals and soils.
- Coastal high hazard areas.

The Future Land Use Element also provides the approximate acreage and the general range of density or intensity of land uses. The Future Land Use Element states the purpose of each use and general standards that will be regulated through the implementing land development regulations

## **FUTURE LAND USE ELEMENT DATA AND ANALYSIS**

supported in local zoning codes. Having said that, all policies, land development regulations, zoning ordinances, site plans and zoning maps must maintain consistency with the Future Land Use Element and Map once the comprehensive plan is adopted. This requirement is mandated pursuant to Section 163.3202, that states that within one (1) year following the submission of a comprehensive plan or revised comprehensive plan, each local government must adopt and/or amend land development regulations to be consistent with the adopted comprehensive plan.

### **RELATIONSHIP BETWEEN THE FUTURE LAND USE AND ZONING** **MOVED THIS FROM THE END OF THE ELEMENT PER RESIDENT SUGGESTION.**

The Future Land Use Element establishes the land use categories that correspond to the zoning districts contained in Chapter 134, the Town of Palm Beach Zoning Code. The relationship between these two (2) documents is significant as their origins both began in 1929. In the Town of Palm Beach, the Zoning Code is the predominant regulatory instrument for both public and private development. The relationship between the two must be understood.

The original Town Plan established the vision of the Town which still exists today. The 1929 Plan of Palm Beach recognized the importance of planning for the future as changes locally and regionally have impacted the Quality of Life for Town residents. The 1929 Plan acknowledged the importance of public gardens, public buildings, open space, and trails. At the same time, traffic and parking were identified as issues due to the access to public baths for the public, and to limitations on roadway expansion and parking for visitors. These issues have remained almost 100 years later. The vision of the 1929 Plan, as stated, remains the same, that being, “to preserve the quiet, residential character, and at the same time to meet the inevitable demands of the ever-increasing numbers coming (*to the back country*)”.<sup>2</sup>

Town zoning also began in 1929 with the adoption of Ordinance Number One. This legislative document established the regulations for the assembly and construction of buildings and structures in the Town of Palm Beach. The Zoning Code of 1929 also divided the Town into seven (7) districts and created a District Zone Map. Since the original approval, there have been numerous amendments to the zoning code. The next significant revamp was completed in 1974. Currently, the Town has employed ZoneCo, a zoning consultant, to complete a Code Review of the current Zoning Code. It is required that the results of the Zoning Code review be consistent with the 2024 Comprehensive Plan.

### **THE TOWN OF PALM BEACH FUTURE LAND USE ELEMENT**

The Town of Palm Beach is a 12-mile-long barrier island consisting of approximately 2,385 acres. At no point is the island wider than three-quarters of a mile, and in places, the Town is only 500 feet wide.<sup>3</sup>

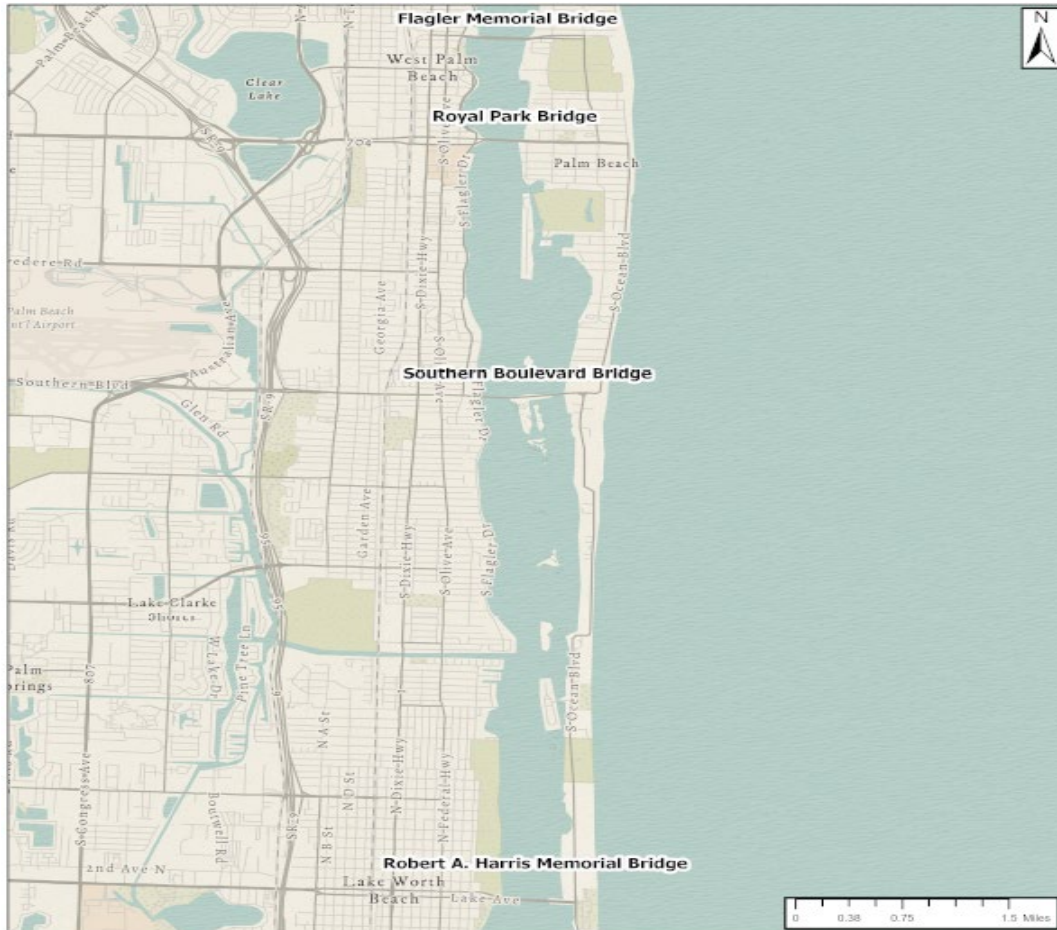
---

<sup>2</sup> 1929 Town Plan

<sup>3</sup> Town of Palm Beach GIS

## **FUTURE LAND USE ELEMENT DATA AND ANALYSIS**

As displayed on Map 1.3 of the Map Series and provided herein, Town of Palm Beach is situated between the Intracoastal Waterway (locally known as the Lake Worth Lagoon) on the west and the Atlantic Ocean on the east. It is surrounded by water on three (3) sides. Those water bodies



Map 1.3 Bridges into Palm Beach

comprise the Lake Worth lagoon/intracoastal waterway (ICWW) to the west, the Lake Worth Inlet to the north, and the Atlantic Ocean to the east. By land, the Town of Palm Beach is accessed to the mainland, which is the City of West Palm Beach, via four (4) bridges. The bridges are referred to as Flagler Memorial Bridge to the north, the Royal Park Bridge centrally, the Southern Boulevard Bridge along Mar-a-Lago to the south, and the Robert A. Harris Memorial Bridge (Lake Worth Road) which filters into the City of Lake Worth Beach further south.

Expansion of the corporate limits of the Town is not feasible. Therefore, the Town can only accommodate future growth within its existing jurisdictional boundaries through redevelopment of existing sites.

The Town of Palm Beach has grown more gracefully than most Florida communities. Decades of careful planning and the dedication of its Townspeople to preserving community values have

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

resulted in a unique and highly desirable quality of life. However, the very aspects of the Town that appeal to most of its citizenry, such as superlative stores and restaurants, grand architecture and landscaping, and beautiful homes, also attract tourists and other visitors. As a result, during the peak season, the Town's traffic and limited availability of parking reach critical levels that threaten the community's identity, character, and quality of life.

### Land Use Issues

#### REINSERTED AND EDITED

In addition, the impact of the world beyond the Town's limits has increased. Palm Beach County, including West Palm Beach, has grown immensely in the last several decades. Intensive development occurring in downtown West Palm Beach continues to be a concern as it relates to impacts on the Town's infrastructure. In fact, according to the Business Development Board of Palm Beach County, Palm Beach County offers incentives for new relocations and expansions for businesses including expedited permitting, cash incentives and ad valorem tax exemption. According to the location analyst company Unacast's March 2021 report, the following are proven facts about Palm Beach County.

- Palm Beach County is the #1 county for both people and income growth compared to other counties studied in the state of Florida.
- Palm Beach County welcomed 11,000 people during 2020 with a new net income gain flow of \$3.4 billion.
- 41% of the moves to Palm Beach County were from New York City.
- Palm Beach County is the #1 South Florida county considered an “emerging area” based on migration trends.
- 70,000 high net worth individuals left New York City, taking \$34 billion in ~~lost~~ income with them.<sup>4</sup>

Specific to West Palm Beach downtown, the impacts of the relocation of headquarters from other states will have a lasting impact on the Town of Palm Beach. Data indicates that these new headquarters are building what is being referred to as “Wall Street South”. As these new office towers are being constructed in downtown West Palm Beach, the younger, wealthy workers are relocating to the surrounding area, which includes the Town. It is foreseen that the demographics may change as a result leading to a decrease in the average age of the population and the needs of the residents to serve young families with children.

The four (4) roadways that provide access to the Town, including Royal Palm Way, Southern Boulevard, Royal Poinciana Way and State Road A1A are heavily traveled and experience unacceptable levels of congestion on a daily basis.

The three (3) most basic land use protection strategies that have remained the mission statements for the Town of Palm Beach, with a minor adjustment with the subject update, are as follows.

---

<sup>4</sup> Business Development Board of Palm Beach County, 2021 Unacast Report



## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

---

- Discourage the amount and type of region-serving commercial development while encouraging Town-serving ~~ones~~ [development](#).
- Control the pace, type, and intensity of redevelopment activity in the Town.
- **Encourage Manage** development and redevelopment at lower density levels than existing zoning allows, except for redevelopment where maintaining previous densities and/or intensities are allowed after unintentional damage or destruction, such as by fire or other casualty, act of terrorism, war or act of God or nature, and with approval from Florida Department of Environmental Protection (FDEP) if building east of the Coastal Construction Control Line (CCCL).

~~The tremendous pressure for expansion of commercial land use is a direct function of the economically valuable image of a Palm Beach address.~~ It is imperative that region-serving, high traffic generating, commercial uses be prevented from further proliferating and be reduced wherever possible. To this end, the Town is committed to ensuring that the existing businesses and commercial areas within the Town remain vital and continue to meet the needs of its residents.

The Town's Zoning Ordinance has established 3,000 and 4,000 square-feet as the maximum gross leasable area for commercial establishments in certain districts. To be granted a waiver from this provision, the applicant must demonstrate that the business is Town-serving; that adequate parking is available to support the request for increased floor area; and that a hardship exists which prevents them from conducting their Town-serving business within 4,000 square-feet or less. The most common waivers have been for financial institutions and professional office space.

Residential redevelopment could play a major role in future land use. There is little open land remaining to develop, so developer interest will focus on large estates that will be tempting to subdivide. Many estates can be subdivided without additional rezoning, since the existing densities are lower than present zoning allows. Measures that will slow or prevent such change include Historic Landmarks Regulations and strict application of the Town's Subdivision Regulations.

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

### Policies Regarding Change **REINSERTED AND EDITED**

While many of the Town's concerns regarding growth control originated in a desire to maintain a high quality of life and a small-town character, many issues are clearly related to State-wide efforts to curb growth when the facilities needed to serve new development are not available.

~~The Town recognizes that future development and attendant population growth would aggravate traffic problems, perhaps bringing the Town to a critical level of overuse. The Town has therefore adopted the following policy regarding growth:~~

The Town recognizes that there are sites that can be redeveloped that would increase the population and aggravate the existing traffic problems. As traffic congestion is one (1) of the most pressing concerns of Town residents, the Town commissioned a parking and traffic study to analysis and make recommendations for improvement. the following policy regarding growth has been maintained in this updated Comprehensive Plan that is supported by a recent traffic and parking study that provides current data and additionally policy directives.

“To prevent critical and dangerous overuse of its streets, parking resources, public services and facilities, and damage to its historic character and to overall property values of the community, the Town will take all technical and administrative measures legally available, including the use of this Comprehensive Plan, to minimize the change or transition of existing low density areas or structures to more intensive use patterns, and thereby lower the pattern of density, where possible, and to minimize tourism inflow.”

### INNOVATIVE APPROACHES

There is evidence of a trend to demolish smaller existing homes and replace them with new structures built to the maximum size permitted under the Town’s Land Development Regulations, particularly in the R-B Zoning District. In many cases, N~~new~~ construction is increasingly out-of-scale and character with the surrounding area. In order to maintain the existing character, regulations encouraging renovation and discouraging demolition and reconstruction, ~~may be warranted~~ have been included in the Historic Preservation Element and are currently being examined with the Code Review process underway.



# FUTURE LAND USE ELEMENT DATA AND ANALYSIS

## Future Land Uses

The Future Land Use Element is the center of the comprehensive plan. For the Town of Palm Beach's updated 2024 Comprehensive Plan, each Element ultimately is measured by the Future Land Use Element and the FLUM Series as demonstrated in Figure 1.1.

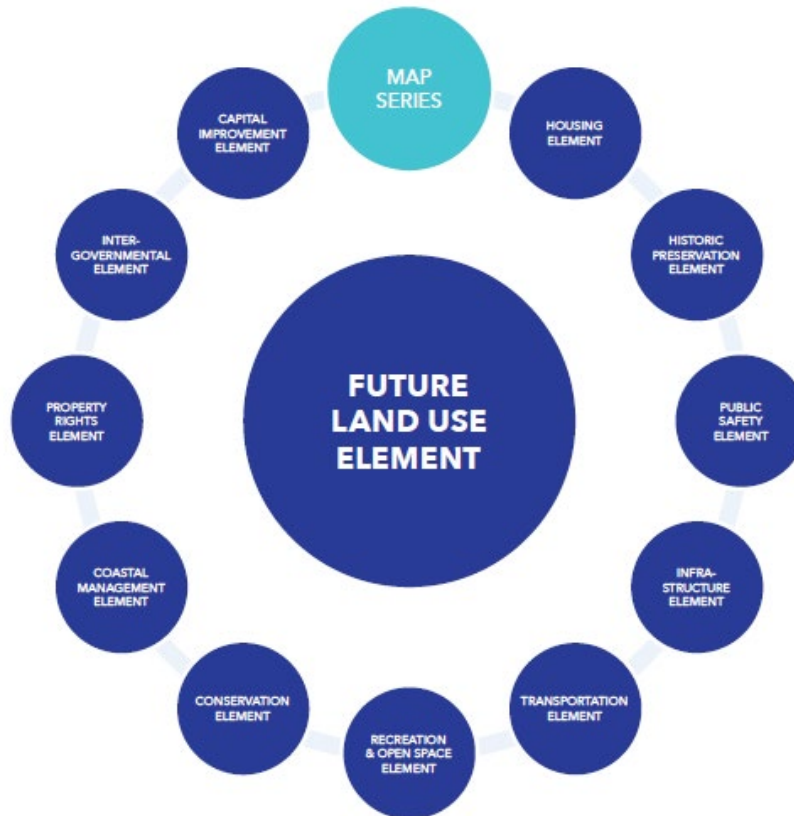
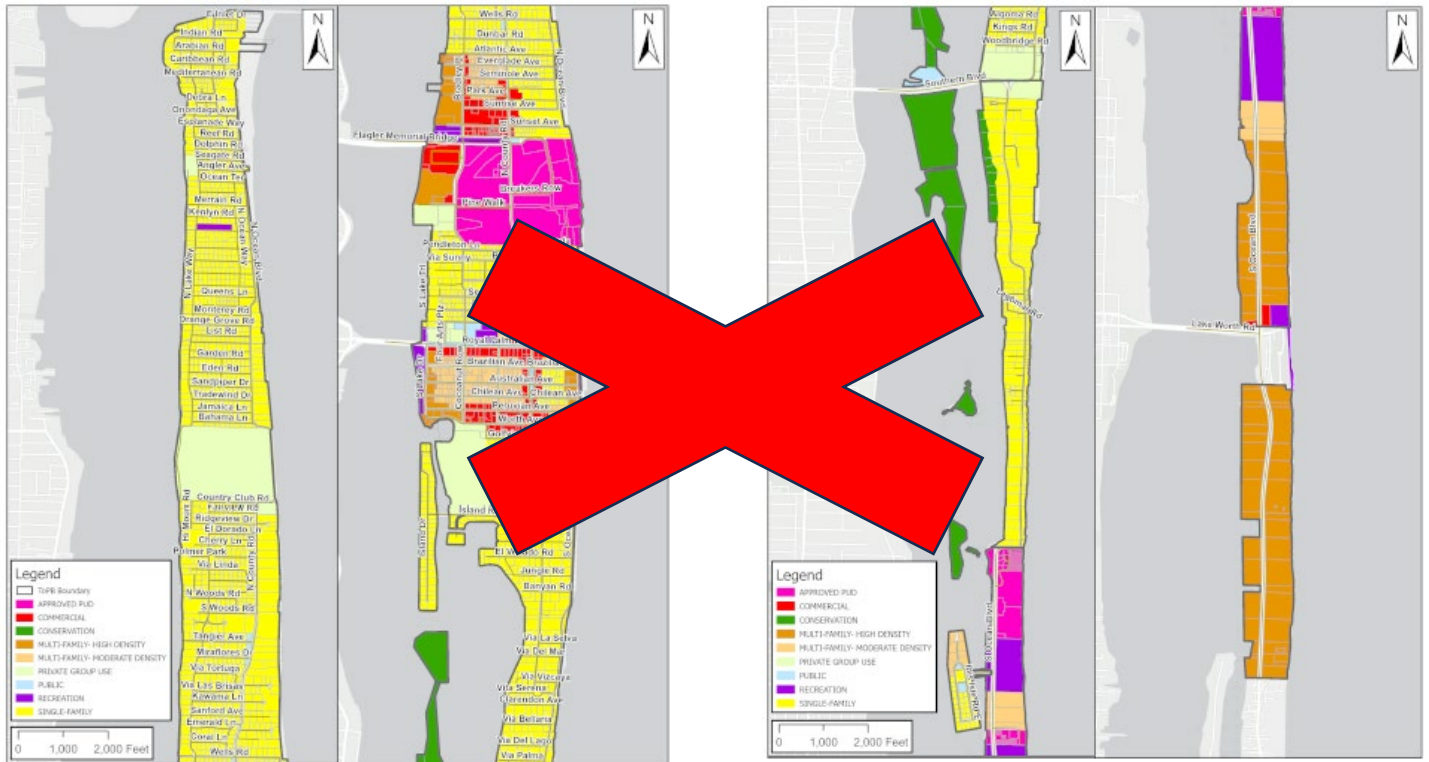


Figure 1.1

The future land use patterns for the Town of Palm Beach are displayed on Map 1.1, of the Map Series. As illustrated in Figure 1.1, single family residential is the predominant Future Land Use category consisting of 50% of the land uses.

# FUTURE LAND USE ELEMENT DATA AND ANALYSIS

MAP TO BE REMOVED AS A CLEARER ONE IS IN THE MAP SERIES



Map 1.1 - Future Land Use Map

The FLUM portrays the location and distribution of land uses in Palm Beach. The following diagram provides a generalized percentage of the land use patterns in the Town today. There are no agricultural, industrial, or mobile home uses in the Town; Additionally, there the Town does not have any ~~are also no~~ rivers, bays, freshwater lakes, harbors, water wells, cones of influence, or economically feasible mineral deposits.

**UPDATED PIE CHART ON THE FOLLOWING PAGES WITH TABLE**

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

The acreage by Future Land Use designation is presented in Table 1-1. They are reasonably predictable and projected to be similar for the short-term (1-5 years) and long-term (20 years) planning periods for the subject updated Comprehensive Plan. Table 1-3 and related Figure 1-1 indicate that residential designation accounts for 74.81%; and commercial is limited to 4.17 3.87% of the future land use. This land distribution is consistent with the predominant residential character of the Town of Palm Beach community. The Town is also committed to conservation as 5.78 82% of its land is designated as such. Each Future Land Use designation is described in the following pages.

Future Land Use Designation

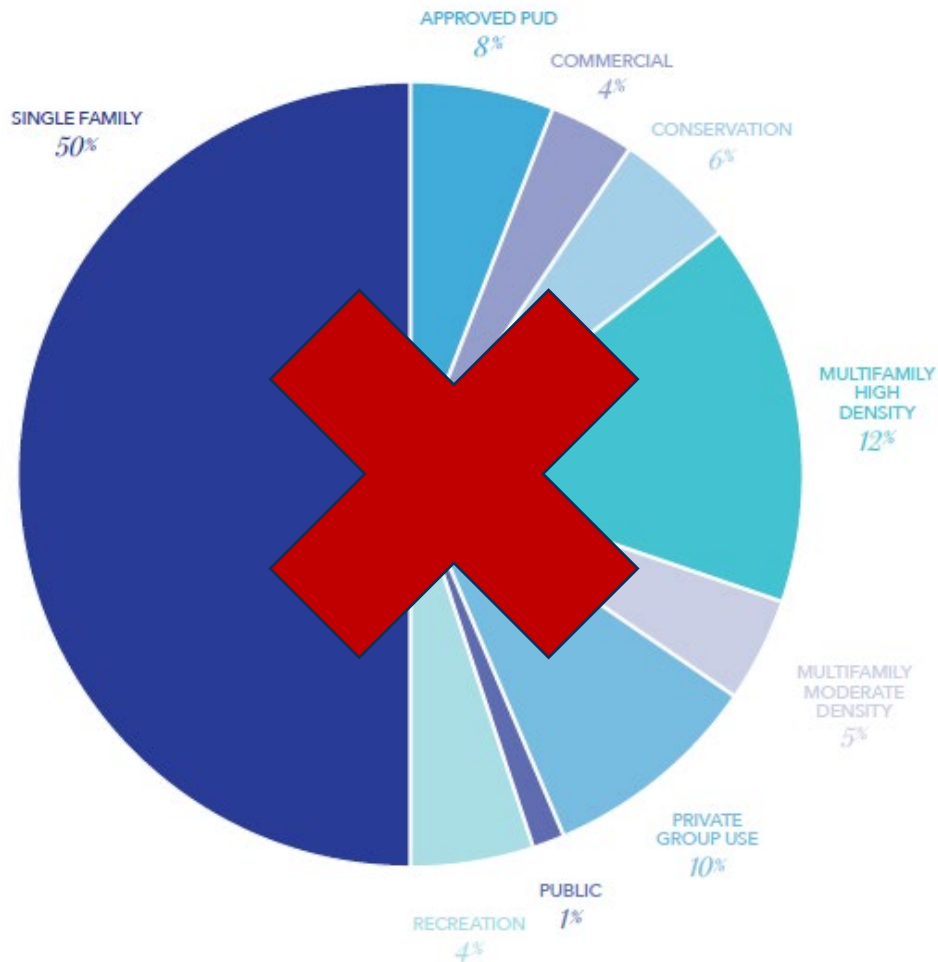


Figure 1-1. Future Land Use Percentages

# FUTURE LAND USE ELEMENT DATA AND ANALYSIS

**Table 1-1. Future Land Uses**

<u>FUTURE LAND USE DESIGNATION</u>	<u>SQUARE FEET</u>	<u>ACREAGE</u>	<u>PERCENTAGE</u>
<b><u>Approved PUD</u></b>	<u>7,542,788.62</u>	<u>173.16</u>	<u>7.75%</u>
<b><u>Commercial</u></b>	<u>3,761,205.62</u>	<u>86.35</u>	<u>3.87%</u>
<b><u>Conservation</u></b>	<u>5,656,126.61</u>	<u>129.85</u>	<u>5.82%</u>
<b><u>Multi-Family – High Density</u></b>	<u>12,130,253.39</u>	<u>278.47</u>	<u>12.50%</u>
<b><u>Multi-Family – Moderate Density</u></b>	<u>4,453,042.97</u>	<u>102.23</u>	<u>4.58%</u>
<b><u>Private Group Use</u></b>	<u>10,026,518.83</u>	<u>230.18</u>	<u>10.31%</u>
<b><u>Public</u></b>	<u>958,503.82</u>	<u>22.00</u>	<u>0.99%</u>
<b><u>Recreation</u></b>	<u>3,910,816.80</u>	<u>89.78</u>	<u>4.00%</u>
<b><u>Single Family</u></b>	<u>48,818,998.80</u>	<u>1,121.00</u>	<u>50.20%</u>
<b><u>TOTAL</u></b>	<b><u>97,258,154.40</u></b>	<b><u>2,232.74</u></b>	<b><u>100.00%</u></b>

Source: Town of Palm Beach GIS department, Future Land Use Map.

<u>FUTURE LAND USE DESIGNATION</u>	<u>SQUARE FEET</u>	<u>ACREAGE</u>	<u>PERCENTAGE</u>
<b><u>Approved PUD</u></b>	<u>7,542,788.62</u>	<u>173.16</u>	<u>7.75%</u>
<b><u>Commercial</u></b>	<u>3,761,205.62</u>	<u>86.35</u>	<u>3.87%</u>
<b><u>Conservation</u></b>	<u>5,656,126.61</u>	<u>129.85</u>	<u>5.82%</u>
<b><u>Multi-Family – High Density</u></b>	<u>12,130,253.39</u>	<u>278.47</u>	<u>12.50%</u>
<b><u>Multi-Family – Moderate Density</u></b>	<u>4,453,042.97</u>	<u>102.23</u>	<u>4.58%</u>
<b><u>Private Group Use</u></b>	<u>10,026,518.83</u>	<u>230.18</u>	<u>10.31%</u>
<b><u>Public</u></b>	<u>958,503.82</u>	<u>22.00</u>	<u>0.99%</u>
<b><u>Recreation</u></b>	<u>3,910,816.80</u>	<u>89.78</u>	<u>4.00%</u>
<b><u>Single Family</u></b>	<u>48,818,998.80</u>	<u>1,121.00</u>	<u>50.20%</u>
<b><u>TOTAL</u></b>	<b><u>97,258,154.40</u></b>	<b><u>2,232.74</u></b>	<b><u>100.00%</u></b>

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

Figure 1-1 Future Land Use Percentages

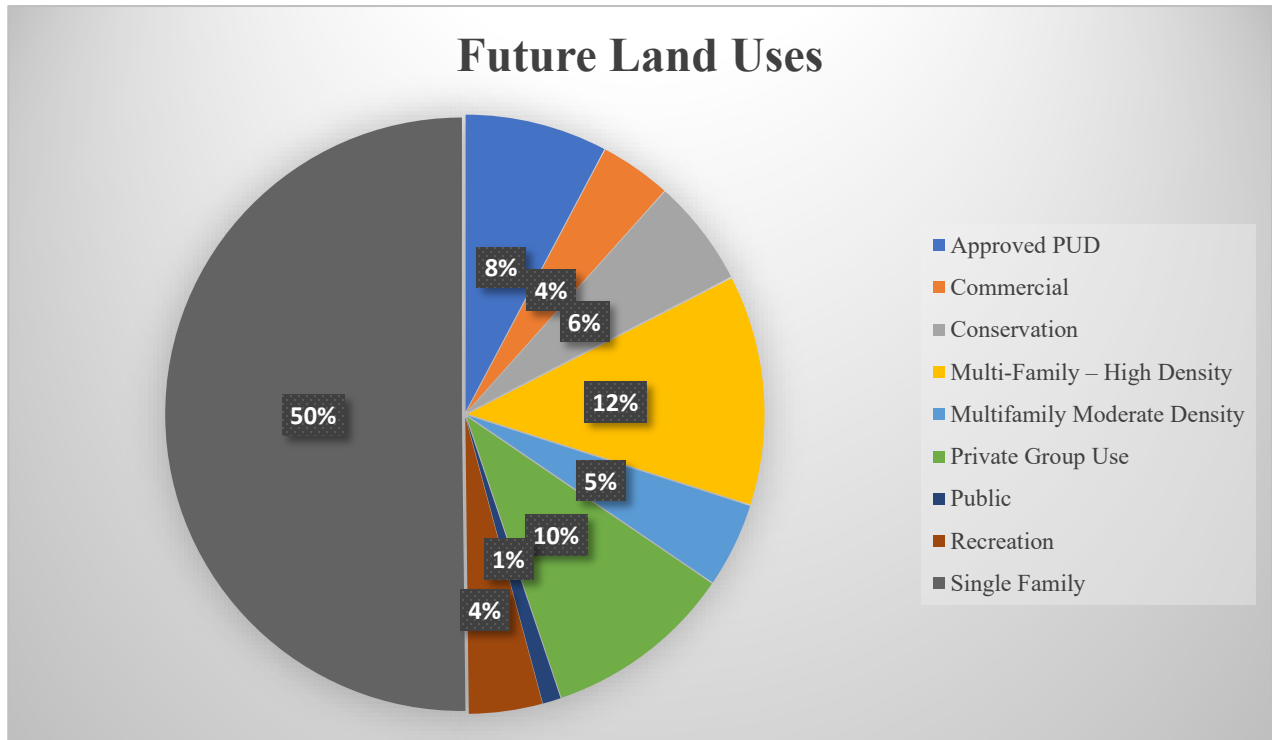


Figure 1.2

### Single-Family Uses

~~This is the most predominant land use in the Town. The Future Land Use Plan Map designates 1,103 acres of land for this use. The preferred locations are those with good visual qualities, buffered from annoying traffic influences with easy access to shopping and recreation.~~

This Future Land Use designation comprises approximately ~~1,125~~ 1,121 acres. The amount of land identified as Single Family represents approximately 50% of the total land area within the Town of Palm Beach (Table 1.1). The single-family Future Land Use Category includes historic residences and those that have been redeveloped. Appropriate uses include estates, single-family homes, residential PUD's and cluster development up to a maximum density of four dwelling units per gross Palm Beach acre (40,000 square feet). Public uses and facilities, public and private schools, group homes and foster care facilities, essential services, and private group uses and cultural uses are also permitted within this category on a limited basis.

### Multi-Family Uses

Two (2) multi-family categories, permitting varying densities and uses, are shown on the Future Land Use ~~Plan Map~~. In total, the Future Land Use ~~Plan Map~~ designates about 381 acres of land for this

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

use. The multi-family land use is split into two (2) categories. Those being Multi-Family Moderate Density and Multi-Family High Density, which have varying densities and allowable uses.

*Multi-Family Moderate Density:* Appropriate uses include single-family and two (2)- family homes, townhouses, multi-family units, and residential and mixed-use PUD's up to a maximum density of six (6) dwelling units per gross Palm Beach acre (40,000 square feet); public uses and facilities; public and private schools; private group uses; group homes and foster care facilities; and essential services. The Plan designates close to 102 acres of land for Multi-Family Land Use.

*Multi-Family High Density:* The Future Land Use designation comprises approximately 278.47 acres, which is the second largest land use in the Town. The amount of land identified as multi-family represents approximately 12.50% of the total land area within Palm Beach (Table 1-1). Appropriate uses include single-family and two (2)-family homes, townhouses, multi-family units, and residential and mixed-use PUD's up to a maximum density of 13 dwelling units per gross Palm Beach acre (40,000 square feet). Hotels are also permitted with an allowable density of up to 26 units/gross Palm Beach acre along with associated accessory commercial uses and time-sharing uses up to nine (9) units/gross Palm Beach acre, with carefully controlled conditions. The Plan designates nearly 278 acres of land for this use.

~~Multi-Family Moderate Density: Appropriate uses include single-family and two-family homes, townhouses, multi-family units, and residential and mixed-use PUD's up to a maximum density of six dwelling units per gross Palm Beach acre (40,000 square feet); public uses and facilities; public and private schools; private group uses; group homes and foster care facilities; and essential services. The Plan designates about 117 acres of land for this use.~~

### Commercial Uses

~~While only one commercial category is specifically identified on the Future Land Use Plan Map, the Town provides for commercial uses at varying intensities under different zoning categories. The Plan designates about 93 acres for commercial uses.~~

The Commercial Future Land Use designation comprises approximately ~~93.68~~ 86.35 acres, representing ~~4.17~~ 3.87% of the total land area within Palm Beach (Table 1-1). While only one (1) commercial category is specifically identified on the Future Land Use Plan Map, the Town provides for commercial uses at varying intensities under different zoning categories. ~~Appropriate uses include a wide range of commercial retail, service, professional and business uses largely intended to serve Town residents.~~

Appropriate uses include a wide range of commercial retail, service, professional and business uses largely intended to serve Town persons; hotels, motels and time-sharing uses; public uses and facilities; public and private schools; private group uses; and residential uses located above the ground floor. Nonconforming buildings or structures unintentionally damaged or destroyed, such as by fire or other casualty, act of terrorism, war or act of God or nature may exceed what is permitted in this land use category and the land development regulations if rebuilt at the same



## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

density and/or intensity, on the same footprint and to the same size and configuration as those nonconforming buildings or structures being replaced. Actual construction to replace, restore or reconstruct the nonconforming building or structure shall commence within the time frame outlined in Code Sections 18-237 and 18-238, land development regulations.

~~The character of the Town's commercial sector is generally limited to three (3) specific areas. These particular areas of commercial use were originally created to serve Town residents and are historic. While the Town of Palm Beach, though, has always drawn visitors to the restaurants and retail areas, the massive expansion rapid growth taking place in West Palm Beach has a direct and dramatic negative impact on all aspects of residents' quality of life. Therefore, efforts will be made to reduce negative impacts in quality through ongoing analysis, data collection and effective protective measures. so they will continue to be regional attractions. The main commercial corridors and areas include Worth Avenue, Royal Poinciana Plaza and the mixed-use development that was the former location of Bradley's Casino.~~

The commercial uses are concentrated in three (3) areas of the Town, as follows.

1. A small commercial node is located at the south end of Town, near the Lake Worth Bridge to the mainland, serving some of the needs of the residents in this part of Town as well as visitors staying in local hotels.
2. Worth Avenue is located near Town Hall in the center of Palm Beach. Worth Avenue shops cater to the desires of seasonal and year-round residents of the Town as well as tourists. The Town-serving commercial area, including the commercial areas of South County Road and Peruvian Avenue, serves as an adjunct to the more famous Worth Avenue shopping area, providing additional shops and services. The Town's objective is to retain and enhance the "Town-serving" character of this section of Palm Beach. Royal Palm Way, also in the Town center area a few blocks north of Worth Avenue, is a wide, palm-lined boulevard, dedicated primarily to offices, banking and professional uses.
3. The commercial concentration in the vicinity of Royal Poinciana Way, near the Flagler Memorial Bridge, is primarily oriented to the local retail and service needs of Town residents and visitors. However, the Royal Poinciana Plaza, which consists of a concentration of shops, restaurants, and offices, serves a broader clientele.

### **THIS PARAGRAPH WAS ADDED BACK**

The dominant character of the Town's commercial sector is one (1) of small scale. The vast majority of the commercial uses in the Town each encompass 4,000 square-feet or less of gross leasable area. Despite the reputation of Worth Avenue and the presence of some large retail anchors and office uses in the Town, the overall character of the Town's commercial areas is one of small business concerns which, individually, would not normally be expected to draw the majority of its patrons from beyond the Town's limits. Most importantly, in order to maintain the Town's predominantly residential character, no additional lands for commercial uses are considered necessary or appropriate.

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

### Public Uses

~~The Plan designates approximately four acres of land for this use. Appropriate uses include public schools, low intensity public facilities at a scale and intensity necessary to primarily serve the needs of Town persons, and owned, operated, franchised, or supervised by a governmental agency.~~

This Future Land Use designation comprises approximately 22 acres. The amount of land identified as Public represents less than 1% of the total land area within Palm Beach (Table 1-1). Appropriate uses include public schools, low intensity public facilities at a scale and intensity necessary to **primarily** serve the needs of Town persons, and owned, operated, franchised, or supervised by a governmental agency. The designation of a property for Public Use on the Future Land Use Plan Map recognizes the current use of the property; and, further, that such properties may also be appropriate for residential or commercial development. The Zoning Ordinance is the tool which indicates those uses which are specifically allowed. Nonconforming buildings or structures unintentionally damaged or destroyed, such as by fire or other casualty, act of terrorism, war or act of God or nature may exceed what is permitted in this land use category and the land development regulations if rebuilt at the same density and/or intensity, on the same footprint and to the same size and configuration as those nonconforming buildings or structures being replaced. Actual construction to replace, restore or reconstruct the nonconforming building or structure shall commence within the time frame outlined **in Code Sections 18-237 and 18-238. land development regulations.**

### Recreation Uses

~~The Plan designates approximately 106 acres of land for this use. This category is intended for low intensity public recreational uses or activities at a scale and intensity necessary to primarily serve the needs of Town persons, and to preserve the natural and scenic resources of the Town.~~

This Future Land Use designation comprises of 89.78 acres, and it is intended for low intensity public recreational uses or activities at a scale and intensity necessary to **primarily** serve the needs of Town residents, and to preserve the natural and scenic resources of the Town. Recreational land use includes **the Lake Trail**, Seaview Park, Phipps Ocean Park, Par 3 Golf Course, Town Marina, and Morton and Barbara Mandel Recreation Center. The amount of land identified as Recreation represents 4.0% of the total land area within Palm Beach (Table 1-1). Only public facilities owned, operated, franchised or supervised by a public governmental entity are given this designation. Nonconforming buildings or structures unintentionally damaged or destroyed, such as by fire or other casualty, act of terrorism, war or act of God or nature may exceed what is permitted in this land use category and the land development regulations if rebuilt at the same density and/or intensity, on the same footprint and to the same size and configuration as those nonconforming buildings or structures being replaced. Actual construction to replace, restore or reconstruct the nonconforming building or structure shall commence within the time frame outlined **in Code Sections 18-237 and 18-238. land development regulations.**

### Private Group Uses

~~The Plan designates approximately 219 acres of land for this use. Appropriate uses include~~

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

~~low intensity private clubs, golf and country clubs, houses of worship, museums and noncommercial recreation-type or cultural uses at a scale and intensity intended to primarily serve the needs of Town persons.~~

This Future Land Use designation comprises approximately 230 acres. The amount of land identified as Private Group Uses represents 10.25% of the total land area within Palm Beach (Table 1-1). Appropriate uses include low intensity private clubs, golf and country clubs, houses of worship, museums and noncommercial recreation-type or cultural uses at a scale and intensity intended to primarily serve the needs of Town residents. The designation of a property for Private Group Use on the Future Land Use Plan Map recognizes the current use of the property and further, indicates that such properties may also be appropriate for residential or commercial development. The Zoning Ordinance is the tool which indicates those uses which are specifically allowed or prohibited. Nonconforming buildings or structures unintentionally damaged or destroyed, such as by fire or other casualty, act of terrorism, war or act of God or nature may exceed what is permitted in this land use category and the land development regulations if rebuilt at the same density and/or intensity, on the same footprint and to the same size and configuration as those nonconforming buildings or structures being replaced. Actual construction to replace, restore or reconstruct the nonconforming building or structure shall commence within the time frame outlined in Code Sections 18-237 and 18-238, land development regulations.

### Approved Plan Unit Development (PUD)

~~This category represents Planned Unit Developments that have been approved by the Town Council. The Plan designates approximately 168 acres of land for this use. Only the Breaker's PUD contains remaining development potential.~~

~~This Future Land Use designation comprises of about approximately 173 acres. The amount of land identified as Approved PUD represents only 7.75% of the total land area within Palm Beach (Table 1-1). The Breaker's PUD contains a remaining development potential. If built to maximum density, this PUD could hold another 251 multi-family units and some commercial development. Densities in new PUD's shall be limited to the maximum density allowable in the land use category and zoning district in which they are located prior to their approval, but shall not exceed thirteen units per acre. Within this Future Land Use designation, the maximum density allowed cannot exceed 13 units per acre. During the EAR of the Future Land Use Element, the Planning and Zoning Commission recommended that the Town Council not allow for future PUDs by a vote of 5 to 2. Densities in new PUD's are limited to the maximum density allowable in the Future Land Use category and zoning district in which they are located prior to their approval, but again cannot exceed 13 units per acre. Any new proposed PUD will be analyzed with regard to concurrency with public facilities, compatibility with the surrounding area and consistency with the Comprehensive Plan and Zoning Code. Nonconforming buildings or structures unintentionally damaged or destroyed, such as by fire or other casualty, act of terrorism, war or act of God or nature may exceed what is permitted in this land use category and the land development regulations if rebuilt at the same density and/or intensity, on the same footprint and to the same size and configuration as those nonconforming buildings or structures being replaced.~~

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

Actual construction to replace, restore or reconstruct the nonconforming building or structure shall commence within the time frame outlined in Code Sections 18-237 and 18-238. land development regulations.

### Conservation

This category Future Land Use Designation is intended primarily for the spoil islands in Lake Worth and submerged lands located within the Town's boundary and located west of the Mean High-Water Level (MHWL) in Lake Worth and comprises approximately 130 acres. Fishermen's Island, Hunter's Island, and Bingham Isle are leased by the Audubon Society as rookeries and bird sanctuaries and have been designated for conservation on the Town's Future Land Use Plan Map. Both areas are unique and will be preserved and protected from development and the negative impacts of public use.

~~Maps I-1 through I-7, comprising the Town's Future Land Use Map Series, provide mapping of future land use, recreation areas and their general service areas, historic sites and districts, beaches and shores, wetlands and estuarine areas, flood plains, and soils, follow. There are no existing or planned waterwells, cones of influence, rivers, bays, freshwater lakes, harbors, or economic mineral deposits in the Town of Palm Beach.~~

The amount of land identified as Conservation represents only 5.82% of the total land area within Palm Beach (Table 1-1). Parcels that are designated as Conservation Land Uses have been depicted on the Future Land Use and Conservation Maps of the Map Series. Further review and analysis are presented in the Conservation Element.

### **POPULATION AND ECONOMY** **RETURNED THE HEADING**

~~The Town of Palm Beach experienced its greatest growth between 1950 and 1970, when its resident population increased from 3,886 to 9,086. Since then, population growth has fluctuated. has actually declined. According to the 2010 US Census, the Town had a population of 8,161. Table I-1 below shows US Census data from 1990, 2000, and 2010. The Town's 2000 and 2010 total population and total housing units figures were corrected as shown. It important to note that other population information from 2000 and 2010 are based on the non-corrected figures. The University of Florida, Bureau of Economic and Business Research (BEBR) estimates the 2015 population at 8,040. Future population growth is expected to remain relatively flat.~~

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

Table I-1  
Demographic Data 1990 to 2010  
Town of Palm Beach

	2010	2000	1990	% Change (1990 to 2010)
Total Population	8,161 <sup>1</sup> 8,348	9,676 <sup>2</sup> 10,468	9,814	-16.8% <sup>1</sup> 14.9%
<18	572	989	657	-12.9
>18	7,776	9,479	9,157	-15.0
>65	4,657	5,501	5,163	-9.8
Median Age	67.4	66.6	66.2	
Total # of Households	4,799	5,789	5,421	-11.5
Average Household Size	1.74	1.81	1.81	
Total Housing Units	8,857 <sup>1</sup> 9,091	9,004 <sup>2</sup> 9,948	9,191	-3.6% <sup>1</sup> 1.08%

Source: US Census 1990, 2000, and 2010 <sup>1</sup> Town of Palm Beach Corrected 2010 US Census figures—only Total Population and Total Housing Units available. <sup>2</sup> Town of Palm Beach Corrected 2000 US Census figures—only Total Population and Total Housing Units available.

Table 1-2 below shows US Census data in 10-year increments from 1950 to 2020. **It is worth noted, noting that the adjusted 2022 population estimates provided by the Office of Economic and Demographic Research that is used for the FY 2023-24 State Review-Sharing Calculations, indicates a population of 9,218, which is a decrease in population since 2020.**

**However,** according to the population projections provided by the Shimberg Center of Housing Studies, University of Florida, the permanent population of the Town could increase to 10,249 by the year 2050 as indicated in Table 1-3.

**Table 1-2. Historic Population Trend**

Historic Population Trends			
Year	Town of Palm Beach		
	Population Estimate	Total Change	Percent Change
1950	3,886	-	-
1960	6,055	2,169	35.8%

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

1970	9,086	3,031	33.3%
1980	8,884	202	2.2%
1990	9,191	307	3.3%
2000	8,298	893	10.7%
2010	8,348	50	0.5%
2020	9,245	897	10.7%

Sources: US Census.

**Table 1-3. Population Projection**

Palm Beach	2010	2020	2030	2040	2050
Population/Population Projection	8,348	9,245	9,809	10,139	10,322

Sources: Shimberg Center of Housing Studies, University of Florida.

During the winter season, November through April, the Island's population ~~swells to a peak double its highest~~ that of its year-round residential population as a result of the influx of seasonal residents and tourists. This estimate is based on full occupancy of all residential and transient lodging units, but does not include day tourists, shoppers, or employees in the Town.

Table 1-4 provides projections of the Town's permanent and seasonal populations through the year ~~2025~~ 2050. The seasonal population was calculated based on US Census Data of vacant seasonal units and number of persons per household (PPH) for 2010 and 2020 (2010: 3,627 vacant seasonal units x 1.74 PPH) (2020: 3,604 vacant seasonal units x 1.83 PPH). The seasonal population projection was estimated based on population change ratio.

**Table. 1-4 Resident and Seasonal Population (2010-2050)**

Palm Beach	2010	2020	2030	2040	2050
Population/Population Projection	8,348	9,245	9,809	10,139	10,322
Seasonal	6,311	6,595	6,707	6,821	6,937
Total	14,659	15,840	16,516	16,960	17,259

Source: 2010 and 2020 U.S. Census, Shimberg Center of Housing Studies, University of Florida.

It continues to be a major objective of the Town to inhibit further commercialization, contain commercial uses to limited geographic locations, and to promote commercial uses which are **primarily** oriented to serving the needs of residents, employees and visitors staying in accommodations in the Town, while discouraging those businesses that attract customers and



## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

clients from off the Island.

TABLE I-2  
RESIDENT AND SEASONAL POPULATIONS  
Town of Palm Beach  
2010-2025

PEAK SEASONAL POPULATION						
	YEAR-ROUND			SEASONAL & TRANSIENT		
	Residents <sup>(1)</sup>			Seasonal <sup>(2)</sup>	Transient <sup>(4,3)</sup>	
2010	8,161			6,311	3,000	17,472
2016	8,040			6,233	3,000	17,273
2025	8,425			6,531	3,000	17,956
<sup>(1)</sup> 1.74/unit (year round occupied; 4,690 units) <sup>(2)</sup> 1.74/unit (Seasonally vacant or held for occasional use; 3,627 units) <sup>(3)</sup> Approximately 1500 units at 2/unit						

SOURCE: 2010 U.S. Census corrected figure; 2010 U.S. Census; 2010 U.S. Census; Univ. of Florida, Bureau of Economic and Business Research, Palm Beach County, 2015 Town of Palm Beach, April 2017

### EXISTING LAND USE –

**REMOVED EXISTING LAND USE HEADING FROM COMP PLAN. AS IT IMPLIES THAT LAND USES WILL CHANGE. MOVED TO PAGE 1 AND REMOVED SOME LANGUAGE AS IT IS PROVIDED IN GREATER DETAIL IN THE COASTAL MANAGEMENT AND CONSERVATION ELEMENTS.**

The Town of Palm Beach lies on a coastal barrier which is separated from the mainland by Lake Worth, and the Lake Worth and South Lake Worth Inlets. The barrier is a low relief feature, consisting of beach and dune sand underlain by a ridge of coquina rock. Scattered outcrops of coquina extend into the waters of the Atlantic, where they provide substrate for various marine communities. The upland face of the barrier is characterized by a high ridge along the Atlantic which gradually slopes downward to the Lake.

The Town occupies an area approximately 12 miles in length, and varying in width from about

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

one-quarter to three-quarters of a mile. It is surrounded by water on three sides: Lake Worth to the west, Lake Worth Inlet to the north, and the Atlantic Ocean to the east. The Town of South Palm Beach lies to the south. Expansion of the corporate limits of the Town is impossible. Thus, the Town has a finite area in which to accommodate its citizenry and the facilities to serve them.

Palm Beach is essentially built-out. Equally important, areas with potential for redevelopment are limited and require sensitive treatment to be fully compatible with the existing land use distribution in the Town. It is helpful to view Palm Beach from an overall perspective because such a macro-view allows identification of relationships, historical patterns, and land use groupings. The following diagram provides a generalized view of the land use patterns in the Town today.

There has been no increase or decrease in the land area of Palm Beach since the last Evaluation and Appraisal Report (EAR). There are no agricultural, industrial, or mobile home uses in the Town. Additionally, there are also no rivers, bays, freshwater lakes, harbors, waterwells, cones of influence, or economically feasible mineral deposits.

Residential is the predominant land use within the Town, accounting for ~~60~~**70**% of all land area. The majority of single-family units are located in the north and south-central portions of the Town. In contrast, most multi-family dwellings are located in the southernmost part of Town, south of Sloan's Curve, and were developed beginning in the 1960's. Because of the high cost of land, and the fact that Palm Beach is in the coastal hurricane vulnerability zone, there are no mobile homes in the Town.

~~The acreage devoted to commercial uses including hotel/resort uses accounts for about 4% of all land area. This represents a ratio of about 11.8 acres per one thousand population. This ratio is somewhat high compared to other communities due to the high seasonal residency component.~~

**TABLE I-3  
EXISTING LAND USE Town of Palm Beach**

LAND USE CATEGORY	2017	
	Acres*	Percent
Total Land and Water	5,434	
Water/Submerged Lands	2,878	
Spoil Islands	47	
Net Contiguous Land Area	2,509	100%
Single-family	1,162	46%
Multi-family	355	14%
Breakers Mixed-Use PUD	138	6%
Hotel/Resort Accommodations**	29	1%
Commercial	86	3%
Public	48	2%
Recreation	74	3%
Private Group Use	242	10%
Conservation	3	***
Vacant	51	2%
Rights-of-way	321	13%

\* A Palm Beach acre (PB ac.) is 40,000 square feet

\*\* Excludes the Breakers Hotel, which is part of the Breakers Mixed-Use PUD

**MOVED TO PAGE 9 AND 10 and summarized in a pie chart.**

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

Commercial uses are concentrated in three areas of the Town, as follows:

1. A small commercial node is located at the south end of Town, near the Lake Worth Bridge to the mainland, serving some of the needs of the residents in this part of Town as well as visitors staying in local hotels.
2. Worth Avenue is located near Town Hall in the center of Palm Beach. Worth Avenue shops cater to the desires of seasonal and year-round residents of the Town as well as tourists. While open year-round, the Avenue's principal business is conducted during the "season."

The Town-serving commercial area, including the commercial areas of South County Road and Peruvian Avenue, serves as an adjunct to the more famous Worth Avenue shopping area, providing additional shops and services. The Town's objective is to retain and enhance the "Town-serving" character of this section of Palm Beach.

Royal Palm Way, also in the Town-center area a few blocks north of Worth Avenue, is a wide, palm-lined boulevard, dedicated primarily to offices, banking and professional uses.

3. The commercial concentration in the vicinity of Royal Poinciana Way, near the Flagler Memorial Bridge, is primarily oriented to the local retail and service needs of Town residents and visitors. However, the Royal Poinciana Plaza, a concentration of shops, restaurants, and offices, and the Royal Poinciana Playhouse just east of the Flagler Memorial Bridge, serves a broader clientele.

4. The dominant character of the Town's commercial sector is one of small scale. The vast majority of the commercial uses in the Town each encompass 4,000 square feet or less of gross leasable area. Despite the reputation of Worth Avenue and the presence of some large retail anchors and office uses in the Town, the overall character of the Town's commercial areas is one of small business concerns which, individually, would not normally be expected to draw the majority of its patrons from beyond the Town's limits.

Table I-4 below includes information regarding the Town's employment based on the US Census 2012 Economic Census. Based on the information from 2012, the largest employment sector in the Town was within the accommodation and food service sector where over 4,000 people were employed.

**Removed as Employment is not required per State Statute and does represent the Town population**

**Table I-4  
Employment Data from 2012  
Town of Palm Beach**

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

	<b>North American Industry Code System (NAICS) Code</b>	<b>Number of Establishments</b>	<b>Number of Employees</b>
<b>1</b>	Wholesale Trade	15	100-249
<b>2</b>	Retail Trade	177	1,345
<b>3</b>	Transportation and Warehousing	12	57
<b>4</b>	Information	3	16
<b>5</b>	Finance and Insurance	89	829
<b>6</b>	Real Estate and Rental and Leasing	101	522
<b>7</b>	Professional, Scientific, and Technical Services	140	668
<b>8</b>	Administrative and Support and Waste Management	23	100-249
<b>9</b>	Educational Services	3	57(a)
<b>10</b>	Health Care and Social Assistance	24	78
<b>11</b>	Arts, Entertainment and Recreation	24	1,181
<b>12</b>	Accommodation and Food Services	43	4,074
<b>13</b>	Other Services	97	1,129

There are no industrial or agricultural uses within the Town of Palm Beach.

Source: 2012 Economic Census of the United States; US Census 2016

(a) The 2012 Economic Census does not provide for a breakdown of employees, but rather gives a range of 0-19 employees for the two subcategories of establishments. Therefore, the highest number (19\*3=57) assumed.

Fishermen's Island, Hunter's Island, and Bingham Isle are leased by the Audubon Society as rookeries and bird sanctuaries, and have been designated for conservation on the Town's Future Land Use Plan Map. Title to these islands is variously held by either the State Trustees of the Internal Improvement Fund or the Blossom Estate. In addition, a portion of the Blossom Estate Subdivision was designated for conservation in connection with the approval of this subdivision.

### **MOVED TO THE CONSERVATION ELEMENT AND EXPANDED UPON**

Lands devoted to public recreational use account for 5% of the land area in the Town (excluding rights-of-way). There are three types of public recreation areas in Palm Beach: major recreation

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

~~areas (such as community parks), neighborhood/mini parks, and special use resources or facilities. All facilities are described in detail in the Recreation/Open Space Element.~~

~~Public uses include schools and governmental facilities such as Town Hall, police and fire stations, sanitary sewerage lift stations, etc. These constitute approximately 2% of the land area in the Town.~~

~~Private Group Uses account for 10% of the land in the Town. This category includes such uses as churches, private schools, golf and country clubs, other private clubs, museums, etc.~~

**Moved to page 9.**

~~The Town has surveyed 1162 sites of potential historic or architectural significance. All are listed on the Florida Site File of the Florida Department of State, Division of Historical Resources. The Town has designated 320 landmark properties as of May 2017. These are protected by ordinance.~~

**Updated and moved to Historic Preservation Element**

### **~~SUMMARY OF ANALYSIS~~**

### **PUBLIC SERVICES ARE PROVIDED FOR IN THE INFRASTRUCTURE ELEMENT**

#### **~~Provision of Public Services~~**

~~Roadways and community facilities serve as support systems for the Town's land uses. Limitations in land area and a lack of potable water sources have resulted in the Town's dependence on mainland resources for several basic services. Consequently, the Town's plans for the future need to be in harmony with demands throughout the region for clean air and water, waste disposal facilities, and other limited resources.~~

~~The City of West Palm Beach supplies and distributes potable water to the Town and also provides wastewater treatment service.~~

~~The Town collects vegetative yard trash and provides for disposal at Town-owned sites on the mainland. Solid waste is also collected by the Town and transferred to the Jog Road landfill operated by the Palm Beach County Solid Waste Authority.~~

~~The Town's storm drainage system is old and contains a number of outfalls which discharge into Lake Worth. The Town is currently obtaining National Pollutant Discharge Elimination System (NPDES) permitting for its drainage system. Because the Town is almost entirely developed, future drainage strategies must be directed toward practical corrections, while mitigating the impacts of future development.~~

~~The Town foresees no shortage in the areas of public infrastructure facilities or services over the next ten years.~~

~~The recreational emphasis of the Town's residents has been on private golf courses, clubs, and various cultural activities. To a great extent, these activities supplant more typical public recreational and cultural facilities. Nevertheless, in addition to an abundance of private~~

## **FUTURE LAND USE ELEMENT**

### **DATA AND ANALYSIS**

recreational facilities, the Recreation/Open Space Element shows that public recreation facilities in the Town far exceed minimum standards.

The Town's transportation system is rapidly being strained to capacity, and, in fact, is at a critical stage. The linear configuration of the Island has produced a "one-road Town" with all the limitations of this urban form. County Road/Ocean Boulevard/State Road A1A forms the major north-south arterial spine that serves the entire length of Town.

In some locations, this route serves primarily as a residential access road, and is, therefore, not able to function as a major thoroughfare for carrying tourists and commercial thru-traffic. In other locations, the roadway rides the crest of oceanfront dunes between the beach to the east, and fully developed residential areas to the west. This part of the roadway, particularly susceptible to damage from storms, is equally unsuited to improvements that would provide additional roadway capacity. Widening of the roadway in these locations would damage the quality of beach areas and the adjoining residential properties.

A growing concern that will likely impact the Town's transportation system and recreational and park facilities is the amount of residential density and intensity being added within the City of West Palm Beach's downtown as well as potential growth in the City of Lake Worth. With limited recreation space and a Transportation Concurrence Exemption Area (TCEA) in place, expected spillover of that increased density and intensity into the Town will only exacerbate capacity concerns along County Road/Ocean Boulevard/State Road A1A.

#### **Groundwater Aquifer Recharge**

The Floridan Aquifer is typically the major source of potable water elsewhere in Florida, but is of only limited use in Palm Beach County due to its high salinity content. There are no recharge areas to the Floridan Aquifer in the Town.

Most potable water in the County comes from the surficial aquifer or surface water sources. The surficial aquifer in the Town of Palm Beach is unsuitable for potable consumption due to high salinity levels. There are no designated recharge areas to this aquifer. Any areas in the Town that might have been suitable as designated recharge areas have already been developed in urban uses.

#### **Soils and Minerals**

Native soils in the Town have been largely eradicated by the process of urbanization. With the exception of a narrow ridge of highly permeable sand along the coastal ridge, most soils are poorly drained urban fill types.

The Florida Mining Atlas identifies two potentially valuable mineral resources in Palm Beach: coquina and sand. However, the socio-economic profile of the Town and consequent high real estate values preclude mining of these resources, either now or in the foreseeable future.



## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

### **Vegetation and Wildlife**

~~Past development has dramatically altered the natural environment of the island and its surrounding waters. The little developable land remaining in the Town is scattered in relatively small tracts, most of which lack significant natural or environmental characteristics.~~

### **Development of Coastal and Flood-Prone Areas**

#### **ADDED BACK**

The Coastal High Hazard Area (CHHA) is defined as “[t]he area below the elevation of the category 1 storm surge line as established by a Sea, Lake and Overland Surges from Hurricanes (SLOSH) computerized storm surge model.” This area is a narrow area along the coast of the island and is delineated in the future land use map series. Future infrastructure and public and private development within the CHHA will be restricted except when doing so is not feasible. The Town is legally limited in its ability to restrict development of private properties located in the CHHA.

However, the Town has long recognized the wisdom of limiting development densities and discouraging inordinate growth. The Town will continue to do so through the implementation of this Comprehensive Plan, which has as one of its basic tenets the effort to lower the patterns of density wherever legally and practically possible. With the exception of some in-fill areas, lands within the 100-year flood zone have already been developed. The Town will continue to limit, through the land development regulations, the prohibition of structures, with the exception of docks and municipal owned and operated parks and essential services, as defined in Chapter 134 of the Town’s Code of Ordinances, on or over submerged land. **The Town will continue to enforce these regulations as has done so historically when Ordinance No. 3-60 was adopted in 1960.**

### **Undergrounding of Utilities**

~~The conversion of the overhead utilities to underground locations will be one of the most ambitious infrastructure projects ever undertaken by the Town of Palm Beach. The undergrounding will preserve the historic character of the Town and enhance the aesthetics of the landscape and scenic vistas. The conversion will significantly improve the level of service and reliability of the electric, telephone, and cable communications to the Town.~~

#### **MOVED TO THE INFRASTRUCTURE ELEMENT AND UPDATED**

### **Future Redevelopment of Royal Poinciana Plaza/Royal Poinciana Way**

~~There has been interest in the past in the redevelopment of the Royal Poinciana Plaza, and nearby commercial areas, as well as in the reopening of the long shuttered Royal Poinciana Theater. Given its size and highly visible location, redevelopment of this area would no doubt have a major impact on the character of the Town and the quality of life of its residents.~~

**Impacts of the Issue:**

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

~~Redevelopment in this area will have a major impact on the character of the Town and the quality of life of its residents.~~

~~Given its highly visible location, redevelopment of the Royal Poinciana Plaza has significant potential to affect the established community character of the Town of Palm Beach. The Comprehensive Plan suggests that the special physical character of the Town of Palm Beach is the Town's long-standing commitment to gradual and graceful evolution of development within the Town—as opposed to significant departures from the existing fabric of development.~~

~~On multiple occasions the owner of the Royal Poinciana Plaza has proposed to redevelop this distinctive site in a manner that conflicts with the Town's Comprehensive Plan and its Zoning Code.~~

### **THE FUTURE LAND USE MAP SERIES**

Pursuant to §163.3177(6)10, Fla. Stats., as a component to the Future Land Use Element, the Future Land Use Map Series has been provided as a separate Element within the 2024 Comprehensive Plan. The purpose for this is to allow specific maps that must comply with changes in state law or local conditions to be updated without a comprehensive plan amendment in order to protect and serve the residents of the Town. The following table provides the complete list of maps in the 2024 Comprehensive Plan update.

<b><u>Table 1-5 2024 Comprehensive Plan Map Series</u></b>
<u>1.1 Future Land Use Map</u>
<u>1.2 Zoning Map</u>
<u>1.3 Town Bridges Map</u>
<u>3.1 Landmark Structures Map</u>
<u>3.2 Historic Districts &amp; Scenic Vistas Map</u>
<u>3.3 Historically Significant Buildings Map</u>
<u>3.4 Historic Markers Map</u>
<u>3.5 Archaeological Sites Map</u>
<u>5.1 Public Buildings Map</u>

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

<u>5.2 Seawall Map</u>
<u>6.1 Functional Classification Map</u>
<u>6.2 Roadway Number of Lanes Map</u>
<u>6.3 Road Network Map</u>
<u>6.4 Roadway Responsibility Map</u>
<u>6.5 Bicycle Facilities Map</u>
<u>6.6 Pedestrian Network Map</u>
<u>6.7 Public Transit Map</u>
<u>6.9 OD Zones Map</u>
<u>7.1 Parks &amp; Recreational Facilities Map</u>
<u>7.2 Beach Access Map</u>
<u>8.1 Flood Zone Map</u>
<u>8.2 Coastal High Hazard Area Map</u>
<u>8.3 100-Year Floodplain Map</u>
<u>8.4 Beaches, Shores, and Wildlife Map</u>
<u>8.5 Estuarine Areas, Wetlands &amp; Vegetative Cover Map</u>
<u>9.1 Minerals &amp; Soils Map</u>
<u>9.2 Town Spoil Islands Map</u>

Table 1-6 provides the Future Land Use and corresponding Zoning Districts for residential and commercial districts in the Town of Palm Beach.

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

<b><u>Table 1-6</u></b>	
<b><u>Future Land Use Designation</u></b>	<b><u>Corresponding Zoning District Classification</u></b>
<b><u>Single Family</u></b>	<b><u>R-AA – Large Estate Residential District</u></b>
	<b><u>R-A – Estate Residential District</u></b>
	<b><u>R-B – Low-Density Residential District</u></b>
<b><u>None</u></b>	<b><u>R-C – Medium-Density Residential District</u></b>
<b><u>Multi-Family Moderate Density</u></b>	<b><u>R-D (1) – Moderate Density Residential District</u></b>
<b><u>Multi-Family High Density</u></b>	<b><u>R-D (2) – High Density Residential District</u></b>
<b><u>Commercial</u></b>	<b><u>C-B- Commercial District</u></b>
	<b><u>C-OPI – Commercial - Office, Professional and Institutional District</u></b>
	<b><u>C-PC- Commercial - Planned Center District</u></b>
	<b><u>C-TS-Commercial - Town Serving</u></b>
	<b><u>C-WA-Commercial Worth Avenue</u></b>
<b><u>Conservation</u></b>	<b><u>Conservation</u></b>
<b><u>Private Group Use</u></b>	<b><u>None</u></b>
<b><u>Public</u></b>	<b><u>None</u></b>
<b><u>Recreation</u></b>	<b><u>None</u></b>

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

<u><b>Approval PUD</b></u>	<u>PUD-A</u>
	<u>PUD-B</u>
	<u>PUD-C</u>
<u><b>None</b></u>	<u>BA – Beach Area</u>

In preparing this table, it was discovered that three (3) Future Land Use categories, Private Group Use, Public, and Recreation, do not have corresponding Zoning Districts. Additionally, the Beach Area (BA) and the R-D(1) Zoning Districts do not have an associated Future Land Use categories. Regarding the R-D(1) zoning district, the reason for this is due to the maximum density permitted in the R-D(1) is 10 dwelling units per acre. However, R-C only allows a maximum density of six (6) dwelling units, while R-D(2) grants up to 13 dwelling units per acre. A new Future Land Use category must be created that limits the maximum density to 10 to be consistent with the R-D(1) Zoning District. The comprehensive plan purpose is to be the controlling instrument for proper planning, while the zoning code is to be the implementing regulatory document, and they must correlate. ~~As demonstrated, in particular areas these two (2) documents are inconsistent. There is reason to believe that due to this disconnect, applicants for development approval do not know what regulations apply to their project if these two (2) maps do not relate. Unfortunately, this leads to unnecessary variances and public confusion. Ultimately, it may hinder understanding and decision making when reviewing projects, such as those that are recreational, public, and those that require essential services to maintain public facilities including our beaches.~~

### **FUTURE LAND USE NEEDS ADDED BACK AND EDITED**

Palm Beach is an intensely developed coastal community with almost no room left for growth. Expansion of the corporate area is likewise impossible. Significant population growth cannot take place unless major redevelopment occurs in existing single-family areas. These factors, ~~combined with the fact that most of the Town's land area is already developed, and located on a barrier island~~ limit the Town's ability to arrange, shape and allocate land uses to adjust to community needs; ~~and limit the permissible density of population.~~

~~There are presently about 112 acres of hotel, retail, service, office, pay parking, and mixed commercial uses. This represents about 11 acres of commercial use per one (1) thousand population. This is somewhat high compared to other communities, due to the unique character of the Town's year-round and seasonal residents, and the seasonal tourist influx. However, in In~~ order to maintain the Town's predominantly residential character, no additional lands for commercial uses are considered necessary or appropriate. The Town's inventory of recreational lands and facilities is more than adequate to provide for anticipated needs throughout the planning period. Given the small amount of population growth projected, no additional land

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

will be needed for governmental or institutional uses.

### Redevelopment **ADDED BACK AND EDITED**

There are no concentrations of deteriorated structures or blighted areas in the Town, nor are any expected during the planning period. The high value of real estate in the Town, its unique character and history, and the vigilance of the local government and residents will continue to maintain a high standard of property conditions within the Town. ~~On the other hand, there are a great many properties in the Town that were developed earlier at densities or intensities now considered inappropriate. Most, however, while inconsistent with the Town's Future Land Use Plan Map, are not inconsistent with the Town's prevailing character. Therefore, there is no need to affirmatively encourage redevelopment or reduction of these situations.~~ Future redevelopment will be required to conform to the densities and intensities and levels of service ~~incorporated established within the Town's Future Land Use Plan Element.~~

### Preservation of Residential Neighborhoods **REINSERTED**

As far back as 1990, the Town Council and the Zoning Commission have been evaluating those portions of the Town's Zoning Code that regulate the size of homes in the R-B zoning district, the predominantly single-family areas in the North End of the Town. Nevertheless, during the past several years, the issue of "excessively large homes" has become increasingly controversial in Palm Beach, as it has in other areas of the country.

Building norms for home sizes in the North End averaged 2,500 to 3,000 square feet (or less) in the decades of the 1930's to the 1970's; well below the 6,000 square feet allowed in the Town's Zoning Code at that time. Today these historic norms have become the reference point, as housing construction evolved to reflect changing residential tastes and real estate markets. In 1980, for example, a 6,000 square foot house home could be built on a 10,000 square foot lot. The house home was allowed 3,000 square feet on the first floor, and 3,000 square feet on the second floor, comprising total lot coverage of 30%. However, at that time, very few homes were built to the maximum allowable size. Most were single-story homes and were designed as second homes intended for seasonal occupancy.

During the 1980's and 1990's, a number of factors changed, resulting in the construction of significantly larger homes. New homes were designed for use as primary residences, with more living space, larger rooms, and other amenities, in response to changing market demands. During that time, the Town's Zoning Code underwent modifications to reduce the size of a house allowed on a typical lot in the R-B zoning district. The Town's zoning regulations, when combined with the required reviews by the Architectural Commission and Landmarks Preservation Commission, ensure that change is controlled and gradual.

### Resulting Problems or Opportunities

## FUTURE LAND USE ELEMENT DATA AND ANALYSIS

### ADDED BACK AND EDITED

It is ~~still~~ important that the Town's regulations allow and encourage development of a size and character that is consistent with the desires of the residents – whether that desire is to perpetuate the existing character or to encourage evolution to accommodate new trends in residential construction and occupancy within the different geographic areas of the Town. Where the desire is to maintain the existing character of an area, the land development regulations for that area should be structured so as to reduce the extent of nonconformities created over years of regulatory change. Since the summer of 2022, the Town reviews the existing regulations each year and makes changes that it believes will ensure the preservation of the Town's distinctive ambiance and character. has been working with a zoning consultant to review the current Zoning Code for consistency with the vision of the community. This process began with a Zoning Diagnostics Report in September 2022 and a four-day planning charette in late February early March 2023. Subsequent studies have been produced for the single-family zoning districts with emphasis on the northend. The consultants will be assigning studying the commercial areas and associated parking issues. Additionally, it is recommended that a public visioning process for the southend be conducted focusing on both comprehensive planning as well as zoning.

### Summary of the Future Land Use Element

Palm Beach is a community that has achieved a high standard of living and retained its exclusivity, which is essential for Town residents. It is the purpose of the comprehensive planning process to uphold the vision of the Town residents as a predominantly residential community with limited commercial and recreational land uses that serve the Town. Palm Beach is a premier residential community of exceptional beauty and charm. The goal of the Comprehensive Plan is to preserve and protect the residential scale and quality of life with limited town-serving commercial and recreational uses. As the Town is “built-out”, intensification of commercial uses affects the limited parking availability and ultimately the Quality of Life of Town residents. To this point, a policy has been recommended that the Town restrict variances to parking requirements.

As required per State Statute, the Comprehensive Plan and corresponding Zoning Code must maintain consistency as together these documents lay the foundation of planning and zoning for the Town. As noted, there are land use and zoning classifications that do not correspond to one another. Therefore, it is recommended that within one year following adoption of the subject updated 2024 Comprehensive Plan, the Town consider reviewing and correcting inconsistencies with the Future Land Use Map and Zoning Map that include potentially three new zoning districts to correspond to their respective Future Land Use designations. As noted, a new Medium Density Residential District limits density to six units to the acre that correlates with the R-C Zoning District but the R-D(1) allows up to ten dwelling units per acre. A suggestion is to create a new Multi-Family Medium Density for the R-C and revise the maximum density for the Multi-family Moderate Density Residential to accurately reflect the maximum permitted density for the R-D(1) zoning district. Lastly, as a coastal community, an envisioned new Beach Area Future Land Use designation should be considered that recognizes the necessary beach renourishment and related public purpose essential services and activities.



## **FUTURE LAND USE ELEMENT**

### **DATA AND ANALYSIS**

---