

Agenda Item #: 9:30AM

PALM BEACH COUNTY
BOARD OF COUNTY COMMISSIONERS

WORKSHOP SUMMARY

Meeting Date: May 14, 2013

Department: Planning, Zoning and Building, Planning Division
Engineering and Public Works, Traffic Division

I. EXECUTIVE BRIEF

Title: Comprehensive Plan Policy Discussion

Summary: At recent Comprehensive Plan Amendment hearings, Commissioners have requested an overview of key policy positions in the Comprehensive Plan, including adopted maps used in transportation planning and policy. This workshop 1) provides that overview, and 2) identifies current issues for Board consideration and discussion. Countywide (RB)

Background and Policy Issues: The Palm Beach County Comprehensive Plan, was adopted in 1989, and substantially revised in 1999 to incorporate the Managed Growth Tier System. The Plan establishes a policy framework for land development and service provision in the County. It is periodically revised and updated at Board direction, or at the request of property owners with Board approval, and all development in the unincorporated County occurs consistent with the Plan. This workshop will focus on the key policy principles contained in the Future Land Use and Transportation Elements of the Plan, and identify major current issues that may require further revisions to the Plan. The attachment outlines the topics to be addressed in the staff presentations.

Attachments:

1. Comprehensive Plan Policy Overview
 2. Comprehensive Plan - Transportation Maps
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Recommended by: Raymond J. Caldwell 5/6/13
Department Director Date

Recommended by: A. J. Webb 5/6/13
Department Director Date

Approved By: V. Baker 5/7/13
Deputy County Administration Date

2013

Palm Beach County
Planning, Zoning & Building
Planning Division



PALM BEACH COUNTY COMPREHENSIVE PLAN

Policy Overview

Attachment 1

Introduction

This document is provided as back-up for the May 14, 2013 Board of County Commissioners' Workshop on Comprehensive Plan Policies. At recent Comprehensive Plan Amendment hearings, Commissioners have requested a summary of key policy positions in the Comprehensive Plan, including adopted maps used in transportation planning and policy. This document provides an overview of Comprehensive Plan policies, and identifies current issues the Planning Division is addressing. Additional information will be provided by the Engineering Department regarding transportation planning.

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Background

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The First Comprehensive Plan: 1980

Palm Beach County adopted its first Comprehensive Plan in 1980, providing the framework for development within the unincorporated area, and mechanisms and standards through which changes could occur. The basic concept of the Plan was to permit development at urban densities in those areas where urban services such as water and sewer could be provided efficiently and economically, and to prevent urban density development in areas which were not planned for extension of urban services in the Plan's timeframe.

The 1989 Comprehensive Plan

Palm Beach County's 1989 Comprehensive Plan, adopted in response to the 1985 Growth Management Act, built upon the strengths of its predecessor. This Plan is based on an overall goal of maintaining a high quality of life in the County, and on long-term planning directions outlined during preparation of the 1989 Plan, from input by agencies, citizen advisory committees, public meetings, interdepartmental reviews, and the Board of County Commissioners. These County Directions are found in the Future Land Use Element, and are summarized here.

The mechanisms and means for attaining this goal of maintaining a high quality of life have been incorporated into the various Elements of this Plan. The County opted to include a number of optional elements, such as Health and Human Services and Library Services, in addition to the required Elements such as Future Land Use and Transportation.

County Directions 1989 Comprehensive Plan

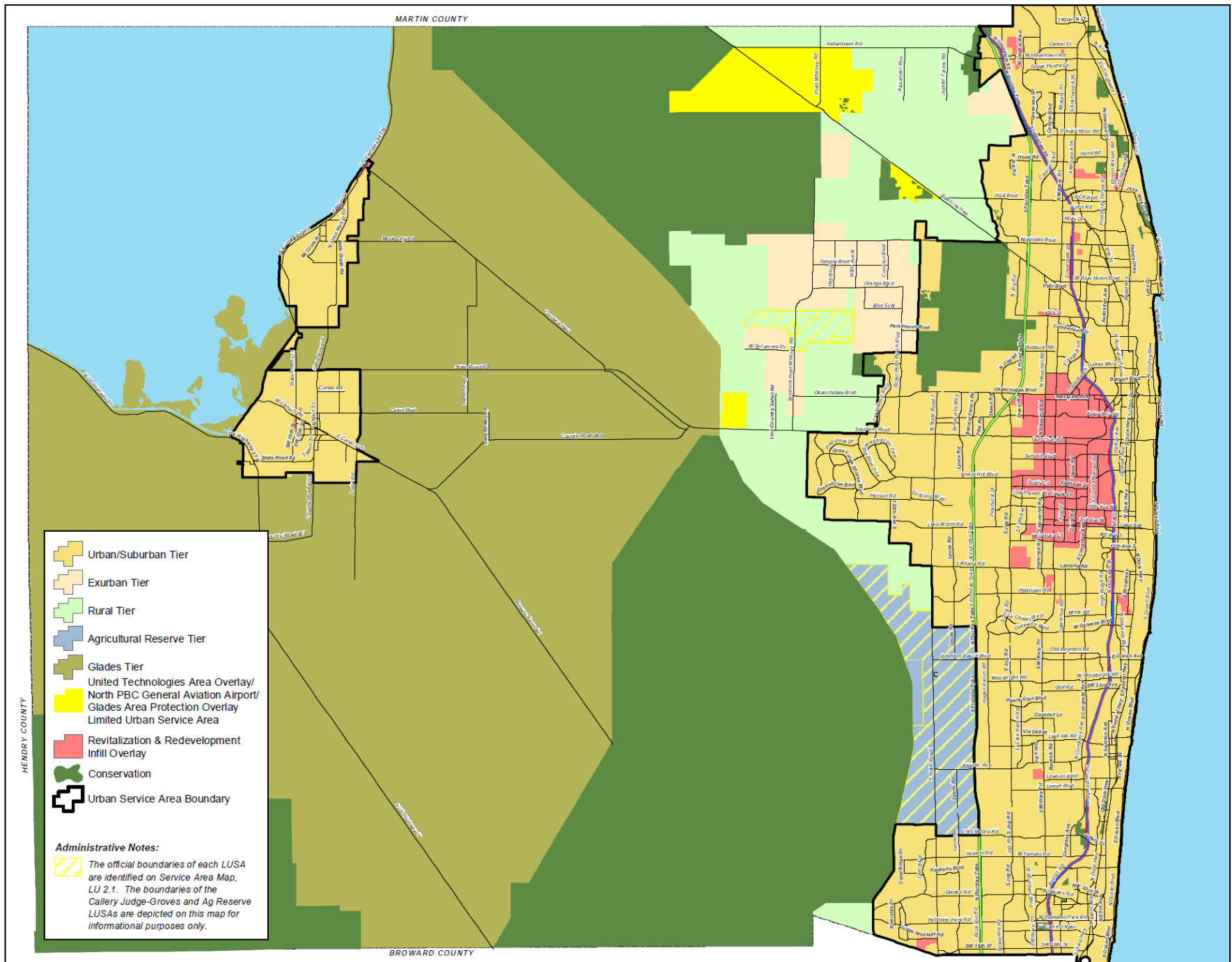
- 1. Livable Communities**
- 2. Growth Management**
- 3. Infill Development**
- 4. Land Use Compatibility**
- 5. Neighborhood Integrity**
- 6. Economic Diversity and Prosperity**
- 7. Housing Opportunity**
- 8. Economic Activity Centers**
- 9. Research & Development Communities**
- 10. Level of Service Standards**
- 11. Linear Open Space and Park Systems**
- 12. Environmental Integrity**
- 13. Rural and Urban Design Guidance**
- 14. A Strong Sense of Community**
- 15. Addressing Externalities**

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The Managed Growth Tier System: 1999

In 1999, the County adopted the Managed Growth Tier System (MGTS) as its primary growth management strategy for the unincorporated County. The Tier System establishes 5 geographically specific tiers. The fundamental premise is that the Tiers represent distinct regions based on characteristics and lifestyle, with densities, intensities, and regulations that vary by Tier, in order to manage growth in a manner that fosters the intent of each Tier and the County's Directions as a whole.

In the prior Plans, the urban service area boundary was considered an urban expansion line. Provisions were in place to contain urban services and urban density within the boundary, while providing justification mechanisms for when it could be appropriate to move the line westward and expand the urbanized area. The Managed Growth Tier System changed that philosophy to one that promoted the maintenance of character and lifestyle of each Tier, with provisions so that Tier boundaries can be changed subject to specific criteria.



The Tiers

- **Glades Tier.** The Glades Tier accounts for approximately half the County's land area, and 80% of unincorporated County. A portion of the Glades Tier is located in the Urban Service Area (proximate to Lake Okeechobee) and is designated for medium to high density residential development (unbuilt densities of 3 to 12 units per acre, which would yield approximately 80,000 dwelling units on over 11,000 acres). Much of the rest of the Glades Tier, over 460,000 acres, is known as the Everglades Agricultural Area (EAA), and is designated Agricultural Production to accommodate commercial agriculture, a major component of the County's economy; mining and Everglades restoration efforts area also allowed in this area. The area is also preparing to undergo master planning through a recent HUD grant.
- **Rural & Exurban Tiers.** The provisions for the Rural and Exurban Tiers are designed to maintain the character by limiting residential development to rural and low densities, and by limiting non-residential development to low intensity commercial at limited locations. The Comprehensive Plan provisions for both Tiers are nearly identical, with the exception of density. The maximum density for the Rural Tier is one unit per 5 acres (outside the Callery-Judge Agricultural Enclave). The Exurban Tier is designated one unit per 2.5 acres, although the antiquated subdivisions with this designation actually have a platted density that is twice that (1 unit per 1.25 acres average). The MGTS also committed the County to undertake an optional Sector Planning process offered by the State, in an effort to balance land uses in the area; based on initial work by a consultant, a plan was adopted in 2005. The plan was found not in compliance by the State, primarily due to transportation issues, and the sector planning effort was ultimately discontinued.
- **Agricultural Reserve Tier.** The MGTS established the Agricultural Reserve as a distinct Tier, and based on Board direction a master planning effort was undertaken. This effort ultimately led to provisions in the Plan designed to foster agricultural and environmental preservation through planned development options (one unit per acre) that cluster development onto 20-40% of a project's land area, and require conservation easements on preserved portions. The Tier was also the subject of a \$100 million bond issue to acquire lands.
- **Urban Suburban Tier.** The County anticipates that 90% of the County-wide population will be accommodated within this Tier. This Tier includes the bulk of the County's municipalities, although the Tier provisions do not apply within these municipalities. The majority of the unincorporated land is suburban in character, with pockets of more intense urban development and areas of near-rural densities. Densities range from one unit per acre, up to 18 units per acre under certain criteria. To promote the efficient use of land and infrastructure, infill and redevelopment are encouraged, and this tier is a receiving area for transferred development rights. The boundaries of this Tier are coterminous with the Urban Service Area, and the intention is that this Tier ultimately receive the full complement of urban services.

Since the Managed Growth Tier System

In the 13+ years since the adoption of the MGTS, several major planning efforts have been undertaken, with most resulting in Comprehensive Plan provisions. These include the Agricultural Reserve Master Plan and the Sector Planning efforts noted above, as well as the mandatory Workforce Housing Program, the Glades Area Protection Overlay to protect the EAA from encroachment of urban and other uses, the Urban Redevelopment Area to encourage infill and redevelopment, and the Biotech Overlay to facilitate biomedical industry in the County.

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The Comprehensive Plan Today

Key Policy Concepts

Within the framework of the Managed Growth Tier System, the goals, objectives and policies of the Comprehensive Plan protect diversity of lifestyles, offer development options that increase sustainability, and place priority on efficient service provision, adequate affordable housing, natural and historic resource protection, protection of the County’s economic base, and community participation. The following table identifies the Plan provisions that implement the key policy concepts contained in the Comprehensive Plan.

Policy Concept	Implementation Mechanism
<p>Respect Diversity of Character: Accommodate variety of lifestyles</p>	<p>MGTS:</p> <ul style="list-style-type: none"> • Different densities and intensities by tier • Limited ability to convert one tier to another <p>General:</p> <ul style="list-style-type: none"> • Amendments require adequate justification, and review of compatibility, impacts, and plan consistency • Residential protected from encroachment • Limiting/eliminating nonconformities
<p>Glades Tier: Enhance and build upon unique characteristics</p>	<ul style="list-style-type: none"> • Improvement of urbanized areas through high densities and joint local government efforts • Economic development and ecotourism through Economic Development Overlay and Lake Okeechobee Scenic Trail Overlay • Agricultural base protected through Agricultural Production designation, Sugar Cane Growers’ Cooperative Overlay and Glades Area Protection Overlay
<p>Rural Tier: Respect rural & agricultural & equestrian character, accommodate agricultural, environmental and conservation uses</p>	<ul style="list-style-type: none"> • Lowest rural densities , or TDR sending option • Limited commercial locations and prohibitions on big-boxes • Services consistent with rural areas • Development consistent with natural system preservation/restoration, regional water resource management, and linked open space system.
<p>Exurban Tier: Recognize existing antiquated subdivisions and their service needs, and respect rural & agricultural & equestrian character</p>	<ul style="list-style-type: none"> • Low rural densities • Limited commercial locations and prohibitions on big-boxes • Open space and environmental protection • Mix of urban and rural levels of service
<p>Ag Reserve Tier: Preserve agriculture, open space, and environmental and water resources through unique low density/intensity development options</p>	<ul style="list-style-type: none"> • Low density clustered options, or TDR sending option • Commercial development limited in size, location, and form • Clustering of open space for farmland or environmental benefits
<p>Urban/Suburban Tier: Accommodate majority of development here, in a range of urban and suburban densities, for efficient service delivery, and address areas in need of revitalization</p>	<ul style="list-style-type: none"> • Range of urban densities/intensities to accommodate 90% of population and their needs • Location criteria to focus commercial at nodes, discourage strip commercial, and promote innovative mixed use • Transfer of Development Rights (TDR) and Workforce Housing and Affordable Housing programs available to increase densities • Full complement of urban services • Office of Community Revitalization, Urban Redevelopment Area, Westgate Community Redevelopment Area Overlays, and additional density incentives • Deficient areas prioritized for service provision and local planning

Policy Concept	Implementation Mechanism
<p>Enhanced Sustainability: Reduce consumption of non-renewable resources and other non-reversible impacts, and increase community identity</p>	<p>General:</p> <ul style="list-style-type: none"> • More compact, mixed use development to increase land use balance, energy-efficiency, multi-modal transportation options, and open space, and to reduce sprawl and trip length • Collocation of facilities • Series of overlays to implement localized solutions • Limitation on development in hazardous coastal areas • Discourage undue concentrations of workforce housing <p>New Urbanism:</p> <ul style="list-style-type: none"> • Additional form-based concepts for development, buildings, and streets to increase pedestrian and alternative modes of transportation, and create central community places • Traffic and density/intensity incentives, and interconnectivity and streetscape requirements, toward new urbanism
<p>Service Provision: Provide efficient delivery of adequate services concurrent with growth impacts and consistent with Tier</p>	<ul style="list-style-type: none"> • Concurrency • Graduated Service Areas: Urban, Limited, and Rural • Priority for revitalization areas, for other deficient areas, and for industry needs • Institutional and public facility uses allowed in all Future Land Use categories • Additional transportation scrutiny for amendments (Policy 3.5-d) • Minimum density requirements • Future Land Use integrated with other Elements (Recreation and Open Space, Utilities, Transportation)
<p>Adequate Housing: Facilitate availability of attainable housing</p>	<ul style="list-style-type: none"> • Workforce housing units required as a percentage of projects • Density and traffic incentives offered for the provision of additional units • TDR purchase available for workforce and affordable housing units
<p>Natural Resource Protection: Protect, preserve and enhance natural resources</p>	<ul style="list-style-type: none"> • Acquisition/Management of natural areas • TDR sending option • Multiple overlays protecting resources • Greenways and Linked Open Space System implementation • Conservation Uses permitted in all Future Land Uses
<p>Historic Preservation: Protect, preserve and enhance historic and archaeological resources</p>	<ul style="list-style-type: none"> • Archaeological and Historic Preservation Program
<p>Economic Base: Protect existing and guide future economic development</p>	<ul style="list-style-type: none"> • Implementation of Strategic Economic Development Plan • Industry-specific overlays • Range of industrial designations
<p>Agricultural Preservation: Protect economically viable agricultural base (including equestrian) by ensuring compatibility and preventing encroachment</p>	<ul style="list-style-type: none"> • Ag Reserve provisions (TDR sending option and preserve areas) • Glades Tier Overlays to protect from encroachment • Provisions to accommodate agriculture in Urban/Suburban and Exurban and Rural Tiers • Agricultural Residential Zoning allowed in any residential Future Land Uses • Allowance of support uses
<p>Community Participation: Engage stakeholders to identify community needs and unique neighborhood characteristics, to create enhance and maintain more livable communities</p>	<ul style="list-style-type: none"> • Public Hearings and public notification • Coordination with other local governments through Intergovernmental Plan Amendment Review Committee, Treasure Coast Regional Planning Council

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Current Issues

Current Issues

Based on experience with the implementation of Plan provisions, and on the monitoring of events and trends, staff anticipates that several significant issues will affect the Comprehensive Plan. As part of the Division work program, staff is actively working on these issues, developing recommendations for Board consideration. The current issues include:

- **Use-based Concerns**

Increasingly, the remaining vacant developable lands, as well as redevelopment projects, are located in built-up areas that have adjacent neighbors. Proposals for a change in future land use designation generate many questions from the community relating to potential uses and their impacts. This is especially the case when industry trends are resulting in development types not previously seen in the community, such as the emergence of “mega” gas stations. Area residents become understandably frustrated when specific answers are not available at the future land use stage. The development process must be reworked to provide additional predictability to both area residents and property owners. Communities have addressed this situation in a variety of ways:

- creating more specific future land use designations, narrowing the list of uses to be permitted if the land use designation is changed
- requiring a concurrent rezoning with the future land use amendment, to better answer questions about the proposed use and site design and operational issues.
- revisiting an approved future land use change after a specific period of time, if the associated proposed project hasn’t moved forward
- conditioning a future land use change to limit specific uses that are not deemed appropriate for the specific site

- **Addressing Climate Change Causes and Impacts**

Palm Beach County has partnered with Broward, Miami-Dade, and Monroe Counties, through a 4-County Compact, to develop and implement a coordinated regional strategy to reduce greenhouse gas emissions and adapt to regional and local impacts of climate change. The Compact group has recently completed the Regional Climate Action Plan and Implementation Guide, with options that each regional or local government may adopt and utilize based on its interests and vision for the future. The Action Plan details 110 action items in seven goal areas, to be accomplished over the next five years. According to the Compact’s Action Plan, the policy recommendations will be implemented through several approaches including:

- existing legal structures, planning and decision-making processes;
- the development of new policy guiding documents by local and regional governing bodies, and operational guidance documents;
- the development of consistent goals and progress indicators throughout the various governments in the region;
- a coordinated multi-disciplinary outreach and education program; and
- processes for focused and prioritized investments

Many of the recommended strategies relate directly to land use patterns and development practices, and if selected would be implemented through the Comprehensive Plan.

- **Refocusing Infill and Redevelopment Efforts**

Infill and redevelopment is desirable for the community, and there are numerous options available both in the Plan and in the Unified Land Development Code to encourage it. However, very little infill and redevelopment has occurred in unincorporated Palm Beach County in the past 10 years. This may be in part because all of the infill and redevelopment options included in the Plan and the Code incorporate substantial requirements for new urbanism. While new urbanism may be a highly desirable and appropriate development pattern in the right context, it is very difficult for new urbanism to take root in an infill and redevelopment environment, because it incurs more expense and risk for the property owner least likely to afford the costs, and because infill and redevelopment typically occur over long timeframes and involve many different property owners.

New urbanism may be an appropriate option for projects at key locations that can attract investors, typically out-dated shopping centers at select high traffic intersection nodes large enough to be redeveloped as destinations. These can then serve as anchors and, over time, also as catalysts for additional change along the corridors that link them. Permitting development to continue consistent with existing development patterns between key nodes allows for some level of ongoing investment in the area, which is often necessary in order to attract the larger investors that may be willing to undertake major projects at the key locations. A few select aspects of the desired form can be pursued for infill and redevelopment projects in these corridors between nodes, either as requirements or through incentives, but without the crushing effect of the whole package of requirements. Comprehensive Plan provisions for infill and redevelopment will need to be modified to reflect this redirection for the role of new urbanism.

Future Considerations

In coming months, the Board will be considering several private amendment requests, primarily for commercial future land uses in the Agricultural Reserve and in the central western communities, which will involve some of the key policy concepts of the adopted Comprehensive Plan outlined in this report. Staff will be providing the Board with a complete analysis of the impact on relevant policy provisions as part of the staff report on each proposed amendment.



Palm Beach County

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Palm Beach County **COMPREHENSIVE PLAN - TRANSPORTATION MAPS**

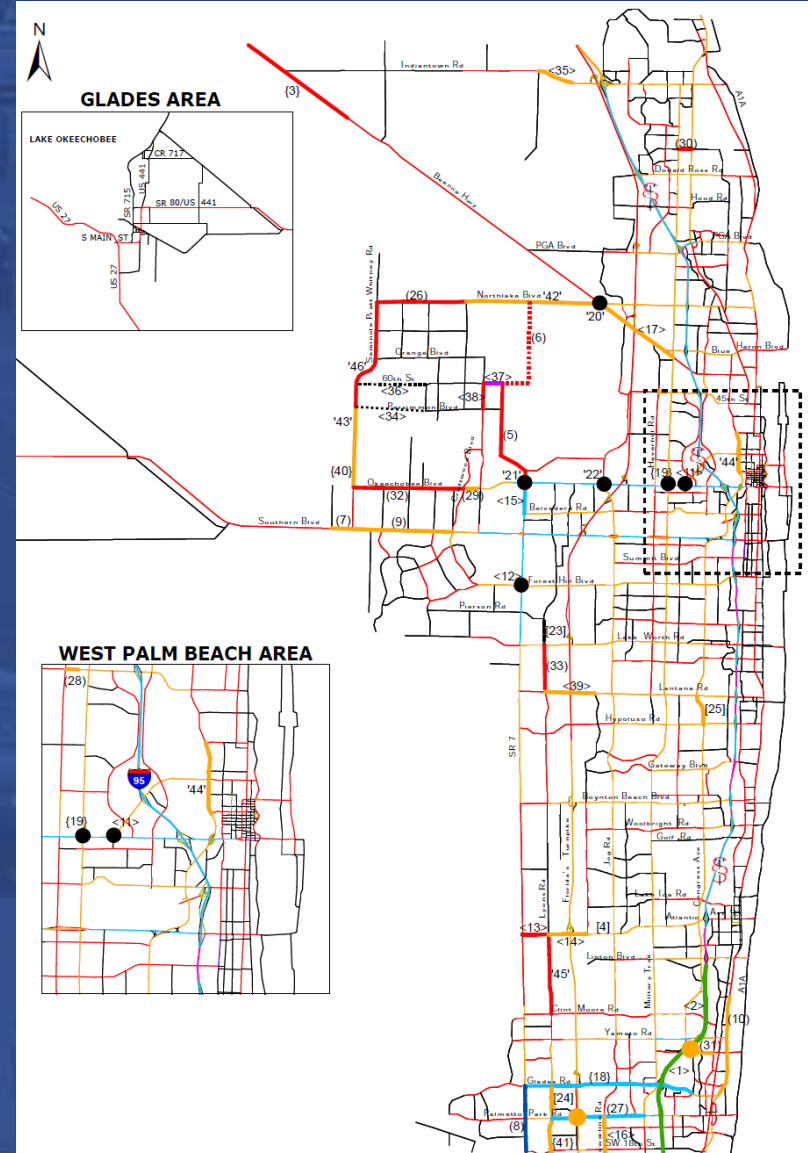
What do they really mean?

Board of County Commissioners
Transportation Workshop
Tuesday, May 14, 2013



MPO 2035 Cost Feasible Plan - Highways

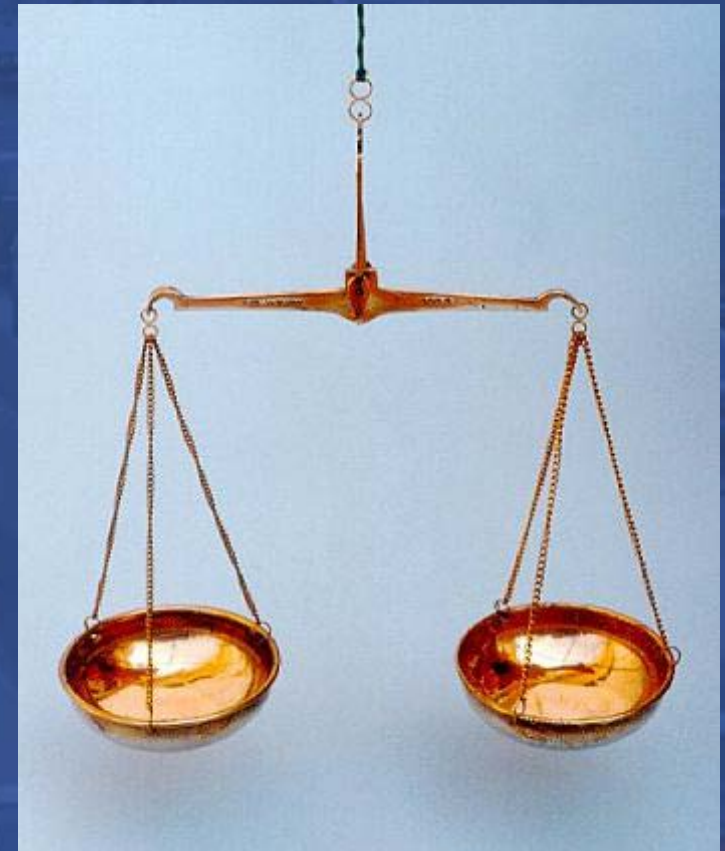
- **BACKGROUND**
 - Developed using travel demand model
 - Adopted by MPO Board
 - 25-year planning horizon
 - Updated every 5 years (2040 underway)
 - Fiscally Constrained
- **PURPOSE**
 - Shows Number of Lanes/Facilities to be Built in next 25 years
 - Identifies funding sources and amounts for State TIP & County Road Program
 - Model volumes and roadway capacities used to review FLU amendment impacts
 - Policy 3.5-d of FLUE





Development and Transportation

- Development creates traffic
- Infrastructure moves traffic
- BALANCING GAME
- When to build capacity to accommodate new development?
- At the same time:
CONCURRENCY

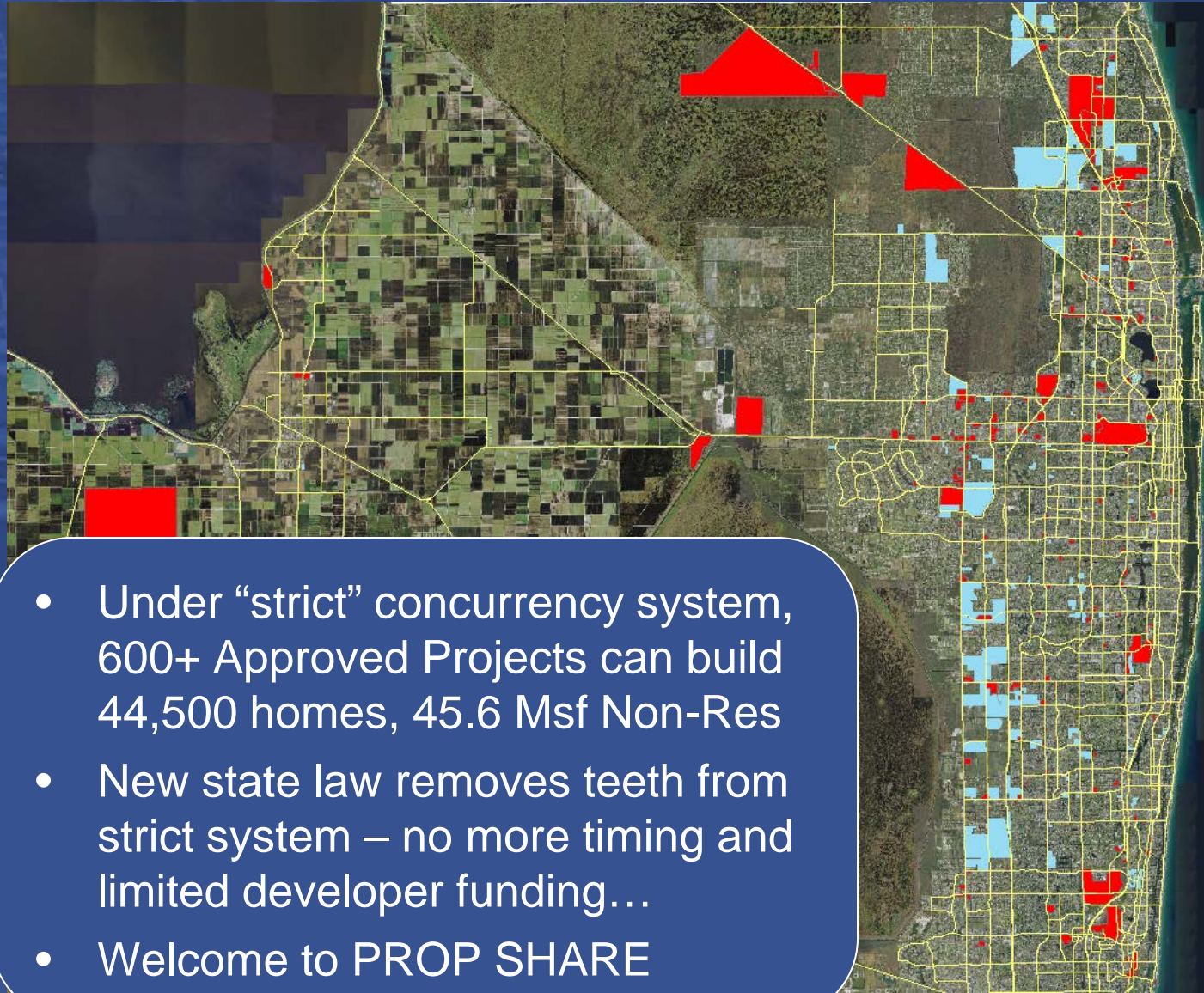




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**But
Doesn't
Concurrency
Inhibit
Growth
and
Constrain
the
Economy?**



- Under “strict” concurrency system, 600+ Approved Projects can build 44,500 homes, 45.6 Msf Non-Res
- New state law removes teeth from strict system – no more timing and limited developer funding...
- Welcome to PROP SHARE



Proportionate (Prop) Share

- The state restricted the County's ability to require road improvements before allowing developments to add new traffic to a road – instead, the first development causing a road to go over capacity can now pay a proportionate share and move forward -- “PAY & GO”
- Example – a two lane road is not planned to be widened, but is currently at its maximum capacity. If widening the two lane road will provide room for 10,000 more vehicles, and the development will be adding 1,000 vehicles – it pays for 10% of the widening cost (Proportionate share) --- The road would now be deemed to be “BACKLOGGED”.

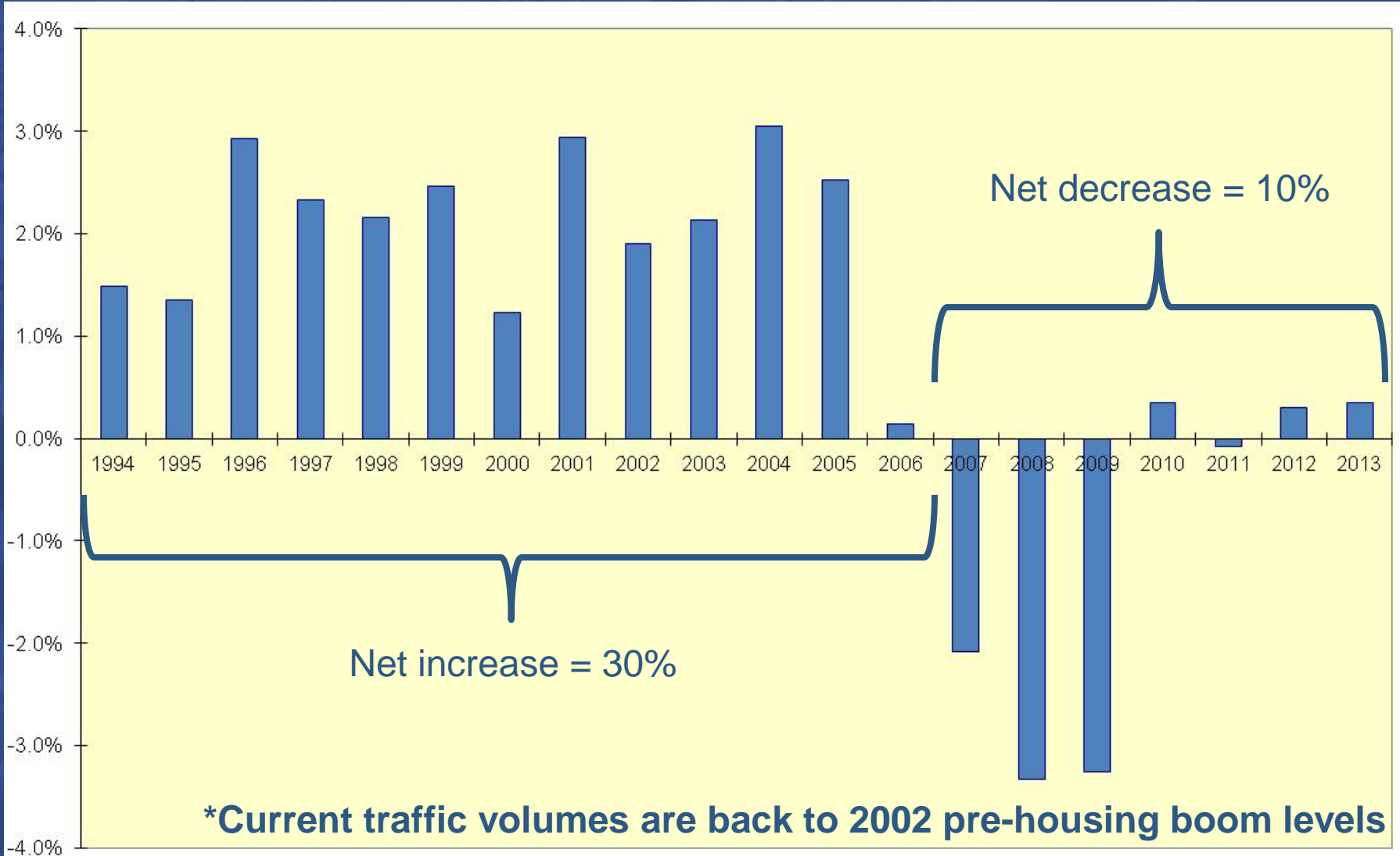


Proportionate Share (continued)

- Because it is now “Backlogged”, under the new law, the County cannot require subsequent developments make a Proportionate Share contribution/payment
- Subsequent developments would be allowed to add traffic to that two lane road, making the road more and more congested
- The County has the responsibility of paying for the rest of the project
- If no money is found, the traffic will increase and the road will become more congested



Traffic Counts as an Economic Indicator?





Funding Transportation – Where Does the Money Come From?

- Fed. Gas Tax (18.4¢/gal)
 - MAP-21 approved June 29, 2012 and signed July 6, 2012
- State Gas Tax (22¢/gal)
- Local Gas Tax (12¢/gal)
- Developer Impact Fees
- Toll Revenues
- Private Contributions
 - Developer Funded Improvements
 - Public/Private Partnerships

