

**Palm Beach County  
Evaluation and Appraisal  
Report**

**October 19, 2004  
DCA Final Report**

**Palm Beach County, Florida  
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Planning Division**

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## 2004 Palm Beach County Evaluation and Appraisal Report Table of Contents

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<b>EXECUTIVE SUMMARY</b>	<b>1</b>
<b>CHAPTER 1 – COMMUNITY WIDE ASSESSMENT</b>	<b>1-1</b>
Introduction	1-1
Economic Conditions	1-6
Population Analysis	1-9
Land Use Analysis	1-23
<b>CHAPTER 2 — MAJOR ISSUES</b>	<b>2-1</b>
Issue 1. Ability of the Managed Growth Tier System and Future Land Uses to Accommodate Future Population and Development Activities	2-1
Issue 2. Effectiveness of the County’s Infill Development and Redevelopment Initiatives, Comprehensive Plan Policies	2-10
Issue 3. Effect of Development Trends and Policies in the Plan and on the Availability of Housing Options for Moderate, Low and Very Low Income Families and the County’s Workforce	2-13
Issue 4. Evaluate the Impacts of Development on Natural Resources, Agricultural Land and Rural Areas	2-21
Issue 5. Assessment of Transportation Planning Programs and Comprehensive Plan Policies to Address the Impacts of Urban Growth	2-29
Issue 6. Improve Intergovernmental Coordination Between the County and Other Local Governments and Governmental Entities	2-38
Conclusions and Recommendations	2-42
<b>CHAPTER 3 – ASSESSMENT OF ELEMENTS</b>	<b>3-1</b>
Introduction and Administration Element	3-1
Future Land Use Element	3-3
Transportation Element	3-7
Housing Element	3-13
Utility Element	3-18
Recreation and Open Space Element	3-26
Conservation Element	3-29
Coastal Management	3-31

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Intergovernmental Coordination Element	3-34
Capital Improvement Element	3-37
Economic Element	3-40
Fire-Rescue Element	3-45
Public Schools Facilities Element	3-49
Health and Human Services Element	3-53
Library Services Element	3-57
Historic Preservation Element	3-58
Conclusions and Recommendations	3-60
<b>CHAPTER 4 – SPECIAL TOPICS</b>	<b>4-1</b>
School Concurrency and Planning	4-1
Coastal High Hazard Areas	4-1
Twenty-Year Water Plan	4-3
Financial Feasibility	4-6
Consistency with State and Regional Plans	4-18
<b>CHAPTER 5 – PUBLIC PARTICIPATION</b>	<b>5-1</b>
<b>APPENDIX</b>	
Pilot Project (Complete Document available on PZB EAR Website)	
Infill Study (Complete Document available on PZB EAR Website)	
<b>MAPS</b>	
Tier Map	M-1
Developable Map	M-2
Future Land Use Map	M-3
<b>REFERENCES</b>	<b>R-1</b>

**PZB EAR WEB SITE:** <http://www.pbcgov.com/pzb/planning/ear/ear.htm>

## LIST OF TABLES

<u>Number</u>	<u>Title</u>	<u>Page</u>
1.1	Population Estimates and Growth	1-10
1.2	Permanent Population – Palm Beach County	1-11
1.3	Palm Beach County Population: Unincorporated vs. Incorporated	1-12
1.4	Permanent Population – Unincorporated Palm Beach County	1-13
1.5	Palm Beach County Population Changes and Migration: '94-'02	1-14
1.6	Total Housing Units	1-15
1.7	Palm Beach County Annual Permit Data	1-16
1.8	Unincorporated vs. Incorporated County Bldg. Permit Activities	1-18
1.9	Unincorporated County Bldg. Permits	1-18
1.10	Projected Permanent Population – Palm Beach County	1-19
1.11	Projected Permanent Population – Unincorporated	1-20
1.12	Extended Projected Permanent Population	1-20
1.13	Projected Dwelling Units – Palm Beach County	1-22
1.14	Projected Dwelling Units – Unincorporated	1-22
1.15	Palm Beach County Acreage by Tier	1-24
1.16	Palm Beach County Existing Land Uses	1-26
1.17	Palm Beach County Dwelling Units by Tier	1-26
1.18	Palm Beach County Developable Land	1-27
1.19	Unincorporated Developable Land by Tier	1-28
2.1	% of Occupations with Annual Salary below Median Income	2-13
2.2	Housing Affordability for Selected Occupations	2-14
2.3	Proceeds from HFA Revenue Bond Sales: 1998-2002	2-16
4.1	Palm Beach County Coastal High Hazard Area	4-2
4.2	Levels of Service/Utilization	4-8
4.3	Park Level of Service Measures	4-12
4.4	Park Acreage Inventory	4-12
4.5	Palm Beach County Five Year Road Program	4-13
4.6	Year 2025 Transportation Plan: Components and Costs	4-17
4.7	Changes to Chapter 163 and FAC 9J-5	4-21
5.1	List of EAR Public Meetings	5-3
5.2	Implementing Agency EAR Contact List by Element	5-17
5.3	External Stakeholder Email List	5-26

## LIST OF FIGURES

<b><u>Number</u></b>	<b><u>Title</u></b>	<b><u>Page</u></b>
1.1	Annual Population Growth Rates: 1940-2000	1-9
1.2	1995 BEBR Projections vs. Later Estimates	1-11
1.3	Palm Beach County Population: Unincorporated vs. Incorporated	1-12
1.4	1995 BEBR Projections vs. Later Estimates	1-13
1.5	Palm Beach County Housing Supply	1-14
1.6	Palm Beach County Housing Built Residential Acres	1-15
1.7	Building Permit Activities: 1995-2003	1-16
1.8	Unincorporated vs. Incorporated County Bldg. Permit Activities	1-18
1.9	Unincorporated County Bldg. Permits	1-20
1.10	Projected Population: 2005-2025	1-21
1.11	Age Distribution Trends	1-21
1.12	Palm Beach County Acreage by Tier	1-24
1.13	Incorporated vs. Unincorporated County	1-25
1.14	Palm Beach County Developed and Developable Land	1-27



## **Executive Summary**

## **EXECUTIVE SUMMARY**

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Local governments are required by Florida Statute to periodically prepare an Evaluation and Appraisal Report (EAR), which addresses the implementation of the Comprehensive Plan. The EAR is intended to serve as a summary audit of growth management decisions that a local government has undertaken, and identify changes that may be needed to address the local government's needs for the next planning horizon. The report is based on the County's analysis of major issues to further community goals consistent with statewide minimum standards.

Additionally, the EAR evaluates and assesses the effectiveness of the Comprehensive Plan in accomplishing its adopted objectives as they relate to the issues, and includes suggested modifications or amendments that may be needed to update the Plan and its Elements including reformulated objectives, policies and standards. Local governments are also required to address, as part of the EAR, School Planning, impacts to Coastal High Hazard Areas (CHHA), land use and water supply planning, and the financial feasibility of the Plan.

The contents of the proposed EAR reflect the Department of Planning, Zoning & Building's best interpretation of the major issues to be addressed, and the scope of work to be accomplished. All changes made as a result of public hearings are considered recommendations to be considered for adoption by the Board of County Commissioners (BCC).

### **PUBLIC PARTICIPATION**

Public participation included formal and informal scoping meetings with participation of numerous internal and external stakeholders; also, four public workshops of the Land Use Advisory Board (LUAB) and the BCC, and the required Transmittal and Adoption Public Hearings. Community input was instrumental for identifying the major issues to be addressed in the EAR, and has been requested for the preparation and review of the EAR report. Outreach and public participation have also been achieved through the use of a web site created for the County's EAR process. The site contains links to all EAR documents, public meetings and workshops, the County's EAR newsletter, the South Florida Water Management District (SFWMD) EAR web site, the DCA's EAR web site, and other related web links.

### **ECONOMIC CONDITIONS**

Palm Beach County has consistently ranked within the top three counties for new job growth in Florida. The result is that over one-half million people are employed in the County, with the largest job gains in professional and business services. Many of these persons work in one of the County's three major billion-dollar industries: tourism, construction and agriculture. Cluster industries and other industries targeted for economic development include agriculture and food processing, communications and information technology, medical products, business and financial services, aerospace and engineering, tourism, recreation and entertainment, small business, and the marine industry. A new cluster industry, science and technology, is being added to the cluster industries to reflect the presence of The Scripps Research Institute (TSRI) in the County. In order to enhance these cluster industries, it is essential to maintain a base of industrial land use throughout the County to support economic developments.



## **POPULATION ANALYSIS**

The University of Florida's Bureau of Economic and Business Research (BEBR) projected in 2003 that by 2025, another 526,000 people would be added to the County's population. By 2025, the projected population would be 1.7 million, which can be accommodated on developable lands under the current adopted Plan. However, the rate of growth will decline from the current 2.4% to about 1.5% after 2020 as the County approaches build-out within the Urban Service Area.

Housing stock increased by over 97,000 new housing units in eight years. The development market was very stable between 1995 and 2003, with an average addition of 10,000 units per year, until after 2000. Recent development activities have surged to nearly 15,000 permits being drawn in 2003. Housing costs increased by 66% for single-family homes, and 75% for multi-family homes during the eight-year period. As a result, affordable housing is becoming a rarity in Palm Beach County. The current population allocation model anticipates faster growth in the period of 2004-2010, then growth should taper off as the County approaches buildout in 2025.

## **LAND USE ANALYSIS**

The County adopted the Managed Growth Tier System (MGTS) in 1999, to readdress the framework for managing growth to protect the future quality of life. The Tier System recognizes the County's diversity by delineating five distinct geographic tiers or regions, including: Urban/Suburban, Exurban, Rural, Agricultural Reserve, and the Glades. Each Tier has characteristics common to itself, such as development patterns, densities/intensities, and public service availability. The System protects natural resources, and guides land use planning and design decisions, by considering the community's physical and social needs. Strategies have been adopted to: 1) Protect and enhance each Tier's unique characteristics; 2) Prioritize and coordinate the delivery of public services for each Tier; 3) Protect and preserve open space and natural resources; and 4) Prevent suburban sprawl. Some modifications to the Tier System are being considered to address changed conditions (See Issues 1, 4, and the Future Land Use Element). Based on the Tier System and adopted future land uses, the County continues to have a significant supply of developable land east of the Glade's Agricultural Production (AP) area to locate projected growth.

## **ISSUE ANALYSIS, CONCLUSIONS, AND RECOMMENDATIONS**

This section presents an evaluation of six major issues identified by internal and external stakeholders and the public, and agreed upon by the County and the DCA.

### **ISSUE 1 – Deals with the ability of the Managed Growth Tier System (MGTS) and future land uses to accommodate future population and development activities.**

The MGTS was developed to address the future of the County with tools to facilitate the incorporation of new situations, and to adapt to the needs and requirements of new opportunities or constraints. The general consensus is that the MGTS continues to be valid as a planning tool, even with the anticipated presence of The Scripps Research Institute (TSRI) in the County and the expected positive impacts and development pressures prompted by this event. Developable areas east of the Glades AP area can absorb projected population beyond the year 2025. Short-term solutions to recent challenges include the possible extension of the Urban/Suburban Tier and the Urban Service Area to the planned Biotechnology Research Park.

The main recommendations are thus to maintain the Tier System with adjustments to address changed conditions in diverse areas of the County; to further protect the Everglades Agricultural Area (EAA) from encroachment by urban and suburban development; and to continue monitoring the events currently evolving in the central western area of the County with the goal of providing a comprehensive approach to growth management in this critical region of the County.

**ISSUE 2 – Deals with the effectiveness of the County’s infill development and redevelopment initiatives and comprehensive plan policies.**

As the County approaches buildout, it must better utilize existing developable lands within the County. Infill development and redevelopment offer this opportunity. To date, many of the provisions in the Comprehensive Plan that support redevelopment have not been fully utilized. To better accomplish redevelopment and revitalization goals, the County recommends reorganizing the existing Redevelopment and Revitalization Overlay (RRO) to include the proposed Urban Redevelopment Area (URA) and all Countywide Community Revitalization Team (CCRT) areas only. The URA is a specific geographic area delineated in the County’s Comprehensive Plan for urban redevelopment. The URA must be within an Urban Service Area and contain no more than 40 percent developable vacant land. The Plan will also contain specific objectives and policies that specify actions and programs to promote urban redevelopment. This designation would also allow the County to consider adopting a Transportation Concurrency Exception Area (TCEA) for the URA.

**ISSUE 3 - Deals with the effect of development trends and policies in the Plan on the availability of housing options for moderate, low and very low income families and the County’s workforce.**

The rapid rise in land and housing prices in the County has a significant negative impact on the affordability and availability of housing for moderate and low-income families. To address this situation, the County’s affordable housing activities should continue to focus on directing programs and activities that ensure supply is provided to meet demand, maintain existing units through policies to eliminate substandard housing through code enforcement, and minimize displacement through relocation housing. The County is working on the establishment of the voluntary Workforce Housing Program, which will provide an opportunity for new residential developments to provide a percentage of housing units for low-to-moderate income households. The County should also continue to implement existing geographic dispersal policies to avoid the concentration of affordable housing in specific areas of the County, and the creation or preservation of adequate housing to meet special population needs.

**ISSUE 4 - Deals with evaluating the impacts of development on natural resources, agricultural land and rural areas.**

In order to sustain agricultural land and rural areas, and to evaluate the impacts of development on natural resources, the County should: 1) Continue support for the protection of agricultural uses in the AP area of the Everglades Agricultural Area (EAA), and strengthen, where necessary, language to confirm the County’s desire to maintain agricultural production; 2) Consider performing an area-wide evaluation/needs analysis of the entire EAA as well as reviewing the appropriateness of this area to support Everglades restoration efforts; 3) Continue to promote, support and implement programs and activities throughout the entire County that

are associated with agriculture preservation; 4) Strengthen existing rural design measures and develop new mechanisms that will help maintain the rural character for development on rural lands; and, 5) Continue to provide protection to our natural resources and continue engaging in Everglades restoration initiatives.

**ISSUE 5 - Deals with the assessment of transportation planning programs and comprehensive plan policies to address the impacts of urban growth.**

This issue focuses on working towards encouraging land use patterns that will shorten or eliminate automobile trips. Recommendations include: 1) An evaluation to determine whether smaller mixed-use projects on transportation nodes shall be encouraged; 2) The County's support of municipal efforts to develop Transit Oriented Developments (TOD); 3) Modifying the policy on corridor master plans to provide for a more realistic time frame; 4) Amending policy to encourage appropriate densities and intensities in the URA and other appropriate areas; and 5) Committing to provide one or more TCEAs or other Level of Service (LOS) exceptions for the URA.

**ISSUE 6 - Deals with improving intergovernmental coordination between the County and other local governments and governmental entities.**

Due to the well-organized and existing channels of communication, there is no need for an additional entity to increase intergovernmental coordination in the County. However, in order to enhance existing programs, the following recommendations could be explored: 1) An Intergovernmental Plan Amendment Review Committee (IPARC) database, with the County providing technical support to the IPARC Clearinghouse regarding proposed plan amendments; 2) An IPARC Annexation Review; 3) An Ad-hoc Sub-Committee on Infill and Redevelopment; and 4) Future Annexation Area Refinement.

**ELEMENT ANALYSIS, CONCLUSIONS, AND RECOMMENDATIONS**

This section includes analyses, conclusions and recommendations for anticipated revisions to the Comprehensive Plan's Elements.

**Future Land Use**

Revisions to this Element may be necessary to implement Issue recommendations addressing: 1) Tier boundary modifications; 2) The splitting of the Glades Tier into the Glades Communities Tier and the Glades Protection Tier; and 3) Recommendations in other Issues affecting provisions in this element.

**Transportation Element**

The Transportation Element is not completely consistent with new state requirements. These deficiencies will be addressed in amendment rounds subsequent to the EAR. The main recommendations to this Element are to correct all statutory deficiencies, to continue in the Corridor Master Planning effort, and to work towards creating a TCEA Points System. In general, the Transportation Element has been successful in the process of coordination between stakeholders, helping to address mass transit needs, and creating a framework for dealing with transportation issues and services; however, there are still concerns regarding congestion and capacity issues.

## **Housing Element**

In spite of its accomplishments, housing affordability to target groups is still problematic. Lack of complete success in achieving some of the Element's policy initiatives can be attributed to: 1) The rapid rise in land and housing prices. If these trends continue, they will have a significant negative impact on the affordability and availability of housing for moderate and low-income families; 2) An emphasis on homeownership as opposed to the development of affordable rental units; 3) Limited funding resources; and 4) Limited staff resources.

## **Utility Element - Potable Water Sub-Element**

In the recent past, the BCC decided not to provide potable water and wastewater services to the Rural Service Area (RSA) unless an existing or anticipated public health hazard was being prevented. The lack of County participation as a service provider in the RSA created a void in long-term utility planning, which resulted in inefficient service in the RSA, overlapping utility jurisdictions and absence of written agreements defining service area boundaries. The unintended consequence was that other service providers extended potable service lines to the unincorporated areas, in particular, to the western communities, serving individual non-residential projects. The County's steady growth in the unincorporated area, and in the central western communities, necessitates local utility service providers to clearly delineate their service area boundaries through written agreements. This element is being revised to resolve internal inconsistencies between policies in the Comprehensive Plan, and also to designate the County as the service provider for any unincorporated area in the County not served by other providers.

## **Utility Element - Solid Waste Sub-Element**

Long-range planning for the Solid Waste Authority (SWA) is accomplished primarily through an annual evaluation of remaining disposal capacity at the existing landfill. The current year's analysis indicates that the existing site will provide disposal capacity for the County until approximately 2023, including the growth anticipated from the Biotechnology Research site. Beyond the capacity in the existing landfill, the SWA owns a 1600-acre parcel in the western portion of the County in the EAA that could serve as a disposal site when the existing landfill is depleted. The time horizon to initiate the development of plans for the western site is about ten years. Assuming the use of the EAA site, there is no long-range deficiency in disposal capacity for the County.

## **Utility Element - Stormwater Management Sub-Element**

The County should attempt to determine if standards for new development should be upgraded to provide safer road conditions. The County also recognizes the need to retrofit stormwater management facilities within some existing developed areas, where such areas are precluded from meeting current regulatory standards. Since infill and redevelopment are critical to balancing the settlement pattern, and due to the cost and complexity of drainage layouts, a new approach is needed to provide for drainage on a larger scale, instead of the current piecemeal approach that has not yielded the appropriate LOS for problem drainage areas.

## **Recreation and Open Space Element**

The Parks and Recreation Department has met the concurrency requirements, and expects to maintain their responsibility to provide sufficient parks and recreation activities for the citizens of Palm Beach County. The Department's future Capital Improvement Plan includes funding for over a thousand acres of additional regional park development, some of which should provide increased water access. However, the County must find a balance between the need for additional access to water facilities and the goal of protecting water and other natural resources from the impact of overuse.

### **Conservation Element**

The County will continue to be committed to protecting environmentally sensitive lands, and to dedicate resources towards the acquisition and restoration of upland and wetland areas. Amendments to this element may be needed to implement the recommendations listed in Issues 1 and 4.

### **Coastal Management**

In 2003, the Division of Emergency Management redefined the hurricane evacuation zones in the County due to the availability of enhanced land elevation data. This redefinition affects the boundaries of the CHHA and the hurricane vulnerability zone in the Comprehensive Plan. The definitions for Hurricane Evacuation Zones, Hurricane Vulnerability Zone, and CHHA are currently being added or modified. A redefinition, to include Hurricane Category Two to the CHHA, is also currently in process. A map update of the Coastal Planning Area, including land uses and resources, is still needed. (See the Special Topics section for an assessment of property rights impacts.)

### **Intergovernmental Coordination Element**

The Intergovernmental Coordination Element (ICE) will be amended to include an objective that ensures the adoption of Interlocal agreements within one year of adoption of the amended ICE.

### **Capital Improvement Element**

The Capital Improvement Element (CIE) works well to prioritize capital projects and maintain Levels of Service. No amendments or other revisions to this element are necessary.

### **Economic Element**

As competing interests vie for available non-residential land, for industrial and agricultural uses, it is important to update the County's economic vision. In the past, the County has focused on strengthening certain industries. While some of these industries are growing and some are encountering constraints, broader issues remain, such as identifying which industries will continue to be economic priorities and how limited amounts of industrial land will be maintained and developed in the future. In order to refine the County's economic objectives and better address the long-term health of the County's economy, a visioning process may be useful.

### **Fire-Rescue Element**

The main recommendations for this Element are: 1) In terms of structures, urban design features should address unique fire protection needs and access when promoting infill and redevelopment; 2) Any transportation management systems explored should include the needs of emergency responders; and 3) Due to confusing service areas, fire-rescue service delivery issues should be addressed in a more cohesive manner, with the cooperation of all municipal and county entities.

### **Public Schools Facilities Element**

As the County pursues a policy of infill and redevelopment in its Core Area, a discussion may be needed to identify the provision of public school facilities within the urban area. Potential impacts on school concurrency, from the location of TSRI into the County and new developments in the Central Western Communities area, will have to be monitored.

### **Health and Human Services Element**

This Element is optional, and no proposed corrective actions or amendments were identified.

### **Library Services Element**

This element is also optional, and no amendments or other revisions to the Element are necessary.

### **Historic Preservation Element**

No proposed corrective actions or amendments were identified for this optional Element. However, to update the support documentation for the Element, a new survey of historical structures should be considered, since the last survey was completed in 1990.

## **SPECIAL TOPICS**

### **SCHOOL PLANNING AND COORDINATION**

Local governments are required to comply with new school planning and coordination requirements. However, Palm Beach County, the School Board, and twenty-six municipalities are exempt, due to the implementation of school concurrency in the County in 2002. School concurrency is a growth management tool aimed at ensuring that construction of new schools keeps pace with the construction of new homes, and Palm Beach County is the first jurisdiction in the state to complete and successfully implement this process.

All issues related to concurrency appear to have been handled effectively, and the School District should reach the adopted LOS Countywide in the 2004-2005 school year. To meet the demand for educational facilities the School Board, through the Capital Facilities Plan, has built twenty-five new schools, twenty replacement schools and remodeled three schools, adding 35,000 seats since FY 1999. Also, processes are in place to coordinate efforts on population and student enrollment projections, and to coordinate and collaborate in the planning and siting of public school facilities.

### **COASTAL HIGH HAZARD AREAS**

In May 2002, the Florida Legislature amended the Florida Statutes to require "If any of the jurisdiction of the local government is located within the CHHA, an evaluation of whether any past reduction in land use density impairs the property rights of current residents when redevelopment occurs." The County has policies in the Plan that address property rights of residents balanced with public safety considerations. An evaluation of past reduction in land use densities since the adoption of the 1989 Plan revealed that the property rights of the residents were not impaired.

### **LAND USE AND WATER SUPPLY PLANNING**

Each local government that is responsible for its own water supply must now include in its comprehensive plan's potable water element a 10-year Work Plan for building water supply facilities necessary to serve existing and new development. Taking into consideration the regional water supply plan efforts of the water management districts, these Work Plans must project future water supply demands and identify the water supply sources available to meet those demands.

Palm Beach County was selected as one of five pilot communities in the state to implement this requirement. The final product addressed the County's 20-year water supply facility needs, consistent with its Water Use Permit, and the Planning Division is preparing amendments to incorporate the 20-Year Water Supply Work Plan into the Comprehensive Plan. The Work Plan identifies alternative water supply sources and provides reasonable assurance that the conditions of its 20-Year Water Use Permit are met for the duration of the plan, as documented in 5-year intervals. The County's Work Plan is being used as one of the models for similar-sized local governments in the state. Recently approved legislation moved the deadline to complete the Work Plan to December 2006.

## **FINANCIAL FEASIBILITY**

For the EAR, an analysis was required of the financial feasibility of implementing the Comprehensive Plan and of providing needed infrastructure to achieve and maintain adopted LOS standards, and the ability to sustain concurrency management systems through the CIE. The Comprehensive Plan contains LOS for community infrastructure facilities that the County provides services for. Based on an annual analysis of LOS, the Office of Financial Management and Budget (OFMB) proposes any necessary amendments to the County's annual budget for public facilities, to maintain current LOS or to increase them where needed.

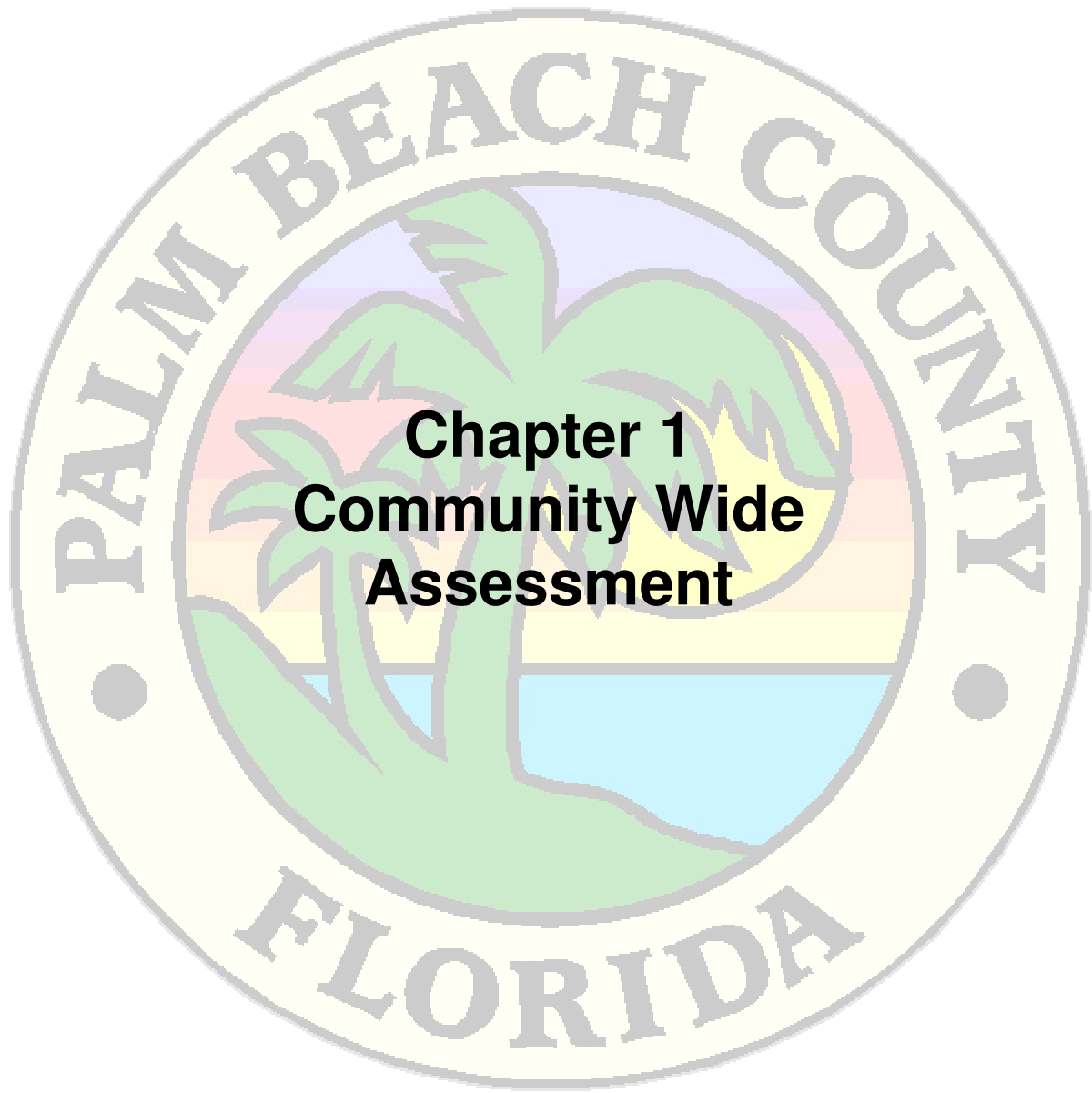
The financial feasibility analysis indicated that in the future, capital improvements will be funded both by a growing population and increasing property values. As the County approaches build-out, impact fee collections will likely be affected, but the need for new capital improvements funded from impact fees should decline substantially. All facilities have been found to be financially feasible, in the short and the long term, and with no infrastructure backlogs.

## **CONSISTENCY WITH STATE AND REGIONAL PLANS**

The analysis of the consistency study of state and regional plans is included at the end of Chapter 4, Special Topics, and summarized on Table 4-7.

For additional information on the Palm Beach County EAR, please visit our web site at:  
<http://www.pbcgov.com/pzb/planning/ear/ear.htm>

To view, print or download the EAR Report, select the **EAR Report – New** icon on the EAR web site.



**Chapter 1  
Community Wide  
Assessment**



## INTRODUCTION

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The State of Florida's local government comprehensive planning law, Chapter 163, Part 2, Florida Statutes (F.S), requires that all counties and municipalities throughout Florida maintain long-range comprehensive planning programs, and that comprehensive planning should be a continuous and ongoing process. As a part of this process, local governments are required to monitor numerous community characteristics relating to development, provisions of services, environmental protection, and governmental activities, and periodically prepare Evaluation and Appraisal Reports (EAR) addressing implementation of the comprehensive plan. The purpose of the EAR is to conduct an audit of the comprehensive planning process and evaluate and assess the effectiveness, successes and failures of the County's adopted comprehensive plan toward accomplishing its adopted objectives. This audit affords an opportunity to suggest changes or amendments that are needed to update the comprehensive plan including reformulated objectives, policies or standards. Moreover, the law provides that the EAR process shall be the principal process for updating the County' comprehensive plan to respond to changes in state, regional, and local policies on planning and growth management, and changing conditions and trends, to ensure effective intergovernmental coordination, and to identify major issues regarding the community's achievement of its goals.

As required by Section 163.3191, F.S., the EAR document contains information addressing the following:

- a) Population growth and changes in land area, including annexation, since the adoption of the original plan or the most recent update amendments.
- (b) The extent of vacant and developable land.
- (c) The financial feasibility of implementing the comprehensive plan and of providing needed infrastructure to achieve and maintain adopted level-of-service standards and sustain concurrency management systems through the capital improvements element, as well as the ability to address infrastructure backlogs and meet the demands of growth on public services and facilities.
- (d) The location of existing development in relation to the location of development as anticipated in the original plan, or in the plan as amended by the most recent evaluation and appraisal report update amendments, such as within areas designated for urban growth.
- (e) An identification of the major issues for the jurisdiction and, where pertinent, the potential social, economic, and environmental impacts.
- (f) Relevant changes to the state comprehensive plan, the requirements of this part, the minimum criteria contained in chapter 9J-5, Florida Administrative Code, and the appropriate strategic regional policy plan since the adoption of the original plan or the most recent evaluation and appraisal report update amendments.
- (g) An assessment of whether the plan objectives within each element, as they relate to major issues, have been achieved. The report shall include, as appropriate, an identification as to whether unforeseen or unanticipated changes in circumstances

have resulted in problems or opportunities with respect to major issues identified in each element and the social, economic, and environmental impacts of the issue.

- (h) A brief assessment of successes and shortcomings related to each element of the plan.
- (i) The identification of any actions or corrective measures, including whether plan amendments are anticipated to address the major issues identified and analyzed in the report. Such identification shall include, as appropriate, new population projections, new revised planning timeframes, a revised future conditions map or map series, an updated capital improvements element, and any new and revised goals, objectives, and policies for major issues identified within each element. This paragraph shall not require the submittal of the plan amendments with the evaluation and appraisal report.
- (j) A summary of the public participation program and activities undertaken by the local government in preparing the report.
- (k) The coordination of the comprehensive plan with existing public schools and those identified in the applicable educational facilities plan adopted pursuant to s. 1013.35. The assessment shall address, where relevant, the success or failure of the coordination of the future land use map and associated planned residential development with public schools and their capacities, as well as the joint decision making processes engaged in by the local government and the school board in regard to establishing appropriate population projections and the planning and siting of public school facilities. If the issues are not relevant, the local government shall demonstrate that they are not relevant.
- (l) The evaluation must consider the appropriate water management district's regional water supply plan approved pursuant to s. 373.0361. The potable water element must be revised to include a work plan, covering at least a 10-year planning period, for building any water supply facilities that are identified in the element as necessary to serve existing and new development and for which the local government is responsible.
- (m) If any of the jurisdiction of the local government is located within the coastal high-hazard area, an evaluation of whether any past reduction in land use density impairs the property rights of current residents when redevelopment occurs, including, but not limited to, redevelopment following a natural disaster. The property rights of current residents shall be balanced with public safety considerations. The local government must identify strategies to address redevelopment feasibility and the property rights of affected residents. These strategies may include the authorization of redevelopment up to the actual built density in existence on the property prior to the natural disaster or redevelopment.

Chapter 163.3191, F.S. further specifies the procedures and criteria for the preparation, transmittal, adoption and sufficiency review of the County's EAR and EAR-based comprehensive plan amendments. Palm Beach County's adopted EAR must be transmitted to the Florida Department of Community Affairs (DCA) for its sufficiency review by October 1, 2004 as required by the DCA schedule.

Palm Beach County is the third local government following Miami-Dade County and Broward County to prepare and submit an EAR with new requirements instituted since the first round of the EAR was completed in 1996. The scope and contents of the proposed EAR reflects the Department of Planning, Building & Zoning's best interpretation of the major issues to be addressed and the scope of work contained in the Letter of Understanding addressing the Palm Beach County EAR between DCA and the Department. The EAR is also required to be consistent with Florida Statutes, Administrative Rules, and other guidance documents issued by DCA and designated State agencies.

### **Organization of the EAR**

The proposed Evaluation and Appraisal Report (EAR) addressing the Palm Beach County Comprehensive Plan is organized into one (1) report and subdivided into five (5) Chapters as follows:

- Chapter 1 – Introduction and Community-wide Assessment
- Chapter 2 – Major Issues
- Chapter 3 – Assessment of Elements
- Chapter 4 – Assessment of Special Topics
- Chapter 5 – Public Participation

Chapter 1 provides the background information summarizing the change that has occurred in Palm Beach County since the last EAR in 1996. Chapter 2 presents an evaluation of the six (6) major issues identified by internal and external stakeholders and the public, as agreed upon by Palm Beach County and DCA. An assessment of the County's Comprehensive Plan sixteen (16) Elements is discussed in Chapter 3 – Assessment of the Elements. Chapter 3 also provides a summary of conclusions and recommended revisions to the Comprehensive Plan, whether the revision originated from a major issue, an evaluation of the Elements, or an evaluation of an additional requirement. Information to address four (4) additional requirements of Chapter 163.3191, F.S., which are not reflected in the major issues, is contained in Chapter 4 -- Assessment of Special Topics.

Pages in each of the Chapters are numbered first with the Chapter reference number and then the appropriate page number for that Chapter. Similarly, all figure and table numbering begin with the Chapter number followed by the Element reference number. This should aid in the public review process as commentators may refer to page, table or figure numbers.

### **EAR Review and Adoption Process**

The Land Use Advisory Board (LUAB) acting as the Local Planning Agency (LPA) will hold a public hearing on the proposed EAR on September 20, 2004 and forward recommendations regarding the EAR to the Board of County Commissioners (BCC). The BCC will hold an EAR Adoption Public Hearing on September 28, 2004.

### **Schedule for Adopting EAR-Based Amendments**

State law provides for the comprehensive plan to be amended consistent with the findings and recommendations contained in the adopted EAR. Chapter 163, Part 2, F.S. requires EAR-based plan amendments to be adopted within one year after the EAR is determined to be sufficient by DCA. The County will use its standard amendment cycle process to propose, refine and conduct public hearings to consider the adoption of EAR-based amendments to the Comprehensive Plan during the 05-2 and 06-1 Amendment rounds.

### **Legislative Intent of Report**

Notwithstanding anything to the contrary contained herein, all changes approved or implemented after public hearings are considered recommendations to be considered for adoption by the Board of County Commissioners. This report is not intended to pre-judge the outcome of any future hearings. The authority and duty of the Board of County Commissioners and other county entities to act only after considering all matters presented at a public hearing is expressly recognized and preserved.

### **Public Participation**

Public participation included informal and formal scoping meetings with participation of numerous internal and external stakeholders; four (4) public workshops of the Land Use Advisory Board and the Board of county Commissioners; and the required transmittal and adoption public hearings. A web site for the County's EAR was created early in the process, with hot links to the documents, information sites, the SFWMD and the DCA EAR web sites. An electronic newsletter was also created and updated throughout the process.

Additional in-house meetings were held before the above Public Participation Meetings took place. One was an EAR Kickoff meeting. Several brainstorming meetings were held to define an approach to the EAR and prepare an initial list of EAR issues, background and activities needed to address those issues.

### **Identified Major Issues**

In 1998, the legislature amended Chapter 163 Florida Statutes to incorporate new criteria for Evaluation and Appraisal Reports (EAR). Section 163.3191(1)(c) was modified to require local governments to identify the major issues and provide an analysis of these issues to further the community's goals. Input from the community, received in public meetings, served as the basis for identifying the major issues to be addressed in the EAR. The State of Florida Department of Community Affairs (DCA) agreed to accept the County's Major Issues at its Final Scope Preparation Meeting.

The County identified the following six Major Issues:

1. Ability of the Managed Growth Tier System (MGTS) and future land uses to accommodate future population and development activities;
2. Effectiveness of the County's infill development and redevelopment initiatives and comprehensive plan policies;
3. Effect of development trends and policies in the Plan on the availability of housing options for moderate, low and very low income families and the County's workforce;
4. Evaluate the impacts of development on natural resources, agricultural land and rural areas;
5. Assessment of transportation planning programs and comprehensive plan policies to address the impacts of urban growth; and

6. Improve intergovernmental coordination between the County and other local governments and governmental entities.

The EAR is intended to serve as a summary audit of the actions that a local government has undertaken and identify changes that it may need to make. The report is based on Palm Beach County's analysis of major issues to further community goals consistent with statewide minimum standards. Additionally, the EAR will evaluate and assess the effectiveness of the Comprehensive Plan in accomplishing its adopted objectives as they relate to the issues, and will include suggested modifications or amendments that may be needed to update the Plan and its Elements including reformulated objectives, policies and standards.

## **ECONOMIC CONDITIONS**

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### **Employment and Wages**

Palm Beach County (PBC) has consistently ranked within the top three (3) counties in new job growth for the State of Florida. Over ½ million people are employed in PBC, with the largest gains in professional and business services.

Some of the major private sector employers include U.S. Sugar Corp, Florida Power & Light, Office Depot, Palm Beach Newspaper, Rexall Sundown, BellSouth, ADT/Sensormatic. Other businesses such as IBM, Motorola, Siemens and Pratt Whitney have contended with forces of worldwide demand and competition by significant downsizing and relocation. Public sector employers, which include the School Board, County, Sheriff, South Florida Water Management District, and 37 municipalities, consistently employ approximately 10% of the labor force.

The County has three major billion dollar industries: tourism, construction and agriculture. Tourists contribute \$1.5 billion annually. Construction continues to be a fast growing sector. Agriculture lends over \$2 billion to the economy. Palm Beach County leads the State in agricultural wages and salaries that are over \$380 million.

Cluster industries and targeted industries in the County include agriculture and food processing, communications and information technology, medical products, business and financial services, aerospace and engineering, tourism, recreation and entertainment, and the marine industry.

The medical products cluster will be revised and expanded to reflect The Scripps Research Institute moving into northern Palm Beach County. In a 30-year contract with The Scripps Research Institute, the County has committed to an investment of up to \$200 million that will include the land, and, a temporary facility by mid-2004 and permanent biomedical and scientific research space by 2006. There are incentives in the contract for Scripps to create at least 2,777 jobs within 30 years, or, if Scripps and other biotechnology companies attract 6,500 related jobs.

Light industrial land use is sufficient near the research park that will house The Scripps Research Institute. It is important however, to maintain a base of industrial land use throughout the County. Typically, industrial jobs pay higher wages than retail jobs.

Per capita income is approaching \$30,000. The unemployment rate of 5.9% shows a slight increase over the 2001 rate of 5.5%.

Small businesses are a resilient part of the County's economy. Between 2000 and 2003, the number of small businesses with 30 or less employees grew 32% to 43,170. However, the U.S. Bankruptcy Court of the Southern District of Florida reported that the business bankruptcies in 2002 rose to 196, compared to 146 the previous year.

### **Airport and Port**

Approximately 6 million passengers go through Palm Beach International Airport (PBI) annually. The PBI master plan details additional gates and lengthening the general aviation runway to meet future demand.

Challenges from the North County airport will be looked at more closely in the future, in acknowledgement of changes associated with The Scripps Research Institute locating nearby.

The Port of Palm Beach (Port) is the fourth busiest container port in Florida and the 18th busiest in the continental U.S. The Port has intermodal capacity. New requirements relating to homeland security will pose increasing difficult financial challenges as more stringent requirements are enacted.

### **Cost of Living**

The composite cost of living in Palm Beach County is about 6 points higher than the State average of 100, lower than Monroe, Broward, and Miami-Dade counties.

The cost of land and housing has increased: in Palm Beach County, the median price of an existing home in March 2004 was \$261,000, up 16% from a year ago. The market value of vacant land in the County increased approximately 60% between 1999 and 2003.

### **Aging Population**

Although the increase in population in the prime working age brackets between age 25 and 54 is in the lead, the second major growth bracket is in people 65 years and older. Possible lower rates of return on savings and increased longevity have led many to participate in the labor force well past retirement age. Growth in the 65-age bracket signifies a continued demand for health services in PBC, and will increasingly pose transportation challenges.

### **Social Conditions**

The Palm Beach County Crime Trend Data shows that index crime offenses (murder, rape, robbery, aggravated assault, burglary, larceny, and motor vehicle theft) have decreased from roughly 8,000 in 1997 to 6,000 in 2000.

Poverty rates range from 10% to 22% of families, for individual and female heads of households with no husbands, respectively. Birth rates are 10 per 1,000 and 17 for non-white; death rates are 13 per 1000 white and 5 per 1,000 nonwhite in 2001.

Palm Beach County is in the top 10 fastest growing metropolitan areas in the nation. The population is diverse: 80% of the population is white, 14% black, and 12% of Hispanic origin. Various multicultural celebrations and festivals are held throughout the County for locals and visitors alike.

### **Education and Training**

Regarding education of the population, 28% has a bachelor's degree or higher, and 84% have graduated from high school. Palm Beach County is the 4th largest school district in Florida, and the 14th largest in the nation with 166,845 students in K-12 in FY 03-04.

There are currently nearly 20,000 students speaking 100 different languages and dialects that attend English for Speakers of Other Languages (ESOL) classes. The classes are held for children as well as adults. There are over 260,000 adults attending adult education programs in twenty-three (23) community schools.

The District's school grades are among the highest in the state, and the County has over forty-one (41) magnet programs. Public school achievements such as this are especially important, in light of changing business focus areas.

During years past, businesses seeking to locate in the County asked first about space and infrastructure. However, more recently, the first question is “Tell us about the public schools”. As public schools are now a front burner issue for businesses relocating or expanding the County, it is vital to continue to invest in the improvement of public education.

Public school education is but one part of preparing the workforce to meet today’s and tomorrow’s challenges. Equally important is the Workforce Alliance, which is tying together employment, education, and economic development (“the 3 e model”) to ensure workforce readiness. Using \$16 million from the Federal government, various programs coordinated by the Workforce Alliance help prepare the local youth and professional workforce for employment.



## LAND USE ANALYSIS

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Palm Beach County encompasses 2,023 square miles and is located in South Florida between Lake Okeechobee, the Everglades and the Atlantic Ocean. The region contains some of the nation's most environmentally sensitive ecosystems and significant agricultural areas. It depends on agriculture, tourism, growth and a seasonal population to sustain its economy.

### Managed Growth Tier System

The County adopted the Managed Growth Tier System (MGTS) in 1999, to readdress the framework for managing growth in order to protect the future quality of life. The Tier System recognizes the County's diversity by delineating five distinct geographic regions. Established as Tiers, these areas have common characteristics such as development patterns, densities/intensities, and public service availability.

The Tier System protects natural resources and guides land use planning and design decisions by considering the community's physical and social needs. Strategies, either through restrictions or incentives, have been adopted to:

- Protect and enhance each Tier's unique characteristics and quality of life;
- Promote job opportunities and a healthy economy;
- Prioritize and coordinate the delivery of public services at appropriate levels for each tier;
- Protect and preserve open space and natural resources, and encourage their connectivity;
- Prevent suburban sprawl by guiding development's location, mix and form;
- Improve the connections between home, work and shopping; and
- Create livable and sustainable cities, towns, suburbs and rural communities.

Table 1.15 (following page) demonstrates the breakdown of the five tiers of the MGTS by acres. The vast majority of land within the County is located within the Glades Rural Tier, accounting for 66% of the approximately 1.2 million acres of land. The MGTS is designed to direct the vast majority of development (90%) within the Urban Suburban Tier. The eastern Urban Suburban Tier, combined with its urban counterpart in the Glades Communities, account for 21% (260,691 acres) of all lands within the County and 11% (112,965 acres) of unincorporated county.

### Palm Beach County Acreage by Tier

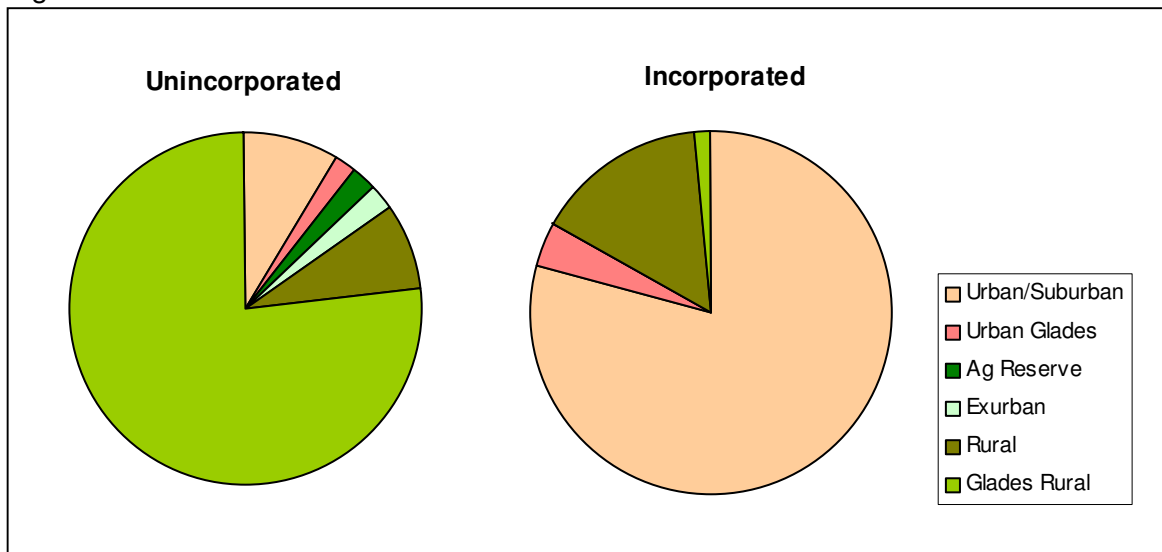
Table 1.15

Tier	Unincorporated		Incorporated		Total	
	Acres	%	Acres	%	Acres	%
Ag Reserve	22,734	2%	15	0%	22,750	2%
Exurban	25,505	2%	0	0%	25,505	2%
Glades Rural	798,604	77%	2,281	1%	800,884	66%
Rural	83,075	8%	27,962	16%	111,037	9%
Urban Glades	19,784	2%	6,748	4%	26,532	2%
Urban/Suburban	93,181	9%	140,978	79%	234,159	19%
<b>Total</b>	<b>1,042,884</b>	<b>100%</b>	<b>177,984</b>	<b>100%</b>	<b>1,220,867</b>	<b>100%</b>

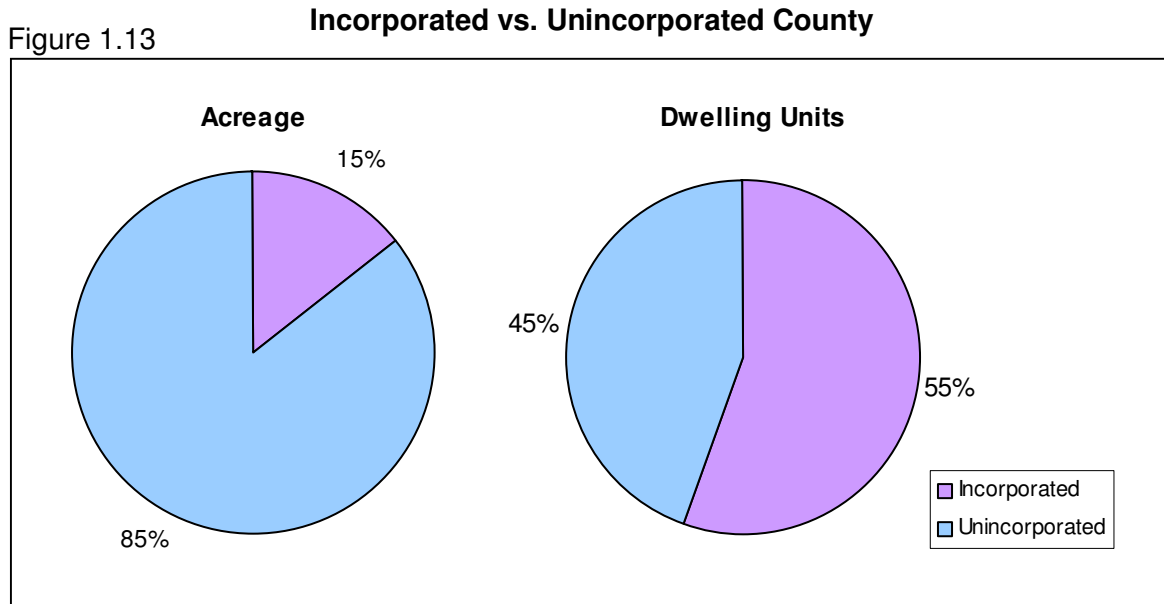
As demonstrated in Table 1.15 (mentioned in previous paragraph) and the pie charts below, the composition of land uses in the Unincorporated PBC and Incorporated areas of Palm Beach County varies dramatically. As with the total Palm Beach County, the largest tier in Unincorporated Palm Beach County is the Glades Rural Tier, which accounts for 77% of the land area in the unincorporated area. Nearly the same percentage of land area, in the Incorporated area is in the Urban/Suburban Tier that includes all of the coastal municipalities.

### Palm Beach County Acreage by Tier

Figure 1.12



Historically, the bulk of urban development has occurred within the Urban/Suburban Tier, specifically within the County's thirty-seven (37) municipalities. The past 20 years have seen a dramatic growth within the eastern unincorporated portion of the Urban/Suburban Tier. In fact, the unincorporated suburban communities known as West Boca, West Delray, and West Boynton have recently begun to approach built-out. Other hot spots of unincorporated growth include the antiquated subdivision communities such as the Acreage. However, despite the increase in unincorporated growth, the incorporated built dwelling units still account for 55% of the total units, although only 15% of the land area within County is incorporated.



### Existing Land Uses – Countywide

The acreages by existing land use mirror the tier composition, and vary dramatically between unincorporated and incorporated County. Countywide, agriculture and conservation lands account for the bulk, over 70% of the total acreage and nearly 80% of the unincorporated land area. Conversely, in the municipalities, the largest category is residential, accounting for over 30% of the total acreage, with agriculture and conservation accounting for just over 20%. It is interesting to note that although unincorporated dwelling units account for 45% of the total dwelling units, they account for over 60% of the residential acreage Countywide, which reflects the predominance of large lot single-family development in unincorporated County. The remaining vacant land accounts for just under 6% of the total land area, and is split equally between unincorporated and incorporated County.

### Palm Beach County Existing Land Uses

Table 1.16

Existing Land Use	Unincorporated	Incorporated	Total
Residential	84,486	53,597	138,082
<i>Single Family</i>	67,748	39,365	107,113
<i>Multi-Family</i>	12,774	13,366	26,140
<i>Mobile Home</i>	3,963	866	4,829
Commercial	4,651	8,869	13,519
Industrial	8,840	4,259	13,099
Institutional	4,598	8,568	13,166
Recreation/Open Space	14,015	12,333	26,347
Agriculture	504,778	8,892	513,670
Conservation	325,736	29,879	355,616
Utility/Transportation	1,134	6,153	7,287
Water Mgmt District	41,077	609	41,686
Vacant	36,579	35,087	71,666
Water	15,791	8,756	24,546
Other	1,201	983	2,184
<b>Total</b>	<b>1,042,884</b>	<b>177,984</b>	<b>1,220,867</b>

### Residential Development by Tier

The details of Table 1.17 demonstrates, as driven by the Managed Growth Tier System, over 90% of the residentially developed units are located within the Urban/Suburban Tier. At just under 3% Countywide and under 5% for unincorporated County, the Exurban Tier represents a far second.

### Palm Beach County Dwelling Units by Tier

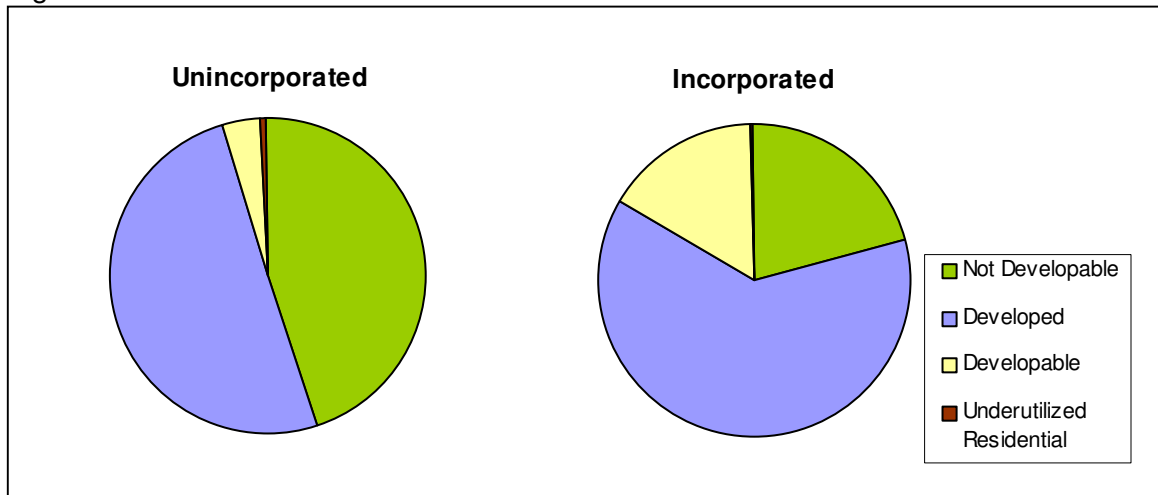
Table 1.17

Tier	Unincorporated		Incorporated		Total	
	Units	%	Units	%	Units	%
Ag Reserve	1,043	0.4%	0	0.0%	1,043	0.2%
Exurban	12,743	4.7%	0	0.0%	12,743	2.1%
Glades Rural	1,078	0.4%	82	0.1%	1,160	0.2%
Rural	6,743	2.5%	218	0.1%	6,961	1.2%
Urban Glades	2,442	0.9%	8,591	2.6%	11,033	1.8%
Urban/Suburban	245,780	91.1%	324,350	97.3%	570,130	94.5%
<b>Total</b>	<b>269,829</b>	<b>100%</b>	<b>333,241</b>	<b>100.0%</b>	<b>603,070</b>	<b>100%</b>

## The Extent of Vacant and Developable Land

Palm Beach County continues to have a significant supply of developable land as demonstrated in the charts and tables below, and map M-2 entitled “Palm Beach County Developable Lands”.

Figure 1.14 **Palm Beach County Developed and Developable Land**



**Palm Beach County Developable Land**

Table 1.18

	Unincorporated	Incorporated	Total County
Agricultural Production	384,832	0	384,832
Conservation	336,057	30,779	366,836
Not Developable, Inc. Gov. Owned	129,562	17,657	147,219
Underutilized Residential	12,706	775	13,482
Approved or Under Construction	8,163	16,757	24,920
Built Non-Residential	30,570	38,455	69,025
Built Residential	79,491	53,276	132,767
Developable Non-Residential	5,625	7,828	13,453
Developable Residential	55,877	12,457	68,333
<b>Total</b>	<b>1,042,884</b>	<b>177,984</b>	<b>1,220,867</b>

### Unincorporated Developable Land by Tier

Table 1.19

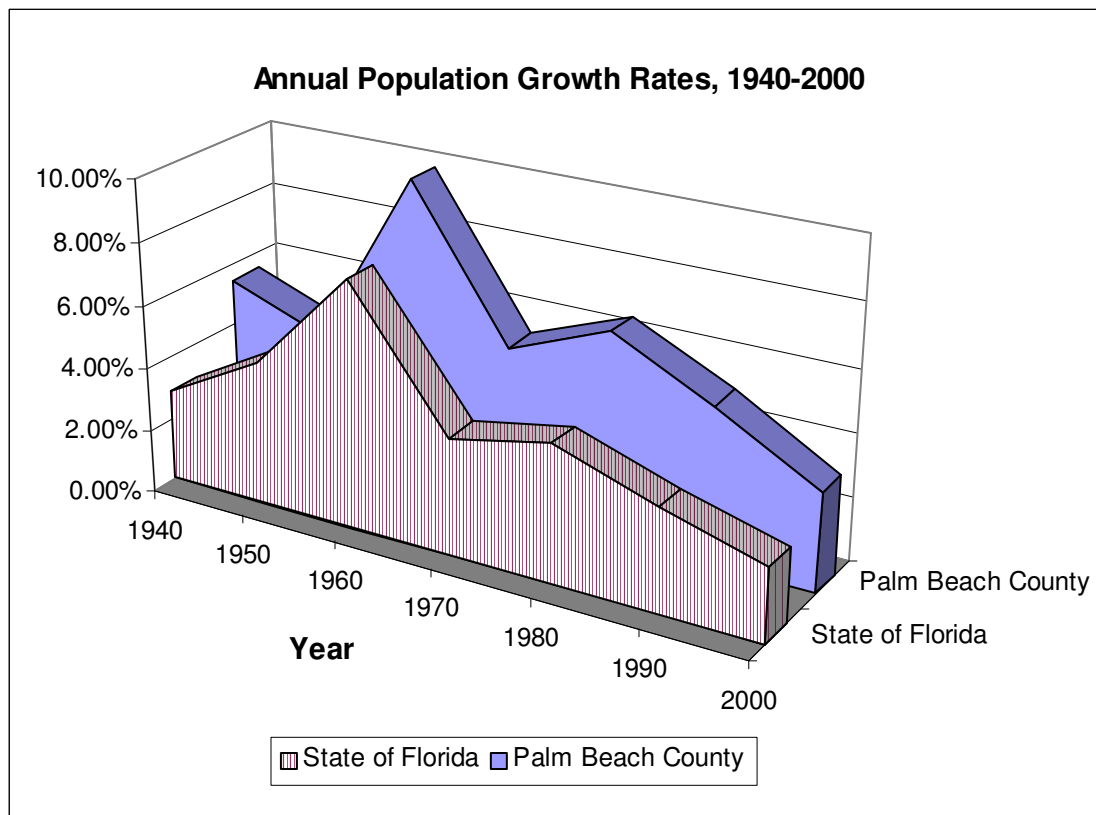
Land Classification	Ag Reserve	Exurban	Glades Rural	Rural	Urban Glades	Urban/ Suburban	Total Acres
Agricultural Production	0	0	383,917	715	200	0	<b>384,832</b>
Conservation	4,668	1,768	315,747	11,399	318	2,158	<b>336,057</b>
Not Developable, inc. Government	3,956	182	95,637	13,090	3,487	13,210	<b>129,562</b>
Underutilized Residential	2,491	5	303	3,727	1,776	4,404	<b>12,706</b>
Approved or Under Construction	2,553	55	0	625	44	4,886	<b>8,163</b>
Built Non-Residential	1,435	55	349	8,610	2,246	17,874	<b>30,570</b>
Built Residential	1,173	16,550	300	17,677	451	43,339	<b>79,491</b>
Developable Non-Residential	155	17	100	1,875	1,297	2,181	<b>5,625</b>
Developable Residential	6,302	6,872	2,252	25,357	9,966	5,128	<b>55,877</b>
<b>Total</b>	<b>22,734</b>	<b>25,505</b>	<b>798,604</b>	<b>83,075</b>	<b>19,784</b>	<b>93,181</b>	<b>1,042,884</b>

# POPULATION ANALYSIS

## Countywide Population Growth

Palm Beach County is the third most populous county in Florida, and the second fastest growing. Population in Palm Beach County has increased from 988,743 in 1995 to 1,211,448 in 2003. The average annual growth rate during the period was 2.82% compared to 2.92% in 1989-1995, and 5.1% during the 1980's. The following table displays the County's historical population estimates since 1940, and the chart compares its growth rates with the State of Florida's.

Figure 1.1



Since 1940, Palm Beach County has consistently been one of the leaders in Florida population growth. Its growth rates have gone through cycles of growth and stagnation. Growth rate leaped to its height in the sixties, with the County's population tripling within the 50's-60's decade. It dipped in the seventies, then peaked again in the prosperous eighties when the County averaged an increase of 30,000 people a year. In the 90's, the County's growth stabilized to an average influx of 20,000 people a year, picking up speed only recently when developments suddenly surged forward to fill the dwindling residential or agricultural lands.

## POPULATION ESTIMATES & GROWTH

Table 1.1

Year	Palm Beach County			State of Florida		
	Population	Annual Growth	Avg. Annual% Growth	Population	Annual Growth	Avg. Annual% Growth
1930	51,781	3,313	--	1,468,211	49,974	--
1940	79,989	2,821	5.45%	1,897,414	42,920	2.92%
1950	114,688	3,470	4.34%	2,771,305	87,389	4.61%
1960	228,106	11,342	9.89%	4,951,560	218,026	7.87%
1970	348,993	12,089	5.30%	6,791,418	183,986	3.72%
1980	576,863	22,787	6.53%	9,746,324	295,491	4.35%
1981	618,400	41,537	7.20%	10,138,200	391,876	4.02%
1982	647,800	29,400	4.75%	10,430,200	292,000	2.88%
1983	667,200	19,400	2.99%	10,678,700	248,500	2.38%
1984	695,200	28,000	4.20%	10,982,500	303,800	2.84%
1985	723,300	28,100	4.04%	11,322,300	339,800	3.09%
1986	753,700	30,400	4.20%	11,654,100	331,800	2.93%
1987	784,800	31,100	4.13%	12,000,200	346,100	2.97%
1988	817,500	32,700	4.17%	12,327,600	327,400	2.73%
1989	841,500	24,000	2.94%	12,650,900	323,300	2.62%
1990	863,518	22,018	2.62%	12,938,071	287,000	2.27%
1991	887,893	19,526	2.26%	13,258,764	258,100	1.99%
1992	907,389	13,426	1.52%	13,497,604	238,840	1.80%
1993	932,538	21,753	2.43%	13,730,216	232,612	1.72%
1994	960,498	18,967	2.07%	14,043,896	313,680	2.28%
1995	988,743	28,245	2.94%	14,336,174	292,278	2.08%
1996	1,013,515	24,772	2.51%	14,623,650	287,476	2.01%
1997	1,044,459	30,944	3.05%	14,938,576	314,926	2.15%
1998	1,071,005	26,546	2.54%	15,230,728	292,152	1.96%
1999	1,098,859	27,854	2.60%	15,580,590	349,862	2.30%
2000	1,131,184	32,325	2.94%	15,982,378	401,788	2.58%
2001	1,154,464	23,280	2.06%	16,330,601	348,223	2.18%
2002	1,183,197	28,733	2.49%	16,674,608	344,007	2.11%
2003	1,211,448	28,251	2.39%	17,071,508	396,900	2.38%



The 1995 EAR of the Comprehensive Plan did not expect such growth in the latter part of the decade. Comparing the 1995 Bureau of Economic and Business Research (BEBR) medium projected population to that which actually occurred reveals substantial differences, as the following table shows.

### Permanent Population - Palm Beach County

Table 1.2

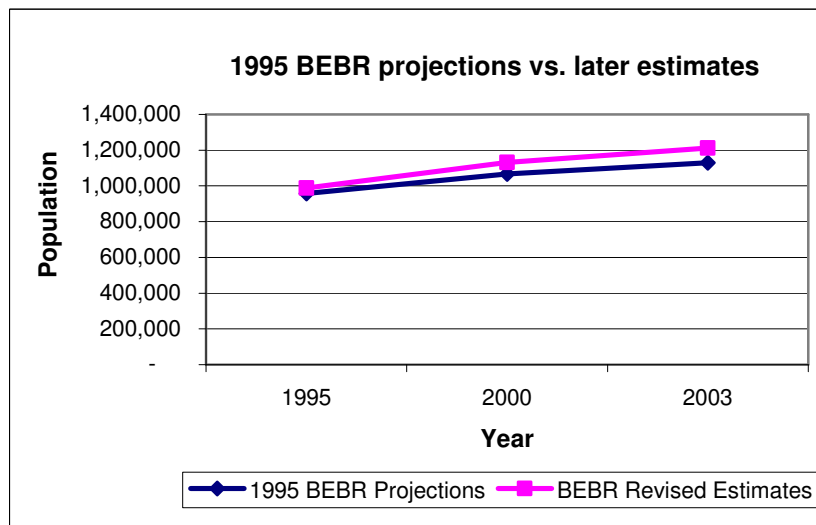
BEBR Figures	1995	2000	2003
1995 Projections	958,502	1,067,900	1,129,340
Revised Estimates	988,743 <sup>1</sup>	1,131,184 <sup>2</sup>	1,211,448 <sup>3</sup>
Difference	30,241 3%	63,284 6%	82,108 7%

<sup>1</sup> Post 2000 Census revision of 1995 annual population estimate

<sup>2</sup> 2000 Census

<sup>3</sup> 2003 BEBR annual population estimate

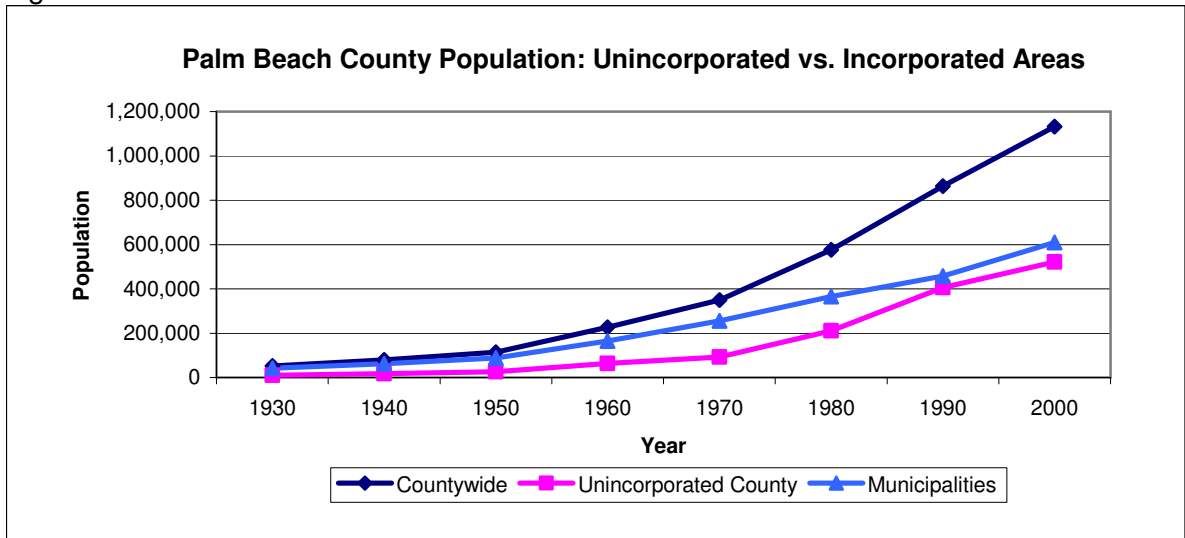
Figure 1.2



### Unincorporated County Population Growth

During the period of 1995-2003, Unincorporated County's population had increased 20%, from 462,049 to 554,042, compared to 31% for the Incorporated Area's, which have increased from 500,753 to 657,366. However, population share of the Unincorporated County has been significantly reduced by the incorporation of the Village of Wellington in 1996 and various annexations of Unincorporated land into adjacent municipalities. In actuality, developments in the County have expanded from densely populated coastal towns to the unincorporated areas over the past several decades. Only in recent years has several cities seen a significant increase in infill development projects, thus stabilizing the migration to the west. Currently, Unincorporated Palm Beach County consistently constitutes 46% of the population in the County.

Figure 1.3



**Palm Beach County Population: Unincorporated vs. Incorporated Areas**

Year	Countywide	Unincorporated	Incorporated
1930	51,781	9,698 19%	42,083 81%
1940	79,989	17,506 22%	62,483 78%
1950	114,688	26,079 23%	88,609 77%
1960	228,106	63,450 28%	164,656 72%
1970	348,993	92,809 27%	256,184 73%
1980	576,863	212,303 37%	364,560 63%
1990	863,518	406,210 47%	457,308 53%
1995	962,802	462,049 48%	500,753 52%
2000	1,131,184	521,447 46%	609,737 54%
2003	1,211,448	554,082 46%	657,366 54%

Again the population growth in Unincorporated Palm Beach County has exceeded the 1995 EAR of the County's Comprehensive Plan by a consistent margin.

## Permanent Population - Unincorporated Palm Beach County

Table 1.4

	1995	2000	2003
1995 BEBR Projections*	458,273	496,102	532,410
BEBR Revised Estimates	474,498 <sup>1</sup>	521,440 <sup>2</sup>	554,282 <sup>3</sup>
Difference	16,225	25,338	21,872
	4%	5%	4%

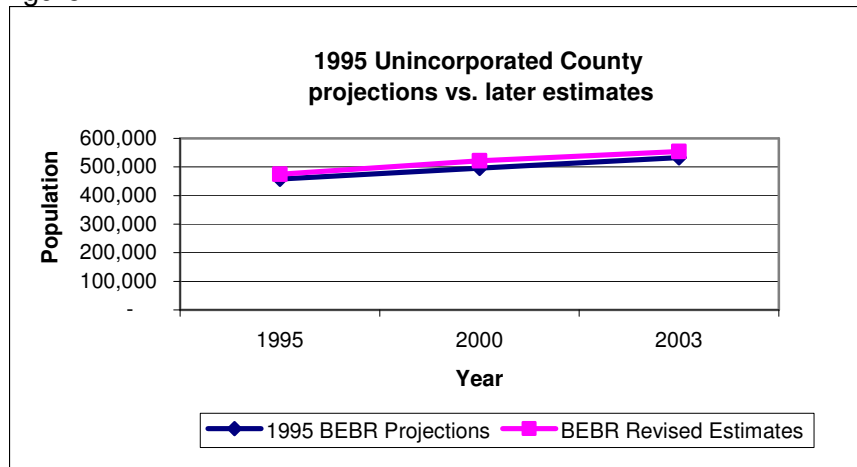
\*Based on the 1995 Population Disaggregation Model

<sup>1</sup> Post 2000 Census revision of 1995 annual population estimate

<sup>2</sup> 2000 Census

<sup>3</sup> 2003 BEBR annual population estimate

Figure 1.4



### Countywide Population Composition

During the period of 1995-2003, population growth in Palm Beach County was driven overwhelmingly by net migration. According to the 2000 Census, native Floridians only constitute 26% of the County's population, an increase of only 3% from the 1990 Census. Conversely, immigrants or foreign born has increased from 12% in 1990 to 17% in 2000. The influx of immigrants is expected to continue, and their tendency toward larger household size will directly impact the County's average person per household (PPH) rate, which in turn, affects the County's population projection modeling process.

## Palm Beach County Population Changes & Migration, 1994-2002

Table 1.5

Year	Births		Deaths		Component of Population Changes			
	Annually	Per 1000	Annually	Per 1000	Natural Increase		Net Migration	
1994	12,758		11,443		1,315	7%	17,652	93%
1995	12,281	12.7	11,742	12.1	539	2%	27,706	98%
1996	12,582	12.7	11,890	12.0	692	3%	24,080	97%
1997	12,552	12.4	12,467	12.4	85	0%	30,859	100%
1998	13,053	12.7	12,487	12.2	566	2%	25,980	98%
1999	13,059	12.5	13,059	12.5	0	0%	27,854	100%
2000	13,321	12.5	12,795	12.0	526	2%	31,799	98%
2001	13,745	11.8	13,374	11.5	371	2%	22,902	98%
2002	13,886	11.7	13,608	11.5	278	1%	28,455	99%

Source: PBC Vital Statistics

\*Natural Increase denotes the excess of births over deaths. Net Migration indicates the excess of immigration over emmigration of County residents.

### Countywide Housing Growth, 1995-2003

Although the population growth rate is tapering as the County approaches build-out within the Urban Service Area, the dwindling vacant residential land has fueled recent building activities by the development community. Housing stock has jumped 19% since 1995, accounting for over 97,000 new housing units in eight years. Of these new homes, 49% were built in unincorporated County and 51% in the municipalities. Correspondingly, residential acreage has also increased 21%, but 68% of the new growth is in the unincorporated County, and 32% in the municipalities.

Figure 1.5

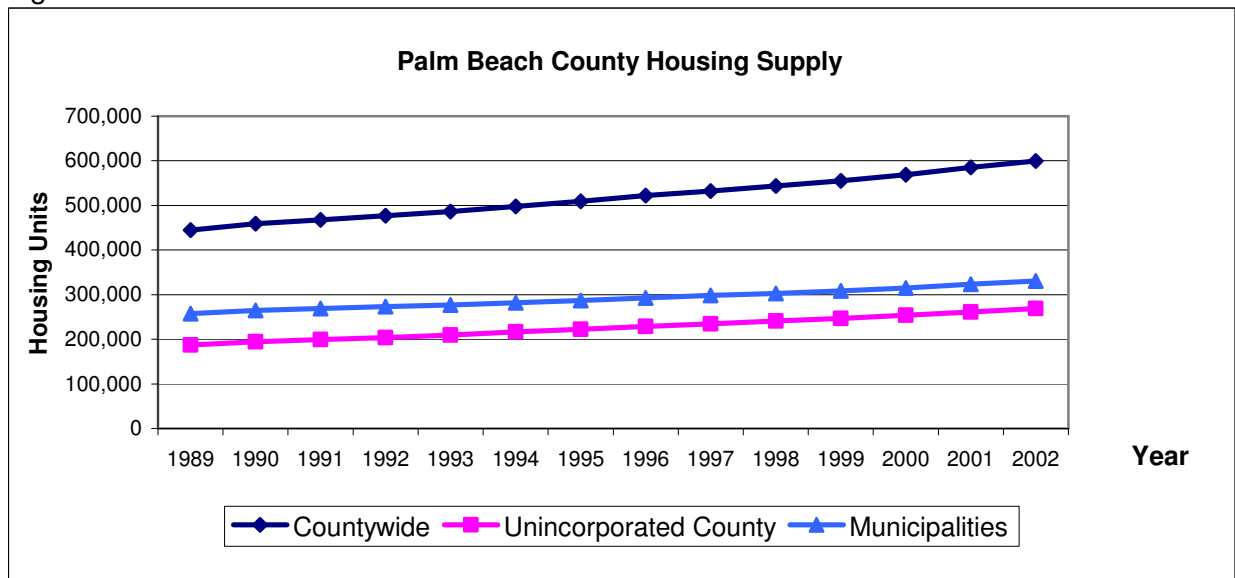
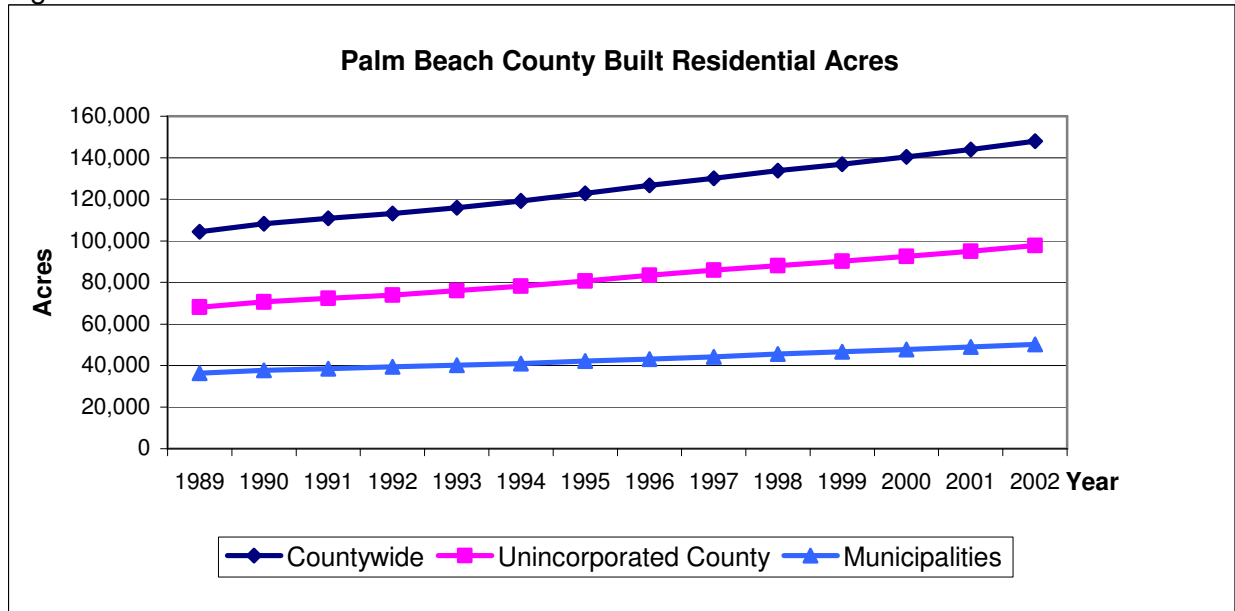


Figure 1.6



The 1995 EAR of the County’s Comprehensive Plan has anticipated an annual housing growth of 9,300 units for the period of 1995-2003 for the County, and about 5,000 units for the Unincorporated County. This was based on the BEBR’s medium population projection translated to the necessary housing units that would accommodate the population growth. Subsequent building permits activities have consistently exceeded the projections. A comparison of the projected and actual built units for 2000-2003 follows.

**Total Housing Units**

Table 1.6

	County Total		Unincorporated County	
	2000	2003	2000	2003
1995 EAR Projections	561,876	589,775	254,017	270,087
Actual Built <sup>1</sup>	571,179	606,893	250,862	270,041
Difference	9,303	17,118	(3,155)	(46)
	2%	3%	-1%	0%

<sup>1</sup> Source: Property Appraiser Data

During this period, while the County’s housing stock as a whole averaged a growth of about 11,000 units per year, 2-3% beyond that was projected, the Unincorporated County’s seems to have grown as planned. Again, we must note that the 1995 EAR Projections included the Village of Wellington while the current Unincorporated built data does not.

## Building Permit Activities, 1995-2003

A closer look at the County's building permit applications during the period of 1995-2003 reveals a very stable development market, at an average rate of 10,000 units per year, until after the year 2000. Then development surged forward so that in 2003, almost 15,000 permits were drawn. Single families continue to be the major interest, and the trend is still strong because of several large low density planned unit developments in Wellington, West Palm Beach, Palm Beach Gardens, Riviera Beach, as well as the Unincorporated County. However, multi-families such as town homes, apartment rentals, also are picking up as in-fill and redevelopment activities began to blossom in cities such as Boca Raton, Delray Beach, West Palm Beach, etc. However, redevelopment has concentrated in up-scale town homes, waterfront condos, etc. Housing cost has increased by 66% for single families, and 75% for multi-families during the same period. Indeed, affordable housing is becoming a rarity in Palm Beach County.

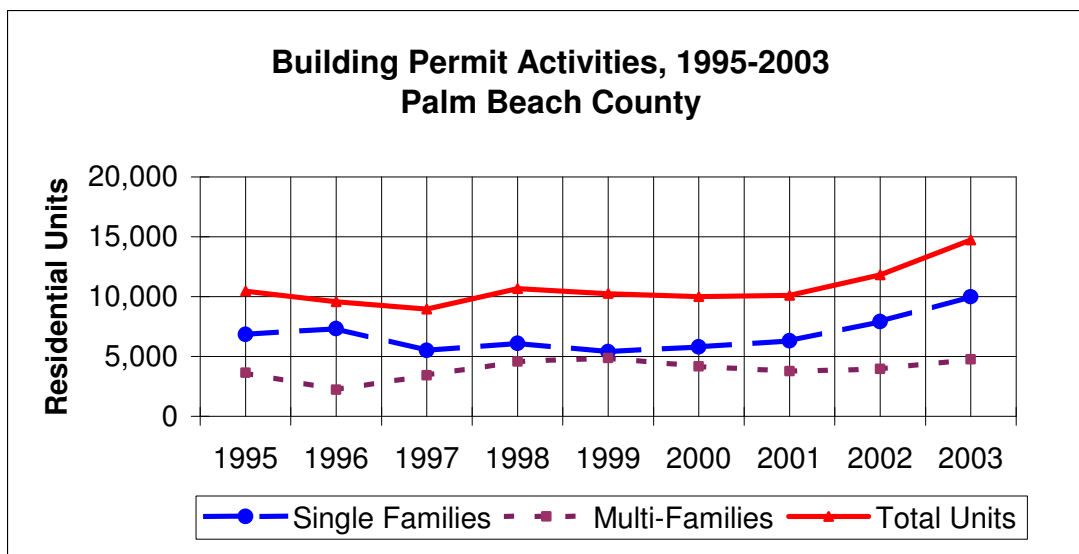
### Palm Beach County Annual Permit Data

Table 1.7

Year	Single Family			Multi-family			Total		
	Units	\$ Value	Avg. \$ Value	Units	\$ Value	Avg. \$ Value	Units	\$ Value	Avg. \$ Value
1995	6,840	785,094,327	114,780	3,625	214,009,256	59,037	10,465	999,103,583	95,471
1996	7,325	883,904,260	120,670	2,227	139,264,278	62,534	9,552	1,023,168,538	107,116
1997	5,511	771,608,023	140,012	3,426	226,832,975	66,209	8,937	998,440,998	111,720
1998	6,101	854,524,421	140,063	4,576	304,777,525	66,603	10,677	1,159,301,946	108,579
1999	5,386	851,090,905	158,019	4,856	366,490,877	75,472	10,242	1,217,581,782	118,881
2000	5,801	932,175,644	160,692	4,177	490,356,781	117,394	9,978	1,428,670,352	143,182
2001	6,314	944,654,022	149,613	3,777	433,215,574	114,698	10,091	1,377,869,596	136,544
2002	7,895	1,370,668,896	173,612	3,939	403,959,966	102,554	11,834	1,774,628,862	149,960
2003	9,986	1,905,762,417	190,843	4,751	491,278,280	103,405	14,737	2,397,040,697	162,655

Source :Palm Beach County Planning Division, PZ&B

Figure 1.7



Another noticeable trend in permit activities is that municipalities, after a decade of near build-out and slow-growth development, have begun to take the lead over Unincorporated County since the late 1990's. The municipal share has jumped from 42% in 1995 to 73% in 2003, while the Unincorporated County's has decreased from 58% in 1995 to only 27% in 2003. This, of course, is primarily due to the high-density redevelopment in the coastal cities, giving rise to high-rise condos and multi-story town homes. Also, land is running scarce in the Unincorporated County's urban/exurban tier. Large planned unit developments are becoming things of the past. In 1995, an average new residential project in Unincorporated County would have 360 units, whereas in 2002, it would only have 100 units. The following table shows the Unincorporated County vs. Municipal share of the building permit activities for 1995-2003.

Figure 1.8

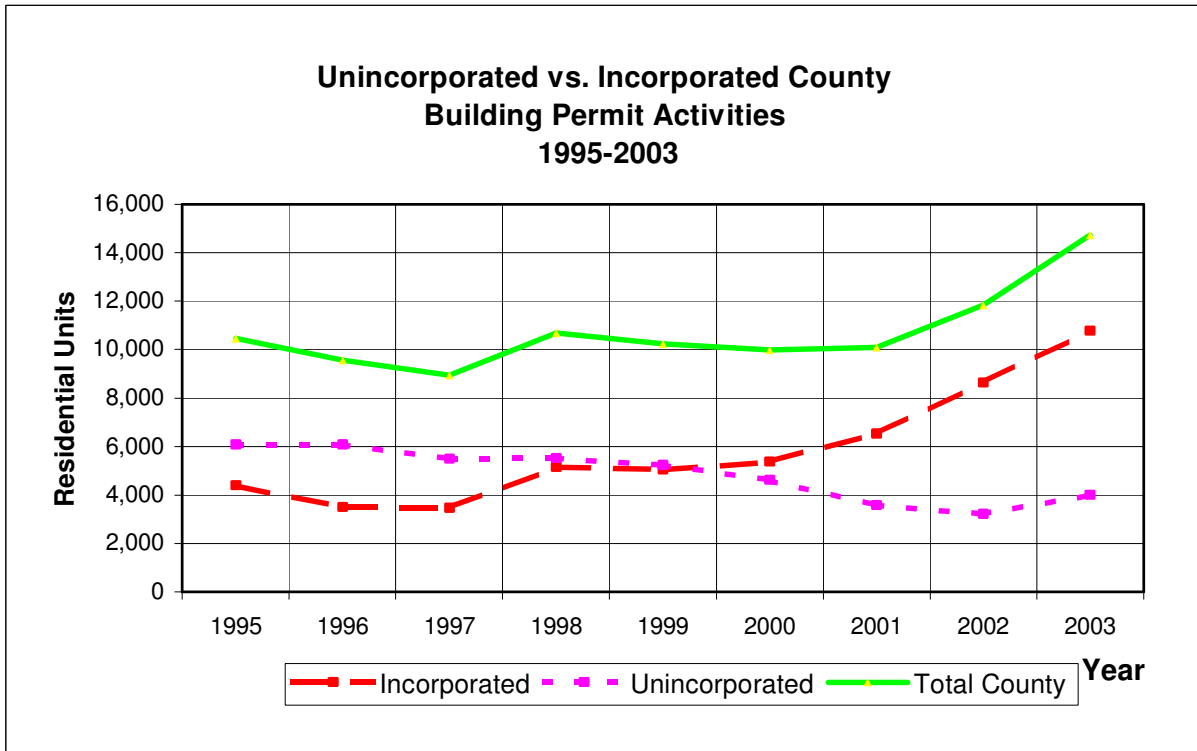


Table 1.8

Year	Incorporated Area			Unincorporated Area		
	Units	\$ Value	Avg. \$ Value	Units	\$ Value	Avg. \$ Value
1995	4,390	467,748,904	106,549	6,075	531,354,679	87,466
1996	3,478	358,101,577	102,962	6,074	615,066,961	101,262
1997	3,447	470,283,293	136,433	5,490	528,157,705	96,204
1998	5,154	664,521,299	128,933	5,523	494,780,647	89,585
1999	5,020	727,350,003	144,890	5,222	490,231,779	93,878
2000	5,358	795,185,724	148,411	4,620	633,484,628	137,118
2001	6,521	1,026,540,468	157,421	3,570	351,329,128	98,412
2002	8,624	1,378,389,945	159,832	3,210	396,238,917	123,439
2003	10,756	1,742,133,022	161,968	3,981	654,907,675	164,508

Within Unincorporated County, the focus on single families was clear. Multi-family market continues to languish to a fraction of what it used to be in the eighties. It has dropped a full 80% from the 1995 level. By 2003, only 342 multi-family unit permits were drawn. Single-family market also continued its downward spiral, however slowly, because of the dwindling supply of vacant residential land. The following chart and tables show forth the comparisons.

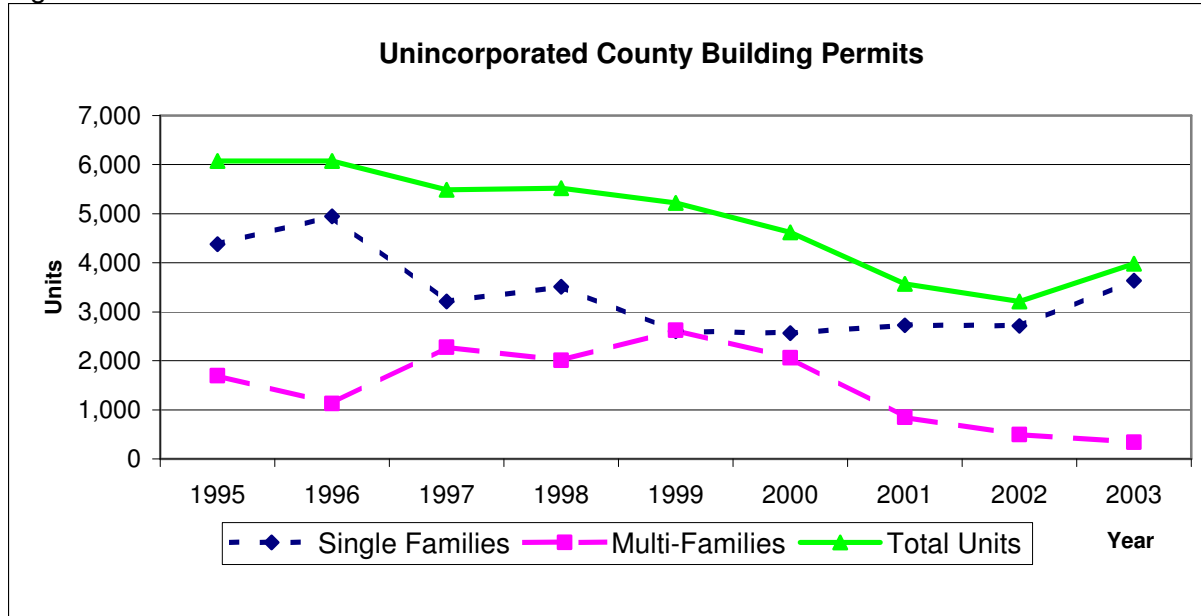
### Unincorporated County Building Permits

Table 1.9

Year	Single Family		Multi-family		Total Units	
	Units	\$ Value	Units	\$ Value	Units	\$ Value
1995	4,383	430,715,333	1,692	100,639,346	6,075	531,354,679
1996	4,947	542,700,874	1,127	72,366,087	6,074	615,066,961
1997	3,214	398,241,863	2,276	129,915,842	5,490	528,157,705
1998	3,516	375,662,988	2,007	119,117,659	5,523	494,780,647
1999	2,600	348,735,762	2,622	141,496,017	5,222	490,231,779
2000	2,562	356,792,018	2,058	276,692,610	4,620	633,484,628
2001	2,725	304,593,926	845	46,735,202	3,570	351,329,128
2002	2,712	355,706,153	498	40,532,764	3,210	396,238,917
2003	3,639	631,118,157	342	23,789,518	3,981	654,907,675



Figure 1.9



**Countywide Population Projections**

We have noticed in the previous comparisons of populations for the 1995-2003 period that the 1995 EAR of County Comprehensive Plan consistently projected below the actual population levels. A possible reason may be that the medium BEBR projections, which the County adopted, were based on past trends. Coming shortly out of the depression of the early 1990's, the trend that propelled the projections forward was relatively low. The 2000 Census posed a reality check for BEBR, who subsequently revised all the 1990's annual population estimates for the County while at the same time increasing all future projections for 2005-2025. A comparison of the 1995 and the current projections for the 2005-2015 period follows:

**Projected Permanent Population - Palm Beach County**

Table 1.10

BEBR Projections	2005	2010	2015
1995	1,170,300	1,271,100	1,373,800
2002	1,252,700	1,378,300	1,498,300
Difference	82,400 7%	107,200 8%	124,500 9%

Likewise, for the Unincorporated County, BEBR's current projections (as broken down by the County's 2003 population allocation model) see a significant increase from what was projected before.

**Projected Permanent Population - Unincorporated Palm Beach County**

Table 1.11

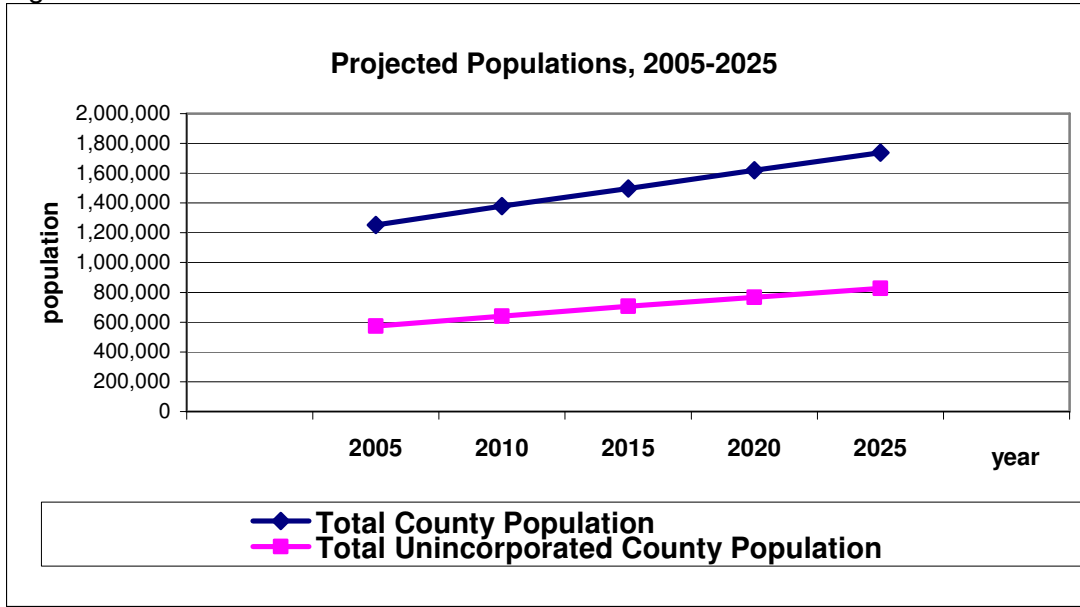
<b>Model Projections</b>	<b>2005</b>	<b>2010</b>	<b>2015</b>
1995	556,383	613,001	667,526
2002	574,579	639,821	706,246
Difference	18,196 3%	26,820 4%	38,720 6%

In addition, the County in 2000 has extended the planning horizon to 2025. Projections for the future planning period become:

Table 1.12

<b>Year</b>	<b>Total County Projections</b>			<b>Unincorporated Projections</b>		
	<b>Population</b>	<b>Annual Growth</b>	<b>Annual % Growth</b>	<b>Population</b>	<b>Annual Growth</b>	<b>Annual % Growth</b>
<b>2005</b>	1,252,700	20,626	1.70%	74,579	10,148	1.83%
<b>2010</b>	1,378,300	25,120	2.01%	639,821	13,048	2.27%
<b>2015</b>	1,498,300	24,000	1.74%	706,246	13,285	2.07%
<b>2020</b>	1,619,900	24,320	1.62%	766,465	12,044	1.71%
<b>2025</b>	1,737,600	23,540	1.45%	827,094	12,126	1.58%

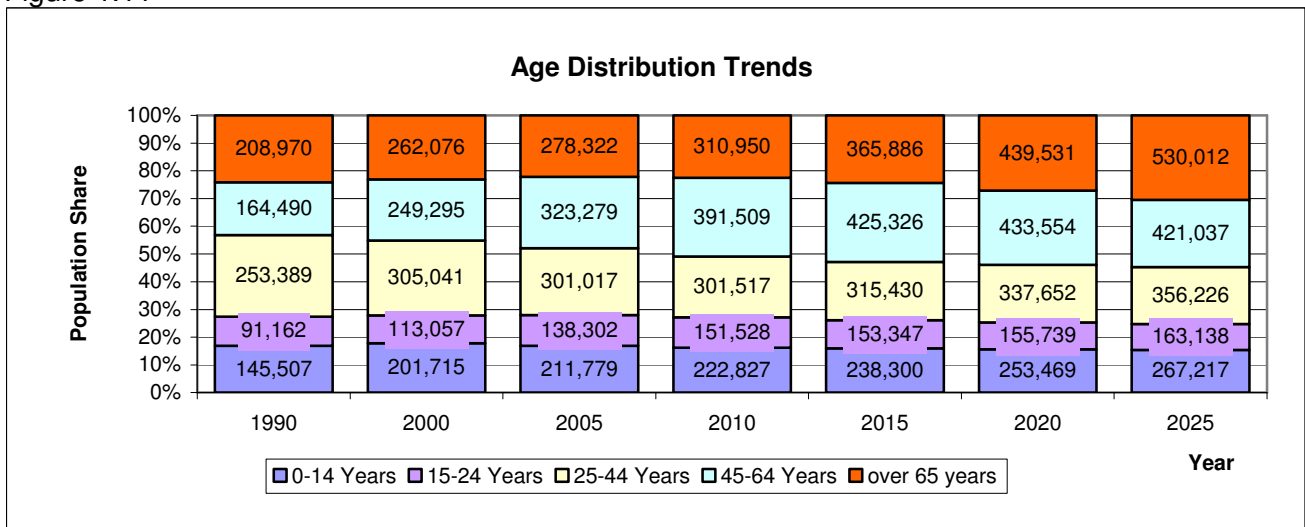
Figure 1.10



As shown above, the County’s population will continue to slacken until build-out in 2025. By that time, according to the 2002 BEBR’s projection, another 526,000 people will be added to the current population pool, averaging an addition of 22,800 per year. Growth rate will decrease from the current 2.39% to about 1.45% after 2020. Unincorporated County will receive another 273,000 people, averaging about 11,900 per year. Growth rates will mostly parallel those of the County, while gradually assuming a lesser share as coastal redevelopments continue in the municipalities.

As the county continues to mature, population components are projected to skew toward the older or senior citizens. The University of Florida projects the over 65 citizens to increase from the current 23% to 30% by 2025. The graph below illustrates the distribution of various age groups of population over time.

Figure 1.11



## Housing Growth Projections, 2004-2025

While the 1995 EAR projections of housing growth was about 9,300 annually well into 2010 and beyond, the current population allocation model, based on current growth trends and development potential of local areas, anticipates faster growth in the earlier period of 2004-2010, then growth will taper off as the County approaches buildout in 2025. In other words, growth will continue its present momentum of 12,000-13,000 units per annum up till 2010, and will slow down thereafter.

### Projected Dwelling Units - Palm Beach County

Table 1.13

	2005	2010	2015	2020	2025
1995 EAR Projections	608,375	654,184	700,812	--	--
2002 MODEL Projections	631,944	697,885	717,850	725,862	736,518
Difference	23,569	43,701	17,038	--	--
	4%	7%	2%	--	--

Unincorporated County would likewise maintain its current 5,000-6,000 units growth per annum up till 2010, then reach a relatively flat plateau thereafter till build-out in 2025.

### Projected Dwelling Units - Unincorporated Palm Beach County

Table 1.14

	2005	2010	2015	2020	2025
1995 EAR Projections	280,514	304,975	327,435	--	--
2002 MODEL Projections	281,051	310,635	323,339	328,738	335,828
Difference	537	5,660	(4,096)	--	--
	0%	2%	-1%	--	--



**Chapter 2  
Major Issues**

# ISSUE 1

---

Ability of the Managed Growth Tier System and Future Land Uses to Accommodate Future Population and Development Activities

## ISSUE STATEMENT AND BACKGROUND

This issue deals with the ability of the County to accommodate future population growth and development activities through the Manage Growth Tier Systems (MGTS), while maintaining sustainable communities, protecting natural resources, rural areas and agricultural lands, and preventing urban sprawl.

In 1999, Palm Beach County adopted the MGTS, which created five (5) growth management tiers and is intended to guide the location, type, intensity and form of various types of development patterns consistent with the characteristics of each Tier. This system was adopted with the purpose of ensuring the development and maintenance of sustainable communities by applying smart growth practices that protect the County's natural resources; prevent urban sprawl so that land, facilities and services are used most efficiently; and, provide for the appropriate distribution and arrangement of land uses.

The Tier System established that the bulk of the population growth would occur within the Urban/Suburban Tier. Over the next 15-20 years, it is anticipated that the remaining vacant land within this tier will become depleted through development activities.

### Major changes in the County since the 1996 EAR

Several situations and growth management decisions occurred in Palm Beach County since the last EAR was adopted in 1996:

- The County adopted the MGTS as a new growth management tool after extensive stakeholder input and consensus;
- The County engaged in an optional sector planning process for the Central-Western Communities;
- Similar to other southeast Florida counties, Palm Beach will be reaching buildout of developable lands in less than two decades; finally,
- The world largest private non-profit biomedical research organization, The Scripps Research Institute (TSRI) decided to open their east-coast headquarters in Palm Beach County.

The analysis of this issue will address these major situations and initiatives as they relate to the implementation of the MGTS and their impact on the future of Palm Beach County.

### A new growth management strategy

As indicated above, in 1999, Palm Beach County developed and implemented a new growth management approach known as the Managed Growth Tier System (MGTS). The basic premises for the establishment of the MGTS as the main growth management tool for Palm Beach County are described in the Introduction to the Future Land Use Element (FLUE). These basic principles together with the definition of the tier system and the overall county goals and directions delineate a vision for Palm Beach County's future.

Based on the premises of the MGTS, the FLUE is intended to guide the location, type, intensity and form of various types of development patterns that respect the characteristics of particular geographic areas or tiers. This is needed to ensure development and maintenance of sustainable communities through the application of smart growth practices to protect natural resources, prevent urban sprawl, ensure that land, facilities and services are efficiently used, and provide for the appropriate distribution and arrangement of land uses.

The MGTS was the conclusion of a long process representing the consensus of a large group of stakeholders that worked together with the County in the preparation and development of this program. The group of stakeholders was a well dispersed cross-section of all citizens and interest groups in the County.

The County's Comprehensive Plan (Plan) and the Unified Land Development Code (ULDC) were amended to apply specific strategies to the several tiers. This was necessary to provide the flexibility to permit the articulation of different, and even contrasting, strategies while maintaining a comprehensive approach to planning. Five distinct areas or tiers were defined and are summarized below:

**Urban/Suburban Tier.** Expected to accommodate most growth in the County, this tier supports a variety of lifestyle choices, ranging from urban to residential estate; however, predominant development patterns are suburban in character. To meet the County's primary goal to create and maintain livable communities, balance growth throughout the County, protect natural resources and provide a variety of lifestyle choices beyond the long term planning horizon, it is imperative that land, services and facilities be used efficiently and effectively.

**Exurban Tier.** The Exurban Tier lies between the Urban and Rural Tiers and supports residential subdivisions predating the Plan. These areas have been considered rural due to a sparse development pattern, large heavily treed lots, presence of small agricultural operations including equestrian uses, and a desire for minimal services and regulation. Growth has marked a change in the character of this area from rural to more suburban and semi-rural, or exurban, as the existing and vested 1.25-acre lots developed with single-family homes. The corresponding increase in population, which is anticipated in the Plan and its population projections, has caused an escalating increase in the demand for services. Recognition of the existing development pattern, demand for services and a desire to maintain the rural character, warrants a specific set of strategies.

**Rural Tier.** The Rural Tier includes agricultural land and rural settlements that range in density from primarily 1 dwelling unit per 5 acres to 1 dwelling unit per 20 acres. These areas support large agricultural operations as well as single-family homes with small family-owned agricultural businesses, including equestrian related uses. Due to the declining availability of land and the increase in population in the Urban and Exurban Tiers, the Rural Tier is beginning to experience pressure for urban densities and nonresidential intensities normally associated with a more urban area. The strategies in the Rural Tier are established to protect and enhance rural settlements that support agricultural uses and equestrian uses.

**Agricultural-Reserve Tier.** The Agricultural Reserve area is a portion of the County that encompasses unique farmland and wetlands. Based on policy direction adopted by the Board of County Commissioners in 1995, it is to be preserved primarily for agricultural use, if possible. However, if not, it may be developed only at low residential densities. To preserve the area for agricultural use, several programs are offered, including unique development options targeted to achieve the goal of farmland protection and agricultural perpetuation. It is through this

combination of public action and private development that a viable program for the protection of farmlands and the perpetuation of agriculture will occur.

**Glades Tier.** The Glades Tier is generally located west of the Conservation Areas and Twenty Mile Bend, and includes the Glades Communities. This area is designated primarily for specialized agricultural operations. Communities within the Glades Tier are engaged in their own efforts with regard to planning and development. This effort is mainly in the form of economic development programming. The geographical distance and the nature of the issues faced by the Glades communities differ from the challenges faced by the coastal communities to manage growth. These factors warrant a separate initiative to further develop the Glades Tier, in conjunction with the Glades municipalities, business community and area residents.

### **Presence of The Scripps Research Institute (TSRI) in the County**

Cluster industries such as TSRI have been an important component of the County's economic base for many years as evidenced by IBM, Pratt-Whitney and Motorola. These industries have induced the creation of high paying jobs, location of related industries in the County, and development of small businesses through the years. Some of these businesses have contended with forces of worldwide demand and competition by significant downsizing and relocation. However, many spin-offs and related industries have stayed in Palm Beach. The County, in cooperation with the private sector, has continued to implement strategies to attract other cluster industries to the County with the purpose of diversifying its economic base and enhancing the quality of life for current and future County residents.

As a result of this intense activity, another major event that occurred in Palm Beach County since the previous EAR was the decision by The Scripps Research Institute (TSRI) of La Jolla, California to select Palm Beach County as the preferred location to locate their new biotechnology research and development operations in the East U. S. Coast. TSRI is the world's largest private, nonprofit biomedical research organization.

Early this year the State legislature approved a legislative package setting the legal basis for the location of TSRI in Palm Beach County. Palm Beach County is working with Scripps, the State, local governments, and with public and private economic development organizations to provide an expedited review package for Scripps and to make this project a successful reality for the County and the State of Florida.

The MGTS was developed to address the future of the County and have embedded tools to facilitate the incorporation of new situations and to adapt to the needs and requirements of those new opportunities or constraints. The presence of the TSRI in the County and the positive impacts expected from this event are an opportunity to enhance and enrich the vision for the future of Palm Beach County.

### **ACTIVITIES EXPLORED TO ADDRESS THIS ISSUE**

Several strategies were suggested during the identification and development of the EAR Issues for Palm Beach County. They include:

- Encourage the concentration of population growth in the Urban/Suburban Tier and within the cities by promoting redevelopment, revitalization and infill development where appropriate, which allows for increased residential densities and more efficient development patterns consistent with the goals of the Managed Growth Tier System.



- Consider whether the Urban/Suburban Tier and the Urban Service Area Boundary (with increased densities and efficient land use patterns) could be modified or updated.
- Assess the Tier System including a review of the Tier boundaries, considering the separation of the Glades Tier into the Urban Glades Tier and the Everglades Tier (the EAA & conservation areas), the possible creation of a Conservation Tier, and the review and update of the Revitalization and Redevelopment Overlay, including the possible conversion of this overlay into a new Tier. Evaluate the implementation of the Tier System by County departments and agencies.
- Study the potential for increasing residential densities within the Urban/Suburban Tier and promotion of mixed-use and infill development within the Urban/Suburban Tier to continue the concentration of population growth within its boundaries.
- Assess Impacts on the provision of services. The selection of development and growth management alternatives will have an impact on the availability of land for the location of services (schools, parks, etc.); and will also have an impact on water supply, transportation and other services for the projected growth.
- Consider the impact of more intense development within the Urban Service Area Boundary that could be mitigated with the use of alternative development patterns to reduce impacts on traffic, collocate services with developments, etc.

## **ISSUE ANALYSIS**

### **Basic principles of the Managed Growth Tier System**

The Managed Growth Tier System (MGTS) acknowledges the existence of diverse land areas and communities with different lifestyle choices. The system distinguishes among these areas and communities on the basis for their potential to support growth in beneficial ways by ensuring the most cost-effective, efficient use of tax dollars in the provision of public services and by protecting environmental and quality of life features in order to achieve the County's goals.

The MGTS should not be interpreted in terms of whether it would permit, require or limit growth in any tier. Growth may occur in all tiers but with diverse densities and intensities appropriate to the characteristics of each tier. Growth occurs in the urban areas, where higher densities and intensities are needed; in the rural areas where very low density limited residential developments and small-scale agricultural/equestrian activities coexist. In areas dedicated to large-scale agricultural operations residential development is restricted to farm-related dwellings, due to the County's commitment to preserve agriculture.

The tiers may also be adjusted in response to changing conditions or to purposely promote changes that would be beneficial for the community and the region. These modifications can be accomplished with the application of specific criteria in the Plan for tier designation and re-designation that must also be fully consistent with the State's growth management rules and statutes.

### **Development trends and assessment of existing tiers**

As indicated in the issue description and background, developable land in the urban/suburban tier would be depleted in less than two decades. Like many other counties in the southeast

Florida region, our County is also reaching buildout of its developable land. In Miami-Dade and Broward counties, suburban development has sprawled to the fringes of the Everglades National Park and related ecosystems. In Palm Beach County, areas with limited development options in the rural and exurban tiers are experiencing development pressures close to the periphery of the Everglades Agricultural Area (EAA), the A.M. Loxahatchee Wildlife Refuge and the Corbett Wildlife Management Area, all of which are part of the northern Everglades ecosystem.

The County considers the EAA as prime agricultural land with regional, state and national significance. Furthermore, some analysts give the EAA global significance in the face of future food shortages in several parts of the world. The tier system calls for the protection of the EAA. Palm Beach County's tier system considers the eastern boundary of the EAA along with the A.M. Loxahatchee Wildlife Refuge and the Corbett Wildlife Management Area as firm boundaries to contain western sprawl, similar to the role the eastern Everglades boundary has played in Broward and Miami-Dade counties.

The preferred strategy is then to make a more efficient use of existing developable land during the next planning horizon in the eastern coastal area of the County, east of the L-8 Canal. This strategy entails:

- Encouraging increased densities and intensities where appropriate, and promoting redevelopment, revitalization infill and mixed-use development projects.
- Master planning the Palm Beach County's Biotechnology Research Park and all related uses and complementary new residential areas located in the Mecca Farms property and in western Palm Beach Gardens.
- Implementing the provisions of the Sector Plan process in the Rural and Exurban tiers.

Regarding the presence of Scripps in the County, several immediate steps are being taken including removing the Rural Tier and designating this area as a Limited Urban Service Area in order to allow for the provision of urban levels of services required by the intensity of development activities being proposed for this initiative.

Short-term solutions provided in the EAR recommendations include the possible extension of the Urban/Suburban Tier and the Urban Service Area to incorporate Scripps and other related areas, including any decisions that Palm Beach Gardens may have made regarding their portion of the Scripps initiative and the results of the joint planning efforts between the County and the city.

Smaller portions of the Urban/Suburban Tier may need to be updated to reflect municipal boundary changes. Updates may also be needed to address changes in circumstances in other areas. They may include areas located southwest of the Urban/Suburban Tier near the Broward County line. These areas currently have a Rural Tier Designation and are specifically located South of Site 1, in lands that have been considered by the SFWMD to locate CERP projects. It appears that the District is now considering acquisition of the western portion of this area, but most of the land is no longer considered for that purpose. Adjustments in these areas need to comply with existing tier re-designation criteria in the Comprehensive Plan and with general requirements in the State's rules and statutes applicable to land use amendments. Proposed changes need to be reviewed by the SFWMD for potential impacts on CERP projects in this area.

Other areas where a tier-redesignation may be considered could include City of West Palm Beach properties located west of the Bee Line and North of Northlake Boulevard. The City purchased these properties for water management purposes needed to make a connection between the water Catchment Area and the Loxahatchee Slough. Changes are needed from rural tier designation to conservation, for consistency with the City's land use and zoning designations.

Based on the premises of the preferred managed growth strategy recommended in the analysis of this issue, the general consensus is that the MGTS continues to be valid and an important viable planning tool, even with the location of The Scripps Research Institute (TSRI) in Palm Beach County (Palm Beach County Biotechnology Research Park). Developable areas east of the Glades Agricultural Production Area can absorb projected population beyond the year 2025 with current and proposed future land uses, the implementation of mix use development areas where feasible, and the creation of the Urban Redevelopment Area (URA), where increased densities and intensities will be allowed as part of infill, redevelopment and revitalization programs.

In conclusion, the western boundaries of the coastal tiers do not need to be expanded further west in order to accommodate projected population and development activities beyond the County's planning horizon of 2025.

**Review and update the Revitalization and Redevelopment Overlay (RRO). Assess the possible conversion of this overlay into a new tier.**

After reviewing the options and implications of converting the RRO to an urban tier, the general consensus is that the RRO does need to be converted to a new tier to provide a better support vehicle for the County efforts in infill, redevelopment and revitalization. Issue 2 recommends creating a new redevelopment goal in the plan where all redevelopment oriented objectives and policies could be relocated to be more accessible and prominent.

**Evaluate the separation of the Glades Tier into an Urban Glades Tier and an Everglades Tier**

After assessing input from stakeholders and existing policy, it was concluded that the current Glades Tier should be split. The existing urban/suburban tier in the Glades municipalities will be renamed as "Glades Communities Tier". The County will meet with Glades organizations and residents to develop ideas, strategies and directions to address the specific needs of municipalities and settlements in the Glades area, including the creation of specific incentives for the appropriate development and economic growth of the area. Continued coordination with the Office of Community Revitalization (OCR) on formulation of the Glades Communities Tier language and strategies will also occur. Pertinent Comprehensive Plan changes from the Glades Assessment Report should be incorporated in this report.

The balance of the current Glades Tier includes the Everglades Agricultural Area (EAA) and northern Everglades protection areas. It was believed that addressing this region as a "Glades Protection Tier" would be the most appropriate strategy. Issue 4 addresses more specific analysis and recommendations for this area.

## **Analysis of problems and opportunities**

As indicated before, due to the declining availability of land and the increase in population in the Urban and Exurban Tiers, the Rural Tier is beginning to experience pressure for increased densities and non-residential intensities normally associated with a more urban area. The bulk of this area has been addressed primarily through the sector planning process for the central western communities. As the Sector Plan is being formulated, these pressures have increased due to several factors including: the decision of the Scripps Research Institute to locate in Palm Beach County at the Mecca Farms property which has become a catalyst to increase urban development and land speculation in the western area of the county and prompted the removal of this property from the Sector Plan; other components of the plan have been challenged by attempts by land owners to obtain approvals for large-scale developments through different state processes; other areas within the Sector Plan have been the subject of a proposed annexation by a neighboring municipality; and existing residential communities are considering incorporation. Certain areas located immediately west of twenty-mile bend within the EAA have also shown some development pressure activity.

Due to the continued growth in vested rural and semi-rural subdivisions in the acreage, the area has been retrofitted with needed services such as schools, civic centers, a few shopping centers and other public amenities. Servicing these facilities required the extension of utility lines through portions of the rural service area. The County restricted the provision of urban LOS to non-residential uses and decided not to fund or subsidize any service in the rural service area. This decision was made with the purpose of controlling growth in this area. The unintended consequence of this prohibition was that other service providers extended potable service lines to the unincorporated areas, in particular, to the western communities, to serve individual non-residential projects. The lack of County participation as a service provider had created a void in effective long-term utility planning resulting in duplicative service lines, inefficient service in the RSA, overlapping utility jurisdictions and absence of written agreements defining service area boundaries. In order to address this situation, more realistic policies are proposed lifting PBC self-imposed prohibition, promoting joint utility planning and making PBC the default provider in unincorporated areas of the County not served by any other provider.

These are challenges the County needs to address as the Plan is amended to incorporate EAR recommendations and as the Sector Plan is adopted within the next few years. Many of these situations are evolving as the EAR is being prepared. A comprehensive analysis of these situations and initiatives will be performed in the near future, most probably after adoption of the EAR, when more specific information becomes available.

## **CONCLUSIONS AND RECOMMENDATIONS**

The general consensus is that the MGTS continues to be valid and an important viable planning tool even with the presence of The Scripps Research Institute (TSRI) in Palm Beach County. Developable areas east of the L-8 Canal can absorb projected population through the year 2025 with current and proposed future land uses, including Scripps-related residential development, the implementation of mix use development areas where feasible, and the creation of the Urban Redevelopment Area (URA), where increased densities and intensities will be allowed as part of infill, redevelopment and revitalization programs.

The MGTS was developed to address the future of the County and have embedded tools to facilitate the incorporation of new situations and to adapt to the needs and requirements of new

opportunities or constraints. TSRI locating in the County is an opportunity to enhance and enrich the vision for the future of Palm Beach County.

This EAR has also served to assess how well we have done in making this vision a reality; to suggest some adjustments to strengthen the vision and redirect County actions in the process to achieve that vision, and to incorporate new challenges and opportunities.

The main recommendation is to maintain the tier boundaries with minor adjustments to address changed conditions in a few areas of the County. The overall consensus is that the tier system continues to be valid and the tier tools represented in the form of goals, objectives and policies throughout the Comprehensive Plan shall be utilized to the extent possible in order to maintain the integrity of the tier system as a growth management strategy.

The western boundaries of the coastal tiers do not need to be expanded further west in order to accommodate projected population and development activities beyond the County's planning horizon of 2025.

As the County reaches build-out of developable lands within the urban/suburban, exurban and rural tiers, the preferred strategy is then to make a more efficient use of existing developable land during the next planning horizon. This entails encouraging increased densities and intensities where appropriate, and promoting redevelopment, revitalization infill and mixed-use development projects.

In regards to the Glades Tier, it was concluded that the tier should be split. The existing urban/suburban tier in the Glades municipalities will be renamed as "Glades Communities Tier". The balance of the current Glades Tier includes the Everglades Agricultural Area (EAA) and northern Everglades protection areas. It was concluded that addressing this region, as a "Glades Protection Tier" would be the most appropriate strategy. Issue 4 has more specific analysis and recommendations for this area.

A management strategy is needed to effectively protect the EAA as a regional resource of food production with distribution in proximity to large population centers. CERP restoration goals necessitate the continuity of this strategy to assure the future sustainability of water resources for human consumption, natural systems and agriculture.

In regards to the Scripps initiative, short-term solutions provided in the EAR recommendations include the possible extension of the Urban/Suburban Tier and the Urban Service Area to incorporate Scripps and other related areas. This additional information includes any decisions that Palm Beach Gardens may have made regarding their portion of the Scripps initiative and the results of the joint planning efforts between the County and the city.

Existing challenges in the Central-Western Communities will be addressed as the Plan is amended to incorporate EAR recommendations and as the Sector Plan is implemented within the next few years. Many of these situations are evolving as the EAR is being prepared. A comprehensive analysis of these situations and initiatives will be performed in the near future, most likely after adoption of the EAR, when more specific information becomes available.

The Revitalization and Redevelopment Overlay (RRO) is recommended for amendment to address the County's strategy of promoting infill, redevelopment and revitalization to more efficiently use remaining developable lands in the County's unincorporated area. Additional

recommendations are presented with Issue 2. The primary RRO amendments involve the following:

- Removing the RRO from all municipalities. The County will continue supporting redevelopment initiatives in municipalities through the Comprehensive Plan by promoting the use of CRA's, TCEA's and other incentives with minor modifications to existing goals, objectives and policies.
- Include the proposed Urban Redevelopment Area (URA) and all other CCRT areas excluded from the RRO. The purpose is to make the same provisions available to the URA in the RRO and most importantly incorporate all CCRT areas into the new RRO.

## ISSUE 2

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### Effectiveness of the County's Infill Development and Redevelopment Initiatives and Comprehensive Plan Policies

#### ISSUE STATEMENT AND BACKGROUND

Infill development and redevelopment can help promote several of the goals and development objectives contained in the Comprehensive Plan and the Tier System. Infill projects can provide housing opportunities to accommodate projected growth, encourage community revitalization, and help reduce urban sprawl. While the Comprehensive Plan and ULDC include language that supports infill development and redevelopment, there is no comprehensive framework or countywide strategy in place to promote quality infill development or to establish priorities and programs that promote targeted infill development and redevelopment. Obstacles to infill and redevelopment include site and area constraints, the lack of adequate infrastructure and cost to provide, upgrade or improve existing infrastructure, the time and costs associated with processing infill projects, excessive regulatory requirements, and community opposition to infill projects.

#### ACTIVITIES EXPLORED TO ADDRESS ISSUE

The following activities were explored regarding this issue:

- Factors which will promote infill include removing regulatory obstacles, creating more flexible development standards, providing improvements to infrastructure, reducing or waiving development fees, establishing differentially tiered impact fees, providing public financial assistance and engaging community to address concerns in order to gain greater acceptance and support for infill development.
- Review Plan's policies in order to provide the basis for a coordinated effort. Infill and redevelopment are mentioned or addressed in different elements and policies in the Comprehensive Plan but are not cohesive. They include: neighborhood plans, infill study, redevelopment and revitalization overlay within the Tier system, the Countywide Community Revitalization Team (CCRT) initiatives and scattered provisions in other elements of the Plan.
- Develop specific strategies to remove and/or help address the existing obstacles to infill before urban redevelopment and reversal of blight can be achieved on a meaningful scale.
- Assess the impact on existing infrastructure and transportation systems when developing and implementing mixed-use projects in cities and older areas of the County.
- Consider increasing densities, intensities and building heights in infill redevelopment areas, along with major capital improvements to promote investment on areas targeted for infill and redevelopment.

- Many infill areas are located within municipalities. Therefore, working with municipalities through interlocal agreements and other joint activities will be needed to make this effort more effective.
- Consider strategies to allow renters to become homeowners or to stay in the area in order to avoid displacement and to maintain and improve the social fabric of existing neighborhoods. Planning for these areas should include the creation of public places as neighborhood epicenters.

## **ISSUE ANALYSIS**

Issue 2 addresses the effectiveness of existing County policies and initiatives regarding Infill development and redevelopment. This is a topic that has received significant attention recently. The Board of County Commissioners has identified redevelopment as one of their primary focus issues. As the County approaches buildout, providing for our future population growth is of significant importance. The County is at a point where we must choose between allowing continued westward expansion or look to direct future growth back east to our developed, urbanized areas. Many of these lands are either underutilized or are infill parcels.

As we address the concepts of Infill and Redevelopment it is important to note that while the two represent different functions we address them together.

For the purpose of the EAR and specifically this issue, the primary point we seek to make is that the County is actively addressing this issue. It is not our intent to perform a review for the purpose of recommending further action. The County is currently engaged in comprehensive redevelopment efforts. We have chosen this issue and performed a review to identify how our current Comprehensive Plan functions in support of redevelopment and to explain how we are currently improving it. As we review the performance of our Comprehensive Plan with regard to Goals, Objectives and Policies there are some successes which can be cited. What stands out, though, is a lack of a cohesive forum for redevelopment.

Recently the County has authorized initiatives supporting redevelopment which include the designation of an Urban Redevelopment Area, Priority Redevelopment Areas, intra-County focus on redevelopment and creation of the Office of Community Revitalization. Their initiative will provide the necessary forum for focusing on redevelopment and continual assessment of County support for redevelopment.

Gauging the actual effectiveness of redevelopment and infill activities is difficult since the last EAR suburban development has been the primary growth pattern in the County. In unincorporated Palm Beach County the redevelopment demand has been limited. However, it is in anticipation of an upcoming demand that the County is making redevelopment a primary focus.

The completion of the Infill/Redevelopment study is the driving force behind the focus on infill and redevelopment. This study is required by the Comprehensive Plan. This study has been completed and presented to the Board of County Commissioners. The study provides the framework for establishing a strategy for infill and redevelopment in Palm Beach County. The abiding theme of its recommendations is to redirect the focus of development to that of a redevelopment and infill perspective.



This has necessitated the County Planning Division meeting with key development review agencies in County government such as Engineering (Traffic and Land Development), Water Resources, Water Utilities, Zoning and the Office of Community Revitalization. Each of these departments/divisions plays a significant role in redevelopment and infill and are being requested to review their function to determine how they can assist the redevelopment and infill efforts. The Planning Division will schedule workshops with the Board of County Commissioners to discuss specific issues each entity raises, which serve to impede redevelopment and infill. Such workshops and resulting amendments to the ULDC and Comprehensive Plan will create development standards that reflect and support the County's redevelopment and infill focus.

Intergovernmental coordination will also be a factor in the County's redevelopment efforts. The proposed Urban Redevelopment Area is within the future annexation areas of a number of municipalities. The County will coordinate its redevelopment and infill efforts with those activities of the affected municipalities.

The infill/redevelopment study generally concluded that many of our policies have the ability to be effective and generally lack utilization. It is the County's belief that as redevelopment truly begins in unincorporated Palm Beach County, we will be able to test the effectiveness of policing in the plan.

## **CONCLUSIONS AND RECOMMENDATIONS**

Generally, it is difficult to effectively assess infill and redevelopment in the County's Comprehensive Plan. Development in the County has not substantially utilized many of the provisions for redevelopment and infill in the plan and it can only be concluded that these provisions are largely untested. However, some modifications to the Plan regarding the provisions will occur. The County's primary focus for development and infill will be in the proposed Urban Redevelopment Area. The following amendment to the plan are proposed in support of this effort:

- Reorganize the Redevelopment and Revitalization Overlay as detailed in Issue 1C.
- Reorganize all policies and objectives which pertain to redevelopment and infill under a new redevelopment and infill goal.
- Pursuant to the creation of the Urban Redevelopment Area delete policies 1.2.2-f and 1.2.3-g in the FLUE.

## **ISSUE 3**

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Effect of Development trends and policies in the plan on the availability of housing options for very-low, low-income and moderate-income families and the County's Workforce.

### **ISSUE STATEMENT AND BACKGROUND**

Due to the proximity of build-out in the County and continued population growth and development pressures, the scarcity of undeveloped land has resulted in higher land values, which are reflected in the final cost of residential units offered in the market. Recent studies of the residential market in the County indicate that the median price of an existing single family home is close to \$250,000. According to the same study, the family income required to obtain approval of a mortgage for this amount is \$85,000/Year. The continuation of this trend will have a significant impact on low and moderate-income families that might not be able to afford new or used homes in the future.

This issue deals with strategies that encourage the development of affordable or workforce housing in Palm Beach County to provide viable housing choices for very low, low and moderate income families. Affordability is the most vexing problem on the County's housing market. Over the years, the County has gone through progressive and systematic planning changes and processes, as discussed below, to find solutions to the issue of housing affordability and availability to these target populations. The Housing Element of the Comprehensive Plan deals primarily with five main objectives:

- The provision of affordable housing;
- The elimination of substandard housing;
- The relocation of housing;
- The provision of special needs housing; and
- The dispersal of affordable housing.

Of particular importance is the fact that the Department of Housing and Community Development (HCD) provides ongoing policy implementation and monitoring of housing programs; while the Commission on Affordable Housing (CAH) has the primary responsibility for evaluating programs, recommending policies, and continuing to administer and maintain the Affordable Housing Trust Fund. The functional aspects of these two departments/agencies will be discussed in greater detail later in this report.

### **ACTIVITIES EXPLORED TO ADDRESS THIS ISSUE**

The following activities were explored by the County during the preparation of the EAR:

- Adopt objectives and policies in the Comprehensive Plan, and provide incentives to promote development of workforce housing for people whose incomes are 150% of the County median, and also housing units that could be afforded by moderate, low and very low-income families, young people and new couples.
- Concentration of affordable housing and starter homes may be allowed in certain areas to keep the character and social fabric of existing neighborhoods.

- The negative connotation of affordable housing needs to be reconsidered. Emphasize the placement of affordable housing with quality construction in diverse existing and new neighborhoods.
- Develop strategies to drive the market place to provide affordable housing anywhere.
- Link mass transit and multimodal transportation systems to the design of workforce and affordable housing developments.

## ISSUE ANALYSIS

### Population Growth & Housing Costs in Palm Beach County

The County's growing population has led to significant residential development activity. The housing boom has been skewed towards the upper economic end of the housing market leaving an increasing number of modest to low-income County residents with fewer affordable housing options.

- Average home price in the County (provided by the Regional Multiple Listing Service) stood at approximately \$291,400.00 in the fourth quarter of 2002.
- More than one-third (1/3) of County renters spend more than 35% of their paychecks on housing.

Most of the County's low-income households reside in older neighborhoods located near the eastern edge. As the average price of homes increase, poverty indicators appear to be increasing as well. While the overall population rose 31 percent, according to Census figures from 1990 to 2000, the County poverty rate for families jumped 37.9 percent.

Palm Beach County's relatively high cost of living affects employed residents across a wide spectrum of fields and occupations (Table 2.1). In comparison with other metro areas across Florida, for example, West Palm Beach's median income of \$60,000 is greater than the median salary earnings of 95% of all occupational fields, according to a Florida Division of Community Affairs study in 2002.

### Percent of Occupations with Annual Salary Below Median Household Income

Table 2.1

Metropolitan Statistical Area	Median Income	% Occupations with Annual Salary Below Median
Ocala	40,000	80.2%
Pensacola	43,800	84.2%
Panama City	44,100	84.4%
Dayton Beach	44,400	84.5%
Lakeland	44,800	84.6%
Miami	45,600	84.8%
Gainesville	46,800	85.2%
Tampa/St. Petersburg	47,700	86.5%
Fort Walton	48,900	87.3%
Fort Meyers/Cape Coral	49,000	88.6%
Sarasota-Bradenton	50,500	90.1%
Fort Pierce	50,600	90.0%
Melbourne-Titusville	51,200	90.4%
Orlando	52,000	90.9%
Jacksonville	54,500	92.5%

Tallahassee	54,900	92.8%
Fort Lauderdale	56,900	94.0%
West Palm Beach	60,000	95.2%
Naples	65,000	96.7%

Source: Florida Division of Community Affairs 2002 Affordable Housing Study Commission

The high cost of living also impacts the type of households that can be considered low to moderate income. It is often the case that individuals and households who have difficulty finding affordable housing are full-time workers in established fields. Table 2.2 shows the monthly beginning salary for workers in 4 major fields in comparison to the approximate monthly mortgage associated with an average priced home. It is clear that the average take-home salary for a significant number of County residents is far below what is required to own a home with a mortgage of over \$1700 a month. In some County areas, monthly rental costs would also exceed the affordability threshold for these occupations as well.

### Housing Affordability for Selected Occupations – Palm Beach County

Table 2.2

Occupation	Beginning Salary	Affordability Level (30% of monthly gross income)	Average Home Price –PBC	Monthly Housing Cost
Police Officer	39,773	\$994	\$291,400	\$1737
Teacher	31,700	\$792	\$291,400	\$1737
Firefighter	35,486	\$887	\$291,400	\$1737
Librarian	29,985	\$749	\$291,400	\$1737

Source: PBC 5th District Legislative Update. Vol.10 Issue 3 March 18, 2002; Palm Beach Daily News July 20, 2003; Florida Library Directory with Statistics 2002.

\*Cost assumes 30 year mortgage at 6.125% with \$5000 down from Mortgage 101.com

### Housing Element

The primary focus of the Housing Element is directed toward achieving the following four objectives:

- To identify existing and projected deficits in the supply of housing to meet the needs of the County's population, particularly the very low and low income families;
- To analyze housing trends and the causes, scope and nature of any housing problems;
- To develop appropriate plans, programs and policies to bring about the accomplishment of the necessary housing, whether through private-sector efforts, non-profit, public/private partnerships or the public sector; and
- To guide and coordinate all housing activities to eliminate duplications and increase efficiency of the housing delivery system.

### Affordable Housing

Affordable housing is defined in terms of the income of the people living in the home. The family must be income eligible. Income eligibility is defined in terms of area median income, adjusted for family size as follows:

- Very low income describes a family at or below 50% of area median income;
- Low income describes a family at or below 80% of area median income; and

- Moderate income describes a family at or below 120% of area median income (at or below 100% of median income for federal programs).

An income eligible household is said to be living in affordable housing when it spends no more than 30% of household income on rent or mortgage payments, property taxes, insurance and utilities. The assumption is that if a very low to moderate income family is spending more than 30% of its income on housing costs, it will be cost-burdened and unable to adequately afford major household expenses like utilities, transportation, food, clothing, and healthcare.

For purposes of affordable housing delivery, the population of concern to a local government is usually the very-low and low-income segment, for two reasons:

- Until recently, the market in Palm Beach County tended to provide for units affordable to higher incomes (moderate to high) as these can usually be profitably developed. There is now concern regarding affordability of housing for moderate income populations due to recent increases in average home costs in Palm Beach County and;
- Limited government resources are first directed to population segments requiring the greatest assistance.

### **Workforce Housing (Inclusionary Zoning)**

The County is in the process of establishing a voluntary Workforce Housing Program. Workforce Housing is a method to allow residential development to receive certain development incentives in order to provide a percentage of housing units for lower-income households. This is a means to meet affordable housing needs and to disperse needed housing throughout the unincorporated County. It is intended to serve the housing needs of people employed in the jobs that the general population of the community relies upon to make the community viable. Examples of such jobs are teachers, teachers' aids, nursing assistants, medical technologists, retail workers, government employees, emergency service providers, and law enforcement.

### **Housing Need**

In accordance with the Five-Year Consolidated Plan for Palm Beach County, and based on findings of the most recent PBC Affordable Housing Study (December 2000) the Housing Element contains the following policy that identifies target unit numbers to meet the needs of very low and low-income households.

Policy 1.1-a: For the period through 2005, Palm Beach County shall utilize the strategies identified in the Five-Year Consolidated Plan for Palm Beach County to meet the need of very low and low income households identified in the Consolidated Plan: 585 rental units annually, and 1,832 ownership units annually, with special attention to special needs populations, including rural and farm worker households.

### **Housing & Community Development/Commission on Affordable Housing**

For the period October 2000 thru September 2003, Palm Beach County assisted 1,637 owner households and 1,280 renter households with various housing programs. Of the owner households assisted, 35% were special needs beneficiaries. Special Needs definition includes: elderly, disabled, HIV/AIDS families, public housing residents, farm worker, families 5+, single headed female household, and single headed male household.

### **Anticipated Problem**

Although the figures cited in this policy are correct, it should be noted that the Consolidated Plan Strategies stated that given the limitation of resource availability, the County may not be able to address all the housing needs identified within the Five Year Plan period.

### **Housing Finance Authority**

The Palm Beach County Housing Finance Authority (HFA) serves to facilitate the financing of Single Family home ownership and Multi-Family rental projects. The HFA is also an active participant in exploring other available avenues related to housing and home ownership. These efforts are achieved through the HFA's ability to issue tax-free revenue bonds.

In the past five (5) years (1998-2002) the HFA has made available through the sale of tax free revenue bonds the following:

Table 2.3

<b>Year</b>	<b>Bonds</b>	<b>Single Family</b>	<b>Multi-Family</b>	<b>Units % Low</b>
1998	\$30,515m	\$15.m	\$15,515 m	240
1999	\$53. m	\$32,500 m	\$20,500 m	564
2000	29,951m	\$16,851m	\$13,100m	230
2001	\$41,415m	\$15.m	\$26,415m	442
2002	\$27,520m	-0-	\$27,520 m	442
<b>Totals</b>	<b>\$182,401 m</b>	<b>\$79,351m</b>	<b>\$103,050m</b>	<b>1,918</b>

Source: Housing Finance Authority

### **The availability of housing options for moderate and low-income families and the workforce (CAH, Sadaowski Act \$7-8 Million/year)**

The Commission on Affordable Housing (CAH) administers Palm Beach Counties Sadaowski Act monies through the HOME and SHIP programs. The CAH allocates approximately 4.5 million dollars for low-income and moderate-income first-time home-buyers annually. Financial assistance is available to potential homebuyers. However, with escalating home prices, the availability of affordable housing units is almost non-existent. New and existing single family housing units are no longer affordable to low income persons.

### **The County's incentive efforts to geographically disperse very low and low-income housing units in an effort to avoid concentrations**

In order to disperse affordable housing units throughout Palm Beach County, two incentive programs were developed: the Voluntary Density Bonus (VDB) program and the Traffic Performance Standards (TPS) Affordable Housing Exception. The VDB program permits higher density development of residential lands provided that a certain number of these units are designated as affordable units. The TPS Affordable Housing Exception provides for a reduced level of service to the Traffic Performance Standards in order to encourage the geographic dispersal and expansion of affordable housing opportunities.

The VDB program has not often been utilized very often since its inception in 1993. The program has had 556 affordable units approved and built in that time. The Traffic Performance Standards (TPS) Affordable Housing Exception was approved in 1994, and also has been used very rarely. This program has had 167 affordable units approved and 128 units built.

### **New incentives to promote affordable housing in Palm Beach County**

Workforce housing (inclusionary zoning) is a method to allow residential developments to receive certain development incentives in order to provide a percentage of housing units for

lower-income households. This is a means to meet affordable housing needs and to disperse needed housing throughout the unincorporated County.

### **Workforce Housing Taskforce**

In August of 2002, the Board of County Commissioners (BCC) adopted an amendment to Policy 1.5-c Comprehensive Plan amendment in the Housing Element, to consider establishing a workforce housing program for the County. The amended policy committed the County to establishing an advisory group to evaluate the viability of a workforce housing program and to make recommendations to the BCC regarding appropriate program parameters. In March 2003, the BCC appointed eleven (11) members to the Workforce Housing Taskforce. The Taskforce held its initial meeting in April 2003, and subsequently met a total of eleven times. The Task Force presented recommendations, including program criteria and incentives, to the BCC in December 2003, which approved these recommendations.

The Workforce Housing amendment includes as part of the proposed Workforce Housing program, the following incentives for developers:

- traffic concurrency mitigation applied to the entire project;
- an expedited permit, zoning, and land use site plan approval process including engineering platting procedures;
- a method to effectively offset impact fees and other development fees for the affordable units only, may be included;
- a density bonus of at least 10% and up to 100% percent of the permitted density, may be allowed based on location, existing very-low and low income concentrations, and land use compatibility;
- develop incentives that will be provided on a sliding scale with more incentives for very low income units to less incentives for moderate income units based on the type of residential unit, location, existing very-low and low income concentrations, and land use compatibility.

The following are the proposed Workforce Housing program criteria:

- eligible developments are to be located inside the urban suburban tier of the unincorporated County and in the Scientific Community Overlay;
- eligible developments must have a minimum number of 10 permitted units;
- the percentage of units required to be affordable shall be up to 100% of the density bonus units;
- affordable units can be both rental units and for sale units;
- affordable units are to be integrated within the project and designed to be compatible with overall development;
- rental unit and resale unit affordability controls shall be guaranteed for a period of 10 years for ownership units and 20 years for rental units;
- developments may be allowed based on location, existing very-low and low-income concentrations, and land use compatibility, in any of the following land use categories: Residential (LR1-HR18 only); Commercial (mixed use); Industrial (mixed use); Economic Development Center; Institutional and Public Facilities, Traditional Town Development (TTD); and, Multiple Land Use (MLU);
- developments are required to be located near mass transportation and/or employment centers.

## **County efforts to assist developers, local CDCs and income-qualified buyers with single family infill housing as well as multi-family housing**

HCD/CAH currently assists with single-family and multi-family housing through the following:

- Provision of HOME CHDO set-aside funds to local Community Development Corporation (CDCs) for activities including the new construction of single-family infill housing. The majority of such infill construction is located in HCD Target Areas and other areas targeted by the County for revitalization efforts.
- Provision of SHIP and HOME funds, respectively, through the Hardship “B” and Countywide 1st-time Homebuyer Programs, to eligible homebuyers for new construction of a single-family home. It should be noted that these programs do not limit new single-family construction solely to infill units.
- Construction of single-family infill homes through HCD’s Replacement Housing Program, in which existing homeowners are provided with newly-constructed homes to replace their dilapidated former homes.
- Provision of SHIP and HOME funds, through a competitive process to developers for the acquisition, rehabilitation, and new construction of affordable multi-family housing.
- Provision of Community Development Block Grant (CDBG) funds for the acquisition of property in support of affordable housing development.
- Provision of CDBG funds for construction of infrastructure improvements, 1) for specific project sites in support of affordable housing development; and 2) in targeted areas generally facilitating the development of affordable housing within the area.
- SHIP: Low-interest loans to developers and CHDOs for acquisition, rehabilitation, or new construction of affordable rental housing, or payment of impact fees associated with such.
- HOME: 1) Low-interest loans to developers and CHDOs for acquisition, rehabilitation, or new construction of affordable rental housing; 2) Grants to CHDOs for operating expenses; and 3) Grants or loans to CHDOs for acquisition, rehabilitation, new construction, demolition/reconstruction, and site improvements/infrastructure for affordable rental or owner housing.
- CDBG Program: Grant funding to non-profit developers or CHDOs for property acquisition and infrastructure improvements in support of affordable housing development.

In addition, HCD/CAH provide developers and CDCs with non-financial assistance including:

- Providing technical assistance in project planning;
- Providing advice/information regarding the County’s land development process, and referrals to appropriate departments and contacts;
- Providing referrals to other potential sources of project financing;
- Assisting in developers’ applications to non-County funding sources by providing required certifications, verifications, and endorsements;
- Coordinates (with PREM) donation of suitable County-owned surplus properties to non-profit developers of affordable housing;
- Providing comment and input regarding proposed County policies which impact affordable housing development;
- CDC's may apply to HCD to become a Community Housing Development Organization (CHDO) through a Request For Proposal. As a selected CHDO by HCD, the organization would be eligible to receive operating expenses as well as funding to provide for homeownership opportunities.



HCD has coordinated Interlocal Agreements with 29 municipalities which assist the County in providing affordable housing within the redevelopment and revitalization overlay and HCD target areas. Residents within the participating municipalities can benefit from HCD's programs.

The Housing Finance Authority (HFA) facilitates financing of single-family home ownership and multi-family rental projects through the ability to issue tax-free revenue bonds.

## **CONCLUSIONS AND RECOMMENDATIONS**

The County's affordable housing activities must continue to focus on directing programs and activities to ensure that supply is provided to meet demand, and maintain existing housing units through policies to eliminate substandard housing and provide for relocation.

The Board of County Commissioners directed staff at the BCC Workshop on the EAR to look at all potential incentives to make it easier for developers to build affordable and workforce housing developments. The Board also urged staff to move from the adoption of policies to the implementation of specific projects.

Geographic dispersal must also be addressed in order to avoid the concentration of affordable housing in specific areas of the County, and at the same time consideration must also be given to the availability of public services and employment opportunities when locating affordable housing.

The housing needs of special-needs populations, including rural and farm worker households, go beyond the issue of affordability. The creation or preservation of adequate housing to meet specific special needs must be addressed, whether it is for foster care, group homes, farm workers or other special needs.

The establishment of the voluntary Workforce Housing program will provide an opportunity for new and redeveloped residential developments to provide a percentage of housing units for low to moderate income households, as a means to meet affordable housing needs and to disperse that needed housing in the unincorporated County. When established, the County must promote and encourage residential developers to utilize of the Workforce Housing program. County elected officials discussed the idea of making this program mandatory, given the gravity of the situation. The BCC directed staff to report back to the Board one year after implementation of the program. At that time the BCC would consider whether to make this program mandatory.

Affordable housing and workforce housing issues could not be addressed or resolved by policies in the Comprehensive Plan alone. Both private interest groups and elected officials agreed that a concerted public/private effort at the regional level, including other counties and local governments, is needed to properly address this situation.

At the EAR workshop on this issue, the BCC suggested staff to consider areas in the Glades Communities as potential targets to promote affordable and workforce housing developments. Today, many workers and public employees in Palm Beach County are traveling long distances to Martin and St Lucie Counties where they found affordable homes. Instead, many could have similar homes in the Glades cities closer to their workplaces and within the County.

## **ISSUE 4**

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Evaluate the Impacts of Development on Natural Resources, Agricultural Land and Rural Areas.

### **ISSUE STATEMENT AND BACKGROUND**

As the County reaches build-out, additional pressures are being placed on the County's natural resources within the developing areas and also on adjacent areas with sensitive lands and other resources, rural areas located in central western and northern County, and prime agricultural lands in the Agricultural Reserve (Ag Reserve) and the Everglades Agricultural Area (EAA).

This issue deals with the ability of the County's programs, initiatives and Plan policies to continue preserving agricultural, rural lands and environmentally sensitive areas.

### **ACTIVITIES EXPLORED TO ADDRESS THE ISSUE**

The following activities were explored regarding this issue:

- Preservation of agricultural lands. The most important agricultural lands are located in the Ag Reserve, central-western County, and the Everglades Agricultural Area (EAA). An evaluation of the effectiveness of policies and programs for the preservation of the Ag Reserve must be considered. A focus of this exercise must also be directed to the preservation of agricultural activities and expansion of conservation programs in the EAA.
- Preservation of rural lands. Rural lands include other important areas of the County with specific goals, objectives and policies in the Plan that reflect the desire of area residents to preserve and maintain the rural character and lifestyle of these areas. An evaluation of the effectiveness of related policies and programs must be considered during the EAR.
- Impacts of development on Everglades and other restoration initiatives. The northern Everglades, Lake Okeechobee, the Lake Worth Lagoon and the Loxahatchee River and Slough are some of the areas in need of restoration and preservation located in Palm Beach County. Several projects implementing the Comprehensive Everglades Restoration Program (CERP), the Everglades Construction Program and other restoration initiatives are located in the County. These programs have been designed with current future land use designations and demographic projections. Any changes in future land use or demographic assumptions for the County may have a negative long term impact on these initiatives and must be considered during the EAR.
- Impacts of development on Water Resources and Water Supply. Water resources in South Florida and the County are limited and must satisfy the needs of our natural ecosystems, agriculture and urban users. Current development and land use patterns may have an impact on available water resources to satisfy the competing needs of major human consumers and the environment. Linking land use and water supply planning is a first step to address this situation. Palm Beach County recently completed a Pilot Project implementing this new State requirement.

- Deterioration of surface water quality and limited availability of water for environmental restoration purposes. To assess the effectiveness of current Plan policies in preventing negative impacts of stormwater runoff to surface water bodies and whether current policies and programs for water storage are adequate to serve community needs related to natural resource protection.

## ISSUE ANALYSIS

### Preservation of Agricultural Lands

There are several areas of agricultural land in the County (**See Attachment X**). The primary large agricultural areas include those within the Everglades Agricultural Area, Agricultural Reserve and the Rural Tier. Other important areas include lands with smaller agricultural operations (e.g. horticulture, winter crops, equestrian, etc.) east of 20 mile bend in the Rural, Exurban, and Urban/Suburban Tiers. Ag is very viable and the desire is to retain and support the continuance of such production. An indication of such is inherent in the Historical Agriculture Sales for Palm Beach County (Data provided by the PBC Cooperative Extension Service):

- 2000-01            \$1,204,693,571            (acres in production 509,876)
- 1995-96            \$1,215,934,972            (acres in production 556,147)
- 1900-01            \$1,167,334,705
- 1985-86            \$ 950,677,585
- 1980-81            \$ 874,319,669

Additionally, according to current IFAS information for Palm Beach County:

- Total agriculture sales of \$1.205 billion, represent an estimated economic impact of over \$2 billion for the County;
- 502, 569 acres in agriculture production (approx. 39% of the County's land mass);
- Palm Beach County leads the Nation in the production of sugarcane and fresh sweet corn;
- Palm Beach County leads the State in the production of bell peppers, radishes, lettuce, specialty leaf crops, Chinese vegetables, rice, eggplant, herbs and cucumbers;
- Equestrian industry represents over \$320 million in economic impact to the County;
- Palm Beach County leads the State in total agricultural wages with over \$380 million per year.

### The Everglades Agricultural Area

The Everglades Agricultural Area (EAA) was completed in 1962 and covers an area of 1,181 square miles (3,059 km<sup>2</sup>) containing approximately 700,000 acres. The EAA is a vast, viable and extremely productive agricultural area of Palm Beach County. It is located below the southeastern border of Lake Okeechobee and extends to Water Conservation Area 1 (WCA-1 or the Arthur R. Marshall Loxahatchee National Wildlife Refuge) in western Palm Beach, Martin, Hendry and Glades counties. The majority of the EAA is located within Palm Beach County. The EAA occupies a critical area between Lake Okeechobee and the Everglades Protection Area.

Agriculture is the predominant land use with more than 500,000 acres of irrigated land, comprising approximately 77 percent of the EAA (Everglades Program Best Management Practices Annual Report 2003, pg. 6). Sugar cane is the primary crop (95%) grown in the EAA. More than 50 percent of the sugar produced nationally is harvested in the EAA. Other crops

include: leafy vegetables, root crops, radishes, sweet corn, rice, sod, and to a lesser extent tomatoes and peppers.

Fifteen (15) project canals and 25 control structures, which are managed by the South Florida Water Management District, serve the EAA. The Rotenberger (25,000 acres) and Holey Land Wildlife Management Areas (35,500 acres); SFWMD rock quarry (1000 acres); as well as Stormwater Treatment Areas (STAs) 1W, 2,3/4,5 and 6 (43,000 acres) are contained within the EAA.

There is a strong desire to retain and support agriculture in this area as well as reviewing the appropriateness of this area to support everglades restoration efforts.

### **Agricultural Reserve Tier**

The Agricultural Reserve (Ag Reserve) area encompasses approximately 21,283 acres of southern Palm Beach County and includes unique farmland and wetlands.

Based on policy direction adopted by the Board of County Commissioners (BCC) in 1995, the Ag Reserve was to be preserved primarily for agricultural use if possible. However, if not, it could be developed only at low residential densities (1 unit/5 acres). In July 1998, the BCC directed development of a Master Plan for the Ag Reserve. The South Florida Water Management District, which was evaluating the area for its potential to assist in several water resource related projects, joined with the County in undertaking this effort, agreeing to fully share in the costs of developing a Master Plan.

The BCC established the goal of the Ag Reserve Master Plan as: *To preserve and enhance agricultural activity and environmental and water resources in the Agricultural Reserve, and produce a master development plan compatible with these goals.*

In Amendment Round 01-1, the Ag Reserve Master Plan was incorporated into the Comprehensive Plan, effective 10/22/01. To achieve the goal of farmland protection and agricultural perpetuation, cluster development options and a 1999 Bond referendum whereby bond proceeds of approximately \$100 million were generated for acquisition of Ag Reserve Lands and \$50 million for environmentally sensitive lands including areas within the Ag Reserve were offered. It is through this combination of public action and private development that a viable program for the protection of farmlands and the perpetuation of agriculture has occurred.

Approximately 2,260 acres have been acquired with the 1999 Bond funds and the residential density has been retired. Much of the acreage has been leased to their previous owners under a reservation agreement at the time of sale. The program is continuing and, as of March 2004, has approximately \$32 million left in bond funds for land purchases.

### **East of the L-8 Canal**

There are about 49,000 acres of all types of agriculture east of 20 Mile Bend. This includes the Rural, Exurban, and Urban/Suburban Tiers. There are continuing concerns expressed by individual property owners in this area as to how they may remain in the picture with strong growth and development pressures. These property owners are typically small farmers growing specialty crops, herbs, direct marketing of vegetables to local consumers, nurseries, etc., as well as accessory uses like the green industry (landscape companies, arborists, etc). Agricultural activity within these areas includes the equestrian industry.

### **Central Western Community Sector Planning Area**

The Rural Tier includes 24,778 acres of land presently in agricultural use. The largest land holdings are located within the boundaries of the Central Western Communities (CWC) Sector planning area (**See attachment X**) that is subject to an Optional Sector Planning process per agreement with the Department of Community Affairs in accordance with State legislation, Chapter 163.3245, Florida Statutes, Optional Sector Plans. This regional comprehensive planning project, approximately 53,000 acres in central western Palm Beach County, involves the creation of a sector plan (Conceptual Plan Overlay) under the first agreement executed by a local government with the Florida Department of Community Affairs pursuant to Section 163.3245.

With adoption of the County's Managed Growth Tier System (MGTS) on August 19, 1999, Future Land Use Policy 4.1-d was established by the Board of County Commissioners to undertake sector planning in this region to address the impacts of the growth associated with the established development pattern (predominately grand-fathered subdivisions) and to plan for the future of the region. Through implementation of the MGTS, the sector plan will address the needs for, and increasing demands on, services, as this area continues to grow. It will provide opportunities to protect the rural character in the area and enhance the environment. The sector plan will address items such as parks, schools, transportation network, water resources and management, environmental resources and natural systems, and employment/economic opportunities.

The County's sector planning process entails a five stage process. Currently, Staff is engaged in Stage 4: Implementation Tools, which includes the development of policies to be included in the Comprehensive Plan as part of Amendment Round 04-2. Additionally, this entails developing implementation strategies and design guidelines to further articulate the different components of the Sector Plan Conceptual Plan Overlay. The Transmittal Hearing for this round is scheduled for July 19th, 2004 with an anticipated adoption date in November/December of 2004.

Recommendations associated with the Concept Plan Overlay include rural cluster provisions for the large agricultural land holdings in the project area, thereby preserving 50% of the land for open space purposes including agricultural uses.

Currently, particular non Sector Plan directed influences on the large properties have been introduced potentially affecting the plan outcome. Those of note include: The Scripps Research Institute (TSRI) locating on the Mecca Farms parcel previously located within the Sector Planning boundaries; Callery Judge Groves pursuit of a DRI; Palm Beach Aggregates potential annexation into the Village of Wellington or staying within the County but with substantially higher densities including some nonresidential uses. These influences will be monitored and the planning modified accordingly.

### **Preservation of Rural Lands**

A goal of the County and its Managed Growth Tier System (MGTS) is to retain rural lands, preserve and maintain rural character, and provide lifestyle choices to all residents. There are currently approximately 60,415 acres in the Rural Tier in eastern County with rural residential future land uses (RR 5, RR10, RR20) and 2,872 in the Glades areas. Additionally, there are approximately 25,488 acres in the Exurban Tier in eastern County with rural residential future land uses (RR 2.5, RR10, RR20). The combination of rural residential land uses for both the Rural and Exurban Tiers equals approximately 88,775 acres.

Future Land Use Element Objective 1.4 Rural Tier states:

Palm Beach County shall plan for the impacts of growth outside of the Urban Service Area, recognizing the existence of both large undeveloped tracts as well as areas containing densities equal to or less than 1 dwelling unit per 5 acres established prior to the adoption of the 1989 Comprehensive Plan located in proximity to environmentally sensitive natural areas. The County shall protect and maintain these rural residential, equestrian and agricultural areas by:

- Preserving and enhancing the rural landscape, including historic, cultural, recreational, agricultural, and open space resources;
- Providing facilities and services consistent with the character of the area;
- Preserving and enhancing natural resources; and,
- Ensuring development is compatible with the scale, mass, intensity of use, height, and character of the rural community.

Future Land Use Element Objective 1.3 Exurban Tier states:

Palm Beach County shall plan for the impacts of growth outside of the Urban Service Area in antiquated subdivisions created prior to the adoption of the 1989 Comprehensive Plan with platted densities greater than 1 dwelling unit per 5 acres. The County shall protect and maintain these semi-rural residential, equestrian, and agricultural communities by:

- Preserving and enhancing the rural landscape, including historic, cultural, recreational, agricultural, and open space resources;
- Allowing services and facilities consistent with the character of the area;
- Preserving and enhancing natural resources; and,
- Ensuring development is compatible with the scale, mass, intensity of use, height, and character of the exurban community.

Factors influencing pressures on rural lands to develop include: availability of land, increased price of land, and infill provisions needing to be developed to help absorb development within the Urban/Suburban tier and to help lessen the desire to increase development within the Rural and Exurban areas.

#### **Impacts of Development on the Everglades System and Other Restoration Initiatives**

The County desires to protect and support Everglades restoration activities by requesting the SFWMD to provide comments on land use amendments processed by the County, which may have an impact on CERP and other Everglades restoration initiatives. The SFWMD is currently a designated commenting agency for land use amendments in the County. County agencies have been working with the SFWMD to create an additional step in the local plan amendment review process, in order to analyze land use amendments for potential impacts on the Comprehensive Everglades Restoration Plan (CERP) and related projects and infrastructure, prior to actions taken by the LUAB or the BCC. A Comprehensive Plan amendment was processed to that effect in Amendment Round 04-1 that was transmitted to the DCA on April 5, 2004.

#### **Impacts of Development on Water Resources and Water Supply**

There is a desire to provide and make available adequate water supply to satisfy the competing needs of major users: human consumers, agriculture and the environment. The County through various departments and the County Commission supports the concept that water resource

management and water supply should address the combined needs of the environment, urban areas and agriculture. This has been expressed in several documents, including the Comprehensive Plan and a BCC resolution in support of the Conceptual Plan for the restoration of the Everglades. Under this concept, water supply to satisfy human needs is one component of the regional water supply picture. This approach was considered when preparing the plan amendments to address the new State requirement calling to link land use and water supply planning.

Palm Beach County has been working closely with the South Florida Water Management District to satisfy conditions required to receive a 20-year water use permit. The County provided reasonable assurance that the conditions of the permit would be met throughout the duration of the 20-year permit via a water supply development plan having 5-year intervals. The County demonstrated that the volumes of water withdrawn during a 1 in 10 year drought condition would be offset by alternative water sources. Palm Beach County has proposed multiple alternative water supply projects that collectively will eliminate the impact of additional water withdrawals on the Regional System. Palm Beach County has proposed that all additional demands (after December 2000) on the Lake Worth Drainage District and the Regional System be offset by equal amounts of alternative water supplies. The offset mechanisms include reclaimed water, aquifer storage and recovery, and created wetlands systems, among others. Palm Beach County's alternative water supply program completely offsets the impact of the increased allocation on the Lake Worth Drainage District canals and the Regional System.

### **Impacts of Development on Surface Water Quality**

Existing development trends in Palm Beach County have put pressure on the surface water supply. The County has dedicated significant resources towards the acquisition and restoration of upland and wetland areas. In addition, the County's natural resources will be under increased pressure resulting from the accelerated rate of development the County is presently experiencing. The stormwater runoff from residential, commercial, industrial and agricultural developments result in impacts to the quality and quantity of available surface water supplies. The increase of the nutrient levels in stormwater runoff and the decrease of the availability of "clean" water used for environmental restoration projects endanger the viability of these projects.

Analysis of data collected from various sample points throughout the County over the past several years have indicated that there is a significant variation between the eastern, more urbanized sections of Palm Beach County, and the western, more rural and agricultural areas. Water samples are tested for the presence of nutrients, bacteria and heavy metals. The results of the data indicate that stormwater treatment systems seem to be more effective in the eastern portion of the county than in the western agricultural areas.

## **CONCLUSIONS AND RECOMMENDATIONS**

### **Preservation of Agricultural Lands**

- Consider performing an area-wide comprehensive evaluation/needs analysis of the entire EAA.
- Separate, into its own Tier, the existing Glades community areas within the Glades Tier from the Agricultural Production area of the EAA and conservation areas in recognition of its uniqueness and significance to the Ag industry. This item is further explored as part of Issue 1.

- Continue to promote/support/reinforce opportunities for smaller agriculture operations in the Urban/Suburban, Rural and Exurban Tiers. These uses include the horticulture support industry (nurseries), growers of “nitch” crops, hydroponics’ operations and growers of winter crops and equestrian activities. This includes continuing the agricultural programs offered by the Ag Cooperative Extension Service (e.g., Get Fresh Promotional Campaign, Farmer to chef, Community Supported Agriculture, Consumer Cooperatives, Agricultural Education).
- Develop language to address planning and design measures that lessen compatibility issues between agricultural and residential uses. Identify appropriate buffering for residential development to adjacent agricultural lands so as not to create a potential nuisance (noise, dust, odor, access) situation.
- Explore mechanisms to create/identify incentives to promote and maintain the agricultural use of open space preserves associated with larger commercial/residential clustered developments.
  - An incentive and benefit to a Home Owners Association (HOA) would be the income from leasing set-aside property to a smaller farm operation. This should be explored as a function of implementing any rural cluster development approvals, the Ag reserve policies, sector planning process, and opportunities on our bond acquired sites as part of managing those agricultural lands.
  - A HOA could also transfer stewardship to the County. The Soil and Water Conservation District currently manages bond acquired lands. This should be explored to determine if they could also be involved with the stewardship of HOA transferred lands.
  - A tax credit (Greenbelt exemption) could be used as an additional incentive.
- Sector Plan Area: (Rural and Exurban Tiers) Promote agriculture as a choice of open space uses within rural clustered developments thereby, retaining availability of land for such ag uses. Policies are currently being developed through the sector planning process to address this issue. They will be processed as part of Amendment Round 04-2. Policies should include consideration of appropriate buffering between the agricultural operations and residentially developed lands so as not to create a nuisance situation.

### **Preservation of Rural Lands**

- Place emphasis on strengthening existing rural design measures and developing new mechanisms that will be effective in maintaining rural character for development on rural lands. Specifically,
  - Re-evaluate the types and sizes of nonresidential uses (e.g. institutional, civic) allowed to be located within the RR land use designations without needing a land use amendment. This needs to include discussion regarding: a) the square footage allowed (FAR) for commercial, institutional, civic and church primary and/or accessory uses in the rural areas; should there be a square footage limitation?; b) type of use allowed for primary and/or accessory uses, should there be restrictions on certain uses and/or accessory types?; C) inherit with items a and b is the question of when limitations or restrictions should apply.



- Evaluate ULDC design items. Identify the rural features to be preserved and those that need to be added to the ULDC (e.g., fencing, vegetation, parking and roadway materials). Strengthen rural design language where appropriate.
- County facilities including buildings and roads need to embrace and comply with rural design standards. Identify the types of features (e.g. roads) that need a design prototype developed. Work with appropriate departments and agencies to incorporate rural design and embrace the tier system. **Link with Issue #1c (implementation of the Tier System by County Agencies).**
- Need stronger incentives in PBC infill areas in order to reduce pressure for development of the rural lands.
- Provision of services (water and sewer service) within the rural tier. **Link to Issue #1e (Assess impacts on the provision of services). Link to Issue 5: Assessment of Transportation** Policy 3.5-d recommended changes in Rd 04-2 regarding differential levels of service for rural areas.

### **Impacts of Development on the Everglades system and other Restoration Initiatives**

- Continue to request the SFWMD to provide comments on land use amendments processed by the County, which may have an impact on CERP and other Everglades restoration initiatives.

### **Impacts of Development on Water Resources and Water Supply**

- Implement the provisions linking land use and water supply in the potable water sub-element, which call for the enhancement of alternative water supply sources for the next twenty years.

### **Impacts of Development on Surface Water Quality**

- Modify the frequency and number of sampling points to adequately monitor the impacts of proposed development trends. In addition, when the State's Total Maximum Daily Load (TMDL) program is completed there will be considerable amounts of data and analysis with which the County's impaired waterways can be determined. Areas of concentration will be the western areas that are anticipated to have the development potential over the next 10 to 20 years.

## ISSUE 5

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### ISSUE STATEMENT

Assessment of Transportation Planning Programs and Comprehensive Plan Policies to Address the Impacts of Urban Growth.

### ISSUE BACKGROUND

Due in part to the County's high rate of growth and existing development patterns, the lack of viable alternative transportation modes, and the lack of programs to optimize the efficiency of the existing transportation network, the County's roadway network is being strained. Traffic projections indicate that even with a number of proposed road extensions and widening, traffic congestion in the County will increase. Additional strategies to deal with traffic congestion and increase mobility, beyond road "improvements" may need to be evaluated. These may include: the enhancement of alternative modes of travel in addition to the automobile; development of incentives to encourage land use patterns that will shorten or eliminate automobile trips; creation of programs that will seek to develop existing Transportation System Management (TSM) and Transportation Demand Management (TDM) programs, and; the improvement of connections between developments and between roads.

### ACTIVITIES EXPLORED TO ADDRESS THE ISSUE

The following activities were explored regarding this issue:

- Enhancement of alternative transportation modes. To deal with the increasing demands to the road network, consider implementing an interconnected multimodal transportation system.
- Encourage land use patterns that will shorten or eliminate automobile trips. The existing low-density and automobile-oriented land use patterns will need to be modified and replaced with higher density mixed-use development that will:
  - shorten existing automobile trips,
  - shift trips from the automobile to other modes and/or
  - eliminate vehicular trips altogether.

As the County reaches build-out, opportunities for mixed use and transit-oriented developments may have to be the result of redevelopment opportunities in selected corridors and nodes. Differential road Levels of Service (LOS) or traffic concurrency exception areas could be used as incentives to achieve some of these types of developments

- Interconnectivity. Revisit interconnectivity alternatives to alleviate traffic congestion and reduce daily trips. Alternatives may include interconnectivity between commercial sites, between commercial and residential developments, and between residential developments.

- Transportation System Management (TSM) and Transportation Demand Management (TDM) programs. The County should promote programs that optimize the efficiency of the existing transportation network through TSM measures and programs that reduce the demand for roadway network at all times or at least during peak hours through the use of TDM measures.

This chapter will examine each of these strategies in an attempt to assess the means by which the transportation planning programs (and associated Comprehensive Plan policies) is addressing the problem of strain caused by urban growth. This chapter will evaluate the steps that are being taken to deal with pressures on the transportation system. Finally, conclusions will be reached in order to create a list of recommendations that are needed in order to better respond to the pressure put upon the system.

## **ISSUE ANALYSIS**

“As per Rule 9J-5.019, Florida Administrative Code, the purpose of the Transportation Element is to coordinate local transportation planning with the long range transportation plan of the Palm Beach Metropolitan Planning Organization and to plan for a multimodal and intermodal transportation system that places an emphasis on the public transportation system.” State regulations, such as 9J-5, are intended to require government to help direct the very decentralized, very numerous (and occasionally competing) infrastructure systems under the umbrella of “transportation.”

The Palm Beach County Comprehensive Plan is tied into other plans. In terms of the Transportation Element, Policy 1.13-b states that:

“The County shall continue to use the Metropolitan Planning Organization's transportation planning process as the County's main mechanism for long range transportation planning and coordination with the MPO's TIP and the FDOT District IV Adopted Work Program.”

The Planning Division has proposed population projections for 2025, which has been provided to the Metropolitan Planning Organization (MPO). The MPO is in the process of updating the 2025 Long Range Transportation Plan to the 2030 Long Range Transportation Plan.

The MPO's 2030 Long Range Transportation Plan will incorporate the population increase due to redevelopment activities. The County, on the other hand, will maintain a 2025 planning horizon in which unincorporated properties are projected to be built-out pursuant to densities and intensities in the currently adopted Future Land Use Atlas. As part of developing the 2030 Plan, the MPO has agreed to maintain and provide the County with a 2025 Cost Feasible Plan to be incorporated into the County's Comp Plan.

The upcoming MPO 2030 Plan and resulting 2025 Palm Beach County Plan will include an analysis of the impacts on the County's transportation system posed by the proposed Scripps project. Palm Beach County will be processing numerous Scripps-related Transportation amendments in the next few months in order to accommodate the impacts of Scripps.

The Transportation Element consists of sixteen objectives. Most of these objectives address transportation system expansions such, as roadway, transit, and bicycle/pedestrian system expansion. Two objectives address roadway Level of Services standards and exceptions.

Progress towards achieving greater degrees of success in implementation has been noted in the Annual Implementation Report (starting in 1998).

This chapter represents the County's assessment of transportation planning programs (and associated Comprehensive Plan policies) intended to address the impacts of urban growth. Traffic projections indicate that even with a number of proposed extensions and widenings, traffic congestion will still exist in the County.

### **Enhancement of alternative transportation modes**

According to the MPO's Plan, approximately \$2,000 million of the forecast revenue will go directly to roadway projects. Transit, including PalmTran local bus and paratransit services (along with the Tri-Rail local match) accounts for approximately \$1,270 million, or approximately 38 percent of the total. Bicycle and pedestrian facilities amount to \$29 million over the nineteen year period, plus the amount dedicated as part of roadway construction accommodations for bicycles in the outside lane and the installation of sidewalks. Intelligent Transportation System (ITS) enhancements add another \$32 million. In addition, local communities are assumed to provide local maintenance of local roadways and operations of community bus services, and the accommodation of water-taxi services along the coast.

The MPO's currently adopted 2025 Cost Feasible Plan (accounting for the currently adopted land use patterns) sufficiently addresses enhancement of alternative transportation modes and consists of a comprehensive highway, transit, bicycle, and pedestrian transportation system. The plan also gives consideration to intermodal access and connectivity. Some of the critical components of the MPO's Plan are described below.

#### *Transit Component*

The PalmTran reconfigured grid system serves as the basis for the transit component of the Year 2025 Cost Feasible Plan. Again, the premise of the grid system would be to provide more concentrated, higher frequency bus services on major north-south and east-west corridors within the County. Three express bus routes are also proposed. These express routes would exist on I-95 between Jupiter and West Palm Beach, on Okeechobee Boulevard between Royal Palm Beach and West Palm Beach, and on Glades Road between West Boca Raton and Boca Raton. The Cost Feasible Plan local bus service would equate to an overall increase in operation costs, as compared to current commitment, due to increased frequencies on three major routes in the County; namely US 1, Congress Avenue, and Military Trail. Remaining services would also experience a considerable increase in frequency of service as a result of the grid system being more concentrated than the system in place today. To supplement the PalmTran bus system, local community buses would be operated by local communities to facilitate local movement and to provide connection to the PalmTran area wide system. The following community bus locations are preliminarily identified: Jupiter, Palm Beach Gardens, Riviera Beach, Royal Palm Beach, West Palm Beach, Wellington, Greenacres, Lake Worth, Boynton Beach, Delray Beach, West Boca Raton, Boca Raton, and Belle Glade. Community water-taxi services along the intercoastal waterway are also proposed. Transportation Disadvantaged (TD) services are provided by PalmTran Connection, in accordance with the Americans with Disabilities Act of 1990 (ADA). The ADA mandates equal opportunity in places of public accommodations. Currently PalmTran Connection offers pick-up and drop-off to any location within 3/4 mile of a designated bus stop. The MPO estimates the number of TD residents in Palm Beach County will escalate approximately 2 percent per year, essentially the same rate as the expected increase in the general population. Representatives from the MPO, however, noted that the costs of providing this service are increasing at a significantly higher

rate than the population increase. Tri-Rail services would be extended to Martin County. Several new stations would be implemented along the proposed extension. Exact locations of those stations would need to be identified by Tri-Rail through market research and land availability. High Speed Rail has been proposed through popular vote. High Speed Rail is proposed to extend from Tampa to Orlando to Miami, and would likely have one stop in Palm Beach County. Details of the proposed rail are being studied.

#### *Bicycle Component*

The Palm Beach MPO Long Range Bikeway Facilities Corridor Plan dated August 1996 represents the overall bicycle facilities plan for Palm Beach County. The Plan includes corridors for on-road bicycle lanes and off-road pathways. The MPO Bikeway Plan serves as the basis for the bicycle component of the 2025 Cost Feasible Plan. In addition, all roadways being constructed or reconstructed in the future shall accommodate bicycles. Bicycles are accommodated by providing 14 foot wide outer road lanes on roadways which are being constructed.

#### *Pedestrian Component*

Sidewalks will be constructed with any roadway that is either being constructed or reconstructed.

#### *Transportation Demand Management*

The Year 2025 Transportation System Plan for Palm Beach County is supportive of Transportation Demand Management (TDM). Specific TDM implementations include the accommodations of park and ride lots at all rail stations, including Tri-Rail, and along all express bus routes. Examples of other TDM measures include alternate work hours, telecommuting, and carpools/vanpools.

#### **Encourage land use patterns that will shorten or eliminate automobile trips**

In terms of transportation, the land uses in Palm Beach County are not optimal. The existing low-density and automobile-oriented land use patterns will need to be modified and replaced with higher density mixed-use development that will:

- shorten existing automobile trips,
- shift trips from the automobile to other modes and/or
- eliminate vehicular trips altogether.

As the County reaches build-out, opportunities for mixed use and transit-oriented developments may have to be the result of redevelopment opportunities in selected corridors and nodes. Differential road Levels of Service (LOS) or traffic concurrency exception areas could be used as incentives to achieve some of these types of developments.

#### *Promoting Mixed-Use Developments*

The existing Policy 1.2-p can be further evaluated to provide some level of concurrency incentives to encourage mixed-use projects (regardless of size), especially those located in and around transit centers (since these projects reduce external trips). This will help improve the efficiency of existing and future transportation nodes which may include the following:

- Intermodal Facilities (as defined in the Long Range Transportation Plan).
- Nodes defined in the CRALLS Point System.
- Tri-Rail Stations

Currently this policy only provides a concurrency exception to major projects, such as T-Rex and Boca Raton Hospital. An evaluation will need to be performed as part of the EAR amendments to determine whether the smaller projects on these nodes shall be encouraged either through a complete concurrency exception or some other partial concurrency benefit.

Another way to encourage efficient land uses is to encourage TODs by providing partial or full concurrency benefits (generally along fixed transit nodes such as Tri-Rail stations). This kind of development can be encouraged through the concept known as Transit Oriented Development (TOD). The premise for transit-oriented development is simple: if jobs and housing are concentrated around transit and daily conveniences by developing land uses patterns that support transit, then people will use their cars less and will walk and ride transit more.

Since most of the fixed transit nodes or the intermodal facilities are generally located in municipalities and the county lacks jurisdiction of implementing any land use based strategies, through the annual implementation reports process, it has been recommended to move this policy from the Transportation Element. It is recommended that the policy stay as part of the Land Use element (Policy 2.4-d), but with a more realistic date or without a timeframe. This is because there have been several discussions in the past to hire a consultant to develop TOD criteria, but due to limited opportunities in the unincorporated areas, this item was never prioritized. Recognizing that because of the Charter, the County has authority over traffic concurrency throughout the County and can encourage TODs (even in the municipalities) by providing concurrency benefits in the Transportation Element. It is recommended that the County staff follow up on any municipality's lead in developing and implementing the TOD criteria.

#### *Corridor Master Plans*

Long range planning tools, specifically the MPO model, may not be adequate to address the needs of a buildout analysis. Buildout analyses provide a framework for structuring all interim transportation plans, and provide greater assurance that anticipated growth could be accommodated within the County's Transportation System. Buildout analysis and resultant transportation system plans require comprehensive coordinated efforts among local and county governmental agencies, including comprehensive mitigation measures to be implemented within a Corridor. Mitigation measures may require various agency approval and or regulatory action. The buildout policy will address the giving away of capacity more than once. Corridor Master Plans are a necessary component of the Buildout Analyses. These will involve a comprehensive and coordinated effort among local and county governmental agencies, resulting in better, more comprehensive transportation planning. Corridor Master Plan policy, Policy 1.1-n, states that:

“In corridors where the adopted LOS may not be achieved pursuant to the 2025 Transportation System for Palm Beach County Highway Component prepared by the Palm Beach MPO, the County will institute a process to develop individual Corridor Master Plans to address each projected corridor failure. The ULDC shall provide specific guidelines for buildout analysis and specific timelines for the completion of the Corridor Master Plans.

Once a corridor Master Plan has been adopted for a corridor, no project with significant traffic on the corridor shall be approved for development by the County or a municipality unless it complies with the Corridor Master Plan.”

Currently, the Town of Jupiter is undertaking a Corridor Master Plan for Indiantown Road. A total of 28 corridors are targeted for completion by September 30, 2005.

The Palm Beach County Board of County Commissioners appointed a Traffic Performance Standards (TPS) Committee which has been working towards development of the detailed criteria to be addressed by a Corridor Master Plan. The Planning Division will continue to be present at the TPS Committee meetings to provide input. The County Engineering Department, along with the Planning Division, will be taking a lead in coordinating the TPS Committee. Furthermore, the policy regarding corridor master plans needs to be modified to provide for a more realistic time frame.

*Identify urban core/Tier and provide true urban land use patterns and better services*  
refer to Issue 2

*Revisit Policy LU 3.5-d.*

Based upon a recent discussion between Engineering and Planning, Palm Beach County has initiated an amendment to Policy 3.5-d, which states:

“The County shall not approve a change to the Future Land Use Atlas which results in an increase in density or intensity of development generating additional traffic that significantly impacts any roadway segment projected to fail to operate at the adopted level of service standard “D” based upon the adopted Long Range Transportation Plan. Significant impact shall be as defined in Table 3.5 -1. “

Table 3.5-1 states that:

“A project has significant traffic: (1) when net trips will cause the currently adopted LOS for FIHS facilities to be exceeded; and/or (2) where net trips impacting roads not on the FIHS are greater than three percent (3%) of the currently adopted level of service “D” capacity on an AADT basis of the link affected up to the limits set forth in this table. The laneage shall be as shown on the adopted Long Range Transportation Plan.”

The County initiated amendment in Round 04-2 is proposed to make transportation requirements even more restrictive (decreasing significance level to less than the current 3%), thereby raising the difficulty of increasing densities and intensities.

Based upon the outcome of the Palm Beach County Board of County Commissioners EAR workshop in August, this policy may, again, be amended in a subsequent round or at the adoption hearing in December, in order to encourage increasing the significance level above the current 3% by density/intensity increases, this time, in the urban core/tier.

*TCEA (or other LOS exceptions) for URA with a Point System*

As allowed by State law, local governments have the authority to establish the level of service (LOS) standard for roadways within their jurisdiction, excluding the Florida Intrastate Highway System. Palm Beach County adopted a countywide LOS of “D” and instituted a program known as TCEA, or Transportation Concurrency Exception Area.

This has been used to create five TCEAs in Palm Beach County, with a sixth currently being processed.

While such exceptions allow for development in congested areas, there may be a concern over the profligate use of such exceptions as the primary method for addressing the inadequacy of transportation facilities within Palm Beach County. Furthermore, the use of TCEAs may negatively impact FIHS facilities, thereby advancing the degradation of the region's mobility. The effect of such degradation on mobility in Palm Beach County may have long-term implications on the quality of life of county residents and visitors.

Such issues were recognized in the examination of another LOS exception policy: the "Constrained Roadway At Lower Level of Service" (CRALLS) designation. Again, the concern was that an excessive use of the policy would degrade transportation facilities at the expense of the quality of life in the region. In the case of CRALLS, it was suggested that the County develop strategies to mitigate the traffic impacts of development on CRALLS and other roadway facilities. As a result, a "toolbox" of strategies was developed in TE Policy 1.2-q. In the case of Okeechobee Boulevard CRALLS, staff worked with the FDOT in developing several of the strategies as part of a point system where future projects will be graded using a points-based methodology. Since points are determined based on the type of strategy used as well as the number of trips generated by a given project, potential projects will be ranked with preference going to projects with higher point scores.

The research conducted noted that such point system policies, when applied to an entire government's development approval process, created problems, did not produce the desired results, and were generally abandoned. Implementing the system in a limited situation, however, was recommended. TCEAs, like CRALLS-designated roadways, are limited (the former by area, the latter by road segments). By ranking incoming projects proposed in places with limited capacities, the "best" projects can be granted development orders.

In our recent discussions, Florida Department of Transportation has recently indicated a possibility of providing consultant services, at its own expense, to help develop a point system for the TCEA. Therefore, the County should commit to provide for one or more TCEAs or other LOS exceptions with a point system for the urban core/tier identified as part of Issue 2.

### **Interconnectivity**

Interconnectivity can be defined as the availability of access between adjacent developments. Such connections could reduce trip demands on the County's major roadways.

On August 28, 2001, Planning Division staff presented a workshop item to the Board of County Commissioners (BCC) that detailed several recommendations to address traffic issues that were discussed at the North County Traffic Summit held on March 30 and 31, 2001. The lack of connectivity between uses was viewed as the most significant problem in the region by the North County Traffic Summit. One of the aforementioned Summit recommendations addressed the topic of interconnectivity.

The Summit recommendation stated that interconnectivity should be required whenever practical, with consideration given to adjoining uses, so that connections would be developed between residential uses or between residential and commercial uses, but not required between residential and industrial uses.

The Board of County Commissioners directed staff to create interconnectivity policies that would require, where feasible, vehicular and non-vehicular cross access management techniques between and within commercial developments.



Policy 4.3-k is limited to non-residential-to-non-residential connections. Residential development patterns, such as gated communities, present difficulties in that they are acute attempts at limiting access. Recognizing the access concerns of developers of these types of communities, it was determined that residential land uses would be excluded from the policy.

At present, the Planning staff will continue to address connectivity through the Corridor Master Plans and/or CRALLS Mitigation Strategies and Points System, all of which identify connectivity as a viable mitigation for congestion.

## **Transportation System Management (TSM) and Transportation Demand Management (TDM) programs**

### *TSM Programs*

Transportation System Management (TSM) can be defined as a variety of actions and activities designed to make the existing transportation system more efficient. To that end, the Palm Beach County Comprehensive Plan has a number of TSM policies that are in effect currently.

The County's Traffic Division has been successfully implementing TSM strategies (the information for this section was provided by the Traffic Division). The traffic operations in Palm Beach County are controlled from a central computer, located at the Traffic Engineering facility at 160 Australian Avenue, West Palm Beach, Florida. The computer control of the signalized intersections is maintained by Urban Traffic Control System (UTCS) – Extended Version. Currently, there are 557 signals under UTCS control along the entire east coast of the County, from Tequesta to Boca Raton. The signalized intersections communicate with the central computer via twisted-copper cable and fiber optic cable, on a second-by-second basis, indicating the status of the signal operation. Also, the UTCS graphics allow monitoring of the signal cycles in real-time and detect major signal malfunctions.

Traffic signal progression relies on: 1.) the ability of all of the traffic signal controllers on a roadway to know the exact time of day, and 2.) the traffic engineer to produce a timing plan that allows vehicles to move along the road with minimal delay. This is accomplished by communicating with the traffic signal controllers over the Traffic Division's communication system. The current communication system is being expanded and modified to use new communication technology. The old communication system uses analog technology over copper wire and fiber optic cable. The new (under construction) communication system is an Ethernet technology transmitting digital information over 100% fiber optic cables. There are approximately 1,000 traffic signals operated by Palm Beach County. Currently, 210 traffic signals are online with the new communication system. Approximately 5 traffic signals are being added per week, with the expected completion in about 3-4 years. This same interconnected system is being evaluated to determine how it can work with the Fire Rescue departments around the county to preempt signals on emergency runs.

### *TDM Programs*

Transportation Demand Management (TDM) is a general term for actions that encourage a decrease in the demand for existing transportation systems. The Palm Beach County Comprehensive Plan has a number of TDM policies that are currently in effect.

The County, being the employer of over 5,000 people, has already made an effort in TDM policies. The County has a "flex" time policy, which allows employees who drive to work to

come in at non-peak hour times. Generally, the County also promotes transit, is in the process of implementing a Points System for specific CRALLS designations, has developed the Corridor Master Plan concept, and has been instituting TCEAs where appropriate. In addition, the County has been actively spending money on a Countywide Pathway Program on a yearly basis.

## **CONCLUSION AND RECOMMENDATIONS**

The recommendations of this report focus on the second of the four activities addressed, working towards encouraging land use patterns that will shorten or eliminate automobile trips. These recommendations include:

- An evaluation to determine whether smaller mixed-use projects on transportation nodes shall be encouraged either through a complete concurrency exception or some other partial concurrency benefit.
- Supporting any municipality's lead in developing and implementing TOD criteria (see page 32), moving of TE Policy 1.13-m (in which the County considers adoption of TOD guidelines) and the changing of the implementation date for LU Policy 2.4-d (which requires the County to develop criteria to encourage TODs) to year 2010.
- Modifying the policy regarding corridor master plans to provide for a more realistic time frame.
- Amending FLUE Policy 3.5-d (which restricts projects that significantly impact any roadway segment projected to fail to operate at the adopted level of service standard based upon the adopted Long Range Transportation Plan) to encourage appropriate densities/intensities in the URA while discouraging densities/intensities in other areas.
- Committing to provide for one or more TCEAs or other LOS exceptions (with, perhaps, a point system for the URA identified as part of Issue 2).

## **ISSUE 6**

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Improve Intergovernmental Coordination Between the County and Other Local Governments and Governmental Entities

### **ISSUE STATEMENT AND BACKGROUND**

Many of the issues facing Palm Beach County today and in the foreseeable future will require a higher level of Intergovernmental Coordination. Infill, revitalization and redevelopment projects usually occur within municipalities and need a framework to better fulfill their objectives. Commuters from neighboring counties may affect transportation policies within the county and vice versa. Some agencies may need to purchase land for projects within areas controlled by municipalities and could use procedures to facilitate the use of these lands. Annexations within the county would profit with the timely cooperation between County and Municipal Governments.

### **ACTIVITIES EXPLORED TO ADDRESS THE ISSUE**

The following activities were explored regarding this issue:

- Increase coordination with adjacent local governments on land use planning for future growth, including coordination on infill development and redevelopment.
- Analysis and corrections to duplication and/or deficits of service delivery.
- Coordinated approaches to common issues such as transportation planning, school concurrency and other education-related issues.
- Establishment of joint planning areas to address issues for future annexation areas between the County and adjacent municipalities.

### **ISSUE ANALYSIS**

In order to examine increased intergovernmental coordination opportunities in the County, it is first essential to examine the existing coordination channels in place. Palm Beach County participates in several intergovernmental coordination agencies/programs, including:

- The Treasure Coast Regional Planning Council
- The South Florida Regional Planning Council (for the REMI model)
- The Metropolitan Planning Organization
- The Palm Beach County Intergovernmental Coordination Program
- The North County Forum
- The School Board Population Sub-Committee

In addition to the above, County staff coordinate with, and present materials to, the Palm Beach County League of Cities, and directly with municipalities and their staff, upon request. Over the past 2 years the County and the League of Cities have collaborated on three joint workshops to discuss multi-jurisdictional issues including transportation and annexation. The County and the School Board have also participated in joint workshops on school related issues.

One of the most significant tools for intergovernmental coordination that is unique to Palm Beach County is the Palm Beach County Intergovernmental Coordination Program.

## **Overview of Palm Beach County Intergovernmental Coordination**

Prior to the Growth Management Act of 1985, Palm Beach County had an Area Planning Board which had no implementation or regulatory authority. In 1985, the Palm Beach County Planning Congress, a voluntary group of planning professionals recommended that the Area Planning Board be abolished and that a planning organization with the authority to resolve conflicts be created. A Growth Management Task Team was formed and, in April 1986, it issued a report calling for a Countywide Planning Council. The Council was created by referendum, through an amendment to the Palm Beach County Charter. The ballot language, which was approved by the voters in November 1986, read:

“Shall there be an amendment to the Palm Beach County Charter establishing a Countywide Planning Council, which shall identify incompatibilities in land use among the municipalities and the unincorporated area, prepare a land use element for countywide application, be designated as the Local Planning Agency for the Countywide Land Use Element, providing for adoption of the Countywide Land Use Element; prevalence of countywide land use element ordinances over municipal land use element ordinance; repeal provisions”

The Countywide Planning Council, with a governing board of 17 appointed by elected officials, ran into several difficulties. These ranged from debates as to what constituted a countywide issue, to its cost of operation (FY 91/92 budget of \$1,111,000), to the additional layer of governmental review it proposed for determining consistency of local government plan amendments with the Countywide Land Use Element. In 1991, under provisions within the Charter, the Council was sunset when a majority of the municipalities adopted resolutions to that effect. The Board of County Commissioners proceeded to reinstate the Council, with the powers and functions being transferred to the Board, through another ballot measure; however, the referendum was defeated in March 1992.

Following the defeat of the Countywide referendum, the planning directors within the County set about to create a substitute organization. They were successful in this endeavor and in October 1993, after execution of two interlocal agreements among the County, 31 municipalities, the School District, the South Florida Water Management District, and 6 other Special Districts, the Multi-Jurisdictional Issues Coordination Forum and the Comprehensive Plan Amendment Coordinated Review Process were established. These programs, and hereinafter referred to as the Issues Forum and IPARC (Intergovernmental Plan Amendment Review Committee) respectively, are collectively known as the “Palm Beach County Intergovernmental Coordination Program.”

## **History of the Intergovernmental Coordination Program**

The *Palm Beach County Intergovernmental Coordination Program* was established by the municipal planning directors as a result of the dissolution of the Countywide Planning Council. The purpose was to establish a countywide comprehensive plan amendment coordinated review process. In October 1993, the Multi-Jurisdictional Issues Coordination Forum and the Comprehensive Plan Amendment Coordinated Review Process were established through the execution of two interlocal agreements among the County, 31 municipalities, SFWMD, the School District, Lake Worth Drainage District, South Indian Water Control District, Boca Raton Airport Authority, Loxahatchee River Environmental Control District, Loxahatchee Groves Water Control District, and the North Palm Beach County Water Control District.

## **Intergovernmental Coordination Program Composition**

The Palm Beach County Intergovernmental Coordination Program was established to provide a vehicle of communication and education between and among the various local governments and service providers. The Program consists of three components:

- The Executive Committee;
- The Issues Forum; and
- The Intergovernmental Plan Amendment Review Committee (IPARC).

### **The Executive Committee**

The Executive Committee is comprised of nine elected officials from the participating agencies of the Coordination Program Interlocal Agreement. The Executive Committee is responsible for policy direction and the administrative oversight of the Issues Forum and IPARC.

### **The Issues Forum**

The Issues Forum is comprised of management staff from the participating agencies, and is responsible for the following:

1. Identification of multi-jurisdictional issues;
2. Facilitation of the resolution of multi-jurisdictional issues by providing a vehicle for consensus building, research, and debate;
3. Formation of ad-hoc committees to address these issues through the preparation of reports; and
4. Initiation of programs and policies to address items of a multi-jurisdictional nature through:
  - Establishing a countywide position regarding multi-jurisdictional and growth management issues at the County, Regional, and State level;
  - Providing vehicle for clarification of the technical assistance in understanding Regional and State initiatives;
  - Providing an outlet for constructive critiquing of county legislative proposals having countywide significance.

### **IPARC**

The Intergovernmental Plan Amendment Review Committee is comprised of the Planning Directors and related staff of the participating agencies. Representatives review proposed comprehensive plan amendments of other jurisdictions and participate in a dispute resolution process when conflicts are identified between jurisdictions.

### **Palm Beach County's Participation in the Program**

The County supports and participates in the Palm Beach County Intergovernmental Program by:

- Serving on Program committees including the Executive Committee, Issue Forum and IPARC;
- Serving on fact-finding committees or other ad hoc committees as necessary;
- Providing technical support through staffing and other means for standing committees;
- Providing payment of annual participation fee;

- Providing proposed comprehensive plan amendment materials to the IPARC clearinghouse for distribution;
- Participating in the Intergovernmental Plan Amendment Review Process; and
- Participating in conflict resolution panels when appropriate.

### **Other Coordination Opportunities**

On December 31, 2003, Palm Beach County submitted the Interlocal Service Delivery Report to the Department of Community Affairs (DCA). Pursuant to Chapter 163, F.S., DCA will coordinate the analysis with the assistance of the Treasure Coast Regional Planning Council during this year.

There are several unincorporated areas in the County that are ideal for intergovernmental coordination with surrounding municipalities towards the annexation and revitalization/redevelopment of these areas. Currently the County is participating in a special study with the Village of Palm Springs towards the redevelopment of the Lake Worth Road Corridor, from Congress Avenue west to Military Trail, and is working towards the annexation of the unincorporated portion of the Lake Worth Park of Commerce with the City of Lake Worth. The County will continue to support these efforts and other projects and as they arise and as staff time permits.

### **CONCLUSION AND RECOMMENDATIONS**

Due to the well organized existing channels of communication, there is no need for an additional agency to increase intergovernmental coordination in the County. However, in order to enhance the existing programs, the following recommendations could be considered:

- **IPARC Database:** The County provides technical support to the IPARC Clearinghouse in order to allow participating local governments to enter and post proposed plan amendments on the web. This action would result in a more efficient program.
- **IPARC Annexation Review:** Currently the County operates a voluntary annexation review program, in which municipalities voluntarily provide notice in advance of the first reading of proposed annexations. This program allows County service providers to provide comments on the annexation in advance of the hearing. The short-coming of this approach is that it is completely voluntary and there is no opportunity to resolve identified issues as with plan amendments through IPARC. An amendment to IPARC to include annexations should be considered.
- **Ad-hoc Sub-Committee on Infill and Redevelopment:** The County has experienced a dramatic increase in infill and redevelopment activities over the past several years. In order to address related issues, and to share technical expertise, the formation of an ad-hoc committee through the Issues Forum, and perhaps also IPARC, should be considered.
- **Future Annexation Area Refinement:** Recently the Issues Forum directed the League of Cities to coordinate and review the adopted municipal future annexation areas and to facilitate the revision of these areas to remove any overlap of future municipal boundaries. The County is participating in the project and providing technical support. This project will become essential if the proposed Senate Bill 2344, that permits counties and local governments to enter into interlocal agreements to facilitate annexation outside

of the current limitations of Chapter 171, F.S., is approved. The County should actively continue its participation with this project.

# ISSUE CONCLUSIONS AND RECOMMENDATIONS

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## **ISSUE 1 - Conclusion and Recommendations**

The general consensus is that the MGTS continues to be valid and an important viable planning tool even with the presence of The Scripps Research Institute (TSRI) in Palm Beach County. Developable areas east of the L-8 Canal can absorb projected population through the year 2025 with current and proposed future land uses, including Scripps-related residential development, the implementation of mix use development areas where feasible, and the creation of the Urban Redevelopment Area (URA), where increased densities and intensities will be allowed as part of infill, redevelopment and revitalization programs.

The MGTS was developed to address the future of the County and have embedded tools to facilitate the incorporation of new situations and to adapt to the needs and requirements of new opportunities or constraints. TSRI locating in the County is an opportunity to enhance and enrich the vision for the future of Palm Beach County.

This EAR has also served to assess how well we have done in making this vision a reality, to suggest some adjustments to strengthen the vision and redirect County actions in the process to achieve that vision, and to incorporate new challenges and opportunities.

The main recommendation is to maintain the tier boundary with minor adjustments to address changed conditions in a few areas of the County. The overall consensus is that the tier system continues to be valid and the tier tools represented in the form of goals, objectives and policies throughout the Comprehensive Plan shall be utilized to the extent possible in order to maintain the integrity of the tier system as a growth management strategy.

The western boundaries of the coastal tiers do not need to be expanded further west in order to accommodate projected population and development activities beyond the County's planning horizon of 2025.

As the County reaches build-out of developable lands within the urban/suburban, exurban and rural tiers, the preferred strategy is then to make a more efficient use of existing developable land during the next planning horizon. This entails encouraging increased densities and intensities where appropriate, and promoting redevelopment, revitalization infill and mixed-use development projects.

Regarding the Glades Tier it was concluded that the tier should be split. The existing urban/suburban tier in the Glades municipalities will be renamed as "Glades Communities Tier." The balance of the current Glades Tier includes the Everglades Agricultural Area (EAA) and northern Everglades protection areas. It was concluded that addressing this region, as a "Glades Protection Tier" would be the most appropriate strategy. Issue 4 has more specific analysis and recommendations for this area.

A management strategy is needed to effectively protect the EAA as a regional resource of food production with distribution in proximity to large population centers. CERP restoration goals necessitate the continuity of this strategy to assure the future sustainability of water resources for human consumption, natural systems and agriculture.



Regarding the Scripps initiative, short-term solutions provided in the EAR recommendations include the possible extension of the Urban/Suburban Tier and the Urban Service Area to incorporate Scripps and other related areas. This could be addressed once the expedited review process has been completed for the research park, when the County would have better information to make a proper determination regarding the extension of this tier. At that time, the County would have better information to make a proper determination regarding the possible extension of this tier. This additional information includes any decisions that Palm Beach Gardens may have made regarding their portion of the Scripps initiative and the results of the joint planning efforts between the County and the city.

Existing challenges in the Central-Western Communities will be addressed as the Plan is amended to incorporate EAR recommendations and as the Sector Plan is implemented within the next few years. Many of these situations are evolving as the EAR is being prepared. A comprehensive analysis of these situations and initiatives will be performed in the near future, most likely after adoption of the EAR, when more specific information becomes available.

The Revitalization and Redevelopment Overlay (RRO) is recommended for amendment to address the County's strategy of promoting infill, redevelopment and revitalization to more efficiently use remaining developable lands in the County's unincorporated area. Additional recommendations are presented with Issue 2. The primary RRO amendments involve:

- Removing the RRO from all municipalities. The County will continue supporting redevelopment initiatives in municipalities through the Comprehensive Plan by promoting the use of CRA's, TCEA's and other incentives with minor modifications to existing goals, objectives and policies.
- Adding the proposed Urban Redevelopment Area (URA) and all CCRT areas to the RRO. The purpose is to make the provisions of the URA applicable to the entire RRO.

## **ISSUE 2 - Conclusions and Recommendations**

Generally, it is difficult to effectively assess infill and redevelopment in our Comprehensive Plan. Development in Palm Beach County has not substantially utilized many of the provisions for redevelopment in our plan and we can only conclude that it is untested. As we move forward we do intend to make some modifications to the Plan. The County's primary focus will be in the proposed Urban Redevelopment Area. It is in support of this designation where we will seek the most significant changes.

- Reorganize Redevelopment and Revitalization Overlay as detailed in Issue 1C.
- Reorganize to the greatest extent possible all policies and objectives which pertain to redevelopment under a new "redevelopment" goal.
- Pursuant to the creation of the Urban Redevelopment Area delete policies 1.2.2-f and 1.2.3-g in the FLUE.

### **ISSUE 3 - Conclusion and Recommendations**

The County's affordable housing activities must continue to focus on directing programs and activities to ensure that supply is provided to meet demand, and maintain existing housing units through policies to eliminate substandard housing and provide for relocation.

The Board of County Commissioners directed staff at the BCC Workshop on the EAR to look at all potential incentives to make it easier for developers to build affordable and workforce housing developments. The Board also urged staff to move from the adoption of policies to the implementation of specific projects.

Geographic dispersal must also be addressed in order to avoid the concentration of affordable housing in specific areas of the County, and at the same time, consideration must also be given to the availability of public services and employment opportunities when locating affordable housing.

The housing needs of special needs populations, including rural and farm worker households, goes beyond the issue of affordability. The creation or preservation of adequate housing to meet specific special needs must be addressed, whether it is for foster care, group homes, farm workers or other special needs.

The establishment of the voluntary Workforce Housing program will provide an opportunity for new and redeveloped residential developments to provide a percentage of housing units for low to moderate income households, as a means to meet affordable housing needs and to disperse that needed housing in the unincorporated County. When established, the County must promote and encourage residential developers to utilize the Workforce Housing program. County elected officials discussed the idea of making this program mandatory, given the gravity of the situation. The BCC directed staff to report back to the Board one year after implementation of the program. At that time, the BCC may consider whether to make this program mandatory.

Affordable housing and workforce housing issues could not be addressed or resolved by policies in the comprehensive Plan alone. Both private interest groups and elected officials agreed that a concerted public/private effort at the regional level, including other counties and local governments, is needed to properly address this situation.

At the EAR workshop on this issue, the BCC suggested staff to consider areas in the Glades Communities as targets to build affordable and workforce housing developments. The rationale is that many workers and public employees are traveling long distances to Martin and St Lucie Counties where to find homes they can afford, while they could have obtained the same homes in the Glades cities, which are closer to their workplaces within the County.

### **ISSUE 4 - Conclusion and Recommendations**

#### **Preservation of Agricultural Lands**

- Consider performing an area-wide comprehensive evaluation/needs analysis of the entire EAA.

- Separate, into its own Tier, the existing Glades community areas within the Glades Tier from the Agricultural Production area of the EAA and conservation areas in recognition of its uniqueness and significance to the Ag industry. This item is further explored as part of Issue 1.
- Continue to promote/support/reinforce opportunities for smaller agriculture operations in the Urban/Suburban, Rural and Exurban Tiers. These uses include the horticulture support industry (nurseries), growers of “nitch” crops, hydroponics’ operations and growers of winter crops and equestrian activities. This includes continuing the agricultural programs offered by the Ag Cooperative Extension Service (e.g., Get Fresh Promotional Campaign, Farmer to chef, Community Supported Agriculture, Consumer Cooperatives, Agricultural Education).
- Develop language to address planning and design measures that lessen compatibility issues between agricultural and residential uses. Identify appropriate buffering for residential development to adjacent agricultural lands so as not to create a potential nuisance (noise, dust, odor, access) situation.
- Explore mechanisms to create/identify incentives to promote and maintain the agricultural use of open space preserves associated with larger commercial/residential clustered developments.
  - An incentive and benefit to a Home Owners Association (HOA) would be the income from leasing set-aside property to a smaller farm operation. This should be explored as a function of implementing any rural cluster development approvals, the Ag reserve policies, sector planning process, and opportunities on our bond acquired sites as part of managing those ag lands.
  - A HOA could also transfer stewardship to the County. The Soil and Water Conservation District currently manages bond acquired lands. This should be explored to determine if they could also be involved with the stewardship of HOA transferred lands.
  - A tax credit (Greenbelt exemption) could be used as an additional incentive.
- Sector Plan Area: (Rural and Exurban Tiers) Promote agriculture as a choice of open space uses within rural clustered developments thereby, retaining availability of land for such agricultural uses. Policies are currently being developed through the sector planning process to address this issue. They will be processed as part of Amendment Round 04-2. Policies should include consideration of appropriate buffering between the agricultural operations and residentially developed lands so as not to create a nuisance situation.

## **Preservation of Rural Lands**

- Place emphasis on strengthening existing rural design measures and developing new mechanisms that will be effective in maintaining the rural character for development on rural lands. Specifically,
  - Re-evaluate the types and sizes of nonresidential uses (e.g. institutional, civic) allowed to locate within the RR land use designations without needing a land use amendment. This needs to include discussion regarding: a) the square footage allowed (FAR) for commercial, institutional, civic and church primary and/or

accessory uses in the rural areas; should there be a square footage limitation?; b) type of use allowed for primary and/or accessory uses, should there be restrictions on certain uses and/or accessory types?; C) Inherit with items a and b is the question of when limitations or restrictions should apply.

- Evaluate ULDC design items. Identify the rural features to be preserved and those that need to be added to the ULDC (e.g., fencing, vegetation, parking and roadway materials). Strengthen rural design language where appropriate.
- County facilities including buildings and roads need to embrace and comply with rural design standards. Identify the types of features (e.g. roads) that need a design prototype developed. Work with appropriate departments and agencies to incorporate rural design and embrace the tier system. **Link with Issue #1c (implementation of the Tier System by County Agencies).**
- Need stronger incentives in PBC infill areas in order to reduce pressure for development of the rural lands.
- Provision of services (water and sewer service) within the rural tier. **Link to Issue #1e (Assess impacts on the provision of services). Link to Issue 5: Assessment of Transportation** Policy 3.5-d recommended changes in Rd 04-2 regarding differential levels of service for rural areas.

### **Impacts of Development on the Everglades system and other Restoration Initiatives**

- Continue to request the SFWMD to provide comments on land use amendments processed by the County, which may have an impact on CERP and other Everglades restoration initiatives.

### **Impacts of Development on Water Resources and Water Supply**

- Implement the provisions linking land use and water supply in the potable water sub-element, which call for the enhancement of alternative water supply sources for the next twenty years.

### **Impacts of Development on Surface Water Quality**

- Modify the frequency and number of sampling points to adequately monitor the impacts of proposed development trends. In addition, when the State's Total Maximum Daily Load (TMDL) program is completed there will be considerable amounts of data and analysis with which the County's impaired waterways can be determined. Areas of concentration will be the western areas that are anticipated to have the development potential over the next 10 to 20 years.

## **ISSUE 5 - Conclusion and Recommendations**

The recommendations of this report focus on the second of the four activities addressed. Working towards encouraging land use patterns that will shorten or eliminate automobile trips. These recommendations include:

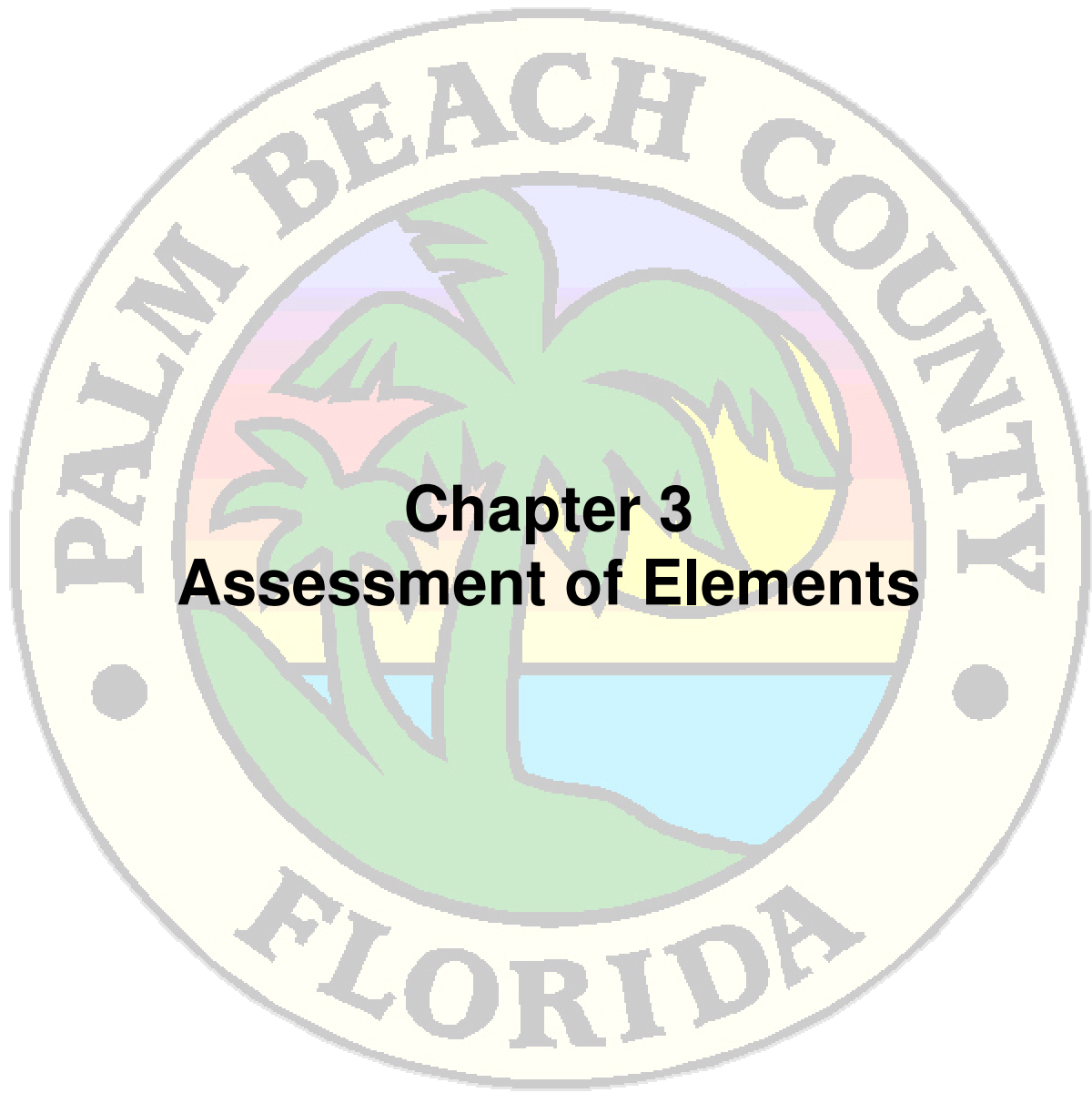
- An evaluation to determine whether smaller mixed-use projects on transportation nodes shall be encouraged either through a complete concurrency exception or some other partial concurrency benefit.

- Supporting any municipality's lead in developing and implementing Transit Oriented Development (TOD) criteria (see page 32), moving of TE Policy 1.13-m (in which the County considers adoption of TOD guidelines) and changing of the implementation date for LU Policy 2.4-d (which requires the County to develop criteria to encourage TODs) to year 2010.
- Modifying the policy regarding corridor master plans to provide for a more realistic time frame.
- Amending FLUE Policy 3.5-d (which restricts projects that significantly impact any roadway segment projected to fail to operate at the adopted level of service standard based upon the adopted Long Range Transportation Plan) to encourage appropriate densities/intensities in the Urban Redevelopment Area (URA) while discouraging densities/intensities in other areas.
- Committing to provide for one or more Transportation Concurrency Exemption Area (TCEA)s or other LOS exceptions (with, perhaps, a point system for the URA identified as part of Issue 2).

## **ISSUE 6 - Conclusion and Recommendations**

Due to the well-organized existing channels of communication, there is no need for an additional agency to increase intergovernmental coordination in the County. However, in order to enhance the existing programs, the following recommendations could be considered:

- **IPARC Database:** The County provides technical support to the IPARC Clearinghouse in order to allow participating local governments to enter and post proposed plan amendments on the web. This action would result in a more efficient program.
- **IPARC Annexation Review:** Currently the County operates a voluntary annexation review program, in which municipalities voluntarily provide notice in advance of the first reading of proposed annexations. This program allows County service providers to provide comments on the annexation in advance of the hearing. The short-coming of this approach is that it is completely voluntary and there is no opportunity to resolve identified issues as with plan amendments through IPARC. An amendment to IPARC to include annexations should be considered.
- **Ad-hoc Sub-Committee on Infill and Redevelopment:** The County has experienced a dramatic increase in infill and redevelopment activities over the past several years. In order to address related issues, and to share technical expertise, the formation of an ad-hoc committee through the Issues Forum, and perhaps also IPARC, should be considered.
- **Future Annexation Area Refinement:** Recently the Issues Forum directed the League of Cities to coordinate and review the adopted municipal future annexation areas and to facilitate the revision of these areas to remove any overlap of future municipal boundaries. The County is participating in the project and providing technical support. This project will become essential if the proposed Senate Bill 2344, that permits counties and local governments to enter into interlocal agreements to facilitate annexation outside of the current limitations of Chapter 171, F.S., is approved. The County should actively continue its participation with this project.



**Chapter 3**  
**Assessment of Elements**

# **INTRODUCTION AND ADMINISTRATION ELEMENT**

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## **Element Overview**

Palm Beach County adopted a Comprehensive Plan in 1980 providing the framework for land use changes within the unincorporated area and mechanisms and standards through which changes could occur. This plan represented a rethinking and restructuring of land use planning in the County. The change was a result of unstable conditions in the economy of the County, the needs of the Palm Beach County residents and partly by state legislative requirements. The basic concept of the Plan was to permit development at urban densities in those areas where urban services could be provided efficiently and economically, and to prevent urban density development in areas, which were not planned for extension of urban services.

Palm Beach County's 1989 Comprehensive Plan 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. The mechanisms and means for attaining this goal have been incorporated into the Elements of this Plan. Element drafts took shape and developed into the 1989 Plan as a result of a successful citizen participation program. Citizen input and Board of County Commissioners' direction since the initial planning stages of this document have created a Plan that not only reflects the interests of the County as a whole, but maintains and protects the unique qualities and characteristics present in its sub-regions.

In 1995, the County evaluated the Plan, in accordance with the Evaluation and Appraisal Report requirements of the Florida Statutes. As a result, the Plan was substantially amended in 1996 and 1997, to incorporate the revisions necessary to update the Plan in preparation for the next planning time frame.

The Goals, Objectives and Policies presented in the Plan Elements reflect the directives of the citizenry and the Board of County Commissioners. These directives, which are discussed in greater detail in the Land Use Element, are:

- A. Redirect growth to the East where services and facilities can be provided and encourage the revitalization/redevelopment of the coastal communities,
- B. Through the implementation of a concurrency management system provide for orderly growth and provision of facilities and services to maintain the existing quality of life in an economical manner,
- C. Implement County-wide growth management strategies while providing the opportunities for flexibility within the Plan that recognize and maintain the diversity of lifestyles.

The Introduction and Administration Element of the Comprehensive Plan contains a provision, in response to State requirements, for continuous monitoring and evaluation of the Plan during the seven year period between Evaluation and Appraisal Reports, and for an annual report to the Board of County Commissioners, which began in 1998. The annual reports prepared are in response to that requirement. The purpose of the report is to provide an overview of plan implementation, including specific achievements and key future implementation requirements.

## **Element Assessment**

Since 1998, there have been a total of 16 amendments revising, updating or amending the Introduction and Administration Element. The most recent amendment adopted in Amendment

Round 03-1, incorporated new legislation adopted in the Florida State Statutes and the Florida Administrative Code related to procedures for The Evaluation and Appraisal Report (EAR). Currently in process in Amendment Round 04-1, is an amendment, which will modify the Introduction & Administration Element to establish the digital FLUA as the official version, replacing the paper maps on file at the Department of Planning, Zoning & Building.

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. None of the achievements of this element's objectives are directly related to the major issues.

### **Conclusion and Recommendations**

The Introduction and Administration Element will continue to be revised, updated and amended as necessary to meet the requirements of Chapter 163, F. S. and Rule 9J-5, F.A.C., and to address the needs and interests of the County's residents and visitors.



# **FUTURE LAND USE ELEMENT**

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## **Element Overview**

The purpose of the Future Land Use Element is to delineate Palm Beach County's vision of how the communities within it are created, enhanced and maintained. The Future Land Use Element is the nucleus of County's the Comprehensive Plan. It defines the components of the community and the interrelationship among them, integrating the complex relationships between land use and all of the other elements of the Plan that address the physical, social, and economic needs of the people who live, work, and visit Palm Beach County.

The Future Land Use Element (FLUE) institutes the framework for growth management and land planning in unincorporated Palm Beach County, as authorized by Chapter 163, Florida Statutes, the "Local Government Comprehensive Planning and Land Development Act." This act requires the FLUE to be consistent with State and regional plans. The Element was prepared to satisfy all the requirements of Chapter 163, F.S., and Rule 9J-5, F.A.C.

Five broad principles guide sustainable land use planning and development: (1) Conserve and protect natural and man-made resources, and restore and maintain key ecosystems to provide adequate supplies of clean and safe water for natural, human and economic systems; (2) Prevent urban sprawl through establishment of urban development areas, and encourage urban revitalization and redevelopment; (3) Provide for sufficient open space to protect wildlife, and provide natural and recreational areas for public use; (4) Create quality livable communities by balancing, distributing and integrating the relationship among land uses to meet the needs of the diverse communities and their associated lifestyle choices, and improve the quality of life through better housing, recreational, and cultural opportunities for all; and, (5) Manage the development of land and service delivery, so that its use is appropriate, orderly, timely and cost effective.

Decisions on the appropriate use of land and delivery of services require a unified approach while respecting the character of the diverse communities throughout the County. The Future Land Use Element is intended to guide the location, type, intensity and form of various types of development patterns that respect the characteristics of a particular geographical area. This is needed to ensure development and maintenance of sustainable communities through smart growth practices that protect natural resources; prevent urban sprawl so that land, facilities and services are used most efficiently; and, provide for the appropriate distribution and arrangement of land uses. These factors will facilitate balancing the physical, social, cultural, environmental and economic needs of both current residents and future citizens and create and maintain livable communities.

## **Element Assessment**

The objectives in the Future Land Use Element have overall either been achieved or are being achieved. The unanticipated change affecting this element is the proposed Scripps Biomedical Research Project, which will cause additional text amendments to the element in recognition of the impact of Scripps on the County.

There were no real shortcomings determined resulting from the analysis of the potential impact of the six issues on each of the Future Land Use Element's objectives. The following discusses the successes of the element resulting from this analysis. A major highlight for the Future Land

Use Element was the adoption by the County in 1999 of the Managed Growth Tier System (MGTS). The MGTS separated the County into five (5) growth management tiers. The purpose was to indicate level of:

- Development (residential, commercial, etc.) proposed for each tier, i.e., the densities/intensities and allowed uses specific to a tier; and
- Services (i.e., roads, water and sewer lines, schools, libraries, etc.) proposed for the tier to support this development.

The adoption of the tier system resulted in the adoption of several new policies in the Future Land Use Element to identify a particular area of the unincorporated portion of the County by its applicable tier and establish a framework to provide the basis for land use decisions regarding essentially the future quality of life for those unincorporated areas.

Since the last EAR, the County's Transfer of Development Rights (TDR) program has been revised in the Future Land Use Element. These revisions included clarifying receiving areas for TDR units, determining a density conversion calculation for non-residential TDR sending areas, and alternative density calculations for TDR receiving areas in the Urban/Suburban Growth Management Tier.

The adoption of the Agricultural Reserve Master Plan (ARMP) is another highlight for the Future Land Use Element. The Planning Division, in cooperation with a consulting firm, authored a master plan for that area of the County identified by the Growth Management Tier Program as the Agricultural Reserve Tier. The County adopted the ARMP in June 2000. The Planning Division began incorporating the ARMP into the Future Land Use Element through several amendments adopted by the County's Commission in 2001. Notable among these amendments was language incorporated into the element regarding the location of future commercial development in the Agricultural Reserve Tier; that it was to be in a particular form known as a Traditional Marketplace Development, as opposed to the traditional "big box" type shopping center development or in the form of a "ribbon" or strip commercial development pattern.

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. There were no identified correlations between Issues 3 and 5 related to the Future Land Use Element.

**Issue 1.** notes that the five managed growth tiers, as summarized in Objective 1.1, were adopted under the Managed Growth Tier System in 1999. Their boundaries have only been modified to reflect municipal annexations. The County, in reference to issue 1.a as it pertains to Objective 1.2 regarding concentrating population in the Urban/Suburban Managed Growth Tier and the municipalities, is undertaking an infill development study for the purpose of effectively utilizing to the greatest extent the land in this tier to accommodate the approximately 90% of the County's population referenced in the objective.

**Issue 4.a** in relation to Objective 1.5 notes that the most important agricultural lands in the County are in the Agricultural Reserve, among other locations, and the need to evaluate efforts to preserve Agricultural Reserve land. County voters approved a 1999 bond issue for \$100 million to preserve agricultural land in the Agricultural Reserve. The County so far has utilized

funds from the bond issue to purchase 2,300 acres. In addition, the County adopted in 2000 the Agricultural Reserve Master Plan that detailed future areas proposed for agricultural, residential, and commercial development in the Agricultural Reserve Tier. Language from this plan has been adopted into the section of the Future Land Use Element regarding the Agricultural Reserve Tier.

**Issue 1**, in relation to the goal of Objective 2.1 to achieve a balance between population and other economic/land use functions, highlights the fact that the County provided a framework for accomplishing this objective through adoption of the Managed Growth Tier System in 1999, with a purpose of better defining where the bulk of future population growth is to be accommodated to prevent urban sprawl and thereby achieve more efficient use of land, facilities, and services. The primary goal is to promote major population concentration in the Urban/Suburban Tier.

The adoption of the Managed Growth Tier System by the County in 1999, as highlighted by Issue 1, and in relation to the goal of Objective 2.6 to implement a Transfer of Development Rights (TDR) program, specified the Urban/Suburban Tier as the receiving area for TDR units and rural lands, agricultural reserve and conservation lands as sending areas. In addition, Issue 1.a references the need to encourage concentrating population growth in the Urban/Suburban Tier through promoting infill development, as well as other methods, to increase residential densities. The TDR program relates to Issue 1.a by providing in the Future Land Use Element for potential density increases in the Urban Suburban Tier, based on certain permitted density calculations pertaining to a property's location in the tier.

**Issue 1** highlights the goal of Objective 3.6 to prioritize services/facilities regarding levels of service, in that the adoption of the Growth Management Tier System referenced in this issue provides a framework for County agencies to use in determining approximate levels of service applicable to an area of the County, based on its governing tier.

Several activities that will be undertaken to complete the infill study noted in Issue 1.a are described in Issue 2.a in reference to Objective 1.2 and its goal of protecting and enhancing different communities in the Urban/Suburban Managed Growth Tier, such as examining the removing of regulatory obstacles, creating more flexible development standards, and reducing or waiving development fees.

An important mechanism to achieve the goal of Objective 2.1 to achieve a balance between population and other economic/land use functions will be the completion of the ongoing infill study that is highlighted by Issue 2.

**Issue 4.a** in relation to Objective 1.5; and its goal of protecting farmlands/wetlands in the County's Agricultural Reserve area, notes the most important agricultural lands in the County are in the Agricultural Reserve, among other locations, and further recognizes the need to evaluate efforts to preserve AGR land. County voters approved a 1999 bond issue for \$100 million to preserve agricultural land in the Agricultural Reserve. The County so far has utilized funds from the bond issue to purchase 2,300 acres. In addition, the County adopted in 2000 the Agricultural Reserve Master Plan that detailed future areas proposed for agricultural, residential, and commercial development in the Agricultural Reserve Tier. Language from this plan has been adopted into the section of the Future Land Use Element regarding the Agricultural Reserve Tier.

**Issue 6.b** relates to the goal of objective 3.6 to prioritize services/facilities in connection to levels of service through the completion by the County of an Interlocal Services Delivery Report

submitted to the Florida Department of Community Affairs in January 2004. The purpose of this report was to show how the County will avoid duplicating service provision with any of the 37 municipalities in the County.

### **Conclusions and Recommendations**

Revisions to Future Land Use Element based on the above, may be necessary to implement Issue 1 recommendations addressing tier boundary modifications, splitting of the Glades Tier into the Glades Communities and the Glades Protection tiers; and to address recommendations in other Issues affecting provisions in this element.

# TRANSPORTATION ELEMENT

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## Element Overview

As per Rule 9J-5.019, Florida Administrative Code, the purpose of the Transportation Element is to coordinate local transportation planning with the long range transportation plan of the Palm Beach Metropolitan Planning Organization and to plan for a multimodal and intermodal transportation system that places an emphasis on the public transportation system. The Transportation Element establishes policies to guide the delivery of transportation services, including performance standards, future expansions, marketing, environmental considerations, financial feasibility, plan coordination, and public involvement. The transportation network is identified to maintain adequate service levels to the public based on estimates of future development and population growth.

The Transportation Element plays a vital role in the development and implementation of the other Comprehensive Plan elements. While each element of the Comprehensive Plan attempts to integrate the various physical, social and economic needs of the County within a dynamic planning process, the Future Land Use and Transportation Elements are the fundamental units from which the other elements are developed. The inherent relationship between the use of land and the need for access makes the transportation system one of the primary determinants of future growth and development in Palm Beach County. The need to coordinate local decisions on the appropriate use of land with the infrastructure necessary for access and development requires a unified approach and commonality of basic goals and objectives. Recognition of the relationship between plan elements is critical for the eventual coordination and implementation of the Comprehensive Plan.

## Element Assessment

### Corridor Master Plans

The provision of infrastructure is a necessary, but not sufficient, shaper of growth. Targeted non-provision of transportation infrastructure has the effect of creating expected areas of congestion. By creating such policies as to allow for congestion, it is hoped that the market expresses interest in new types of land uses that factor in the time loss associated with congested roads (as well as encouraging local people to participate in alternative modes of transportation). One of these policies within the Palm Beach County Comprehensive Plan is the Corridor Master Plan policy, Policy 1.1-n, which states that:

“In corridors where the adopted LOS may not be achieved pursuant to the 2025 Transportation System for Palm Beach County Highway Component prepared by the Palm Beach MPO, the County will institute a process to develop individual Corridor Master Plans to address each projected corridor failure. The ULDC shall provide specific guidelines for build-out analysis and specific timelines for the completion of the Corridor Master Plans.”

This policy is a coordinated effort between jurisdictions and citizens, and looks beyond roadway construction activities:

“The Corridor Master Plans will be accomplished in cooperation with the affected local governments and property owners within each Corridor. At a minimum, the Corridor Master Plans will consider mitigation methods to maintain good mobility within the corridor, including

but not limited to: land use modifications, connectivity, mixed-use developments, alternative modes of transportation and increased roadway capacity.

Once a corridor Master Plan has been adopted for a corridor, no project with significant traffic on the corridor shall be approved for development by the County or a municipality unless it complies with the Corridor Master Plan.” A total of 28 corridors are targeted for completion September 30, 2005. Currently, the Town of Jupiter is undertaking a Corridor Master Plan for Indiantown Road.

The Palm Beach County Board of County Commissioners appointed a Traffic Performance Standards (TPS) Committee, which has been working towards development of the detailed criteria to be addressed by a Corridor Master Plan. The Planning Division will continue to be present at the TPS Committee meetings to provide input.

### **CRALLS Mitigation Strategies**

In the case of CRALLS-designated roadways, future projects may be graded using a points-based methodology. Since points are determined based on the type of strategy used, as well as the number of trips generated by a given project, potential projects will be ranked with preference going to projects with higher point scores.

Research conducted by FDOT and Carter/Burgess noted that such points-system policies, when applied to an entire government’s development approval process, created problems, did not produce the desired results, and were generally abandoned. Implementing the system in a limited situation, however, was recommended. CRALLS-designated roadways are limited (by road segments). By ranking incoming projects proposed in places with limited capacities, the “best” projects can be granted development orders.

Since the “points system“ approach includes strategies that encourage more efficient land use patterns, the CRALLS Points System could help deal with the issue raised above. Furthermore, as a result of the efforts in creating a CRALLS Point System, a Points System incentive policy could be created for TCEA’s with the former system being used as a template. After consulting with representatives from the FDOT, the possibility of funding from state for the creation of this TCEA Points System is a definite possibility.

### **Analytical Compromises**

The Palm Beach County Comprehensive Plan is tied into other plans. In terms of the Transportation Element, Policy 1.13-b states that:

“The County shall continue to use the Metropolitan Planning Organization’s transportation planning process as the County’s main mechanism for long range transportation planning and coordination with the MPO’s TIP and the FDOT District IV Adopted Work Program.”

The problem posed by this coordination is that the Metropolitan Planning Organization (MPO) updates independently of Comprehensive Plan updates. Since long range transportation planning involves the modeling of transportation usages, the Long Range Transportation Plan is contingent on population data, and since Palm Beach County Planning Staff disagreed with the Bureau of Economic and Business Research on population figures, the question of how to coordinate the Long Range Transportation Plan with the Comprehensive Plan was raised.

Complicating matters, the Palm Beach, Broward, and Miami-Dade Long-Range Transportation Plans are coordinated as well. Due to federal regulations concerning air quality deficiencies,

these Plans are all required to be updated at a rate of once every three years (as opposed to the more typical rate of once every five years).

The effect of these two problems is that the planning horizon for the upcoming Long Range Transportation Plan did not correspond with the planning horizon in the Comprehensive Plan. The horizon of the former is to be 2030; the horizon of the latter will remain at 2025. Since the staff analyzes data using information from the MPO document in order to satisfy requirements in the Comprehensive Plan, this inconsistency represented an immediate concern.

Resolving this issue required internal discussions as well as discussions with the Florida Department of Transportation (FDOT), Broward County Planning Staff, the Broward County MPO, Miami-Dade Planning Staff, and the Miami-Dade MPO. Because Broward and Miami-Dade faced similar problems in aligning their plans, their solution to this problem was examined.

In the creation of the Long Range Transportation Plans of the two studied counties, the documents included “interim year” traffic figures. These interim year traffic figures are also present in the in-effect Long Range Transportation Plan for Palm Beach. Initially, there was a concern that the use of these figures would be inaccurate. Because the interim years are based on a model of the final planning horizon year, it was noted that the assumptions for the horizon year would be different than any interim year. For Palm Beach County, these assumptions include the population consequences of Future Land Use Amendment policies taking effect (including, for example, urban infill policies and transfer of development rights sendings and receipts). A 2030 model (with a resulting 2025 interim year report) would also factor in urban redevelopment whereas a 2025 model would not.

The result of the discussions with associated agencies, and corresponding agencies outside the County, was that the 2030 model is what the other counties were using and the work of creating that document for Palm Beach County would continue unabated. Staff would analyze in-coming transportation amendments based on the interim year reports, as do Broward and Miami Dade.

Some of the highlights related to the element are detailed below:

- County began process of updating the 2015 Roadway Network Plan to the 2020 timeframe following the MPO update of the Long Range Transportation Plan update for 2020.
- Secured a \$40,000 DCA grant and completed an inventory of County resources and bicycle/pedestrian facilities and provided recommendations to facilitate access to coastal resources through alternative means of transportation.
- Completion of the 2020 Long Range Transportation Plan update.
- Consolidated responsibility for the transportation disadvantaged with Palm Tran and increased Palm Tran headways to respond to public needs.
- Completed and adopted the 2025 Cost-Feasible Plan (used for traffic impact assessments).
- Palm Tran instituted later night service in Western Communities as well as U.S. 1, Military Trail, and Congress Ave. Palm Tran also developed western transfer locations for several new locations at the new Wellington Mall.
- Completion and adoption of Riviera Beach TCEA
- Palm Tran service frequency increase on U.S. 1.

- Traffic Performance Standards reviewers developed new impact analysis test, created a Corridor Master Plan methodology, and created the CRALLS points-system methodology.

## **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues.

### **Issue 1**

Objective 1.1: By 2020, the County-wide transportation system shall operate at the adopted Level of Service standard.

Analysis: Florida Department of Transportation already has different LOS standards for FIHS facilities in the Rural and Urban areas. Policy 1.1-j states for roads on the Florida Intrastate Highway System (FIHS), the level of service standard shall be Level of Service D in urban areas and Level of Service B in rural areas. Palm Beach County may want to consider using different LOS standards for different tiers.

Objective 1.4: The County shall provide for identification and acquisition of existing and future roadway rights-of-way consistent with the adopted Thoroughfare Right-Of-Way Identification Map.

Analysis: Policy 1.4-r requires laying of tier-appropriate roadway system. It requires that collector and arterial roadways be aligned along the periphery of the existing rural communities. Policy 1.4-q advocates protection of the rural character of roadways outside the Urban/Suburban tier by the creation of Rural Parkways. Policy 1.4-s requires that the County shall establish provision in the ULDC providing for distinct design sections for the various classification of the roadway that reflect the character and are compatible with the tier through which it passes. The existing policies in objective 1.4 take into consideration growth within the tiers as well as any potential changes to the MGTS in the future.

Objective 1.9: The County shall promote the increased use of the bicycle, pedestrian, and linked open space facilities as viable alternate means of transportation.

Analysis: Bicycle, pedestrian and linked open space facilities should be focused on tiers having higher density. Policy 1.9-j recommends the same but needs to be modified to be tier-specific.

### **Issue 2**

Objective 1.2: The County shall provide for exceptions to the County's Level of Service standards in select cases where facilities or areas meet the County's specified criteria for those defined exceptions.

Analysis: County gives exception to its adopted LOS standard to promote specific policies like infill development, redevelopment, residential developments in the eastern parts of the County, and affordable housing. Policy 1.2-g exempts urban redevelopment projects from transportation concurrency requirements up to 110 percent of the impact generated by the previously existing development. Policy 1.2-k allows for the designation



of 'Transportation Concurrency Exception Area' (TCEA), in infill, redevelopment and revitalization areas. Policy 1.2-o exempts from transportation concurrency infill, redevelopment and revitalization areas, which pose only special part time demands on the transportation system. These policies have been effectively used to incentivize development in infill, redevelopment and revitalization areas.

Objective 1.4: The County shall provide for identification and acquisition of existing and future roadway rights-of-way consistent with the adopted Thoroughfare Right-Of-Way Identification Map.

Analysis: Policy 1.4-o allows for alternative methods to determine internal trip capture rates to promote infill and redevelopment. Higher internal trip capture rates would reduce trip generation rates, thereby making it more attractive for a wider range of developments in Infill, Revitalization and Redevelopment areas.

### **Issue 3**

Objective 1.2: The County shall provide for exceptions to the County's Level of Service standards in select cases where facilities or areas meet the County's specified criteria for those defined exceptions.

Analysis: Policy 1.2-b currently encourages development and geographic dispersal of affordable homes and increases the significance level for transportation concurrency requirements from 1% to 3% for mixed housing projects. In Amendment Round 04-1, this policy is being amended to further relax concurrency for mixed use projects pursuant to a direction from the BCC.

### **Issue 4**

Objective 1.1: By 2020, the County-wide transportation system shall operate at the adopted Level of Service standard.

Analysis: Like FDOT which has different LOS standards for rural and urban areas, County could adopt different LOS standards based on tiers, to protect the inherent character of the tiers

Objective 1.4: The County shall provide for identification and acquisition of existing and future roadway rights-of-way consistent with the adopted Thoroughfare Right-Of-Way Identification Map.

Analysis: County encourages protection of natural resources during acquisition of lands for Right-of-Way. In Policy 1.4-m, County gave the lead to FDOT to prepare alignment and environmental study for the extension of SR 7 north of Okeechobee, but now the County is taking a lead on this item and, therefore, this policy should be removed. Policy 1.4-q advocates protection of the rural character of roadways outside the Urban/Suburban tier by the creation of Rural Parkways. Policy 1.4-r requires that collector and arterial roadways be aligned along the periphery of the existing rural communities.

### **Issue 6**

Objective 1.1: By 2020, the County-wide transportation system shall operate at the adopted Level of Service D standard for roadways identified in the Thoroughfare Right-of-Way Identification Map.

Analysis: According to Policy 1.1-n, County wants to develop in cooperation with the affected local governments Corridor Master Plans for 28 corridors which would not be able to achieve the adopted LOS D pursuant to the 2025 MPO plan.

Objective 1.2: The County shall provide for exceptions to the County's Level of Service standards in select cases where facilities or areas meet the County's specified criteria for those defined exceptions.

Analysis: Policies 1.2-j and k require coordination between the county and affected municipalities for the designation of the TCMA's (in the case of the former policy) and TCEAs (in the case of the latter policy).

Objective 1.4: The County shall provide for identification and acquisition of existing and future roadway rights-of-way consistent with the adopted Thoroughfare Right-Of-Way Identification Map.

Analysis: Palm Beach County is responsible for the maintenance of roads depicted in the TIM map. As per Policy 1.4-t the County commits to coordinating with affected local governments in the roadway network planning process.

Objective 1.8: Palm Beach County has incorporated the Port of Palm Beach Master Plan into its Comprehensive Plan and shall continuously seek to achieve consistency and coordination between the Port Master Plan and the County's Comprehensive Plan.

Analysis: Aside from coordinating with municipal governments, the County also coordinates with associated agencies, as well as other transportation authorities like Port of Palm Beach.

Objective 1.13: The County shall provide for the coordination of transportation plans and programs among the appropriate land use and transportation planning and implementing organizations on a continuing basis.

Analysis: The Palm Beach County has helped create inter-governmental structures such as IPARC, for the purposes of resolving disputes.

Objective 1.15: Palm Beach County shall ensure that aviation facilities are located in appropriate areas consistent with the adopted County Future Land Use, Coastal Management and Conservation Elements and operated in a safe manner as mandated by applicable FAA, FDOT, CFASPP and county guidelines.

Analysis: Aside from coordinating with municipal governments, the County also coordinates with associated agencies, as well as other transportation authorities like Palm Beach International Airport.

## **Conclusion and Recommendations**

The Transportation Element is not completely consistent with all state requirements. These deficiencies will be addressed in subsequent amendment rounds. Despite inconsistencies, the Transportation Element has been successful in the process of coordination between

stakeholders, helping to address mass transit needs, and creating a framework for dealing with transportation provisioning in general.

# HOUSING ELEMENT

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## Element Overview

Housing is an essential and basic human need, therefore, it has attracted a great deal of attention in national, state and county planning discussions. The primary focus of the Housing Element is directed toward achieving these four objectives:

- To identify existing and projected deficits in the supply of housing to meet the needs of the County's population, particularly the very low and low income families;
- To analyze housing trends and the causes, scope and nature of any housing problems;
- To develop appropriate plans, programs and policies to bring about the accomplishment of the necessary housing, whether through private-sector efforts, non-profit, public/private partnerships or the public sector; and
- To guide and coordinate all housing activities to eliminate duplications and increase efficiency of the housing delivery system.

## Housing Needs Assessment

From 1999 Annual Report, the County, through the Department of Housing and Community Development (HCD), had conducted a study to allow the 5-Year update of the 1994 Housing Needs Assessment. The study was also intended to assess the progress made in the delivery of affordable housing units by both the public and the private sectors and determined the housing needs of the County's lower-income residents and special needs population for the next 5 year period. The study was a benchmark for the preparation of the 5 Year Consolidated Plan that is required for the allocation of federal funds to Palm Beach County.

## Affordable Housing

A key implementation item according to the 2000 Annual Report was affordable housing. The Housing Element contains policy direction for the Planning Division to work with the Department of Housing and Community Development (HCD) and the Commission on Affordable Housing (CAH) to formulate housing policy consistent with the direction of the Managed Growth Tier System. The project was anticipated to begin in early 2000. This effort was also to address another policy of the Housing Element, a requirement that a Task Force be established to recommend principles and criteria to guide the location and development of single room occupancy units, including accessory apartments, as alternatives for affordable housing in the unincorporated County.

## Needs Assessment and Assistance

During Fiscal Year 1998-99 Annual Performance and Evaluation Report (CAPER), a total of 3,246 owners and 3,245 renters were assisted with new housing construction during 1995-99. Various federal and state programs were utilized. In addition, in the year 2000, Palm Beach County (PBC) updated the Affordable Housing Needs Assessment for the next 5 years planning period, to 2005. The Five Year Consolidated Plan for PBC, based on findings of the most recent PBC Affordable Housing Study (December 2000) the Housing Element contains Policy 1.1-a that identifies target unit numbers to meet the need of very low and low-income households. This policy requires that "For the period through 2005, Palm Beach County shall utilize the strategies identified in the Five-Year Consolidated Plan for Palm Beach County to meet the need of very low and low income households identified in the Consolidated Plan: 585

rental units annually, and 1,832 ownership units annually, with special attention to special needs populations, including rural and farm worker households.”

### **Managed Growth Tier System**

Information derived from the 2000 and 2001 Annual Implementation Reports shows that in response to a Comprehensive Plan Policy direction in 2000, the Planning Division and the Department of Housing and Community Development (HCD) worked with the Commission on Affordable Housing (CAH) to develop housing policies for incorporation into the Plan that would be consistent with and further the goals of the Managed Growth Tier System. A Working Group consisting of members of the County’s Commission on Affordable Housing (CAH) and Land Use Advisory Board (LUAB) drafted policies which were considered for incorporation in the Comprehensive Plan. These policies were approved and adopted into the Comprehensive Plan by the BCC in August 2001 during the first amendment round of 2001. These policies were intended to discourage over-concentrations of affordable housing and encourage provision of needed housing in revitalization areas. In addition, the HCD and the Zoning Division were required to return to the BCC in workshop to establish the appropriate implementation for the Affordable Housing Needs Assessment completed in 2000.

### **Workforce Housing Taskforce**

A key policy implementation item during the 2002 and 2003 Annual Implementation Reports was the Workforce Housing Taskforce. The concept of using workforce housing (inclusionary zoning) as a means to meet affordable housing needs, and to dispersed that needed housing, was introduced briefly to the BCC in 2001 as part of a presentation on Smart Growth initiatives. In August 2002, the BCC adopted Housing Element Policy 1.5-g, which provided for an advisory board to evaluate the possibility of establishing a Workforce Housing program for Palm Beach County. A Workforce Housing program would require that new residential developments provide a percentage of housing needs and to disperse that needed housing in the unincorporated County. In early 2003, a Workforce Housing Taskforce (WHT) was created. Its primary objective is to bring interested public and industry representatives together in order to offer recommendations to the BCC regarding the viability and parameters for a Workforce Housing program. The recommendations of the WHT were finally presented to the BCC in December 2003 and they were positively received.

### **Element Assessment**

In addition to the ongoing implementation of numerous plan policies, a number of key plan policy items were implemented throughout this period. These accomplishments, as identified by implementing departments, are provided below.

Consistent with Policy 1.1-i direction, Facilities Development and Operations through the Division of Property and Real Estate Management, established an inventory of all surplus County owned land and foreclosed properties. A total of 188 properties were conveyed since 1999. These properties were made available to Municipalities, Water Management Districts, CCRT, CAH, non-profits organizations and others for development of affordable housing units.

During the FY 2000-2003 period, the County assisted new construction of 186 affordable owners housing units and 639 affordable renters housing units. During the same period, HCD assisted 44 agencies and provided consistency certifications for 53 local projects seeking funding through various HUD administered programs. A total of 276 lower-income owner-occupied housing units have been rehabilitated which represents 58% of the estimated number of units to be rehabilitated for the period 2000-2005. Additionally, for the period 2000-2003, 59

rental units were rehabilitated, representing 22% of the proposed accomplishment for the period 2000-2005.

Housing and Community Development has continued to successfully administer CDBG, HOME, and ESG programs to satisfy all federal requirements. Formula allocations received by the County for FY 2003-04 were as follow: CDBG\$8,392,000; HOME\$2,951,321; and ESG\$245,000. Preferences were given to those projects located within or adjacent to Target Areas. For the period 2000-03, 34 CDBG-funded projects have been completed in Target Areas. For FY 2003-04, 13 projects located within the Target Areas were funded in a total amount of \$1,901,815, or 27% of the FY 2003-04 CDBG entitlement amount excluding program administration. During FY 2002-03, HCD used CDBG funds to rehabilitate a total of 96 single-family homes, and demolished 2 homes whose owners were then provided with newly constructed homes. At the same period, using SHIP funds, HCD rehabilitated 76 substandard single-family homes and 29 substandard rental housing units.

HOME funds were provided to eligible residents of the unincorporated area and 29 participating municipalities. Of the 83 households provided with HOME homeownership assistance during FY 2002-03, approximately 50% purchased homes located within Target Areas. SHIP funds were also provided on a County-wide basis, with the only exception being that moderate-income households seeking homebuyer assistance are required to locate within a Target Area or within the Revitalization and Redevelopment Overlay.

The San Castle Target Area represents a neighborhood successfully targeted for revitalization. Within San Castle, HCD has provided funding assistance for water main improvements, utility connection fees, housing rehabilitation, first-time homebuyer activities, a neighborhood park, and the construction of an Early Head Start facility. San Castle was also targeted by the CCRT.

Affordable housing is facilitated through the provision of low interest loans to developers for rehabilitation and/or new construction of affordable housing; or through direct subsidies to eligible first-time homebuyers to acquire, acquire/rehabilitate or acquire housing. The CDBG program sets aside funding annually to rehabilitate owner occupied housing, with preference given to those located in the target areas. The County has identified those target areas through the CDBG program and its CCRT efforts. During FY 2002-03, HCD assisted in the provision of affordable housing to special needs persons through the rehabilitation of 39 single-family homes for elderly homeowners; 17 single-family units for disabled households; and 5 rental units for disabled households. In addition, a local non-profit agency provided 75 Section 8 rental vouchers to very-low income families with disabled heads of household. For the period 2000-03, Palm Beach County assisted 1,637 owner households and 1,280 renter households with various housing programs. Of the owner households assisted, 35% were as special needs beneficiaries.

Interlocal Agreement: Currently HCD has coordinated Interlocal Agreements with 29 local municipalities that will assist the County in providing affordable housing within the Redevelopment and Revitalization Overlay and the HCD Target Areas.

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues.

Housing Element Objectives impacted by EAR Issue 3 include:

Objective 1.1 – Provision of Affordable Housing  
Objective 1.4 – Provision of Special Needs Housing  
Objective 1.5 – Concentration of Affordable Housing

**Issue 3** analyzes the effect of development trends and policies in the plan on the availability of housing options for low and moderate-income families and the County's workforce. An assessment of the objectives as they relate to this issue has drawn the following suggestions:

The County's affordable housing activities must continue to focus on directing programs and activities to ensure that supply is provided to meet demand, and maintaining existing housing units through policies to eliminate substandard housing and provide for relocation.

Geographic dispersal must also be addressed in order to avoid the concentration of affordable housing in specific areas of the County, and at the same time consideration must also be given to the availability of public services and employment opportunities when locating affordable housing. The County is in the process of establishing a voluntary Workforce Housing Program.

Comprehensive Plan amendments are currently being addressed in Round 04-1. The Workforce Housing is a method to allow residential developers to receive certain development incentives in order to provide a percentage of housing units for lower-income households. This is a means to meet affordable housing needs and to disperse needed housing throughout the unincorporated County.

The housing needs of special needs populations, including rural and farm worker households, goes beyond the issue of affordability. The creation or preservation of adequate housing to meet specific special needs must be addressed, whether it is for foster care, group homes, farm workers or other special needs.

### **Conclusion and Recommendation**

Objective 1.1 – Provision of Affordable Housing  
Objective 1.4 – Provision of Special Needs Housing  
Objective 1.5 – Concentration of Affordable Housing

In spite of the various housing programs accomplishments, housing affordability to the target groups, particularly the very low, low and moderate-income residents and the special needs households, still plague the County efforts and can be attributed to the following:

- Limited funding resources to cover all the identified needs.
- Limited staff resources to fully undertake all the policies and do the necessary research to determine progress.
- The directive of placing emphasis on homeownerships does preclude the development of rentals units affordable to the 0-30% MFI households.
- Scarcity of land has elevated the price of land and the final cost of residential units. A continuation of this trend will have a significant impact on the affordability and availability of housing for moderate and low-income families.

The County's affordable housing activities must continue to focus on directing programs and activities to ensure that supply is provided to meet demand, and maintaining existing housing units through policies to eliminate substandard housing and provide for relocation.

Geographic dispersal must also be addressed in order to avoid the concentration of affordable housing in specific areas of the County, and at the same time consideration must also be given to the availability of public services and employment opportunities when locating affordable housing. The County is in the process of establishing a voluntary Workforce Housing Program. Comprehensive Plan amendments are currently being addressed in Round 04-1. The Workforce Housing is a method to allow residential developers to receive certain development incentives in order to provide a percentage of housing units for lower-income households. This is a means to meet affordable housing needs and to disperse needed housing throughout the unincorporated County.

The housing needs of special needs populations, including rural and farm worker households, goes beyond the issue of affordability. The creation or preservation of adequate housing to meet specific special needs must be addressed, whether it is for foster care, group homes, farm workers or other special needs.



## UTILITY ELEMENT

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### Sub Element Overview - Potable Water and Wastewater

Three Utilities Sub-Elements, including Potable Water and Wastewater, Stormwater Management and Solid Waste, present an integrated approach for balancing the availability of County water supplies and water resources to sustain consumption, agricultural production and natural system functioning. Resource protection is directly managed through the preservation, quality assurance and conservation of ground and surface water resources, prime aquifer recharge areas and safe management and disposal of solid and hazardous wastes. Sub-elements interrelate to prevent effluent and solid/hazardous waste from affecting groundwater quality. The aquifer system and wellfields are protected through conservation, reuse and reclaimed water, recharge enhancement, withdrawal limits, regulation of land use and minimum flows and levels.

### Element Assessment

The Managed Growth Tier System (MGTS) was incorporated into the Plan in 2000 establishing differential levels of service (LOS) for the Urban, Limited Urban and Rural Service Areas (RSA). The extension of urban LOS was prohibited to the Rural Service Area (RSA) unless an existing or anticipated public health hazard was being prevented. Based on this condition, services were approved for a shopping center, a citrus packinghouse with offices and several public schools located in the exurban and rural tiers by several municipal services providers and special districts.

The County encountered numerous policy problems in the RSA and Rural Tier associated with differing levels of restriction among policies, and legal and jurisdictional conflicts in the cases where centralized services were needed to address the public interest. The lack of County participation as a service provider had created a void in effective long-term utility planning resulting in duplicative service lines, inefficient service in the RSA, overlapping utility jurisdictions, and absence of some written agreements defining service area boundaries. The unintended consequence of this prohibition was that other service providers extended potable service lines to the unincorporated areas, in particular, to the western communities, serving individual non-residential projects. Even though the County prohibited itself from providing service in the RSA area, it did have authorization in Chapter 125.01(k)1 F.S. to the extent not inconsistent with general or a special law. The County also had authority through the Plan to determine the most appropriate land use for any unincorporated area and the type of services needed or required for that type of development, and the BCC used its discretion to make decisions considered as most appropriate. Yet, local governments cannot control the extension of utility lines outside of their urban boundaries due to several Florida Supreme Court decisions concluding that extension of utility lines to serve single projects along existing right-of-ways is not considered “development” and thus is not covered by the provisions of Ch. 163, F.S. governing local government planning processes. Questions regarding authorization to serve and service area boundaries are likely to be compounded due to increased densities and intensities anticipated to require centralized services in the Sector Plan area in the central western communities. Finally, the location of the County’s new Biotechnology Research Park in northwestern County also necessitates an urban LOS. The participation of the County in the provision of services in these unincorporated areas through written agreements was determined to be critical in order to effectively control land use decisions and coordinate long term planning of utility services in the unincorporated area.

Service delivery in the Rural Tier and RSA was the focus of amendments in Round 04-1. Changes in policies to facilitate the implementation of the Palm Beach County Biotechnology Research Park were processed with an expedited review package. The County was designated as the service provider for any area in the County not served by other providers as established by Florida law and/or through written agreement. Policies were also amended to revise the boundaries of the Turnpike Aquifer Protection Overlay (TAPO), recently modified by the County Water Utilities Department. The new TAPO description and boundaries were incorporated into the revised Unified Land Development Code (ULDC) that became effective on January 2004 making the ULDC consistent with the Future Land Use Element and the Map Series. While Palm Beach County actively participates in the Comprehensive Everglades Restoration (CERP) Program and the Everglades Construction Project and actively monitors the outcome of all water resource related initiatives, a policy was expanded to encourage the District to act as a commenting agency for land use amendments to avoid potential impacts on the CERP and related projects and infrastructure. A Water Issues Group composed of administrators and senior professionals meets periodically to consolidate technically sound water policy positions and solve problems pursuant to protection of the County's resources.

### **Linking Land and Water Use**

In an effort to balance the state's population growth and increasing water demand on available resources, the Legislature amended the Florida Water Resources Act in 1997 (Chapter 373, F.S.) requiring Districts to initiate regional water supply planning in regions where sources of water are inadequate to meet year 2020 projected demand. In 2001 required Districts completed regional water supply plans for Northwest Florida, Southwest Florida, St. Johns River, and South Florida. A new focus linking land and water supply planning required the County to develop a 10-year Water Supply Work Plan. The County was designated as a Pilot Community due to its diversity of community structures, population and size in square mile area. The South Florida Water Management District worked closely with Palm Beach County to assist in the development of its large urban county Work Plan model. The final product addressed the County's 20-year water supply facility needs, consistent with its Water Use Permit. The Palm Beach County Pilot Community Work Plan was completed in March 2003. The Planning Division is currently preparing amendments to incorporate the 20-Year Water Supply Work Plan into the County Comprehensive Plan. The Pilot Community Work Plan consists of three primary components available for review:

- Facility Inventory – Addresses utility service areas, current water supply demands, current permits, current facilities and treatment technologies.
- Facility Capacity Analysis – Addresses the demands for the next 20 years, the South Florida Water Management District's Lower East Coast Regional Water Supply Plan, likely available sources, and the 20- year water supply facilities Work Plan.
- Draft Comprehensive Plan Amendments – Addresses the actual language for revisions to the Palm Beach County comprehensive plan in Amendment Round 04-2 to comply with the new statutory requirements to both prepare a minimum 10-year water supply facilities Work Plan and to take into consideration the appropriate regional water supply plan of the water management district. The County's Work Plan is further presented in Chapter 4, Special Topics.

## **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues.

Potable Water and Wastewater Sub-element Objectives impacted by EAR issues include:

- Objective 1.6 – Conditions for the provision of potable water and/or wastewater and for the correction of existing and potential deficiencies.

**Issue 1** highlights the ability of the Managed Growth Tier System (MGTS) and Future Land uses to accommodate future population and development activities. This issue affects this Sub-Element's Objectives 1.6. The purpose of this objective in combination with objectives and policies in the Future Land Use Element (FLUE) is to establish the conditions, under which potable water and wastewater services are to be provided, limited or prohibited. The MGTS establishes urban, limited urban and rural service areas. For the Rural Service Area (RSA) urban LOS are prohibited unless needed to address or prevent public health hazards. Further more, in order to help control urban growth into the RSA, Palm Beach County adopted policies prohibiting the County to provide urban LOS outside of the Urban Service Area. The unintended consequence of this prohibition has been that other service providers extended urban LOS to the RSA. The lack of County participation as a service provider had created a void in effective long-term utility planning resulting in duplicative service lines, inefficient service in the RSA, overlapping utility jurisdictions and absence of written agreements defining service area boundaries. This situation could become critical in the future as areas located in the current RSA receive increasing pressure for development or if development is actually approved for those areas. In order to address this situation, more realistic policies have been proposed lifting PBC self-imposed prohibition to serve the RSA, promoting joint utility planning and making PBC the default provider in unincorporated areas of the County not served by any other provider. These policy changes were transmitted to the DCA with Amendment Round 04-1, on April 5, 2004, and adopted by the BCC on August 24, 2004.

## **Conclusions and Recommendations**

The County's steady growth in the unincorporated area, in the central western communities, necessitates local utility service providers to clearly delineate their service area boundaries through written agreements. Until build-out occurs, the County must facilitate more effective cooperation among service providers through better planning and coordination efforts and formal agreements. The County has the right to provide service in the unincorporated area, as set forth in Chapter 125.01(k)1 F.S., to the extent not inconsistent with general or a special law, and service area agreements should be emphasized.

## **Sub Element Overview - Solid Waste**

This sub-Element presents the Integrated Solid Waste Management Plan (ISWMP) compiled by the Solid Waste Authority (SWA) meeting the requirements of Ch. 403 F.S. is effectively incorporated in the Comprehensive Plan. The SWA is a Dependent Special District responsible for providing disposal infrastructure for the county. The combined efforts of the SWA, the municipalities that deliver waste and recyclables at the SWA facilities and the private sector

operations that recycle construction / demolition debris and yard waste, have led to continued achievement of waste reduction and recycling goals.

### **Element Assessment**

The Capital budget of the SWA, approved by the SWA Board annually as part of the budget approval process addresses the short-term (five-year) capital improvement projects. This plan and budget includes both a Renewal and Replacement component, including the development of landfill cells, and a Capital Improvement component that addresses new or expanded facilities or equipment. The five-year plan also includes those projects funded by Bond proceeds.

The SWA issued Revenue Bonds to construct some of its capital projects, such as the acquisition and construction of the Southwest County Transfer Station. The ISWMP developed and adopted in 1997 prescribed the construction of six (6) transfer stations. At present only five (5) of the six (6) transfer stations have been constructed. The capacities of the South and Central County Transfer Stations are limited and opportunities for expansion on the existing sites are limited as these facilities were designed and constructed prior to development of the legislatively mandated recycling programs. The Solid Waste Management Plan, as initially developed, proposed an additional transfer facility in the southwest portion of the County. The absence of that facility has contributed to the capacity overloads at the South and Central facilities. In February 2001 the SWA Board unanimously authorized its staff to work cooperatively with County Staff to identify and acquire land in the Agricultural Reserve. A 40.88 acre parcel, part of a larger tract purchased by the County for agricultural preservation was identified by County and Authority staff as a potential site. This site would require a Land Use Plan amendment. The Board then initiated the Solid Waste Authority/Ag Reserve amendment into Round 04-1. The LUAB approved the amendment on March 12, 2004. The BCC approved the transmittal of the amendment on April 5, 2004. On April 13, 2004, the BCC reconsidered the April 5 action and voted to not transmit the amendment.

The SWA successfully initiated construction in 2003 of the Central County Transfer Station at Lantana Road and I-95. The new transfer station will allow the existing volume of waste and recyclables to be managed more efficiently and accommodate the additional waste that will be produced by continued growth in the area serviced by the transfer station.

The County strives to maintain and increase the level of participation in residential and commercial recycling programs that is an ongoing challenge for the SWA. Public information and outreach programs continue to be developed to solidify recycling awareness, importance and value.

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. None of the achievements of the objectives in this element is directly related to any of the major issues.

### **Conclusions and Recommendations**

The long-range planning for the SWA is accomplished first through the annual evaluation of remaining disposal capacity at the existing landfill. The Landfill Depletion Model report is

published each year and is available from the SWA via its web site: [www.swa.org](http://www.swa.org). The current year's analysis indicates that the existing site will provide disposal capacity for the County until approximately 2023 including the growth anticipated from the Biotechnology Research site. Beyond the capacity in the existing landfill, the SWA owns a 1600-acre parcel in the western portion of the County in the EAA that can serve as a disposal site when the existing landfill is depleted. The time horizon to initiate the development of plans for the western site is approximately ten years. Assuming the use of the EAA site, there is no long-range deficiency in disposal capacity for the County.

## **Sub Element Overview - Stormwater Management**

Stormwater and surface water management is the focus of this Sub Element, including identification of drainage systems, characteristics, problems and needs and studies to support the County's drainage, water control, improvement and water management districts. Recommendations are made regarding drainage facilities and surface water management, to ensure protection of developed areas from flooding and prevent damage to critical environmental resources.

## **Element Assessment**

Surface water management and drainage facilities have historically been divided into three general functional categories of interacting systems: primary, secondary and tertiary. The primary system has been expanded to embrace numerous Comprehensive Everglades Restoration Program (CERP) components designed to restore the Everglades ecosystem and provide for other water resource needs. The County is geographically located in the historic headwaters of the Everglades and numerous agencies are involved in developing the infrastructure designed to capture, store and redistribute fresh water previously lost to tide and to regulate the quality, quantity, timing and distribution of water flows. CERP-related water resource projects should have a significant positive impact on the County's water supply, surface water management and ecosystem restoration efforts. Stormwater and surface water management in the County continues to be dependent on allocating drainage/runoff discharge in this fixed system and discharges remain under the permitting jurisdiction of the South Florida Water Management District (SFWMD).

Secondary and tertiary systems are regulated through the cooperation of numerous drainage, water management and improvement districts. The secondary system consists of a broad range of facilities that treat and/or control runoff generated by defined areas of specific land uses. Chapter 298 Districts or other public agencies providing treatment of combined runoff from multiple project sites usually operate these systems. Outflows from these systems are normally subject to positive structural control requirements and permit limitations on their discharge to the primary system. These facilities are designed to control area surface and groundwater elevations and maintain the quantity and quality of developed area runoff at pre-development levels, or as otherwise required to mitigate adverse impacts on classified receiving waters. The tertiary system includes "on-site" storage facilities that treat and control stormwater prior to discharge from individual development projects, usually operated by homeowner associations and in some cases, by community development districts.

The County recognized the value of having a lead engineer address water management issues and created the position of Water Resources Manager to oversee these issues. The broad spectrum of this position was defined by requirements of Chapter 373 F.S. including: flood

control, water quality protection, water supply, fish and wildlife protection, navigation and recreation. The Water Resources Manager works for the County Administrator and is empowered to perform coordination and consulting across County Departments for the purpose of effective problem solving.

One of the County's priorities is infill and redevelopment. The lack of a comprehensive approach, available land and funding, limit the County's ability to solve drainage problems as required to ensure that improvements coincide with construction of approved infill and redevelopment projects. Current rules require a legal positive outfall for subdivision developments to be permitted: 1) designs must demonstrate that there is a legal ability to use the system that is planned to connect to (primary or secondary); and 2) designs must demonstrate that there is downstream capacity to achieve positive discharge. If either condition does not exist, the County's Land Development Section must inform the applicant that they have not met the condition of legal positive outfall. Opportunities could be increasingly lost to infill and redevelopment on small parcels based on today's rules. When applicants seek approval to discharge into the County's roadway system, the requests are usually denied because the County doesn't want to overload the existing system causing it to cease to function as designed. Applicants avoid upgrading the existing system outfall due to cost, especially on sites less than 15 acres. The result is that property is not being developed in areas where infill and redevelopment are being encouraged, and smaller parcels are likely to remain undeveloped, even as build-out is approached. New policies need to be developed to help overcome these impediments to infill.

When considering drainage improvements, land is usually not available or sufficient to detain or retain the specified volume of water by current standards. The cost of meeting regulatory criteria under current standards is prohibitive for older projects. The County continues to work with the SFWMD to find innovative ways to address criteria and to achieve peak discharge and proper outfall structure sizing. The County is currently working on a plan to provide a comprehensive solution for all areas where infill and redevelopment projects are being proposed.

Palm Beach County has the lowest standard of flood protection for roadways within the 16-County jurisdiction of the SFWMD. This means that it takes a less intense rainstorm to flood streets with the current Level of Service (LOS). Local motorists experience seasonally severe rain events making it difficult for some to identify the roadway and stay on the paved surface. The less restrictive level of protection negatively impacts public safety. If standards were made more restrictive, roads would flood less often and motorists would be more likely to avoid accidents in more intense rainstorms. The benefit of a higher standard of protection is that new roads would not flood as often, creating an improved motoring environment. In order to retrofit properties that accomplish infill or redevelopment in a sub-basin, increased capacity of facilities is needed. Using these criteria, the County will likely spend money in the long run to improve older systems. Structural damage to roadway systems will likely occur on a more frequent basis, roadway maintenance costs will continue to increase if a higher standard for new development is not adopted.

It is also the goal of Palm Beach County to promote, develop and implement programs and regulations to improve stormwater quality, in coordination and cooperation with the SFWMD, special districts, and other entities involved in stormwater management. Stormwater quality is addressed in the County's National Pollution Discharge Elimination System (NPDES) permitting program. In this program, the County and many other entities jointly applied for a permit in 1995 that required stormwater discharges (from areas of new development, significant redevelopment, roadways) not to cause or contribute to violations of State Water Quality

Standards. An initial five year monitoring period was required by the NPDES permit with an analysis of data collected during the monitoring period to determine if the adequacy of water quality systems with stormwater discharge were adequate to protect receiving water bodies. The county continues to conduct modeling and analysis in its second 5-year monitoring phase in cooperation with the Florida Department of Environmental Protection. The Northern Palm Beach County Improvement District acts as the lead agency of NPDES monitoring. Representatives of municipalities and Water Control Districts gather at bi-monthly meetings to discuss results and progress. Monitoring data is to be used to determine if land development regulations should be modified to improve treatment of stormwater in new urban development, or whether retrofitting is needed in identified existing problem areas.

The primary endpoint for the data derived from the County's Water Quality Monitoring Program is STORET EPA's database, (short for STORge and RETrieval systems) where it is available to support CERP and Total Maximum Daily Load (TMDL) assessments. Internal reviews of the data indicate relatively stable trends, however, internal statistical assessments have not been recently attempted, due to resource constraints and the previous quarterly monitoring frequency is insufficient to conduct a valid statistical analysis. In 2004, the frequency has been increased to bimonthly for freshwater sites and monthly for saltwater sites. Internal assessments during the last several years have revealed a decreasing nutrient gradient from western rural and agricultural areas to eastern coastal areas. Both nitrogen and phosphorus levels typically decrease in the primary canals from western areas moving eastward to their tidal discharge locations. Water samples are tested for the presence of nutrients, bacteria and heavy metals. The results of the data indicate a significant variation in the stormwater treatment systems; systems are more effective in the eastern portion of the county than in the agricultural area.

The County has dedicated significant resources toward the acquisition and restoration of upland and wetland areas, but natural areas will be under increased development pressure due to accelerated development in the County's north and central western communities and potentially, in the EAA. The location and number of sampling points and the frequency of sampling should be modified to adequately monitor the impacts of proposed development, examine trends and address the impact from antiquated subdivisions. The completion of the State's TMDL will result in the collection of considerable data and analysis verifying the extent (if any) of impact along the County's impaired water bodies and waterways.

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. None of the achievements of the objectives in this element is directly related to any of the major issues.

### **Conclusions and Recommendations**

The County should conduct a study to determine if standards for new development should be upgraded to provide safer road conditions and whether or not the increased protection level is worth the cost. The County should evaluate the feasibility of increasing the level of protection for roads from flooding and inundation on the following basis:

**Local Streets**

Evaluate whether the current standard (3-year, 24-hour rainfall) should be upgraded to 10-year for local and collector streets

**Collector Streets not included in Thoroughfare Plan**

Evaluate whether the current standard (5-year, 24-hour rainfall) should be upgraded to have a 10 year level of protection

The County recognizes the need to retrofit stormwater management facilities within some existing developed areas where the prevalence of small lots and the inability to achieve legal positive outfall preclude these areas from meeting current regulatory standards. The County should establish a peer review committee to propose solutions and standards for retrofitting older systems to accommodate infill and redevelopment when legal positive outfall is not obtainable. A procedure is needed to identify and address improved ways to provide outfall on a more regional basis to advance redevelopment where designated and appropriate.

Since infill and redevelopment is critical in balancing the settlement pattern, the County must also evaluate whether the public interest continues to be served if drainage improvements should only be made available to those that can afford to pay for such improvements. The County should convene a peer review group to determine if there is support for changing the current approach for funding infill and redevelopment infrastructure improvements. The need for a permanent funding source, such as a stormwater management utility should be evaluated, including whether a stormwater master plan should be initiated for designated infill and redevelopment areas.

Due to cost and complexity of drainage layouts, a new approach is needed to provide for drainage on a larger scale instead of the current piecemeal approach that has not yielded the appropriate level of service for problem drainage areas. As redevelopment and infill is encouraged in the unincorporated area and new subdivisions are developed based upon new criteria, older drainage systems will not have capacity to handle runoff from other sites. An overall approach that identifies sub-basin problems is needed, with each sub-basin being analyzed to pinpoint solutions. Following this analysis, sub-basin drainage improvements will necessitate prioritization, funding and implementation with other capital improvements to maximize benefit to targeted infill and redevelopment sites. The County continues to cooperate with the SFWMD and the Special Districts in the identification and assessment of stormwater and surface water problems, yet remediation strategies and the programmatic structure for such cooperation has not been established. For successful redevelopment and infill to occur in designated areas, it is suggested that the District be contacted to discuss possible rule revisions that are more proactive to accommodating infill.

Prior to the establishment of the State-required TMDLs, the County should convene a study group to prioritize and resolve any known impacts that were proven to exist and determine if new regulation is required to reverse negative trends. The location and number of sampling points and the frequency of sampling must be expanded to adequately monitor the impacts of proposed development and to mitigate any impact from antiquated subdivisions.



# RECREATION AND OPEN SPACE ELEMENT

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## Element Overview

The Recreation and Open Space Element (ROSE) guides the County's capital program designed to meet the ever-increasing demand for parks, and open space necessary to serve new development and to maintain the quality of life enjoyed by existing residents. County park levels of service (LOS) for concurrency management purposes are established in the Comprehensive Plan, Recreation and Open Space Element (ROSE), and in the Capital Improvement Element (CIE). Park LOS are calculated by comparing County-wide population to current inventories and then expressing the results in terms of total acres of parks available per 1000 population. For concurrency management purposes each year, actual LOS for both total and developed acres are updated for each park class and compared to concurrency LOS in the ROSE and CIE.

## Element Assessment

Concurrency has been met for total acres of District, Regional, and Beach Parks provided by the County. The County has also met concurrency for developed acres of District, Regional and Beach Parks for 2004 through a combination of existing inventory and projects currently budgeted to be completed in the next 12 months.

To continue to meet Park LOS in the future, continued development of District, Regional, and Beach Parks will be required. Of these three park classifications, Beach Park development will be the most critical need and while funding is currently available to develop the Milani property, the park's development is on hold pending the outcome of a legal challenge by the former property owner. Once settled, this park's development should move forward.

The Parks and Recreation Department (P&RD) continues to upgrade existing facilities to be consistent with Americans with Disabilities Act requirements and include these requirements in all new facility construction. P&RD has worked with other County Agencies to coordinate the linked use of open space for passive recreational activities. The County has participated with the Palm Beach County School Board in an interlocal agreement to share the use of recreation facilities. Under the CCRT program, the County continues to provide funding for neighborhood parks in revitalization areas. P&RD continues to involve the public in park planning efforts through public hearings, meetings with citizens groups and user surveys to assess the needs of its citizens. The BCC allocated \$1.4 million in Capital Ad Valorem funding for the Recreation Assistance Program (RAP).

Cumulatively over the past ten years the County has acquired 1350 acres of new park property and developed almost 700 acres of additional park land, added 51 ball fields, 54 courts (basketball, tennis, volleyball), 44 playgrounds and 61 camp sites. Since 1995 the County has opened three new district, one community, one beach and seven CCRT neighborhood parks. In addition several hundred acres of regional and beach parks were expanded to add an array of active and passive recreational facilities for public enjoyment.

The Department's future Capital Improvement Plan includes funding for over a thousand acres of additional regional park development, three additional 40 - 60 acre district parks, two beach parks, a community park, and numerous CCRT neighborhood parks. The County's Parks and

Recreation Department continues to strive to develop new facilities in order to meet the demands of our growing population base.

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. There were no identified correlations between Issue 3 related to the Element.

#### **Issue 1**

ROSE-Objective 1.1: The long-range plan to guide development of its recreation and open space system including a planning process that encourages public input, adoption of a 6-Year Capital Improvement Plan, and annual funding that ensures adequate recreational opportunities are available to the public County-wide.

Analysis: Policy 1.1-a: Provides for maintenance and incorporation of Map Series of the Comprehensive Plan. The County's Parks and Recreation Department (P&RD) has provided for present needs and planned for future needs of the citizens of Palm Beach County.

ROSE-Objective 1.2: The County shall establish County-wide Park Levels of Service Standards for total and developed acres of Regional, Beach, and District Parks, and for active and passive recreational facilities to ensure that adopted Levels of Service are met concurrent with new development.

Analysis: Policy 1.2-a: Palm Beach County P&RD maintains a minimum LOS Standards for total and developed acres and for active and passive facilities.

#### **Issue 2**

ROSE-Objective 1.3: The County shall plan for the adequate provision of Local-level Parks (i.e., community and neighborhood) in the unincorporated areas by maintaining, in the Unified Land Development Code, minimum requirements for on-site park acreage in new residential developments and the provision of community parks in areas of existing deficiency that are not adequately served by other available facilities.

Analysis: Policy 1.3-b: The County maintains a plan for addressing neighborhood parks needs for areas within the Revitalization and Redevelopment Overlay. Project development and acquisition is included in annual updates to the Capital Improvement Element (CIE).

#### **Issue 4**

ROSE-Objective 1.4: The County's ULDC shall have adequate provisions to ensure that lands are set aside in new developments for open space, and that environmentally sensitive lands are protected for inclusion in the County-wide open space system.

Analysis: Policy 1.4-b: The ULDC includes specific open space definitions and standards that address protection of open space native ecosystems, and the use of native landscape buffers.

Policy 1.4-e: The County assists in planning passive recreational facilities within the County's park system that facilitates public access to parks, environmentally sensitive lands, conservation areas, and other open space resources.

#### **Issue 5**

ROSE-Objective 1.5: The County shall develop and/or expand park facilities that allow for public access and appropriate use of recreational, cultural, natural, historic and archeological resources.

#### **Issue 6**

ROSE-Objective 1.6: The County shall improve its communication, coordination and cooperation with all providers of parks, recreational facilities, and open space, including federal, state, regional and local agencies, and where possible the private sector, to ensure that County-wide needs are adequately served.

Analysis: Policy 1.6-a: The County works in cooperation with the School Board to identify Community School/Park sites and maintain joint use agreements to make these facilities readily available to the public.

Policy 1.6-b: The County monitors existing interlocal agreements with federal, state, local governments, the School Board and other public and private entities to assure that jointly funded facilities are available to all County residents on a nondiscriminatory basis.

Policy 1.6-e: The County participates in land acquisition and management efforts with federal, state, regional and/or local agencies that are intended to provide public passive recreational opportunities.

### **Conclusions and Recommendations**

The PBC Parks and Recreation Department has met the concurrency requirements and expects to maintain their responsibility to provide sufficient parks and recreation activities for the citizens of Palm Beach County. PBC P&RD has been particularly careful to adhere to the Goals, Objectives and Policies in the Comprehensive Plan and has developed plans for future development to meet the needs of its citizens. Currently impact fees account for the bulk of funding for acquisition, design and development of parks and recreational facilities. The balance of funding comes from grants, bonds and ad valorem sources. Acquisition of Environmentally Sensitive Lands has and will continue to be funded through Bond Issues and state grants administered by County DERM as detailed in the Conservation Element.

# CONSERVATION ELEMENT

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## Element Overview

The purpose of the Conservation Element of the Palm Beach County Comprehensive Plan is to promote the responsible use, protection, and restoration of the County's natural resources. This Element is prepared pursuant to Chapter 163, F.S., and Rule 9J-5.013, F.A.C. The protection and conservation of natural resources is of paramount importance in maintaining and improving the high quality of life that County residents demand. The Element focuses on natural resources and contains policies necessary for, or related to, the protection and preservation of such resources. The resources addressed in this Element include wetlands and conservation areas, air quality, water quality and quantity, estuarine systems, lakes, rivers, native vegetation, and wildlife habitat.

Agency stakeholders for the Conservation Element include the County's Department of Environmental Resources Management, Planning Division, and Health Department, South Florida Water management District, and Florida Department of Environmental Protection.

There are no official Map Series maps in the Comprehensive Plan associated with the Element. However, Land Use Element maps LU 4.1; Wellfield Protection Zones; LU 5.1 Wetlands; and LU 8.1 Greenways and Linked Open Space Program are associated with activities of the Element.

## Element Assessment

Several Plan policies in the Conservation Element, as well as several other Elements, address the establishment of a Greenways and Linked Open Space Program (GLOSP). These were to be implemented in the late 1990's, but their implementation was postponed in part, to allow for development of the Managed Growth Tier System, which would form the framework for the program. The program was further relegated to a low priority status when resources were dedicated to the "Ag Reserve Master Plan and Implementation Process." It is anticipated that the program will be reconsidered as part of the EAR process and future planning Division work programs. Other Departments and Agencies, for example, MPO and ERM, are proceeding to develop plans regarding the mapping of a portion of the GLOSP network.

The County, through the Department of Environmental Resources Management (ERM), has purchased several environmentally sensitive parcels of land in various parts of the County for the purposes of preservation and conservation. The March 1999 Conservation Bond Referendum provided for \$150 million dollars towards a land acquisition program for open space purposes to protect environmentally sensitive lands (ESLs), land for water resources, greenways, agricultural lands and open space. The BCC directed that \$100 million of the proceeds of this bond be dedicated to land acquisitions in the Ag Reserve and that \$50 million dollars be dedicated to land acquisitions throughout the County for ESLs. These natural areas have been acquired to preserve rare and diverse native ecosystems and existing biological diversity, including the endangered, threatened and rare species of plants and animals that live within these areas. The areas will be available to the public for passive recreation, environmental education and scientific research.

2003 Revenue totaling \$4,170,792 from the 1999 Conservation Bond Referendum included FCT Grant Awards for Hypoluxo Scrub, Acreage Pines, North Jupiter Flatwoods and Lake Park

Scrub. Expenditures from the Conservation Bond totaled \$11,355,501 and were used to purchase the following 705 acres: Cummings (AG 10 ac); Cypress Creek (ESL 598 ac); Brookside Tree Farm (AG 77 ac); Prosperity Oaks (ESL 11.3 ac); and, Charnock at Limestone Creek (ESL 8.6 ac).

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. None of the achievements of this element's objectives are directly related to the major issues.

### **Conclusion and Recommendations**

There are no policies, definitions, or maps planned for updates in the upcoming amendment rounds. The Element will need to be evaluated for EAR based amendments following concluding the main part of the EAR process. This will likely entail strengthening policy language and providing updates regarding restoration efforts and possibly modifications to policies relating to the development of the Linked Open Space Program.

# COASTAL MANGEMENT ELEMENT

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## Element Overview

The purpose of the Coastal Management Element is to provide for the responsible use and management of coastal resources related to development activities, protection of human life, the limitation of public expenditures in areas subject to natural disaster and protection of wildlife and natural habitat. This element is required by Rule 9J-5.012, F.A.C. The element focuses on the proper use and management of the County's coastal resources such as beaches and lagoons, which are key to the tourism industry, a major component of the County's economy. Of the 44.9 miles of ocean shoreline in Palm Beach County, only 3.5 miles are under County jurisdiction. Analysis relating to natural resources management is presented for the entire County coastline. Analysis of land use-related data is limited to the unincorporated area where the county has jurisdiction. The emergency management function remains County-wide.

## Element Assessment

Regional Evacuation Coordination Procedures have been developed and were approved by the Board of County Commissioners (BCC) in September 2000. Emergency Management and Planning drafted Comprehensive Plan policies that addressed the County-wide Local Mitigation Strategies program, which were presented and adopted in 2002.

The hurricane vulnerability zone was redefined in 2003 to incorporate enhanced topographical data in the hurricane surge modeling process. In addition, Palm Beach County received a new computerized modeling tool to evaluate the impact of new residential development in the hurricane vulnerability zone. The model allows for the input of changes in population, transportation capacities and other geographical, behavioral, and demographic information. This tool is being made available to all agencies that monitor residential development in the hurricane vulnerability zone.

The Palm Beach County Comprehensive Emergency Management Plan was updated and approved by the Florida Division of Emergency Management and the Palm Beach County BCC in October of 2002 as required by Rule 9G-6 FAC. Previously the plan had been updated and approved by the BCC in September 2000.

All schools, which meet minimum construction standards in accordance with ARC 4496, have been retrofitted with hurricane shutters in order to serve as shelter space consistent with the Comprehensive Emergency Management Plan. The Emergency Management Division has received over one million dollars in state funds to retrofit all existing public schools that meet hurricane force wind loading standards.

Emergency Management is currently in the process of coordinating the completion of an updated revision of the Post-Disaster Redevelopment Plan. Emergency Management anticipates the approved, revised plan will be available for distribution in the third quarter of 2004.

Approval of Post-disaster recommendations contained in Hazard Mitigation Plans to avoid future destruction and loss of life is currently pending, from the State and FEMA, including a major revision to our Local Mitigation Strategy Plan and program revision to comply with new federal requirements of the Disaster Mitigation Act of 2000. This major revision has been undertaken to

ensure continued eligibility of Palm Beach County and our municipalities for federal mitigation assistance funds.

Coastal restoration programs in 2003 have resulted in the average placement of over one million cubic yards of sand on our beaches every year. Successful bypassing programs are in place at each of our four inlets. Over 75 acres of coastal dunes have been restored. Advanced monitoring technology is providing high quality data for coastal management and public access to coastal information has improved with the use of web technology.

Palm Beach County's Department of Environmental Resource Management coastal-related accomplishments in 2003 include: construction of mitigation reefs in Boca Raton and Tequesta, laser surveys of the sea floor, geo-technical mapping of coastal sediment resources, creation of a coastal mapping web site, and final design plans for the replacement of the South Lake Worth Inlet sand transfer plan.

Key anticipated implementation items for 2004 include the construction of three beach nourishment projects and two dune restoration projects, as well as the replacement of a sand transfer plant, are scheduled for 2004. Public information access will improve with the expansion of our coastal mapping web site and the installation of web-accessed coastal cameras.

Data collection is completed and a draft report has been started for Policy 1.1-o, with regards to evaluating the impacts of jet-skis and other personal watercraft on seagrasses and manatees by January, 2004. This project is currently on hold, pending filling a position vacancy. The date (January, 2004) will be modified in the 04-2 Amendment Round.

### **Manatee Protection**

In 2002 state legislature passed the Florida Manatee Sanctuary Act, which requires all 13 counties to have a manatee protection plan drafted by 2004 and a final plan by 2006. Five main components make up the Florida Manatee Sanctuary Act: education about manatees; boater education; assessment of speed zones; local law enforcement; and a boat facility siting plan. At the present moment Palm Beach County is missing the boat facility siting plan. Currently, Environmental Resources Management is in the process entering into a contract with the Catanese Center at Florida Atlantic University, to draft a Manatee Protection Plan. Steps remaining to complete a manatee protect plan are: 1) draft a siting plan; 2) go to the Board of County Commissioners for adoption; 3) present the plan to the municipalities for adoption. Expected completion of the project is by the 2006 deadline.

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. There were identified correlations between only Issue 1 related to the Element.

Issue 1 highlights the ability of the Managed Growth Tier System and Future Land Uses to accommodate future population and development activities. This issue affects the Coastal Management Element's Development in High Hazard Area objective 2.3, since the objective states that the County shall direct population concentrations away from known or predicted coastal high-hazard areas, and shall not approve increases in population densities in the coastal high hazard area.

While doing research and identifying potential nodes to increase densities within the County, there will be a need to direct these areas away from known or predicted coastal high-hazard areas (CHHA). If densities are increased in the CHHA, this could result in damaging environmental impacts to the coastal areas. Increasing densities in the CHHA could also be a public safety issue for safe evacuations during an emergency. To provide for consistency with Palm Beach County Emergency Management Division, the following definitions will be modified or added in the 04-2 amendment round: Hurricane Evacuation Zones, Hurricane Vulnerability Zone, and CHHA.

### **Conclusion and Recommendations**

In 2003 the Division of Emergency Management redefined the hurricane evacuation zones in Palm Beach County, due to the availability of enhanced land elevation data. This redefinition affects the boundaries of the Coastal High Hazard Area (CHHA) and the hurricane vulnerability zone in the comprehensive Plan. The following definitions will need to be added or modified: Hurricane Evacuation Zones, Hurricane Vulnerability Zone, and CHHA. The redefinition is needed to include Hurricane Category two to the Coastal High Hazard Area. This will provide consistency with Department of Emergency Management.

To be consistent with 9J-5 a map update of the Coastal Planning Area, including land uses and resources, is needed. Also, a Coastal Planning Area definition needs to be added.

To provide consistency with 163.3177(6)(g)9., F.S., an amendment updating or adding a policy to the Coastal Management Element will be needed.



# INTERGOVERNMENTAL COORDINATION

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## Element Overview

Coordination among the numerous entities that affect land development in Palm Beach County is essential for efficiently meeting the needs of Palm Beach County residents. The sheer number of governmental entities affecting Palm Beach County requires substantial efforts of coordination. The County, 38 municipalities, the School Board, South Florida Water Management District, more than 20 secondary drainage districts and several other sub-county, County-wide, regional and state agencies, authorities and taxing districts all make direct or indirect decisions influencing land development. It is critical that Palm Beach County create and maintain viable mechanisms to enhance close working relationships with these agencies. All should work together to avoid conflict and build cooperation, with the goal of improved and efficient service to the public. Conflicts invariably arise if there is lack of communication and interaction. Such conflicts can lead to a loss of trust among the various units of local government and, more importantly, the public.

Intergovernmental coordination is also critical because the County does not guide growth county-wide. Historically, Palm Beach County managed the County's growth almost exclusively through its own zoning authority and by its road building program. Municipal annexation and the incorporation of Wellington have significantly reduced the unincorporated area, however, between 1989 and 1996 over 43,000 residential building permits had been issued in the unincorporated area. Given current and potential development, the population of the unincorporated area is expected to account for more than 48% of the permanent population in the year 2015, which keeps the unincorporated county the single most populated jurisdiction within the county.

## Element Assessment

Glades Enhancement and Economic Diversification: Several objectives and policies of the Intergovernmental Coordination Element required that County efforts be directed at Glades revitalization. In 1999, these efforts included securing grant and other funding for infrastructure, transportation, tourism and business development. State Historic grants were obtained for Pahokee's continued renovation of its old high school for City offices and South Bay's renovation of a historic railroad workers cottage as a Visitors Center & Museum. The County bond issue approved in March 1999 enabled the County to buy 2 greenways linking the Canal Point area to the Lake Okeechobee Scenic Trail and the coast. Federal and State agency commitments of \$25 million have also been made to complete construction of the Trail atop Hoover Dike. Staff also helped South Bay develop two parks as trailheads for the Scenic Trail. The March bond issue also allocated funding to renovate Lakeshore Middle School in Belle Glade for use by the Workforce Development Board as a workforce training center.

Glades Enhancement and Economic Diversification: In 2000, County efforts to implement the Intergovernmental Coordination Element policies related to the Glades included ongoing grants procurement and technical assistance for economic development. A federal transportation grant approved by Florida DOT will develop an Everglades museum next to the South Bay RV Park; the 'core' exhibit and master plan for exhibits were to be prepared with a grant from the Florida Humanities Council. Design and construction of other staff-assisted projects in South Bay were also underway, including a nature park, a retail arcade, and rehab of a railroad cottage with state approval. Army Corps approval was obtained for expansion of the boat ramp

park, setting a precedent for all other Lake Okeechobee Scenic Trail trailheads. A County-funded conceptual plan to redevelop the Marina and Campground and City Hall areas was approved by Pahokee City Commissioners.

Glades Enhancement and Economic Diversification: In 2001, County efforts to implement the Intergovernmental Coordination Element policies related to the Glades included procuring USDA Rural Development grants for the preparation of an area-wide business plan; coordinating with the City of South Bay regarding development of a proposed retail arcade known as the Depot; collaborating with MPO staff on extension of bus service from the Glades to Clewiston to access job opportunities; and coordinating with Southwest Florida and Treasure Coast Regional Planning Councils to promote the Big Water Heritage Trail (BWHT) driving tour through lakeside communities.

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. There were no identified correlations between Issues 1, 3, 4 and 5 related to the Element.

#### Issue 2b – ICE Objective 2.1 Glades Enhancement and Economic Development

Issue 2 calls upon the county to enhance its infill development and redevelopment activities, while issue 2b specifically states the need to eliminate any incohesiveness between different elements and policies within the comprehensive plan. Objective 2.1 is subject to this issue as it calls for the county to employ “existing mechanisms or develop new strategies to assist Glades communities, residents and organizations to promote.....local redevelopment”. (Page 16 – IC) This objective has been, and will continue to be, achieved through existing mechanisms such as IPARC and the League of Cities.

#### Issue 6a – ICE Objective 1.1 Plan Coordination

#### Issue 6b – ICE Objective 4.1 Service Delivery Coordination

#### Issue 6c – ICE Objective 1.1 Plan Coordination

#### Issue 6d – ICE Objective 1.4 Annexation

Issue 6 emphasizes the need for greater Intergovernmental coordination for both the present issues facing Palm Beach County and those of the foreseeable future.

Issue 6a calls for an increase in coordination with local governments on land use planning for future growth, including coordination on infill development and redevelopment. This requirement is addressed by Objective 1.1 which states that the county “utilize existing mechanisms to coordinate planning efforts with the plans of school boards, other units of local government providing services, adjacent municipalities, adjacent counties, the region, the state, and with the residents of Palm Beach County.” (Page 8 – IC) As with Issue 2b, this objective has been, and will continue to be, met through the application of mechanisms such as IPARC and the League of Cities, and will be further enhanced in the future through, for example, the creation of subcommittees to discuss ideas and strategies for redevelopment, and the creation of a web page for IPARC Clearinghouse notices.

Issue 6b requires the analysis and correction of any duplication and/or deficit of service delivery. This impacts Objective 4.1 which states that intergovernmental coordination in “establishing and maintaining level of service standards... ..shall be achieved by implementing the objectives

and policies of the Intergovernmental Coordination Element and subject Comprehensive Plan elements.” (Page 18 – IC) Analysis of this issue was completed by the Interlocal Services Delivery report, which was delivered to the Department of Community Affairs on the 1st of January, 2004.

Issue 6c articulates the need to maintain a coordinated approach to common issues such as transportation planning, school concurrency and other education-related issues. As with issue 6a, this impacts Objective 1.1, and, as with Issues 2b and 6a, this objective has been, and will continue to be, achieved through existing mechanisms such as IPARC and the League of Cities.

Issue 6d stipulates the establishment of ‘Joint Planning Areas’ to address issues of future annexation areas between the county and adjacent municipalities. This issue impacts Objective 1.4 which states that the county “shall adopt policies and implementation strategies, which support municipal efforts to secure boundary changes and that maintain cost-effective service delivery, assist in the elimination of enclaves, pockets, and finger-like areas and ensure consistency between municipal and county land use.” (Page 13 – IC) More specifically, however, policy 1.4d already calls for the creation of said ‘Joint Planning Areas’. This objective has been met in the past, and in all probability will continue in the future, through various studies and special projects including the following examples: the Western Northlake Corridor study between the governments of Palm Beach county, City of Palm Beach Gardens, and the City of West Palm Beach; The Lake Worth Park of Commerce between the City of Lake Worth and Palm Beach County; and the Northlake Boulevard Corridor Study between the City of Palm Beach Gardens, the village of North Palm Beach, and Palm Beach County.

### **Conclusions and Recommendations**

As outlined above, a plan amendment is required to satisfy Rule 9J-5 which was amended to include within the Intergovernmental Element an objective that ensures the adoption of Interlocal agreements within one year of adoption of the amended Intergovernmental Element and ensure intergovernmental coordination between all affected local governments and the school board for the purpose of establishing requirements for public school concurrency.

Also as outlined above, a further plan amendment is required to account for a Scribner’s error where the appropriate citation to the Florida Statutes has been omitted.

# CAPITAL IMPROVEMENT ELEMENT

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## Element Overview

The purpose of the Capital Improvement Element (CIE) is to implement the provisions of the Palm Beach County Comprehensive Plan by:

- Using timing and location of capital projects to provide services to support growth in areas where the County can efficiently and effectively provide services, and to avoid placement of capital facilities in locations that would promote growth in areas which cannot be efficiently served or which are designated as coastal high-hazard areas;
- Establishing a system of examining and assigning priorities to the needs of the County, thereby assuring that the most essential improvements are provided first;
- Coordinating the timing and location of capital improvements among County agencies as well as other local governments, special districts, and state agencies to maximize benefit from public expenditures, minimize disruption of services to the public and implement land use and infrastructure decisions; and providing a means for coordinating and consolidating various departmental requests, thereby preventing duplication of projects and equipment;
- Allowing sufficient time in advance of actual need to allow for proper planning, design and construction;
- Coordinating financial planning, allowing maximum benefit from available public funds;
- Providing cost information on a timely basis for the evaluation and formulation of alternative financing programs;
- Helping to provide an equitable distribution of public improvements throughout the County; and
- Providing for a Concurrency Management System.

Maintaining levels of service as new growth occurs is one of the criteria for prioritizing capital improvements. The other criteria for prioritizing capital improvements are to correct public hazards, eliminate existing deficiencies as described by the minimum levels of service, provide capacity for developments that have received a valid Development Order/Permit determination when such developments are within the Urban Service Area, increase existing levels of service to desired levels of service, and implement the goals, objectives and policies of other plan elements.

A Capital Improvement Program (CIP), annually compiled by the Financial Management and Budget Department for public information, identifies and funds those projects for which the County is the service provider and which are required to maintain the minimum levels of service and satisfy other prioritization criteria listed above. Further details are provided in the CIE Tables, which include the capital projects contained in the CIP, as well as program costs, human resources and other operation and maintenance costs, and compares the projected revenue streams.

Projected costs of operations, debt service and capital are compared to projected revenues from existing revenue sources. In those instances where a shortfall existed (projected existing revenues did not sufficiently fund projected expenditures), staff review considered specific proposals to reduce, eliminate or delay the program or project, with corresponding adjustments to the goal, objectives and policies of the appropriate element, in order to maintain consistency

in regard to levels of service or timing. The finalized expenditure projections are compared to the projections of existing revenues to verify the fiscal feasibility of the plan. The BCC approves the finalized staff recommendations and projections.

### **Element Assessment**

The County continues to meet its Capital Improvement Element objectives, in terms of Levels of Service, Concurrency Management, and fiscal policies. In addition, all CIE issues have been adequately addressed in the Element, there are no dated policies, and CIE Tables are updated each year in the 02 Round.

Capital Improvements are prioritized according to several criteria, including the use of the Managed Growth Tier System. The creation of a Biomedical Research and Development Park (for The Scripps Research Institute) in Palm Beach County by 2006 may require an adjustment as to how facilities and services are allocated among the Tiers (Objective 1.5). A proposed amendment to eliminate Policy 1.5-c, which restricts the provision of Urban Levels of Service outside of the Urban Service boundary, is in process, and will address this.

A new procedure for updating the CIE Tables was implemented in 2003. Previously, tables were updated once in the beginning of the year, and then amended again later in the year, when the final budget was approved. Now they are amended only once, immediately upon final approval of the budget, thereby saving and effort time for staff and for the Board of County Commissioners.

Consistent with Policy 1.4-e of the CIE, the BCC committed more than \$1.5 million for use toward infrastructure provision in Community Revitalization areas in 2001.

The Financial Management & Budget Department, in cooperation with the Planning Division, created a new capital budget request form in 2000, which incorporated policies from the Managed Growth Tier System. All departments now use the new forms.

### **Objective Achievement with regards to the Major Issues**

An assessment of the Element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. There were identified correlations between Issues 2 related to the Element.

#### **Issue 2**

Objective 1.4 (Criteria for Prioritizing Capital Improvements): The County shall identify and fund services and capital improvements, according to set criteria for prioritization.

Analysis: Policy 1.4-f already states, "County departments shall give Revitalization and Redevelopment Overlay areas in unincorporated Palm Beach County special consideration when prioritizing capital projects." If this is not explicit enough to provide priority to infill development, more specification may be necessary.

### **Conclusions and Recommendations**

The CIE works well to prioritize capital projects and maintain Levels of Service. However, the creation of a Biomedical Research and Development Park in the County may require some

adjustments as to how facilities and services are allocated among the Tiers (Objective 1.5). A proposed Comprehensive Plan Amendment to eliminate Policy 1.5-c, which restricts the provision of Urban Levels of Service outside of the Urban Service boundary, is in process, and will address this.

It is anticipated that a referendum will be placed on the ballot in November 2004, to establish a school bond issue or to increase the sales tax. If passed, the referendum would be expected to provide an additional \$560 million in revenues to the School District to build classrooms, which may necessitate a change in Table 17 of the CIE.

## **ECONOMIC ELEMENT**

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### **Element Overview**

The focus of the Economic Element is to create a balanced and diversified economy. By encouraging diversification of its economic base, the County is continuing to build a stronger, more balanced and resilient economy.

The County has made great strides in laying a foundation for a balanced and diversified economy, through focused economic development efforts and flexible responses to changing conditions. For example, the County has responded in an expeditious manner to The Scripps Research Institute's locating a biomedical research facility in Palm Beach County (PBC).

However, overall continued success will be influenced by various challenges facing certain industries. Furthermore, as competing interests vie for available land, it would be prudent to consider a visioning process to better define a common vision for the economic future of the County. As a common vision is defined, the necessary inputs to ensure success also need to be addressed.

### **Element Assessment**

The County's ability to maintain and expand a diversified economy is contingent on development patterns that allow for the growth of cluster and targeted industries. Cluster industries currently include communications and information technology, medical products, agriculture and food processing, business and financial services, aerospace and engineering, tourism, recreation and entertainment. Science and technology is being proposed for inclusion as part of the expedited permitting for Scripps. The County has also targeted attracting industries and employers to the film, television and marine sectors, and assisting small businesses.

The concept of focus industries may need to be revisited, especially in light of the Business Development Board's recruitment of The Scripps Research Institute to PBC. This major biotechnology research institute plans to establish a biomedical research park west of Palm Beach Gardens, as a direct result of the vision, cooperation and assistance from the State of Florida, the Palm Beach County Board of County Commissioners, and the Business Development Board. The long term needs and impacts of this and other industries need to be better understood and appropriately addressed. The Treasure Coast Regional Planning Council has started to reassess a regional vision.

### **Scripps**

In October 2003, the Florida legislature passed an appropriations bill, committing \$310 million from a one-time federal economic stimulus grant to The Scripps Research Institute (TSRI), to pay for salaries and equipment. Also in October 2003, the Board of County Commissioners announced its support for the development of biotechnology park, anchored by TSRI.

In a 30-year contract with TSRI, the County has committed to an investment of up to \$200 million that will include the land, and temporary facility by mid-2004 and permanent biomedical and scientific research space by 2006. There are incentives in the contract for Scripps to create at least 2,777 jobs within 30 years, or, alternatively, if Scripps and other biotech companies

create 6,500 related jobs. This type of incentive will not be forthcoming for other businesses in the cluster, so strategies to entice other firms may need to be looked at more closely.

The County is also providing \$12 million to Florida Atlantic University, to build temporary facilities that TSRI will occupy by the end of March 2005. The University will repay the County \$10 million, and keep the Jupiter building for its own programs once Scripps has moved into permanent facilities approximately a year and a half later.

While the expedited permitting processes may ensure that the biotechnology research institute and campus in the Northern County have adequate land to accommodate its activities, the County's overall availability of light industrial land and economic development centers need to be looked at more closely to ensure future needs are adequately addressed throughout the County.

### **Agriculture**

Showing their appreciation for the importance of agriculture, in 1999 the citizens of Palm Beach County approved a \$100 million bond issue for the preservation of agriculture in the Agricultural Reserve area. The County has acquired approximately 2,300 acres, and the urban density of these properties has been retired. Most of this acreage has been leased back to their previous owners under a lease back agreement at the time of sale.

The continued growth of the agricultural cluster industry may be challenged by the decrease in acreage under agricultural production. Between 1992 and 2003, nearly 70,000 acres have been taken out of agricultural production in Palm Beach County. In addition, some products in the agricultural cluster industry will be transitioning in response to global competition.

Overall, while total acreage has declined, the value of agricultural production has remained relatively stable over time, with sales over \$1.2 billion. The estimated economic impact of agricultural sales is over \$2 billion.

### **Tourism**

The tourism cluster industry has received a boost from the convention center, a new driver for increased room nights and various other businesses. Business related tourism continues to increase. However, it is very important to continue to work on pursuing the convention center hotel, in order to capture more and larger business meetings, and ultimately generate the highest impact from the center.

With over 50% of visitors reporting they engaged in water activities, such as going to the beach and boating/fishing/diving, issues pertaining to water and boat ramp access are pertinent to tourism. The marine industry is a targeted industry supported by the Palm Beach County Board of County Commissioners.

The marine industry in Palm Beach County accounts for 7,000 jobs and has an \$800 million economic impact on the County. The majority of the marine industry jobs are contingent on the limited "water dependent working waterfront" in Palm Beach County.

However, working waterfronts are disappearing as cities redevelop, and boat ramp access is becoming increasingly challenging. Working waterfronts are vital to the marine industry, and there is currently a proposal at the legislative level to address their preservation.



## **Revitalization**

The County has recently formed the Office of Community Revitalization, which will coordinate County-wide efforts that strengthen revitalization and redevelopment. The Planning Division is spearheading the initial planning stages with the Office of Community Revitalization, bringing suggested focus areas, programs and policies to the Board of County Commissioners for workshop and approval in the next two years. Implementation of the Board's direction will occur through the Office of Community Revitalization.

Already existing policies and programs have delivered results. Most of the County-wide Community Redevelopment Team (CCRT) focus areas will be included in the area proposed for an Urban Infill and Redevelopment Area designation. Some CCRT neighborhoods have already benefited from infrastructure improvements that resulted in higher property values.

Also, since 1997 the Developing Regions Program, which focuses on areas characterized by concentrated poverty, has created 969 jobs and retained 1,134 jobs. Under this program, the County's investment of \$3.1 million has leveraged \$41.8 million in private sector investment and \$2.5 million from local municipalities.

Under the Brownfield program over 2000 acres have been designated as brownfield areas by the local governing jurisdiction since 1999, thereby making incentives available to interested parties for redevelopment and/or environmental rehabilitation efforts.

Four environmental cleanup agreements will result in 250 affordable units, and a total of 800 new units. Over 1,600 new jobs were created. Finally, environmental assessments and cleanup assistance have been leveraged through state assistance and regional partnerships.

On a different note, the County has recently instituted the Impact Fee Assistance program. The program focuses on certain areas of concentrated poverty, whereby a commercial redevelopment project in the urban area may apply for up to a \$10,000 impact fee grant, or 50% of the total impact amount, whichever is less, contingent upon the remaining impact fee funding being provided by the local governing jurisdiction, Community Redevelopment Area, and/or business.

## **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues.

**Issue 1** highlights the ability of the Managed Growth Tier System and Future Land Uses to accommodate future population and development activities. This issue affects the Economic Elements Objective 1.1 Balanced Economic Growth and Objective 1.2 Increased Growth in Cluster Industries. As competing interests vie for available land, the continued growth of certain cluster and targeted industries will be increasingly challenged. Sufficient land uses appropriate for each of the cluster and targeted industries must be assured, in order to accommodate future population and development activities.

**Issue 2** highlights the effectiveness of the County's infill development and redevelopment initiatives and Comprehensive Plan policies. This issue affects the Economic Element's Objective 1.1, Objective 1.2 and Objective 1.5, as detailed below.

Objective 1.1 states that the County shall maintain and expand a diversified economy, and Objective 1.2 states the County shall encourage expansion of cluster industries. The County's ability to maintain and expand a diversified economy is contingent on infill and redevelopment initiatives that allow the growth of cluster and targeted industries.

For example, many infill and redevelopment activities have seen the growth of higher density residential units. However, it is also important that economic development centers and light industrial land uses are provided for in redevelopment and infill areas as appropriate, to foster the expansion of a diversified economy and allow the creation of high wage, high skill employment centers for the County's cluster and targeted industries.

Objective 1.5 addresses the minimization of the local tax burden on taxpayers while funding facilities and services needed to support economic growth. In order to better implement this Objective in light of the County's recent commitment to revitalization and redevelopment, a new program has been instituted, the Impact Fee Assistance program.

The program focuses on certain areas of concentrated poverty, whereby a commercial redevelopment in the urban area may apply for up to a \$10,000 impact fee grant, or 50% of the total impact amount, whichever is less, contingent upon the remaining impact fee funding being provided by the local governing jurisdiction, Community Redevelopment Area, and/or business.

The program focuses on the most severe concentrated poverty areas, which are by definition, in the Developing Regions acute and core poverty areas. These areas have poverty rates 35% or higher (acute) or 20% to <35% (core).

Issue 3 highlights the importance of providing affordable housing. This issue affects the Economic Element's Balanced Economic Growth Implementation Objective 1.1, since the Objective states that the County shall maintain and expand a diversified economy, and Objective 1.2, which states the County shall encourage expansion of cluster industries.

A diversified economy and expansion of cluster industries necessitate affordable housing for much of the labor force. Affordable housing is critical to the ability of the Business Development Board to attract and recruit jobs to the County. In order to ensure that the workforce will continue to live and work throughout Palm Beach County, affordable housing needs to be provided and better integrated into the fabric of the community.

A potential tool to assist affordable housing is the State Brownfield program, which has resulted in 250 new affordable housing units to date. The program offers an incentive for affordable housing to areas that have are in a Designated Brownfield area, which is designated by local resolution. Mixed-use projects that have a 20% sq.ft. affordable housing component, as well as housing projects that have 20% of the units affordable may apply for a refund of the sales tax on their building materials.

Builders in designated brownfield areas that own the new construction projects at the time of refund application, and who have the receipts for building materials and have completed the necessary paperwork, may submit their application to the Department of Revenue for a refund of the sales tax on building materials. An implementation issue has been identified: often there is difficulty in obtaining the necessary invoices, sometimes due to the lack of subcontractors providing invoices for building materials.

Issue 4 highlights the evaluation of the impacts of development on natural resources, agricultural and rural areas. This issue affects the Economic Element's Balanced Economic Growth Implementation Objective 1.1, since the Objective states that the County shall maintain and expand a diversified economy, as well as Objective 1.2 that states the County shall encourage expansion of cluster industries, which include agriculture.

Part of the County's diversified economy is agriculture. Between 1992 and 2003, nearly 70,000 acres have been taken out of agricultural production in Palm Beach County, with the biggest losses occurring in the categories of pasture, sod, row crops and citrus. Some agricultural products have felt the effects of the North American Free Trade Agreement (NAFTA) through increased global competition.

Roughly half of the decline in agricultural acreage has been east of 20-mile bend and the other half west of 20-mile bend. East of 20-mile bend, the loss of agricultural acreage has been predominately due to development pressures. However, Everglades restoration efforts have already taken over 5,000 acres of agricultural land located east of 20-mile bend to create storm water treatment areas. About 50,000 acres produce bell peppers, tomato, cucumbers, Chinese vegetables, nurseries, equestrian, herbs, citrus and sod, in the area east of 20-mile bend.

West of 20-mile bend, the loss of agricultural acreage has been solely due to the Everglades restoration efforts, which plan for the creation of stormwater treatment areas. Nevertheless, about 500,000 acres still remain in agricultural production. The 450,000 acres located west of 20-mile bend lead the nation in the production of sugarcane and fresh sweet corn, although lettuce, radishes, celery, sod, rice, specialty leaf, cabbage and beans are also significant crops.

Showing their appreciation for the importance of agriculture, in 1999 the citizens of Palm Beach County approved a \$100 million bond issue for the preservation of agriculture in the Agricultural Reserve area. The County has acquired approximately 2,300 acres, and the urban density of these properties has been retired. Most of this acreage has been leased back to their previous owners under a lease back agreement at the time of sale.

Overall, while total acreage has declined, the value of agricultural production has remained relatively stable over time. While production amount and value have changed year to year, on balance, the total production value has remained relatively near the 2003 total agricultural sales of over \$1.2 billion. The estimated economic impact of agricultural sales is over \$2 billion. In addition, the equestrian industry remains strong, with a significant economic impact to the County.

**Issue 5** relates to transportation. This issue affects the Economic Element's Balanced Economic Growth Implementation Objective 1.1, since the Objective states that the County shall maintain and expand a diversified economy, and Objective 1.2, which states the County shall encourage expansion of cluster industries.

Growth of industries may be constrained by having to meet particular levels of service for transportation. Growth of industries may also be challenged by the fact that some workers do not have an automobile, and must rely on mass transit. Finally, worker productivity is decreased due to the increased time spent traveling on congested roads.

## **Conclusion and Recommendations**

To conclude, as competing interests vie for available nonresidential land for industrial and agricultural uses, it is important to update the County's economic vision. In the past, the County has focused on strengthening certain industries. While some of these industries are growing and some are encountering constraints, broader issues remain, such as identifying which industries will continue to be economic priorities. In order to refine the County's economic objectives and better address the long-term health of the County's economy, a visioning process may be useful.

# FIRE AND RESCUE ELEMENT

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## Element Overview

Palm Beach County has witnessed unparalleled increases in the demand for emergency services in the last decade. In an effort to deal with these service demands in a comprehensive and organized fashion, the Board of County Commissioners has chosen to include an optional Fire-Rescue Element in the Comprehensive Plan. This Element develops Levels of Service for both emergency and non-emergency functions of the Fire-Rescue Department and establishes indicators that project service demands in relation to growth. Therefore, Fire-Rescue has also been included as a criteria for Concurrency Review. The ability to adequately provide these and other essential services in an efficient and cost-effective manner will become a major challenge facing the County as it moves into the 1990s and 21st Century. From this perspective, the ability to adequately plan and provide these necessary services is of paramount importance.

## Element Assessment

### OBJECTIVE 1.1 System Evaluation

(1) Internal Monitoring Processes - Palm Beach County monitors its service delivery system through monthly and quarterly statistical reports on workload activity and response times (Policy 1.1-c). In the past four years, this process has been expanded and now includes a formal system review once a year. A Staffing Committee conducts this analysis and recommends personnel enhancements or alternative deployment strategies to better serve the public and improve response times. The committee prepares a six-year staffing plan and updates it annually, after the annual statistical analysis

Projecting the need for additional fire stations (as well as apparatus and capital equipment) is handled by the CIP Committee, through the 6-year Capital Improvement Plan. The CIP Committee reviews annexations, projected development patterns, current and projected emergency workload and response times in order to prioritize Fire-Rescue infrastructure needs (Policy 1.2-a; 1.2-b; 1.2-e).

(2) The number of firefighters and Emergency Medical Technicians available for emergency response has increased dramatically in the past few years. In FY 1999 the daily staffing level was 160, and as of February 2004, it has increased to 215. This is primarily due to adding new fire stations and rescue units, but is also partly due to a policy change which requires overtime be utilized to maintain a minimum staffing level at all times. During this same time period, the total personnel complement went from 885 (FY 99) to 1172 (FY 03).

(3) In 2001, Palm Beach County obtained the services of TriData Corporation to evaluate the entire Fire-Rescue Department. The overall effectiveness of the organization was judged to be excellent and innovative. One of the most relevant comments by the consultant indicated the County does an outstanding job analyzing its Fire-Rescue needs and planning for the future. TriData made suggestions for improvement in areas related to communication and management and many of these have already been implemented.

(4) One of the recommendations of the TriData study was to pursue Accreditation through the Commission on Fire Accreditation International. Accreditation is a continuous improvement tool that hinges on the organization implementing a strategic planning process. In 2003, the

department completed a detailed Risk Assessment and 5-Year Strategic Plan. This blends together the existing planning processes and documents the direction the organization will pursue through the year 2009.

### **OBJECTIVE 1.2 Level of Service: Emergency Response**

(1) Fire-Rescue's level of service indicator for concurrency is indicated in Policy 1.2-a as an aggregate average response time of 7 minutes 30 seconds. Since the adoption of the Comprehensive Plan in 1989, the department's average has stayed under that threshold and in fact has steadily decreased. The average response time in FY 1999 was 6 minutes 42 seconds and has improved by 11 seconds to 6 minutes 31 seconds in Fiscal Year 2003.

(2) In 1999, Palm Beach County provided Fire-Rescue services from 33 facilities. Seven new fire stations have opened since that time and six facilities have also been replaced, rebuilt or relocated.

(3) The demand for fire and emergency medical services continues to escalate. The per capita demand is above average at 130 calls per 1,000 population. Palm Beach County responded to 20% more emergency calls between 1999 and 2003 (from 74,066 to 88,835).

### **OBJECTIVE 1.3 Level of Service: Non-Emergency Response**

### **OBJECTIVE 1.4 Intergovernmental/Inter-Agency Cooperation**

(1) Palm Beach County Fire-Rescue currently serves ten municipalities in addition to the unincorporated area of the county. In recent years, the Village of Royal Palm Beach and the Town of Lake Park decided to eliminate their own fire departments and have Palm Beach County provide the service. Also agreements have just been finalized to serve Manalapan and South Palm Beach beginning October 1, 2004.

(2) In recent years, fire departments across the country have had to establish policies, procedures and response protocols to new types of emergencies. While Fire-Rescue was already a partner in large-scale disaster preparedness and recovery, terrorist incidents utilizing weapons of mass destruction have heightened the need for first responding agencies to communicate plans in the event of an incident in the local jurisdiction. Increased efforts have occurred in developing coordinated plans and training exercises with other fire-rescue providers, law enforcement and health organizations to ensure an effective response here in Palm Beach County. In addition, the department has developed a Terrorism Annex to the Comprehensive Emergency Management Plan, in cooperation with the Department of Emergency Management. Joint applications for federal funding have been acquired to obtain equipment and resources in the event Palm Beach County is impacted by a terrorist incident. In addition, the department serves on several regional committees addressing the specific issues related to nuclear, biological, or chemical or weapons.

(3) Level of Service Committee/Common Dispatch – Over the past year, Palm Beach County has been exploring implementing a mandatory minimum level of service criteria on all fire-rescue providers in the County as well as the possibility of providing a common dispatch center for all fire-rescue providers. While this has not yet been implemented, the County Commission, along with the League of Cities, has agreed to a five-year Level of Service Plan that includes a 3-year window for voluntary compliance to ensure adequate staffing and

equipment can respond to any emergency and that the citizens receive the closest emergency unit, regardless of jurisdictional boundaries.

### **OBJECTIVE 1.5      Alternative Funding**

(1) As part of the local efforts to improve the County's ability to handle terrorist incidents, Palm Beach County has received over \$500,000 in federal grant money to purchase equipment for a more effective emergency response.

(2) Much of Palm Beach County Fire-Rescue's funds are generated from ad valorem taxes, however, other revenues also make up 22% of the department's budget increase amount of revenues to department from \$17 million in FY 1999 to \$33 million in 2003, predominantly from ALS transport revenues, municipal contracts and Regional Hazardous Materials (an assessment fee assessed by the Solid Waste Authority and transferred to Palm Beach County Fire-Rescue).

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues.

Fire-Rescue Element Objectives impacted by EAR issues include:

Issue Impacted Fire-Rescue Element Objectives

- Objective 1.2 Level of Service: Emergency Response
- Objective 1.2 Level of Service: Emergency Response
- Objective 1.4 Intergovernmental/Inter-Agency Cooperation

**Issue 1** highlights the ability of the Managed Growth Tier System and Future Land uses to accommodate future population and development activities. This issue affects the Fire-Rescue Element in its Emergency Response Objectives 1.2a and b. Policy 1.2a delineates the level of service indicator for concurrency which is an average response time of 7 minutes 30 seconds. Response time is affected by population growth and development patterns and can diminish the County's ability to maintain adopted service level thresholds. Policy 1.2b reflects the need to construct new Fire-Rescue facilities based on those new development patterns, population densities and the resulting increases in emergency call load that are created by those densities. The County staff performs ongoing research to determine when to construct new Fire-Rescue facilities.

Urban design features should also address unique fire protection needs and access when promoting infill, redevelopment and revitalization, with particular concern in mixed-use buildings.

**Issue 5** addresses the need to plan transportation program to deal with urban growth. This issue impacts the Fire-Rescue Element's Objective 1.2a (the concurrency level of service standard). The road network, traffic congestion and alternative transportation modes not only affect response times and level of service, but may, in fact, require an alteration in staffing, deployment, equipment and resources required. For example, high-speed railways, above ground or below ground systems will alter the way emergency responders access, mitigate and transport from an emergency scene.

In addition, any transportation management systems explored should include the needs of emergency responders. Transportation-related items which have been discussed to date that are of concern to Fire-Rescue include traffic pre-emption devices, traffic calming devices, traffic controls, and any items that limit access to emergency units such as one-way streets, narrow alleyways, turnabouts, limited access highways, etc. In fact, we are planning a Fire Code revision that will require multiple entrances to large residential developments (at least for emergency responders and evacuation purposes).

**Issue 6** suggests an improved coordination between intergovernmental agencies. This impacts the Intergovernmental Objective of the Fire-Rescue Element, Policies 1.4a, b and e. As a result of concerns with municipal annexations regarding lower levels of service and confusing mixed service areas, there has been an initiative on the part of the County to pursue a centralized dispatch system that would provide “closest unit response.” Current mutual aid, automatic aid and fee-for-service agreements, which are addressed in the above three policies may be impacted. In light of the annexation issue and desire to provide citizens with the closest unit available, regardless of jurisdictional boundaries, fire-rescue service delivery issues will need to be addressed in a more cohesive manner, with the cooperation of all municipal and county entities.

## **Conclusions and Recommendations**

The main recommendations can be summarized as follows.

First, in terms of structures, urban design features should also address unique fire protection needs and access when promoting infill, redevelopment and revitalization, with particular concern in mixed-use buildings.

Second, in terms of the FRE relationship with the transportation network, any transportation management systems explored should include the needs of emergency responders. Transportation-related items which have been discussed to date that are of concern to Fire-Rescue include traffic pre-emption devices, traffic calming devices, traffic controls, and any items that limit access to emergency units such as one-way streets, narrow alleyways, turnabouts, limited access highways, etc.

Finally, in terms of intergovernmental coordination, due to confusing service areas, the fire-rescue service delivery issues will need to be addressed in a more cohesive manner, with the cooperation of all municipal and county entities.



# **PUBLIC SCHOOLS FACILITIES ELEMENT**

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## **Element Overview**

The goals of the Public Schools Facilities Element (PSFE) are to provide for future availability of public school facilities consistent with the adopted Level of Service (LOS) standard, established under school concurrency, and to maintain and enhance joint planning processes and procedures for coordination of public education facilities for planning and decision-making. Planning and decision-making refer to population projections, public school siting, and the development of public education facilities concurrent with development and other services.

This involves collaboration between school boards and local governments to resolve school overcrowding, particularly for coordinating comprehensive plans and school board plans. Local governments have a responsibility under Chapter 163, Florida Statutes, to coordinate with school boards regarding school siting to complement other community building decisions. Chapter 1013, Florida Statutes, similarly requires school boards to coordinate their planning and facility siting decisions closely with local governments.

## **Element Assessment**

At this point, the County has met its School Facilities Comprehensive Plan objectives, and all issues related to concurrency appear to have been handled effectively. The only dated policy refers to the adopted LOS becoming applicable County-wide by the next school year (2004-2005), and the School District seems on track to achieve that goal. However, now that the original Interlocal Agreement has been amended, some minor adjustments may need to be addressed. These are mentioned in more detail in the recommendations section. This element has a great deal of specificity, in terms of levels of service, and so far, The Technical Advisory Group (TAG) indicates that the levels have been met.

The most significant success over the last several years has been the implementation, on June 27, 2002, of the County's school concurrency ordinance. Implementation of this plan made Palm Beach County the first jurisdiction in the state to complete the lengthy and complicated approval process. School concurrency is a growth management tool aimed at ensuring that construction of new schools keeps pace with construction of new homes. Therefore, before a new residential project is approved, there must be enough school classroom space available to accommodate the students expected to live in that development.

There are three main components to the concurrency plan: 1) Joint planning between cities, the County and the School District; 2) a financially-feasible five-year school construction plan that enables the School District to catch up and keep up with growth; 3) regulatory review by School District planners for all new residential projects. The goal of school concurrency has been to have all schools in the County operating at no more than 10 percent over capacity by 2004.

Over a two-year period, the Board of County Commissioners, the School Board, and 26 municipalities developed a Plan, which includes the responsibilities of each government entity as party to the Agreement. All affected parties then signed an Interlocal Agreement to become planning partners. Note that 11 smaller municipalities were allowed to opt out, in accordance with Statutes, either because they have no schools within their boundaries, were more than 80 percent built out, or had approved fewer than 50 new homes in the past five years.

To implement school concurrency, the County has been divided into 21 geographic zones known as concurrency service areas (CSAs). When a residential development application is filed, School District planners look first at the CSA directly affected. If there is no available capacity at the nearest school(s), they look to an adjacent CSA. If there is still no capacity available, the developer must postpone or pay for more classroom space to be built (mitigation). For a proposed project to receive concurrency credit, a school does not have to actually be physically standing, if it is scheduled to be built and opened within the next three years.

The 26 municipalities that signed the Interlocal Concurrency Agreement were:

City of Atlantis, City of Belle Glade, City of Boca Raton, City of Boynton Beach, City of Delray Beach, City of Greenacres, Town of Haverhill, Town of Hypoluxo, Town of Juno Beach, Town of Jupiter, Town of Lake Clarke Shores, Town of Lake Park, City of Lake Worth, Town of Lantana, Village of North Palm Beach, City of Pahokee, Town of Palm Beach, City of Palm Beach Gardens, Town of Palm Beach Shores, Village of Palm Springs, City of Riviera Beach, Village of Royal Palm Beach, City of South Bay, Village of Tequesta, Village of Wellington, City of West Palm Beach

An essential factor in the Interlocal Concurrency Agreement is the Five-Year Capital Facilities Plan, for the years 2003 to 2007. To meet the demand for educational facilities the School Board, through the funding of the Capital Facilities Plan opened seven new schools and four replacement schools in August 2002, adding 7,515 seats. Four additional new schools and seven replacement schools opened in August 2003 with 6,686 new seats. The County and School Board have a joint process to coordinate efforts on population and student enrollment projections, and currently, student enrollment in the County is growing in excess of 3,500 students annually. The County, the School District, and local governments also have a process of coordination and collaboration in the planning and siting of public school facilities, which includes the integration of school facilities with land uses.

There are 38 additional new schools and modernizations included in the Five-Year Capital Facilities Plan, which are scheduled for completion between 2004 and 2006. Due to the State's Class Size Reduction referendum, building costs are exceeding budgeted amounts, but to date, there have been no school concurrency suspensions. However, CSA 5 and CSA 15 are of areas of concern. In CSA 5, new high school MMM has been delayed due to a holdup in finding a suitable site. The School District has responded by adding capacity to Palm Beach Gardens High School and to William T. Dwyer High School to accommodate the student population. In CSA 15, District staff is monitoring high school and elementary school enrollment. A new elementary school in the Five-Year Plan, and new high school NNN in the Acreage should provide relief to the two schools in CSA 15. The Five-Year Plan projects student population to the 2008/2009 school year, and includes sufficient capacity to accommodate the projected population and the adopted LOS.

Regarding the financial feasibility of the Plan, the costs of the school projects completed in 2002 were within two percent of the amounts budgeted, with the exception of the A.W. Dreyfoos School of the Arts project. The cost of Dreyfoos increased due to time delays in construction of the project. Projected costs for the Plan's unbuilt projects increased between the 2002 and the 2003 budgets, primarily due to the Class Size Reduction (CSR) referendum. Revisions in projected costs have also been the result of inflation, the addition of student stations, changes in site locations and changes in programs. The plan is still considered to be financially feasible.

## **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. There were no identified correlations between Issues 1, 3, 4 and 5 related to the Element.

### **Issue 2**

Objective 1.1 (Level Of Service): The capacity of schools is sufficient to support student growth at the adopted level of service.

Analysis: A central Core Area of the County represents the essence of infill availability and redevelopment potential. Within the Core Area, or Urban Redevelopment Area, the population is generally younger and has a lower median income than the remainder of the unincorporated area. Three corridors within the Core Area, will receive much of the focus of the redevelopment effort. These are: Military Trail, between Southern Boulevard and Forest Hill Boulevard; Congress Avenue, from Southern Boulevard and Forest Hill Boulevard; and Lake Worth Road, from South Military Trail to Congress Avenue.

If financial incentives are established to stimulate infill and redevelopment in the Core Area, and densities are increased, the area's population can also be expected to increase (Issue 1). This will likely create the need for additional school capacity in the CSAs that contain the redevelopment Core Area, in order to maintain the LOS. If this occurs, it will be essential for the School District to plan for the additional enrollments in the Core Area. The local governments also have to amend their Land Development Code to reduce required standards such as setbacks to accommodate expansion of existing schools on small land area or the construction of additional schools in the CORE areas.

Rule 163.2517(3)(d) states that a memorandum of understanding must be created "between the district school board and the local government (County) jurisdiction regarding public school facilities local within the urban infill and redevelopment area to identify how the school board will provide priority to enhancing public school facilities and programs in the designated area."

Objective 2.2 (Intergovernmental Coordination): Establish and maintain a cooperative relationship with the School District and municipalities in coordinating land use planning with development of public school facilities.

Analysis: **Issue 6.c** refers to using the Intergovernmental Plan Amendment Review Committee (IPARC) to effect a better coordinated approach to school concurrency; presumably between the County, the School District and the 26 municipalities that signed the Interlocal Concurrency Agreement. While IPARC has a subcommittee to discuss population and student enrollment projections (Objective 2.3), it is not used in the wider scope of school concurrency.

## Conclusions and Recommendations

Where necessary, policies in the County's Public School Facilities Element will need to be amended to make it consistent with the First Amendment to the School Concurrency Interlocal Agreement. Proposed amendments include: 1) the addition of a definition for "First FTE Student Count," and 2) a change to Policy 1.1-a, to add language to the effect that if a school is planned and under contract to relieve capacity of an existing school, that the existing school be allowed to exceed the 120% maximum utilization for limited period.

Per Rule 163.2517(3)(d), as the County pursues a policy of infill and redevelopment in its Core Area, a discussion may be needed to identify the provision of public school facilities within the urban area. Potential impacts on school concurrency, from the location of TSRI into the County and new developments in the Central Western Communities, will have to be monitored.

It is anticipated that a referendum will be placed on the ballot in Palm Beach County in November 2004, to establish a school bond issue or to increase the sales tax. If passed, the referendum would be expected to provide an additional \$560 million in revenues to the School District to build classrooms, and would aide in the financial feasibility of the Plan. This may necessitate a change in the School District's capital facilities table (Table 17) of the Capital Improvement Element (CIE).

The Interlocal Agreement has a five-year term that ends in January 2006. If the Agreement were to terminate, it could have an impact on the ability to maintain the adopted LOS. However, as long as the parties want the Agreement to continue, it will automatically be renewed for another five years.

The School District has also proposed a change to County Policy 1.3-a, and related municipal policies, that concern Chapter 163.3180. As stated previously, this regulation states that the public school capital facilities program must be incorporated into local government comprehensive plans on an annual basis. This regulation is adhered to by the County and some municipalities, but presents a problem for small local governments that do not annually update their Comprehensive Plan. The School District's solution is that municipalities either adopt the School District's Six Year Capital Improvement Schedule in their own Comprehensive Plan "by reference", or agree to default to the table of capital facilities improvements that are included in annual updates to the County's CIE.

However, an Assistant Palm Beach County Attorney recently responded to this discussion by stating, "Chapter 163 and Rule 9J-5 both seem to indicate that each local government adopts its own changes to its own comprehensive plan to reflect the school district's annual update. In practice this is viewed as a ministerial act. For municipalities that otherwise would not amend their plan, it is an inconvenience." At this time, the County is maintaining a cautious position related to concurrency, and is awaiting a response from the Department of Community Affairs (DCA) to the School District's proposal.

# HEALTH AND HUMAN SERVICES ELEMENT

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## Element Overview

The Health and Human Services Element was adopted as part of the PBC Comprehensive Plan in 1989 and substantially revised in 1997 as a result of the Evaluation and Appraisal Report (EAR). The main focus of the HHS Element is to assist in the development of an infrastructure that ensures the availability of health and human services sufficient to protect the health, safety, and welfare of Palm Beach County residents. The HHS Element carries out this mandate through an ongoing system of communication and interaction with a variety of health-funding and health-providing agencies and organizations at the local, state, and federal level.

## Element Assessment

A significant portion of the formal objectives within the HHS Element focus on the efficient and timely delivery of health services to targeted populations in need. Over the last 10 years several programs and initiatives such as youth anti-smoking strategies and ongoing development of a comprehensive and accurate database of client needs have been implemented. These stand as examples of policy and administrative success in carrying out the objectives codified in the HHS Element.

The implementation of some health services-related programs and objectives, in recent years, has been affected by budgetary constraints and administrative complexity. Federal funding for HIV/AIDS related initiatives, for example, has declined. As a second example, health and human services outcome standards, as set by the Florida legislature in fiscal year 2003-04, failed to be met in 8 of 13 measures. Inadequate funding and/or bureaucratic inertia may have contributed to a rise in disease-related incidents. County departments, in order to respond effectively against organizational inertia and funding inadequacies, require assistance in gaining new funding sources and should embark on conducting annual comprehensive assessments at the local level to better identify client populations and prioritize health care needs.

Finally, the possibility of bio-terrorism has renewed interest and emphasis on some existing programs relevant to responding to this type of threat and has led to the introduction of new strategies and programs funded in part by state and federal authorities. Palm Beach County, over the past several years, has developed a comprehensive Emergency Operations Center and plan to deal with catastrophic events. As a result, County personnel and organizations are relatively well-prepared to respond should such action be deemed necessary.

Thinking and acting presciently and forming effective responses to safeguard the health and quality of life of County residents has been a top priority among County health professionals and agencies since the 1997 EAR.

**1998 Annual Report:** The following policies were recommended for major revision as part of the 1998 Report:

**HHS Policy 2.3-b:** The PBC Division of Human Services shall work in concert with the Health and Human Services Planning Association (HHSPA) utilizing an integrated database to ensure that individuals and families are provided efficient services.

**HHS Policy 2.3-c:** The PBCDHS shall work with HHSPA to assure targeting of human and fiscal resources as well as developing additional resources as necessary.

**HHS Policy 2.3-d:** The PBCDHS shall work with Community Partners to ensure that HHS are provided with specified outcome measures and unduplicated counts of individuals and families served.

According to the Community Services Department, in 1998, each of these policies might be in need of substantial revision due to HHSPA's database project being placed on hold. The database project was temporarily halted in order for HHSPA to first implement a program aimed at providing information on the needs and services of children 0-5 and the elderly.

The Ryan White Title IV program, designed to expand family-centered pediatric programs, was awarded first time funding equaling \$375,000 for the next 3 years.

Early immunization of high-risk infants has steadily increased over the past six years.

The rate of women diagnosed with metastatic breast cancer has decreased over the past 3 years due to early detection and treatment.

**New Initiatives.** The Child Fatality Review and Prevention Project, the first prevention focused model in the country to address childhood deaths from unintentional injuries, homicides, suicides, and natural deaths.

**The Senior HIV Intervention Project;** an effort in conjunction with the Department of Health and the Department of Elder Affairs designed to raise awareness of and support for prevention as it relates to seniors.

**The Dental Sealant Program;** designed to screen and treat children for cavity prevention in the Glades.

**1999 Annual Report:** Funding for Financially Assisted Agencies (FAA) was increased from \$5,774,152 to \$6,274,152. As a result of collaboration between the Department of Community Services and The United Way, an increase of \$200,000 was registered for health and human services. Following BCC directive, workshop presentations were made to the BCC by the Citizen's Advisory Committee (CAC) and the County Administration on FAA and behavior health issues. The minimum number of meetings required to take place between CAC and the Plan Development Implementation Committee (PDIC) was exceeded. Six meetings were required and over twelve were held.

The 1999 Report also indicated that in year 2000 the CAC and PDIC would be extensively reviewing the HHS Element. Key activities will include:

- Involvement of providers in community education on HHS issues;
- Correlation of FAA monies with HHS Element; and
- Application of GIS technology to the Element;

Issues related to lack of accurate data from agencies, interpreting policy wording, and creation of a needed HHS database will also be discussed and considered.

**2000 Annual Report:** The planned revision and reorganization of the HHS Element alluded to in the 1999 Annual Report commenced and continued during the 2000 Report. The directive, which focused on reorganizing the HHS Element to better recognize and address the delivery of

HHS to County residents and the role of the County in providing these services, was the responsibility of the CSD and the Palm Beach County Citizens Advisory Committee on Health and Human Services (PBCCACHHS).

The reorganization was charged with reflecting the fact that HHS is provided within a system of care that focuses on service delivery for the client rather than the provider.

The revisions will address 3 major systems: Public Health; Behavioral Health; and Human Services

Amendments to the HHS Element were scheduled for completion in 2001. The 2000 Report stated that in 2001 the HHS Element could be “substantially” revised based on this project.

The West Palm Beach Front Porch Community program was initiated aimed at HIV prevention education, housing revitalization, and apprenticeships in the construction field.

**2001 Annual Report:** In 2001, the HHS Element was substantially amended to reflect the County’s role in health and human services provision and was reorganized around the concept of a system of care. It was expected in 2002 that the assessment of gaps in the system based on analysis of the database and continued collaboration with service funders would be key implementation items for the forthcoming year.

**2002-2003 Annual Report:** A significant portion of the work of the PBCHD focused on responding to bio-terrorism concerns throughout the County. Activities included investigating, identifying, and treating individuals and sites linked to anthrax inhalation; and utilizing State and Federal funds for dealing with bio-terrorist attacks.

Work on key implementation items intended to substantially revise the HHS continued into 2002. Additionally, the BCC approved \$11,000,000 to implement HHS-related programs in PBC. The Citizens Advisory Committee on Health and Human Services (CACHHS) and the CSD supported this allocation. CSD is the body charged with monitoring each relevant agency and receives quarterly reports to ensure program compliance and success.

CSD along with The United Way, Dept. of Children and Family Services, Public Health Dept., and Treasure Coast Health Council worked together on an ongoing effort to establish baseline data to determine “gaps in services” and “unmet health and human service needs” in communities.

Fluoridation for the Pahokee area was implemented

**Challenges.** Congenital syphilis cases increased 300% from 2001; West Nile virus cases also showed a marked increase, leading to the formation of the West Nile Virus task force charged with early detection strategies;

Goals and aims for fiscal year 2004 included:

- Producing a document clearly identifying funding sources for HHS,
- Reporting demographic data on the number of individuals receiving services from FAA contracts, and;
- Reporting the outcomes of these services being provided to clients.

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues.

**Issue 5 a & b-Objective 2.3:** Issue 5 addresses the fact that the County's high rates of growth and development patterns have placed significant pressure on existing roadway networks. This issue affects the HHS Element Objective 2.3. Objective 2.3 articulates the County's support for initiatives that expand and improve service to residents who need public transportation.

By encouraging alternative modes of transportation, implementing interconnected multimodal transportation systems, and encouraging land use patterns that shorten or eliminate automobile trips, the County will in effect be expanding convenient travel opportunities for clients of the DCS as well as residents as a whole. Service and care provision for clients would be significantly improved.

### **Achievements**

In August 1996, Palm Tran significantly changed its service infrastructure to provide more service coverage and expanded hours of service.

In FY 2001, Palm Tran began to provide later night services on several routes throughout the County. This FY 2001 effort included a successful application by Palm Tran in securing a WAGES grant to provide later night service on routes in Belle Glade. Passed by the Florida Legislature in May 1996, the Work and Gain Economic Self Sufficiency Act (WAGES), provides time-limited cash assistance to low-income families for childcare and transportation expenses, among several other activities.

These efforts have provided and expanded non-vehicular transportation opportunities to client populations served by HHS organizations and professionals, and support Objective 2.3 of the HHS element.

### **Conclusion and Recommendations**

This element is optional, and not directly related to any of the major issues. Consequently, there have been no proposed corrective actions or amendments identified.



# **LIBRARY ELEMENT**

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## **Element Overview**

The purpose of the Library Services Element of the Palm Beach County Comprehensive Plan is to ensure the provision of library services to residents. This Element is optional, not required by Chapter 163, F.S., but has been prepared as pursuant to Rule 9J-5, F.A.C. The standards set in this Element will guide the future development of the Library System. The County is responsible for the funding and operation of the Palm Beach County Library System through the Library Taxing District. The Library is the community's primary agency for storage and retrieval of information. The Palm Beach County Library System is an institution available to all residents regardless of economic or educational level, physical handicap, race, creed or national origin. It provides access to information, ideas and cultural expression objectively and is dedicated to representing all viewpoints on issues. The Library System is instrumental in developing a sense of community and local pride in the County by providing a forum for discussion of issues important to the community as a whole.

## **Element Assessment**

In 2003 the Jupiter Branch Library was reopened to the public after a complete renovation and expansion from 10,000 to 22,000 square feet. The first issue of general obligation bonds was sold in July 2003 providing revenue to begin the Library Expansion Program, Phase II.

## **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. None of the achievements of this element's objectives are directly related to the major issues.

## **Conclusions and Recommendations**

This element is optional, and an analysis of each objective in the Library Services Element using the six major EAR issues developed to employ in this analysis resulted in a determination that no amendments or other revisions to the element are necessary.

# HISTORIC RESOURCES ELEMENT

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## Element Overview

The fundamental purpose of the Historic Preservation Element is to protect the historic resources within unincorporated Palm Beach County from adverse impact and to promote public awareness of the benefits of preserving such resources.

Since the adoption of this optional element, the County has put in place a number of mechanisms to help ensure that historic resources are protected. A process has been created to locally designate significant historic sites and structures, and to ensure that historic and archaeological resources are protected in the development or redevelopment process. A Historic Resources Review Board (HRRB) has been created to provide community oversight for these processes, as well as to assist in education efforts about the value of historic resources. A number of research tasks have been completed. Provisions are in place to nominate sites for the National Register, as well as to prepare Florida Master Site File (FMSF) listings. With these items now being implemented through land development regulations and other means, the focus of the element becomes to maintain these processes and to evaluate and pursue appropriate new opportunities. Among these are the opportunity to use advancing technologies to assist in the mapping and tracking of designated and potential sites, the opportunity to enhance tourism, and specifically ecotourism, through the reuse and restoration of historic sites, and the opportunity to work collaboratively with other County departments and other entities to ensure the preservation of historic resources.

The following historic sites and districts have been designated by the Board of County Commissioners as of August, 1999:

- Tindall House Historic Site, Jupiter, Florida. (November 17, 1997)
- Cabana Club Porte Cochere Historic Site, Boca Raton, Florida. (November 17, 1997)
- Camino Real and Camino Real Bridge Historic District, Boca Raton, Florida. (November 17, 1997)
- Riverbend Regional Park Historic District, Jupiter Farms, Florida. (April 20, 1999)

## Element Assessment

In addition to the designation of the above historic sites, several successes have been achieved over the past several years. In 2000, the HRRB approved its first Certificate to Dig (within Riverbend Park). In 2003, a Survey and Planning Grant was received from the Florida Department of State. In addition, the consultant firm, Archaeological & Historical Conservancy, Inc., Davie, Florida, recently provided a final draft report that includes a listing, a summary and a map of each of the 181 total archaeological sites, 7 of which are newly recorded sites. The final draft Survey Report is being reviewed by Planning Division staff and is scheduled for presentation to the HRRB and the BCC in 2004. Finally, at the direction of the Historic Resources Review Board (HRRB), a Designation Application and Report document were prepared and two public hearings were held in 2003 to consider designating the Old Indiantown Road as an historic site.

### **Objective Achievement with regards to the Major Issues**

An assessment of the element's objectives has been completed to identify whether their achievement relates to the major issues and whether any unanticipated changes in circumstances have resulted in problems or opportunities regarding the major issues. None of the achievements of this element's objectives are directly related to the major issues.

### **Conclusion and Recommendations**

This element is optional, and not directly related to any of the major issues. Consequently, there have been no proposed corrective actions or amendments identified. To update the support documentation for the element, the following recommendation is offered:

- A new survey of historical structures should be considered, since the last survey was completed in 1990.

## **ELEMENT CONCLUSIONS AND RECOMMENDATIONS**

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### **Future Land Use**

Revisions to this Element may be necessary to implement Issue recommendations addressing: 1) Tier boundary modifications, 2) the splitting of the Glades Tier into the Glades Communities and the Glades Protection tiers, and 3) recommendations in other Issues affecting provisions in this element.

### **Transportation Element**

The Transportation Element is not completely consistent with new state requirements. These deficiencies will be addressed in amendment rounds subsequent to the EAR. The main recommendations to this Element are to correct all statutory deficiencies, to continue in the Corridor Master Planning effort, and to work towards creating a Transportation Concurrency Exception Area (TCEA) Points System. In general, the Transportation Element has been successful in the process of coordination between stakeholders, helping to address mass transit needs, and creating a framework for dealing with transportation issues and services, however, there are still concerns regarding congestion and capacity issues.

### **Housing Element**

In spite of its accomplishments, housing affordability to target groups (particularly the very low, low and moderate-income residents) still plagues the County. Lack of complete success in achieving some of the Housing Element (HE) policy initiatives can be attributed to the following:

- Limited funding resources to cover all the identified needs.
- Limited staff resources to fully undertake all the policies and do the necessary research to determine progress.
- The directive of placing emphasis on homeownership does preclude the development of rental units affordable to the 0-30% MFI households.
- Scarcity of land has elevated the price of land and the final cost of residential units.

A continuation of this trend will have a significant impact on the affordability and availability of housing for moderate and low-income families.

### **Utility Element**

#### ***Potable Water Sub-Element***

The County's steady growth in the unincorporated area, in the central western communities, necessitates a need for local utility service providers to clearly delineate their "exclusive right to serve" through written agreements pursuant to service area boundaries. Until build-out occurs, the County must facilitate more effective cooperation among service providers through better planning and coordination on the basis of Chapter 189 F.S. The County has the right to provide service in the unincorporated area, as set forth in Chapter 125.01(k)1 F.S., to the extent not inconsistent with general or a special law, and service area agreements should be emphasized..

#### ***Solid Waste Sub-Element***

The long-range planning for the Solid Waste Authority (SWA) is accomplished first through the annual evaluation of remaining disposal capacity at the existing landfill. The current year's analysis indicates that the existing site will provide disposal capacity for the County until approximately 2023 including the growth anticipated from the Biotechnology Research site. Beyond the capacity in the existing landfill, the SWA owns a 1600-acre parcel in the western portion of the County in the Everglades Agricultural Area (EAA) that can serve as a disposal site when the existing landfill is depleted. The time horizon to initiate the development of plans for

the western site is approximately ten years. Assuming the use of the EAA site, there is no long-range deficiency in disposal capacity for the County.

### ***Stormwater Management Sub-Element***

The County should conduct a study to determine if standards for new development should be upgraded to provide safer road conditions and whether or not the increased protection level is worth the cost.

The County recognizes the need to retrofit stormwater management facilities within some existing developed areas where the prevalence of small lots and the inability to achieve legal positive outfall preclude these areas from meeting current regulatory standards. The County should establish a peer review committee to propose solutions and standards for retrofitting older systems to accommodate infill and redevelopment when legal positive outfall is not obtainable. A procedure is needed to identify and address improved ways to provide outfall on a more regional basis to advance redevelopment where designated and appropriate.

Since infill and redevelopment is critical in balancing the settlement pattern, the County must also evaluate whether the public interest continues to be served if drainage improvements should only be made available to those that can afford to pay for such improvements. The County should convene a peer review group to determine if there is support for changing the current approach for funding infill and redevelopment infrastructure improvements. The need for a permanent funding source, such as a stormwater management utility should be evaluated, including whether a stormwater master plan should be initiated for designated infill and redevelopment areas.

Due to cost and complexity of drainage layouts, a new approach is needed to provide for drainage on a larger scale instead of the current piecemeal approach that has not yielded the appropriate level of service for problem drainage areas. As redevelopment and infill is encouraged in the unincorporated area and new subdivisions are developed based upon new criteria, older drainage systems will not have capacity to handle runoff from other sites. An overall approach that identifies sub-basin problems is needed, with each sub-basin being analyzed to pinpoint solutions. Following this analysis, sub-basin drainage improvements will necessitate prioritization, funding and implementation with other capital improvements to maximize benefit to targeted infill and redevelopment sites. For successful redevelopment and infill to occur in designated areas, it is suggested that the District be contacted to discuss possible rule revisions that are more proactive to accommodating infill.

Prior to the establishment of the State-required Total Maximum Daily Load (TMDL), the County should convene a study group to prioritize and resolve any known impacts that were proven to exist and determine if new regulation is required to reverse negative trends. The location and number of sampling points and the frequency of sampling must be expanded to adequately monitor the impacts of proposed development and to mitigate any impact from antiquated subdivisions.

### **Recreation and Open Space Element**

The Palm Beach County Parks and Recreation Department (PBC P&PRD) has met the concurrency requirements and expects to maintain their responsibility to provide sufficient parks and recreational activities for the citizens of Palm Beach County. PBC P&RD has been particularly careful to adhere to the Goals, Objectives and Policies in the Comprehensive Plan and has developed plans for future development to meet the needs of its citizens. Currently impact fees account for the bulk of funding for acquisition, design and development of parks and

recreational facilities. The balance of funding comes from grants, bonds and ad valorem sources. Acquisition of Environmentally Sensitive Lands has and will continue to be funded through Bond Issues and state grants administered by the Palm Beach County Department of Environmental Resource Management (DERM) as detailed in the Conservation Element.

### **Conservation Element**

The County will continue to be committed to protecting environmentally sensitive lands, and to dedicate resources towards the acquisition and restoration of upland and wetland areas. Amendments to this element may be needed, to implement the recommendations listed in Issues 1 and 4.

### **Coastal Management**

In 2003 the Division of Emergency Management redefined the hurricane evacuation zones in Palm Beach County, due to the availability of enhanced land elevation data. This redefinition affects the boundaries of the Coastal High Hazard Area (CHHA) and the hurricane vulnerability zone in the comprehensive Plan. The following definitions will need to be added or modified:

- Hurricane Evacuation Zones,
- Hurricane Vulnerability Zone, and
- CHHA.

The redefinition is needed to include Hurricane Category two to the Coastal High Hazard Area. This will provide consistency with Department of Emergency Management.

To be consistent with 9J-5, a map update of the Coastal Planning Area including land uses and resources is also needed. A Coastal Planning Area definition needs to be added to the Introduction and Administration Element.

To provide consistency with 163.3177(6)(g)9., F.S. an amendment updating or adding a policy to the Coastal Management Element will be needed.

### **Intergovernmental Coordination Element**

A plan amendment is required to satisfy Rule 9J-5 which was amended to include within the Intergovernmental Element an objective that ensures the adoption of Interlocal agreements within one year of adoption of the amended Intergovernmental element and ensure intergovernmental coordination between all affected local governments and the school board for the purpose of establishing requirements for public school concurrency.

A further plan amendment is required to account for a Scribner's error where the appropriate citation to the Florida Statutes has been omitted.

### **Capital Improvement Element**

The Capital Improvement Element (CIE) works well to prioritize capital projects and maintain Levels of Service. However, the creation of a Biomedical Research and Development Park in the County may require some adjustments as to how facilities and services are allocated among the Tiers (Objective 1.5). A proposed Comprehensive Plan Amendment to eliminate Policy 1.5-c, which restricts the provision of Urban Levels of Service outside of the Urban Service boundary, is in process, and will address this.

It is anticipated that a referendum will be placed on the ballot in November 2004, to establish a school bond issue or to increase the sales tax. If passed, the referendum would be expected to

provide an additional \$560 million in revenues to the School District to build classrooms, which may necessitate a change in Table 17 of the CIE.

### **Economic Element**

As competing interests vie for available nonresidential land for industrial and agricultural uses, it is important to update the County's economic vision. In the past, the County has focused on strengthening certain industries. While some of these industries are growing and some are encountering constraints, broader issues remain, such as identifying which industries will continue to be economic priorities. In order to refine the County's economic objectives and better address the long-term health of the County's economy, a visioning process may be useful.

### **Fire-Rescue Element**

The main recommendations can be summarized as follows:

First, in terms of structures, urban design features should also address unique fire protection needs and access when promoting infill, redevelopment and revitalization, with particular concern in mixed-use buildings.

Second, in terms of the Fire Rescue relationship with the transportation network, any transportation management systems explored should include the needs of emergency responders. Transportation-related items which have been discussed to date that are of concern to Fire-Rescue include traffic pre-emption devices, traffic calming devices, traffic controls, and any items that limit access to emergency units such as one-way streets, narrow alleyways, turnabouts, limited access highways, etc.

Finally, in terms of intergovernmental coordination, due to confusing service areas the fire-rescue service delivery issues will need to be addressed in a more cohesive manner, with the cooperation of all municipal and county entities.

### **Public Schools Facilities Element**

As the County pursues a policy of infill and redevelopment in its Core Area, a discussion may be needed to identify the provision of public school facilities within the urban area. Potential impacts on school concurrency, from the location of The Scripps Research Institute (TSRI) into the County and new developments in the Central Western Communities, will have to be monitored.

Also, where necessary, policies in the Public School Facilities Element will need to be amended to make it consistent with the First Amendment to the School Concurrency Interlocal Agreement. Proposed amendments include: 1) the addition of a definition for "First FTE Student Count," and 2) a change to Policy 1.1-a, to add language to the effect that if a school is planned and under contract to relieve capacity of an existing school, that the existing school be allowed to exceed the 120% maximum utilization for a limited period.

The Interlocal Agreement (regarding concurrency) has a five-year term that ends in January 2006. If the Agreement were to terminate, it could have an impact on the ability to maintain the adopted LOS. However, as long as the interested parties want the Agreement to continue, it will automatically be renewed for another five years.

**Health and Human Services Element**

This element is optional, and not directly related to any of the major issues. Consequently, there have been no proposed corrective actions or amendments identified.

**Library Services Element**

This element is optional, and an analysis of each objective in the Library Services Element using the six major EAR issues developed to employ in this analysis resulted in a determination that no amendments or other revisions to the element are necessary.

**Historic Preservation Element**

This element is optional, and not directly related to any of the major issues. Consequently, there have been no proposed corrective actions or amendments identified. To update the support documentation for the element, the following recommendation is offered:

A new survey of historical structures should be considered, since the last survey was completed in 1990.





**Chapter 4  
Special Topics**

## **SPECIAL TOPICS**

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### **SCHOOL CONCURRENCY AND PLANNING**

Issues related to coordination of public schools with the comprehensive plan are not relevant for Palm Beach County since school concurrency was implemented in Palm Beach County in 2002. Therefore, the County and its municipalities are exempt from this section. A summary of successes related to public schools and planning, is described in the Public School Facilities Element.

### **COASTAL HIGH HAZARD AREAS**

In May 2002, the Florida Legislature amended Section 163.3191(2)(m) Florida Statutes (F.S.) to require the following:

“If any of the jurisdiction of the local government is located within the coastal high-hazard area, an evaluation of whether any past reduction in land use density impairs the property rights of current residents when redevelopment occurs, including, but not limited to, redevelopment following a natural disaster. The property rights of current residents shall be balanced with public safety considerations. The local government must identify strategies to address redevelopment feasibility and the property rights of affected residents. These strategies may include the authorization of redevelopment up to the actual built density in existence on the property prior to the natural disaster or redevelopment.”

The State defines Coastal High Hazard Areas (CHHA) in Chapter 163.3178(2)(h) as: “the evacuation zone for a category one hurricane as established in the regional hurricane evacuation study applicable to the local government”.

Palm Beach County defines CHHA as the evacuation zone for a category one hurricane as established in the regional hurricane evacuation study. This definition will be updated in the County’s Comprehensive Plan during the 04-2 amendment round to include hurricane category two. This is a result of a 2003 redefinition by Palm Beach County Emergency Management Division, due to the availability of enhanced land elevation data. Since 2003, the CHHA has been defined as plan A by the Division of Emergency Management, which includes evacuation zones for hurricane categories one and two.

Most of the unincorporated CHHA lands are located in the northern section of Palm Beach County. The land uses for these lands are low residential, medium residential, high residential, commercial, parks, conservation, institutional, and industrial. A small segment of the CHHA lands are located in the southern area of the County near the municipalities of Briny Breezes and Gulf Stream. These land uses are medium residential, high residential, commercial, and park. The majority the CHHA land is located within 23 municipal boundaries and is therefore not addressed.

Below is a table listing the existing land uses and total acres in the unincorporated areas of Palm Beach County's Coastal High Hazard Area.

**Palm Beach County Coastal High Hazard Area**

Table 4.1

Existing Land Use	Total Acres
Agriculture	2.85
Commercial	11954.87
Conservation	4868.28
Industrial	245.28
Institutional	1688.74
Mixed Use	22.26
Recreation/Open Space	2154.22
Residential Mobile Home	272.47
Residential Multi-Family	7373.17
Residential Single Family	14688.51
Utility/Transportation	121.55
Vacant	6677.30

Since 1989, land use amendments that resulted in a reduction of residential areas have only occurred in two areas of the northern section of the CHHA. Both of the amendments were County initiated corrective amendments and were a result of data error. The corrections permitted the density of subject properties to be consistent with their current developed and surrounding land uses. Public notice was sent to each of the property owners. These corrective amendments did not affect property rights of the residents. The decisions considered property rights of residents balanced against public safety concerns, such as: safe evacuation of residents in the CHHA, amount of shelter space, etc. From this evaluation, the two past reductions in land use densities have not impaired property rights of residents.

**County Objective and Policies Pertinent to Coastal High Hazard Area Development**

**OBJECTIVE 2.3 Development in High Hazard Area**

Palm Beach County shall direct population concentrations away from known or predicted coastal high-hazard areas, and shall not approve increases in population densities in the coastal high hazard area. [9J-5.012(3)(b)6,7]

**Policy 2.3-a:** The County shall not increased densities in the coastal high hazard area. [9J-5.012(3)(c)3,4,7]

**Policy 2.3-c:** Infill or redevelopment densities and intensities in coastal high hazard areas shall be consistent with existing adjacent development but at densities and intensities no greater than the adopted future land use designations. [9J-5.012(3)(c)7,9]

The Comprehensive plan currently has three policies that address post-disaster redevelopment. They are as follows:

**Policy 2.5-b:** The County shall prohibit the rebuilding of non-conforming uses that have experienced damage of greater than or equal to 50 percent of value, in areas most vulnerable to the effects of storms. When structures are rebuilt, they shall be required to be brought up to code. [9J-5.012(3)(c)3,5]

**Policy 2.5-c:** The County shall explore the applicability of using transfers of development rights and other programs for the acquisition of property or property rights,

as methods of compensating property owners who do not rebuild structures in those areas most vulnerable to the effects of storms. Lands so acquired shall be used for parks and other recreational uses. [9J-5.012(3)(c)3,5]

**Policy 2.5-d:** The County shall continue to enforce regulations and codes which provide for hazard mitigation. These include land use, building construction, flood elevation, septic and sanitary sewer, coastal construction setback, and stormwater facility regulations. These regulations shall also be applied to eliminate unsafe conditions and inappropriate uses. [9J-5.012(3)(c)3,5]

## **Conclusion and Recommendations**

In conclusion, after looking at various objectives and policies in the Comprehensive Plan, Palm Beach County does have policies in place that address property rights of residents balanced with public safety considerations. Since the adoption of the 1989 Comprehensive Plan, there has been two County initiated corrective amendments. From this evaluation of past reduction in land use densities, property rights of the residents were not impaired.

There should also be consideration for the following recommendation to address redevelopment issues besides post-disaster redevelopment. A strategy is to amend the Comprehensive Plan to include a policy of redevelopment areas or pre-disaster redevelopment since these areas are not currently addressed in the Comprehensive Plan. The policy should allow redevelopment areas or pre-disaster redevelopment to occur at the density in place as prescribed by the Comprehensive Plan. These densities have been deemed suitable for these areas.

## **TWENTY-YEAR WATER PLAN**

### **Background**

In anticipation of the State's continued population growth and increasing water demands, the 1997 Legislature amended the Florida Water Resources Act (Chapter 373, F.S.) requiring four water management districts to initiate regional water supply planning in the areas of the state where sources of water were considered inadequate to meet year 2020 projected demands. The water supply plans were to address a list of water source options to meet anticipated demands while sustaining water resources and related natural systems. As of August 2001, the required regional water supply plans were completed for Northwest Florida, Southwest Florida, St. Johns River, and South Florida.

### **Coordination of Land Use and Water Supply Planning**

With freshwater demands increasing to meet the needs of a growing population, the 2002 Florida Legislature strengthened the coordination of water supply and land use planning. For the first time, a statutory linkage was created between the state's five water management districts' regional water supply plans and local government comprehensive plans throughout the state. Each local government that is responsible for its own water supply must now include in its comprehensive plan's potable water element a 10-year Work Plan for building water supply facilities necessary to serve existing and new development. Taking into consideration the regional water supply plan efforts of the water management districts, these Work Plans must project future water supply demands and identify the water supply sources available to meet those demands. The Work Plans will also include schedules for permitting, constructing and operating needed water supply facilities, together with any necessary amendments to a local government's comprehensive plan five-year schedule of capital improvements to provide those water supply facility needs. All local governments within the South Florida Water Management District (District) that are responsible for all, or a portion of, their water supply must prepare and adopt a minimum 10-year water supply facilities Work Plan into their comprehensive plans by

January 1, 2005, or their Evaluation and Appraisal Report (EAR) due date, whichever occurs first.

Staff from the Department of Community Affairs (DCA), the Florida Department of Environmental Protection (FDEP) and the District examined how to coordinate their activities more efficiently to help local governments integrate land use and water supply planning and agency coordination of Comprehensive Planning and Water Supply Planning in Florida. The District is currently investigating the possibility of increasing water storage capabilities through surface reservoirs and aquifer storage and recovery (ASR) facilities, and evaluating the feasibility of recharging the aquifer by using storm water runoff and reclaimed water. The Lower East Coast Regional Water Supply Plan is available for review as follows: South Florida WMD Water Supply Plan.

Local governments are to abide by the following new requirements:

1. Coordinate appropriate aspects of their comprehensive plans with the appropriate water management district(s) regional water supply plan(s). (see s.163.3177(4)(a), F.S.)
2. Revise the Potable Water sub-element to consider the regional water supply plan(s) of the appropriate water management district(s). (s.163.3177(6)(c), F.S.)
3. Revise the Potable Water sub-element to include a Water Supply Facilities Work Plan for at least a 10-year planning period addressing water supply facilities necessary to serve existing and new development for which the local government is responsible. (s.163.3177(6)(c), F.S.)
4. Revise the Conservation Element to assess projected water needs and sources for at least a 10-year planning period considering the appropriate regional water supply plan(s) or, in the absence of an approved regional water supply plan(s), the district water management plan(s) (s.163.3177(6)(d), F.S.).
5. Revise the Intergovernmental Coordination Element to ensure coordination of the comprehensive plan with the applicable regional water supply plan(s). (s.163.3177(6)(h)1., F.S.)
6. Consider, during preparation of the Evaluation and Appraisal Report, the appropriate regional water supply plan. (s.163.3191(2)(l), F.S.)
7. During preparation of the Evaluation and Appraisal Report and adoption of EAR-based amendments, revise the Potable Water Sub-element to include the Water Supply Facilities Work Plan. (s.163.3191(2)(l), F.S.)

### **Pilot Community Projects**

In early 2003, the Department of Community Affairs funded one local government Work Plan pilot project in each of the five water management districts. DCA contracted with five communities, one in each water management district, to prepare a Pilot Community Work Plan in advance of their statutory deadline. The Pilot Communities and respective Districts included: City of Cocoa, St. Johns River Water Management District; Lake City, Suwannee River Water Management District; Oskaloosa County, Northwest Florida Water Management District; City of Venice, Southwest Florida Water Management District; and, Palm Beach County, South Florida Water Management District.

### **Palm Beach County Pilot Community Project**

Palm Beach County was designated as a Pilot Community due to its diversity of community structures, population and size in square mile area. The South Florida Water Management District worked closely with Palm Beach County to assist in the development of its large urban county Work Plan model. The final product addressed the County's 20-year water supply facility needs, consistent with its Water Use Permit. Through the production of the County's Pilot Project, DCA and the District learned to effectively assist other local governments in the identification of data sources necessary to complete the process, preparation of water supply-related plan amendments and programmatic activities.

The Palm Beach County Pilot Community Work Plan was completed in March 2003. The Planning Division is currently preparing amendments to incorporate the 20-Year Water Supply Work Plan into the County Comprehensive Plan. The Pilot Community Work Plan consists of three primary components available for review:

1. **Facility Inventory** – Addresses utility service areas, current water supply demands, current permits, current facilities and treatment technologies.
2. **Facility Capacity Analysis** – Addresses the demands for the next 20 years, the South Florida Water Management District's Lower East Coast Regional Water Supply Plan, likely available sources, and the 20-Year Water Supply Facilities Work Plan.
3. **Draft Comprehensive Plan Amendments** – Addresses the actual language for revisions to the Palm Beach County comprehensive plan to comply with the new statutory requirements to prepare a minimum 10-Year Water Supply Facilities Work Plan and to take into consideration the appropriate Regional Water Supply Plan of the water management district.

**Biotechnology Research Park.** As the result of converting the 1,920 acre Mecca Property from its existing water intensive agricultural use to a new Biotechnology Research Park (BRP), overall water demand will be reduced by millions of gallons per day. The County does not intend to "recapture" any of this reduced demand by increasing its permitted allocation through modification of its existing SFWMD Water Use Permit. This reduced water demand will therefore provide additional water for other users and for environmental restoration projects in the vicinity of the Biotechnology Research Park. The projected build out water demand for the BRP is approximately 4% of the build-out demand in the County's current 20-year permit, and the County has notified the SFWMD that it will not be seeking an increase in water allocation for the BRP. The County is moving forward in development of a reclaimed water feasibility analysis for the BRP, and the results of this analysis are not yet known.

In conclusion, the Work Plan provides reasonable assurance that the conditions of its 20-Year Water Use Permit are met for the duration of the plan, as documented in 5-year intervals. The County has effectively demonstrated that the volume of water withdrawn during a 1 in 10 year drought condition are offset by alternative water sources. The County has proposed multiple alternative water supply projects that collectively eliminate the impact of additional water withdrawals on the Regional System and Lake Worth Drainage District canals. Alternative water supply projects primarily include reclaimed water, aquifer storage and recovery, and created wetlands systems.

## **FINANCIAL FEASIBILITY**

### **Concurrency Management System**

This section analyzes the financial feasibility of implementing the comprehensive plan and of providing needed infrastructure to achieve and maintain adopted Level of Service (LOS) standards and the ability to sustain concurrency management systems through the Capital Improvement Element (CIE), as well as the ability to address infrastructure backlogs and meet the demands of growth on public services and facilities. Pursuant to F.S. Sec. 163.3161, et seq., the Board of County Commissioners (BCC) implemented the Adequate Public Facilities Ordinance in 1990. The Ordinance is also known as Article 2.F of the County's Unified Land Development Code (ULDC). The purpose of the Ordinance is to ensure adequate public facilities are in place and are concurrent with the impact of development. As a result, this process directly involves review by the pertinent service providers to determine if services and infrastructures are adequate to serve proposed development on a subject property.

In Palm Beach County, the public facilities providers' LOS must be met prior to a concurrency reservation being issued. A concurrency finding is a prerequisite for any development order, and a concurrency reservation may be issued if a development agreement is executed with the developer/owner/applicant and the service provider(s) affected. This agreement must be acceptable to the providers, the County Attorney and the Zoning Director. A concurrency reservation involving a development agreement requires that the BCC approve the agreement, and if approved, the concurrency reservation is for that proposed development. Recent amendments to the Adequate Public Facilities Ordinance allow the service providers to impose some conditions without executing a development agreement. These conditions are specifically identified on the concurrency reservation and must be in place before development occurs.

To facilitate the concurrency process, the Comprehensive Plan and the ULDC require that the Planning, Zoning and Building Department Executive Director complete and submit to the Office of Financial Management and Budget (OFMB) an Annual Public Facilities Update Report (AUR). Since the Zoning Division serves as the coordinating center for the implementation of the Concurrency requirements, it is charged with the responsibility of preparing the AUR as part of the requirements of Article 2.F. The primary objective of the AUR is to provide an overview and audit of Concurrency for unincorporated Palm Beach County from the perspective of each service provider. Based upon analysis of the AUR, OFMB proposes to the BCC each year, any necessary amendments to the CIE, and any proposed amendments to the County's annual budget for public facilities, in order to increase LOS where needed.

The Palm Beach County Comprehensive Plan contains "level of service standards" for community infrastructure facilities that Palm Beach County provides services for. These services include potable water, wastewater, solid waste, drainage, parks and recreation, and traffic engineering (roads). A discussion of the County's ability to provide "level of service standards" for community infrastructure facilities follows.

### **Water Utilities**

The Palm Beach County Water Utilities Department (PBCWUD) is an operating unit of the BCC, providing potable water, reclaimed water, and wastewater services to approximately 400,000 people within 177 square miles of the rapidly urbanizing, primarily unincorporated area of Palm Beach County. In addition to serving unincorporated areas, PBCWUD also provides service directly to the residents of several municipalities including Greenacres and Haverhill. Wholesale agreements are also maintained with the Village of Palm Springs, the City of Lake Worth and the City of Atlantis.

PBCWUD was formed in 1969 through the acquisition of the water system at what is now the Palm Beach County International Airport. Since that time, the PBCWUD service area has been expanded through the acquisition of a number of developer-built facilities, which were originally intended to serve limited areas of high-density development.

The Department's facilities include four regional water treatment plants and one regional water reclamation facility. Auxiliary facilities include an Administrative, Engineering and O&M Complex in Palm Springs, the Southern Regional Operations Center, Central Laboratory and Wakodahatchee Wetlands in suburban Delray Beach and a Customer Service Center in suburban Boynton Beach. Additionally, a new Northern Regional Operations Center is under construction adjacent to Cholee Park. The new facility will replace the Palm Springs complex. The Department is also finalizing design for the Winsberg Wetlands facility. Together, all of these facilities are designed to meet the needs of the Department's growing customer base.



Below is a listing of the eighteen (18) water and sewer providers involved in providing service to county residents. Levels of Service in the first two columns are average daily flows taken from the Utility Element of the Comprehensive Plan.

### Levels of Service/Utilization

Table 4.2

SERVICE AREA	POTABLE WATER - GALLONS PER CAPITA/DAY	SANITARY SEWER GALLONS PER CAPITA/DAY	WATER UTILIZED <sup>1</sup>	SEWER UTILIZED <sup>1</sup>
Palm Beach County Water Utilities	126	100	80%	75%
Seacoast	191	107	92%	71%
Acme/Village of Wellington	125	100	52%	75%
Town of Jupiter	170	N/A	74.6%	N/A
City of Riviera Beach	195	135	65%	65%
Village of Palm Springs/Lake Worth Area	194	75	61%	68%
City of Boynton Beach	177	99	97%*	82%
City of Delray Beach	276	130	73%	70%
City of Boca Raton	307	122	50%	80%
Village of Royal Palm Beach	135	85	53%	49%
City of Belle Glade	91	101	53%	49%
City of Pahokee	86	108	65%	63%
City of South Bay	150	150	38%	62%
Loxahatchee River District (ENCON)	N/A	108	N/A	74%
City of Lake Worth	170	100	50%	70%
Seminole Water Improvement District	540 <sup>2</sup>	60 <sup>2</sup>	35%	33%
Village of Tequesta	3.9 <sup>3</sup>	N/A	36%	N/A
City of West Palm Beach	47 <sup>3</sup>	55 <sup>3</sup>	63%	64%

1 Total amount of capacity obligated during the current year for the service provider's entire system (utilized and committed), expressed as a percentage of total available capacity.

2 Capacity in 000 gallons/day. Serves primarily non-residential uses.

3 Capacity in MGD.

- West Water Treatment Plant undergoing expansion

PBCWUD currently provides potable water, reclaimed water and wastewater services to the central and southern regions of suburban Palm Beach County. With the growth of the service area over time, and the resulting proliferation of developer-built package treatment plants, it became necessary for PBCWUD to consolidate treatment at permanent regional facilities. PBCWUD now operates four water treatment plants. One of the four plants is currently under construction to increase treatment capacity. The WTP No. 3 and No. 9 lime softening facilities will be demolished and replaced with membrane softening facilities. The 25.0 mgd membrane softening facility at WTP No. 9 became fully operational in 2003. Construction of the 30.0 mgd WTP No. 3 membrane softening plant is expected to be complete in 2005.

PBCWUD's water distribution system includes over 1,666 miles of pipe, 12 ground storage tanks and 12,013 hydrants. The mains are primarily constructed of ductile iron and PVC. Distribution system extensions generally financed by developers. The distribution system is being expanded to interconnect the four water treatment plants through several on-going pipeline construction projects.

Wastewater is treated at two regional facilities. PBCWUD owns and operates the Southern Region Water Reclamation Facility (SRWRF), a 30 MGD state-of-the-art wastewater treatment and water reclamation facility on Hagen Ranch Road in suburban Delray Beach. PBCWUD began construction for a 5 MGD expansion to the SRWRF to increase the plant's capacity to 35 mgd. This plant is ultimately expandable to 45 MGD. PBCWUD also owns 12.5 MGD of capacity in the 55 MGD East Central Region Wastewater Treatment Facility (ECRWWTF). The ECRWWTF is currently undergoing expansion to 71 MGD, and PBCWUD's capacity ownership will increase to 24.5 MGD.

On the wastewater collection side, PBCWUD maintains 955 miles of gravity sewers, 384 miles of force mains and 724 stations. Overall, the wastewater collection, transmission, and pumping systems are in above average condition and are well maintained. PBCWUD designs and constructs facility infrastructure upgrade for approximately 15 stations per year. In the fall of 2003, construction was completed for telemetry system improvements for 101 existing stations.

In 1990, PBCWUD initiated a reclaimed water program at SRWRF. In 1996, PBCWUD proactively sought to increase local use of reclaimed water. The golf courses and large residential communities near the SRWRF provided a source of potential end-users of reclaimed water. In 1997, Palm Beach County adopted a Reclaimed Water Ordinance (Ordinance No. 97-12) and established a Mandatory Reclaimed Water Service Area surrounding the SRWRF. The Ordinance was revised in January 2002 to require new developments located between Boynton Beach Boulevard to Linton Boulevard and Florida's Turnpike to Jog Road to install and utilize reclaimed water. PBCWUD is currently providing reclaimed water to six golf course customers with a total of 117 holes, and nine residential communities with a total of 4,042 units.

PBCWUD's reclaimed water distribution system includes 28 miles of piping with 59 flushing hydrants. Distribution system expansions of the reclaimed water system are scheduled for 2007 and 2012.

### **Wastewater**

The minimum Level of Service (LOS) for urban sanitary sewer facilities for single lots of record in the urban service area, which represent infill development, is a septic tank permitted in accordance with state and local regulations.

Concurrency problems may arise with inadequate drainage, or those that do not meet the lot size or setback requirements of Environmental Control Rule 1 (ECR-1) and ECR-2. Problems with concurrency approvals may also arise with unincorporated properties in enclaves. The adjacent municipality usually provides water and sewer service to these properties. However, in some instances the municipality requires that the property be annexed.

Septic tanks are permitted under the provisions of Palm Beach County Environmental Control Rule 1, Rule 64E-6 of the Florida Administrative Code and Florida Statute 381.

### **Solid Waste**

The Solid Waste Authority of Palm Beach County has disposal capacity available to accommodate the solid waste generation for the municipalities and unincorporated county for the coming year, and has sufficient capacity for both concurrency management and comprehensive planning purposes. Capacity is available for both the coming year, and the five and ten year planning periods specified in 9J-5.005(4).

As of September 30, 2003, the Authority's North County Landfills had an estimated 39,442,993 cubic yards of landfill capacity remaining. Based upon the existing Palm Beach County population, the most recently available population growth rates published by the University of Florida Bureau of Economic and Business Research (BEBR), and projected rates of solid waste generation, waste reduction and recycling, the Solid Waste Authority forecasts that capacity will be available through approximately the year 2024 assuming the depletion of the Class I and Class III landfills are approximately balanced.

The Authority continues to pursue options to increase the life of its existing facilities and to provide for the entire County's current and future disposal and recycling needs. As part of its responsibility, the Authority will provide an annual statement of disposal capacity, using the most current BEBR projections available.

### **Drainage**

The LOS for drainage as indicated in the Adequate Public Facilities Ordinance is as follows: the drainage component shall be approved if the proposed development has access to a point of legal positive outfall or meets the exemption provisions of Sec. 7.8.D.

The Land Development Division of the Engineering and Public Works Department reviews all non-residential and multi-family applications for concurrency reservation. The drainage for these applications is not reviewed quantitatively, but rather only for confirmation of available access to legal positive storm water outfall or for conformance to the exemption provisions of Sec. 7.8.D.

In addition, if property is located in a water control district, that district reviews the Concurrency application for location in an area that is open for development (i.e., served by a district drainage facility). Twenty Water Control Districts cover Palm Beach County:

- Acme Improvement District
- East Beach Water Control District
- East Shore Water Control District
- Gladeview Drainage District
- Highland Glades Drainage District
- Indian Trail Improvement District
- Lake Worth Drainage District
- Loxahatchee Groves Water Control District

- Northern Palm Beach County Improvement District
- North Palm Beach Heights Water Control District
- Pahokee Water Control District
- Pal Mar Water Management District
- Pelican Lake Water Control District
- Pine Tree Water Control District
- Ritta Drainage District
- Seminole Water Improvement District
- Shawano Drainage District
- South Florida Conservancy District
- South Indian River Water Control District
- South Shore Drainage District

### **Parks And Recreation**

County Park LOS is established in the Comprehensive Plan, Recreation & Open Space Element (R/OS), and in the CIE. Park LOS is calculated by comparing countywide population to current inventories and then expressing the results in terms of total acres and developed acres of parks available per 1,000 population. For concurrency management purposes each year, actual LOS for both total and developed acres are updated for each park class and compared to concurrency LOS in the ROSE and CIE.

The attached Table shows the "2004 Actual LOS" which is the combined existing and budgeted acres total as of January, 2004; the "Concurrency LOS" as established in the Comprehensive Plan R/OS Policy 1.2-A; and the "Current Status" indicates whether concurrency LOS has been met or if additional acreage is needed.

District, Regional and Beach Parks: Concurrency has been met for total acres of District, Regional, and Beach Parks provided by the County. The County has also met concurrency for developed acres of District, Regional, and Beach Parks for 2004.

### **Conclusions and Recommendations**

- Concurrency has been met for total acres of District, Regional and Beach Parks provided by the County, and for developed acres of District, Regional and Beach Parks through a combination of existing inventory and projects currently budgeted to be completed in the next 12 months.

To continue to meet Park LOS in the future, continued development of District, Regional, and Beach Parks will be required. Of these three park classifications, Beach Park development will be the most critical need.

### Park Level Of Service Measures (LOS)

Table 4.3

Park Class	Total Acres/1000 Population			
	2004 LOS Actual	Concurrency LOS	Current Status	Acres Needed to Meet LOS #
District	1.77	1.38	+.39	None
Regional	4.18	3.39	+.79	None
Beach	.41	.35	+.06	None
<b>Total</b>	<b>6.36</b>	<b>5.12</b>	<b>1.24</b>	<b>None</b>
	Developed Acres/1000 Population			
District	.86	.77	+.09	None
Regional	2.09	2.00	+.09	None
Beach	.20	.20	.00	None
<b>Total</b>	<b>3.15</b>	<b>2.97</b>	<b>.18</b>	<b>None</b>

Based on PZ&B Planning Division's projected 2003 population of 1,211,448 and Park Inventory 12/24/03. "NONE" indicates that Concurrency LOS has been met or exceeded.

### Park Acreage Inventory

Table 4.4

PARK NAME AND CLASS	2004 AUR	
	ACTUAL + BUDGETED	
	Total	Developed
DISTRICT PARKS		
DISTRICT PARK SUB-TOTAL	2,146	1,039
REGIONAL PARK SUB-TOTAL	5,065	2,531
BEACH PARK SUB-TOTAL	490	245
COMMUNITY PARK SUB-TOTAL	322	240
NEIGHBORHOOD PARK SUB-TOTAL	20	16
<b>TOTAL PARK ACREAGE</b>	<b>8,043</b>	<b>4,071</b>

#### Traffic Engineering

In Palm Beach County, private and commercial vehicles account for 98% of all vehicular trips. The County, in anticipation of the demand for new and improved roads, approved a countywide impact fee ordinance that mandates that developers be required to provide road improvements to accommodate the new trips generated by their development. This, along with other measures such as an increased gas tax and ad valorem taxes, is utilized to provide necessary road improvements.

Additional funding sources such as the Municipal Service Taxing Units (MSTUs), user fees, public/private initiative, and public transportation are currently being investigated in an effort to provide adequate transportation simultaneously with development. The County's objective is to provide a multi-modal transportation system, incorporating private and commercial vehicles, a bus transit system, and rail.

An important objective of Concurrency is to ensure that development orders are not issued which will generate traffic that will exceed the adopted LOS on the roadways. The Traffic Engineering Division reviews concurrency applications and determines whether a particular application will cause the LOS Standards to be exceeded in certain traffic tests. The most recent Traffic Counts approved by the County Engineer for concurrency were for 2003.

Following is a table summarizing projected revenues and expenditures of the Palm Beach County Five Year Road Program.

**PALM BEACH COUNTY FIVE YEAR ROAD PROGRAM - (\$s in 1000s)  
Annual Update - Public Hearing - December 16, 2003**

Table 4.5

ROAD REVENUES	PROGRAM	FY 2004 Projected	FY 2005 Projected	FY 2006 Projected	FY 2007 Projected	FY 2008 Projected	Total Projected
GASOLINE TAXES		33,512,000	34,349,800	35,208,545	36,088,759	36,990,978	176,150,082
INTEREST EARNINGS		4,000,000	4,100,000	4,200,000	4,300,000	4,400,000	21,000,000
LESS 5% STATUTORY RESERVES		(1,875,600)	(1,922,490)	(1,970,427)	(2,019,438)	(2,069,549)	(9,857,504)
MISCELLANEOUS		<sup>A</sup> 2,215,000	<sup>B</sup> 3,570,000	<sup>C</sup> 9,200,000	<sup>D</sup> 8,100,000	0	23,085,000
IMPACT FEES USED FOR PROJECTS		46,461,000	27,696,000	29,914,000	35,935,000	31,252,000	171,258,000
TOTAL CURRENT REVENUES		84,312,400	67,793,310	76,552,118	82,404,321	70,573,429	381,635,578
BALANCES FORWARD		27,405,241	9,657,641	5,810,951	503,069	337,390	27,405,241
TOTAL REVENUES		111,717,641	77,450,951	82,363,069	82,907,390	70,910,819	409,040,819
PROJECTED COSTS AS PROPOSED		102,060,000	71,640,000	81,860,000	82,570,000	70,650,000	408,780,000
REVENUES LESS PROJECT COSTS		9,657,641	5,810,951	503,069	337,390	260,819	260,819

FOOTNOTES:

- A - FDOT \$1,200,000 LAP Agreement for construction of Congress Ave./Melaleuca Lane Intersection.  
FDOT \$1,015,000 Grant for construction of Congress Ave., Melaleuca Lane to Lake Worth Road.
- B - FDOT \$3,570,000 LAP Agreement for construction of Okeechobee Blvd., W. of S.R. 7 to E. of Florida's Turnpike
- C - Repayment of \$6,500,000 from the FDOT for ITS Facility.  
FDOT \$2,700,000 JPA Agreement for construction of Congress Ave., Lantana Rd. to Melaleuca Ln.
- D - FDOT \$3,600,000 JPA Agreement for construction of 45<sup>th</sup> Street, Florida's Turnpike to Haverhill Rd.  
FDOT \$4,500,000 Agreement for construction of Alternate A1A (SR 811), S. of Frederick Small Rd. to Small Rd. to Indiantown Rd.

General note on interest projections:

Projections for interest earnings assume that average cash balances will approximate 3.0 times the current year revenue projections at an interest rate of 3.0%. Interest earnings on gas taxes are shown on this summary sheet. Interest earnings on impact fees are included in the amount of impact fees used for projects shown above.

General note on interest projections:

Projections for interest earnings assume that average cash balances will approximate 3.0 times the current year revenue projections at an interest rate of 3.0%. Interest earnings on gas taxes are shown on this summary sheet. Interest earnings on impact fees are included in the amount of impact fees used for projects shown above.

## **Public Transit**

Palm Beach County provides fixed-route bus service through Palm Tran. The bus system is composed of 34 routes with most routes in operation seven days per week. During weekday peak hours, up to 107 buses are utilized to provide service. Coordination with Tri-Rail is provided by linking fixed-route bus service to Tri-Rail stations (Mangonia Park, West Palm Beach, Lake Worth, Boynton Beach, Delray Beach and Boca Raton) in the County. Palm Tran also has shuttle service between the West Palm Beach Tri-Rail station and the downtown of West Palm Beach.

## **Short-term Financial Feasibility**

Facilities plans are expected to be financially feasible. Financially feasible facilities plans demonstrate the ability to finance capital improvements from existing revenue sources and funding mechanisms to correct deficiencies and meet future needs based on achieving and maintaining the adopted LOS for each year of the five year planning period, and for the long range planning period. All facilities have been found to be financially feasible, and with no infrastructure backlogs.

## **Water Utilities**

The development of the 6-Year Capital Improvement Plan (CIP) for Water Utilities addresses plants that require technological upgrades and expansions related to capacity. The CIP developed for 2004-2009 includes the expansion of two water treatment plants and other facilities. The total funding estimated to meet these capital facility requests is \$180,411,000.00. The total cost of the 6-Year Capital Improvement Plan is projected to be \$725,559,945.00, which includes personnel costs. Palm Beach County Water Utilities will maintain its current performance with the addition of these facilities and will stay within the Concurrency Standard through the year 2009.

## **Solid Waste**

The capital budget of the Solid Waste Authority (SWA), approved by the Board annually as part of the budget approval process, addresses the short-term (five-year) capital improvement projects. This plan and budget includes both a Renewal and Replacement component, including the development of landfill cells, and a Capital Improvement component that addresses new or expanded facilities or equipment. The five-year plan also includes those projects funded by Bond proceeds. The SWA has issued Revenue Bonds to construct some of its capital projects, such as the acquisition and construction of the Southwest County Transfer Station, and are included in the capital budget. The capital budget of the SWA shows no backlogs or deficiencies in the five-year plan.

## **Parks and Recreation**

As indicated above, for 2004, Concurrency has been met for total acres of District, Regional and Beach Parks provided by the County. To continue to meet park LOS in future years, further development is required, Beach Park development in particular. The total funding programmed to meet these capital facility needs for 2004-2009 is \$143,973,100.00. Palm Beach County Parks

and Recreation will maintain its current performance with the addition of these facilities and will stay within the Concurrency Standard through the year 2009.

### **Roads**

In Palm Beach County, road construction is prioritized per the County's Five Year Road Program. According to the most recently adopted Five Year Road Program, projected costs for 2004-2008 are \$408,780,000.00. The County has determined the adopted LOS is financially feasible if fewer than 20 percent (on a line-item basis) of the applicable and programmed road construction projects, over which the County has control, are more than 12 months behind schedule. In 2003, the County's Five Year Road Program Oversight and Advisory Council evaluated FY 2001 road construction projects to determine financial feasibility. The Council found that the County had commenced construction on all sixteen construction projects in the program for FY 2001, and thereby complied with the financial feasibility requirement.

A historical review found that the County did not meet the 20 percent requirement in FY 1998-99, so the BCC was obligated to review the financial feasibility of the adopted LOS. However, on March 27, 2001, the BCC made the required finding that the adopted LOS remained realistic, adequate and financially feasible despite the failure to start one of the programmed projects in a timely manner.

### **Long-Term Financial Feasibility**

Revenues should be adequate over the long-term to fund needed facilities. In the future, further capital improvements will be funded both by a growing population and increasing property values. Once vacant properties are developed, it is anticipated that infill and redevelopment will continue to allow population growth in Palm Beach County.

While annexations by municipalities will continue to reduce the size of unincorporated Palm Beach County, Office of Financial Management and Budget (OFMB) states that annexations will not affect countywide property tax revenues. For countywide purposes, property location is irrelevant. However, location does matter for special taxing districts. Annexations may affect certain state or federal shared revenues which have a distribution component that considers unincorporated population and municipal population.

Gasoline taxes, state revenue sharing, the ½ cent sales tax, and various grants may be affected by shifts in population from unincorporated to municipal. However, these changes will not be significant in overall terms of revenues to the County.

Another funding issue is "build-out." As the County approaches build-out, and where essentially no new development will be occurring, impact fee collections will likely be affected. Approximately 25 percent of County revenues that fund the CIP come from impact fees. On a programmatic basis, impact fees can be a major funding element of specific capital programs. For example, the Road Program is 48 percent funded by impact fees.

However, as we approach build-out, the need for new capital improvements funded from impact fees should decline substantially. The demand for new capital should match the population growth trend, possibly with a lag of several years; that is, the drop off in impact fees should approximate the decline in the need for new projects. At that point, new funding requirements for maintenance of facilities may be an issue the County will need to address.



## **Water Utilities**

Based upon the results of extensive comprehensive planning, master planning, and expected population growth, Palm Beach County has developed a capital improvement program to ensure adequate water supply, and water treatment facilities will be available to satisfy projected demand through the year 2025. The County's 20-Year Water Supply Facilities Work Plan should meet current and projected potable water needs, based on the availability and appropriate use of regional water resources and the combined use of alternative water supplies; the strategy has been designed to have a surplus condition for both raw water and finished water facilities throughout the 20-year planning period. The potable water facilities that will be needed during the 20-Year period to satisfy projected needs are listed in the appendix.

Between 2003 and 2010, a total of \$164 million will be spent on nine significant capital improvement projects that will be completed by 2020. These projects will add capacity and provide services to an anticipated population of 580,546 in 2025.

For Water Utilities, the projected population of 580,546 people will require an average daily raw water demand of 88.73 mgd to produce 73.26 mgd of potable water. All four water treatment facilities to be utilized in the 2025 condition will be membrane-softening plants. Assuming the two largest wells from each wellfield to be out of service, the County will have more than 61 mgd of surplus raw water pumping capacity and 37 mgd of surplus treatment capacity. Each individual wellfield and treatment plant will operate with surplus capacity. Palm Beach County's alternative water resources program is projected to provide nearly 20 percent (17.5 mgd) of the average day raw water demand. The 2025 alternative water resources program will include two wetland treatments, four aquifer storage and recovery wells, and the reclaimed water system. The County's use of alternative water resources will increase to 38.50 mgd under maximum month raw water pumping conditions. The balance of the raw water demand will be withdrawn from the surficial aquifer.

Historically, Palm Beach County has operated with a raw water per capita usage of 131 gallons per capita per day (gpd) and finished water per capita usage of 126 gpd. The finished water per capita usage does not change throughout the 20-year planning period. However, as the County increases use of membrane treatment technology, the raw water per capita rate increases by 11.8% to 146.5 gpd in the year 2025. The increased raw water per capita is attributed to the membrane process that produces higher quality water by generating a concentrated waste stream. The waste stream is equivalent to 15 percent of the incoming raw water flow.

## **Solid Waste**

The long-range planning for the Solid Waste Authority (SWA) is accomplished first through an annual evaluation of remaining disposal capacity at the County's existing landfill. The annual evaluation is titled The Landfill Depletion Model Report. The current year's analysis indicates that the existing site will provide disposal capacity for the county until approximately 2023. Beyond the capacity in the existing landfill, the SWA owns a 1600-acre parcel in the western portion of the county (Everglades Agricultural Area) that can serve as a disposal site when the existing landfill is depleted. The time horizon to initiate the development of plans for the western site is approximately ten years from now. Assuming the use of this site, there is no long-range deficiency in disposal capacity for the County.

## **Parks and Recreation**

The Parks and Recreation Department capital improvement funding is used for the acquisition, design and development of parks and recreational facilities. Funding generated from countywide Park Impact Fees is the primary recurring funding source for annual capital allocations to acquire and develop Regional, Beach and District Park projects. Other park capital projects,

such as community and neighborhood parks, or special facilities, are subject to annual Board allocations from ad valorem sources or from available grants, bonds or other revenue.

It is estimated that annual capital funding of \$15 to \$16 million per year is necessary to maintain existing County Park LOS and complete all park projects in the County park system. The park projects in the long range plan are intended to meet the goals, objectives, and policies of the Recreation and Open Space Element (ROSE), including the adoption of specific LOS requirements for Regional, Beach and District Parks, as well as for active and passive recreational facilities. Currently, impact fees are generating \$10 to 12 million annually with the balance of funding for capital projects from grants, bonds and ad valorem sources. As new residential building starts slowing down in the future, park impact fees will also diminish at a proportional rate, creating a greater reliance on non-impact fee sources for capital funding. Other conditions, primarily the need to redevelop or renovate older facilities, will also drive higher capital program needs in the future.

Acquisition of Environmentally Sensitive Lands for open space purposes has and will continue to be funded through the Bond Issues and state grants administered by County’s Department of Environmental Resource Management as detailed in the Conservation Element.

### Roads

The Palm Beach County Metropolitan Planning Organization adopted the Year 2025 Transportation System Plan on November 19, 2001. The Cost Feasible Plan consists of a comprehensive highway, transit, bicycle, and pedestrian transportation system, and gives consideration to intermodal access and connectivity.

The Year 2025 Transportation System Plan has been determined to be financially feasible, and includes capacity expansion and maintenance of the system. Through coordination with the various area transportation providers, the revenue projected to be available for funding transportation system improvements from 2007 through 2025 has been identified as being approximately \$3.3 billion. The following table summarizes the overall cost of \$3.3 billion to implement the Plan (in millions).

Table 4.6

Component	Cost Feasible Plan (in millions)
Roadways	2,000
Buses	1,049
Water Taxi	Local
Paratransit	193
Tri-Rail (Local Match)	27
Bike/Sidewalks	29
Intelligent Transportation System	32
Total Cost	3,330
Total Revenue	3,316

## **CONSISTENCY WITH STATE AND REGIONAL PLANS**

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Chapter 163.3191 (2)(f) F. S. requires that the Evaluation and Appraisal Report (EAR) contain an evaluation and assessment of relevant changes to the state comprehensive plan (187.201, F.S.), Chapter 163, F.S. Rule 9J-5 and the Treasure Coast Regional Planning Council's Strategic Regional Policy Plan, since adoption of the last EAR update amendments. This analysis was conducted utilizing all of the changes that have occurred to these documents since 1996, when Palm Beach County adopted its most recent EAR. When an inconsistency was identified, such as a requirement not currently addressed in the Palm Beach County Comprehensive Plan, the appropriate element is identified for update. The sections containing the assessment of changes to Chapter 163, F.S. and Rule 9J-5, F.A.C. are presented in Table 4-7.

**State Comprehensive Plan.** The State Comprehensive Plan was amended in 1999 by Chapter 99-378 to include policies related to urban policy in the State Comprehensive Plan. Goal 17 identified as Downtown Revitalization was amended and entitled Urban and Downtown Revitalization. The goal was modified to state that "In recognition of the importance of Florida's vital urban centers and of the need to develop and redevelop downtowns to the state's ability to use..."

The following policies 4 through 12 were added:

4. Promote and encourage communities to engage in a redesign step to include public participation of members of the community in envisioning redevelopment goals and design of the community core before redevelopment.
5. Ensure that local governments have adequate flexibility to determine and address their urban priorities within the state urban policy.
6. Enhance the linkages between land use, water use, and transportation planning in state, regional, and local plans for current and future designated urban areas.
7. Develop concurrency requirements that do not compromise public health and safety for urban areas that promote redevelopment efforts.
8. Promote processes for the state, general purpose local governments, school boards, and local community colleges to coordinate and cooperate regarding education facilities in urban areas, including planning functions, the development of joint facilities and the reuse of existing buildings.
9. Encourage the development of mass transit systems for urban centers, including multi-modal transportation feeder systems, as a priority of local, metropolitan, regional and state transportation planning.
10. Locate appropriate public facilities within urban centers to demonstrate public commitment to the centers and to encourage the private sector development.

11. Integrate state programs that have been developed to promote economic development and neighborhood revitalization through incentives to promote the development of designated urban infill areas.
12. Promote infill development and redevelopment as an important mechanism to revitalize and sustain urban centers.

Chapter 2002-387 repealing the education goals and policies 187.201(1) of the State Comprehensive Plan also amended policies in 2002.

Although the Comprehensive Plan was not revised to address these provisions, they are already addressed through existing adopted provisions, which emphasize urban infill and redevelopment and the promotion of mass transit for urban centers, to the extent possible, based on density of the population. The Palm Beach County Comprehensive Plan is consistent with State Comprehensive Plan in Chapter 187.F.S. The EAR based amendments may include some refinements to the goals, objectives, and policies of the Palm Beach County Comprehensive Plan that further its consistency with these added state Comprehensive Plan policies.

**Treasure Coast Strategic Regional Policy Plan.** Chapter 186, F.S. governs the adoption and revision of the Strategic Regional Policy Plans (SRPP) by Regional Planning Councils. Based on the 1996 Evaluation and Appraisal Report, the Palm Beach County Comprehensive Plan remains consistent with the Treasure Coast Strategic Regional Policy Plan (TCSRPP), which was adopted on December 15, 1995 and was reviewed during the TCRPC EAR process in 2000. After final adoption of the TCSRPP update in 2007, Palm Beach County will evaluate the consistency of the Comprehensive Plan and address inconsistencies in the County's EAR Based amendments.

**Changes to Chapter 163, F.S.** Chapter 163 Part II provides GROWTH POLICY; COUNTY AND MUNICIPAL PLANNING, LAND DEVELOPMENT REGULATION. Subsection 163.3164, F.S. known as the Local Government Comprehensive Planning and Land Development Regulation Act, governs comprehensive planning in the State of Florida.

An analysis of all changes to Chapter 163, F.S. that have occurred since the adoption of Palm Beach County's most recent EAR in 1996 is provided in Table 4-7.

The changes are summarized by year including appropriate citations. Each change is classified by relevance to the Palm Beach County Comprehensive Plan. If the change is not applicable, no change is required. If the change is relevant, the Plan was reviewed and identification about whether the requirement was addressed or not is included (YES or NO). In those instances in which an amendment is needed (NO in the "Addressed" column) the elements, which need to be amended, are identified in the last column.

**Changes to Rule 9J-5 F.A.C.** Rule 9J-5 F.A.C. establishes the minimum criteria for the preparation, review and determination of compliance of the comprehensive plans and plan amendments pursuant to the Local Government Comprehensive Planning and Land Development Regulation Act, Chapter 163,F.S. An analysis of all of the changes to Rule 9J-5, F.A.C. that has occurred since the adoption of the Palm Beach County’s most recent EAR (1996) is provided in Table 4-7. The changes are summarized by year including appropriate citations. Each change is classified by relevance to the Palm Beach County Comprehensive Plan. If the change is procedural or not applicable (NA) no change is required. If the change is relevant, the Plan was reviewed and identification about whether the requirement was addressed or not is included (YES or NO). In those instances in which an amendment is needed (NO in the “Addressed” column) the elements that need to be amended are identified in the last column.

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Chapter 163, F.S. 1996 – 2003</b>		<b>163, F.S. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
1	Amended the criteria for small scale plan amendments that are exempt from the twice-per-year limitation.	163.3187(1)(c)			
2	Required the coastal management element to include the maintenance of ports.	163.3177(6)(g)9.			Coastal Element - Yes, updating or adding a policy to the Coastal Management Element and/or ports section of the Transportation Element will be needed
3	Provide that certain port related expansion projects are not DRIs under certain conditions.	163.3178(2), (3), and (5)			
4	Allowed a county to designate areas on the future land use plan for possible future municipal incorporation.	163.3177(6)(a)			
5	Required the ICE to include consideration of the school boards plans.	163.3177(6)(h)		Public School Facilities – School Facilities Policies 12.2-a and 2.2-b	
6	Revised the processes and procedures to be included in the ICE.	163.3177(6)(h)			
7	Establishment of joint processes one year after ICE adoption.	163.3177(6)(h)2.			
8	Required local governments who utilize school concurrency to satisfy intergovernmental coordination requirements	163.3180(1)(b)2.			
9	Permitted a county to adopt a municipal overlay amendment to address future possible municipal incorporation of a specific geographic area.	163.3217			

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Chapter 163, F.S. 1996 – 2003</b>		<b>163, F.S. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
10	Authorized DCA to conduct a sustainable communities demonstration project.	163.3244			
11	Amended the definition of de minimis impact as it pertains to concurrency requirements.	163.3180(6)			
12	Established that no plan or plan amendment in an area of critical state concern is effective until found in compliance by a final order.	163.3184(14)		TE 1.2-n.	
13	Amended the criteria for the annual effect of Duval County small scale amendments to be limited to 120 acres.	163.3187(1)(c)1.a .111.			
14	Prohibited amendments in areas of critical state concern from becoming effective if not in compliance.	163.3189(2)(b)			
15	Exempted brownfield area amendments from the twice-a-year limitation.	163.3187(1)(g)		X	
16	Required that the capital improvements element of the plan set forth standards for the management of debt.	163.3177(3)(a)4.		Capital Improvement Element - Policy 1.6-b (Debt Policies)	
17	Required inclusion of at least two planning periods – 5 years and 10 years.	163.3177(5)(a)			
18	Allowed multiple individuals comp plan amendments to be one amendment cycle.	163.3184(3)(d)			
19	Defined optional sector plan and created section allowing local governments to address DRI issues within certain identified geographic areas.	163.3164(31) and 163.324			
20	Established the requirements for a public school facilities element.	163.3177(12)		Public School Facilities –Policies 2.2-a and 2.2-b	

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Chapter 163, F.S. 1996 – 2003</b>		<b>163, F.S. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
21	Established the minimum requirements for imposing school concurrency.	163.3180(12), (now Section (13))		Public School Facilities – Objectives 1.1, 1.3, 2.1, 2.2, 2.3	
22	Required DCA adopt minimum criteria for the compliance determination of a public school facilities element imposing school concurrency.	163.3180(13), (now Section14))		Public School Facilities – Facilities Objective 1.1	
23	Required that EARs include coordination of the comp plan with existing public schools and 5-year work program.	163.3191(2)(i)			
24	In compliance includes consistency with Sections 163.3180 and 163.3245.	163.3184(1)(b)		Capital Improvement - CIE Objective 1.2; Public School Element – Schools Objectives 1.1,1.3, 2.1, 2.2, 2.3	
25	DCA required to maintain all documents received or generated relating to plan amendments and identify; list all written communications received within 30 days after proposed plan amendment transmittal and limited review of proposed plan amendments to written comments.	163.3184(2), (4), and (6)			
26	Allowed a local government to amend its plan for a period of up to one year after the initial determination of adopted EAR sufficiency even if the EAR is insufficient.	163.3187(6)(b)			
27	Substantially reworded Section 163.3191, F.S., EAR requirements of comp plans.	163.3191			



Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Chapter 163, F.S. 1996 – 2003</b>		<b>163, F.S. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
28	Changed the population requirements for municipalities and counties that are required to submit optional elements.	163.3177(6)(i)			
29	Required that port and local governments in the coastal area, which has spoil disposal responsibilities, identify dredge disposal sites in the comp plan.	163.3178(7)			
30	Exempted certain port related amendments from the twice-per-year limitation.	163.3187(1)(h)			
31	Required rural counties to base their future land use plans and their planned industrial use be based on specific economic and job creation information.	163.3177(6)(a)			
32	Created new Sections as the Growth Policy Act to promote urban infill and redevelopment.	163.2511,163.25, 14,163.2517,163.2520,163.2523,163.2526			
33	Required that all comp plans comply with the school siting requirements by October 1, 1999.	163.3177(6)(a)			
34	Made transportation facilities subject to concurrency.	163.3180(1)(a)		TE 1.2-e.	
35	Required use of professionally accepted techniques for measuring level of service for cars, trucks, transit, bikes and pedestrians.	163.3180(1)(b)		TE 1.1-e.	
36	Excludes public transit facilities from concurrency requirements.	163.3180(4)(b)		TE 1.2-e.	

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Chapter 163, F.S. 1996 – 2003</b>		<b>163, F.S. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
37	Allowed multi-use DRIs to satisfy the transportation concurrency requirements when authorized by a local comprehensive plan under limited circumstances.	163.3180(12)			Needed in Transportation Element
38	Allowed multi-modal transportation districts in areas where priorities for the pedestrian environment are provided.	163.3180(15)			Needed in Transportation Element
39	Exempted amendments for urban infill, redevelopment areas public school concurrency from the twice-per-year limitation.	163.31879(1)(h) and (i)		Public School Facilities - In Land Use Element	
40	Defined brownfield designation and added the assurance that a developer may proceed with development upon receipt of a brownfield designation.	163.3220(2)		X	
41	Repealed Section 163.3184(11)(c), F.S., that funds from sanction for non-compliant plans go into the Growth Management Trust Fund.				
42	Repealed Section 163.3187(7), F.S., that required consideration of an increase in the annual total acreage threshold for small scale plan amendments and a report by DCA.				
43	Repealed Sections 163.3191(13) and (15), F.S.				
44	Small scale amendments in areas of critical state concern are exempt from the twice-per-year limitation only if for affordable housing.	163.3187(1)(c)1.e			

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Chapter 163, F.S. 1996 – 2003</b>		<b>163, F.S. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
45	Added exemption of sales from local option surtax imposed under Section 212.054, F.S. as examples of incentives for new development within urban infill and redevelopment areas.	163.2517(3)(j)2			
46	Required DCA to provide assistance to local governments to develop innovative and flexible planning and development strategies to discourage the proliferation of urban sprawl.	163.3177(11)(d)			
47	Required that all agencies that review comprehensive plan amendments and rezoning include a nonvoting representative of the district school board.	163.3174			
48	Required coordination of local comprehensive plan with the regional water supply plan.	163.3177(4)(a)			
49	Plan amendments for school-siting maps are exempt from s. 163.3187(1)'s limitation on frequency.	163.3177(6)(a)			
50	Required that by adoption of the EAR, the sanitary sewer, solid waste, drainage, potable water and natural groundwater aquifer recharge element consider the regional water supply plan and include a 10-year work plan to build the identified water supply facilities.	163.3177(6)(c)			
51	Required consideration of the regional water supply plan in the preparation of the conservation element.	163.3177(6)(d)			

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Chapter 163, F.S. 1996 – 2003</b>		<b>163, F.S. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
52	Required that the intergovernmental coordination element (ICE) include relationships, principles and guidelines to be used in coordinating comp plan with regional water supply plans.	163.3177(6)(h)			
53	Required the local governments adopting a public educational facilities element execute an inter-local agreement with the district school board, the county, and non-exempting municipalities.	163.3177(6)(h)4		Public School Facilities – School Facilities Objective 2.2	
54	Required that counties larger than 100,000 population and their municipalities submit a inter-local service delivery agreements (existing and proposed, deficits or duplication in the provisions of service) report to DCA by January 1, 2004. Each local government is required to update its ICE based on the findings of the report. DCA will meet with affected parties to discuss and identify strategies to remedy any deficiencies or duplications.	163.3177(6)(h)6,7, & 8			
55	Required local governments and special districts to provide recommendations for statutory changes for annexation to the Legislature by February 1, 2003.	163.3177(6)(h)9		Public School Facilities Element was adopted	

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Chapter 163, F.S. 1996 – 2003</b>		<b>163, F.S. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
56	Added a new section 163.31776 that allows a county, to adopt an optional public educational facilities element in cooperation with the applicable school board.	163.31776		Public School Facilities – School Facilities Objective 2.2	
57	Added a new section 163.31777 that requires local governments and school boards to enter into an inter-local agreement that addresses school siting, enrollment forecasting, school capacity, infrastructure and safety needs of schools, schools as emergency shelters, and sharing of facilities.	163.31777			
58	Added a provision that the concurrency requirement for transportation facilities may be waived by plan amendment for urban infill and redevelopment areas.	163.3180(4)(c)			Needed in Transportation Element
59	Expanded the definition of “affected persons” to include property owners who own land abutting a change to a future land use map.	163.3184(1)(a)			
60	Expanded the definition of “in compliance” to include consistency with Section 163.31776 (public educational facilities element).	163.3184(1)(b)		Public School Facilities – Addressed by adoption of School Facilities Element	
61	Streamlined the timing of comprehensive plan amendment review.	163.3184(3, (4), (6), (7), and (8)			
62	Required that local governments provide a sign-in form at the transmittal hearing and at the adoption hearing for persons to provide their names and addresses.	163.3184(15)(c)			

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Chapter 163, F.S. 1996 – 2003</b>		<b>163, F.S. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
63	Exempted amendments related to providing transportation improvements to enhance life safety on “controlled access major arterial highways” from the limitation on the frequency of plan amendments contained in s.163.3187(1).	163.3187(1)(k)			Needed in Transportation Element
64	Required EAR’s to include (1) consideration of the appropriate regional water supply plan, and (2) an evaluation of whether past reductions in land use densities in coastal high hazard areas have impaired property rights of current residents where redevelopment occurs.	163-3191(2)(1)			
65	Allowed local governments to establish a special master process to assist the local governments with challenges to local development orders for consistency with the comprehensive plan.	163.3215			
66	Created the Local Government Comprehensive Planning Certification Program to allow less state and regional oversight of comprehensive plan process if the local government meets certain criteria.	163.3246			

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Chapter 163, F.S. 1996 – 2003</b>		<b>163, F.S. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
67	Added a provision to Section 380.06(24), Statutory Exemptions, that exempts from the requirements for developments of regional impact, any water port or marina development if the relevant local government has adopted a “boating facility siting plan or policy” (which includes certain specified criteria) as part of the coastal management element or future land use element of its comprehensive plan. The adoption of the boating facility siting plan or policy is exempt from the limitation on the frequency of plan amendments contained in s.163.3187(1).	163.3187(1)			
68	Prohibited a local government, under certain conditions from denying an application for development approval for a requested land use for certain proposed solid waste management facilities.	163.3194(6)			

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

Changes to Rule 9J-5, F.A.C. 1996 – 2003		9J-5, F.A.C. Citations	NA	Addressed	Amendment Needed By Element
1	Repealed rule requirements for the Traffic Circulation Element; Mass Transit Element; Ports, Aviation and Related Facilities Element. <i>Note: Certain local governments must continue to prepare these elements pursuant to 163.3177, F.S., and 9J-5.019, F.A.C.</i>	9J-5.007, 9J-5.008, and 9J-5.009			
2	Repealed rule requirements for the Recreation and Open Space Element. <i>Note: Section 163.3177, F.S., requires local governments to prepare this element.</i>	9J-5.014			
3	Repealed rule requirements for consistency of local government comprehensive plans with Comprehensive Regional Policy Plans and with the State Comprehensive Plan. <i>Note: Local government comprehensive plans are required by section 163.3184(1)(b), F.S., to be consistent with the applicable Strategic Regional Policy Plan and the State Comprehensive Plan.</i>	9J-5.021			
4	Established requirements for the <b>Public School Facilities Element</b> for Public School Concurrency for local governments that adopt school concurrency.	9J-5.025		X	



Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Rule 9J-5, F.A.C. 1996 – 2003</b>		<b>9J-5, F.A.C. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
5	Defined public transit and Stormwater management facilities	9J-5.003			
6	Revised the definitions of affordable housing, coastal planning area, port facility, and wetlands.	9J-5.003		No	Need to add Coastal Planning Area definition
7	Repeal the definitions of adjusted for family size, adjusted gross income, development, high recharge area or prime recharge area, mass transit, paratransit, public facilities, very low-income family.	9J-5.003			
8	Revised provisions relating to adoption by reference into the local comprehensive plan.	9J-5.005(2)(g) and (8)(j)			
9	Repealed transmittal requirements for proposed evaluation and appraisal reports, submittal requirements for adopted evaluation and appraisal reports, criteria for determining the sufficiency of adopted evaluation and appraisal reports, procedures for adoption of evaluation and appraisal reports. <i>Note: transmittal requirements for proposed evaluation and appraisal reports and submittal requirements for adopted evaluation and appraisal reports were incorporated Rule Chapter 9J-11, F.A.C.</i>	9J-5.0053(2) through (5)			

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Rule 9J-5, F.A.C. 1996 – 2003</b>		<b>9J-5, F.A.C. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
10	Repealed conditions for de minimis impact and referenced conditions in subsection 163.3180(6), F.S.	9J-5.0055(3)6		TE 1.2-n	
11	Required the future land use map to show the transportation concurrency exception area boundaries of such areas have been designated and areas for possible future municipal incorporation.	9J-5.006(4)			Needed in Transportation Element
12	Required objectives of the Sanitary Sewer, Solid Waste, Stormwater Management, Potable Water and Natural Groundwater Aquifer Recharge Element to address protection of high recharge and prime recharge areas.	9J-5.011(2)			
13	Repealed the Intergovernmental Coordination Element process to determine if development proposals would have significant impacts on other local governments or state or regional resources or facilities, and provisions relating to resolution of disputes, modification of development orders, and the rendering of development orders to the Department of Community Affairs (DCA)	9J-5.015(4)			

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Rule 9J-5, F.A.C. 1996 – 2003</b>		<b>9J-5, F.A.C. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
14	Clarified that local governments not located within the urban area of a Metropolitan Planning Organization are required to adopt a Traffic Circulation Element and that local governments with a population of 50,000 or less are not required to prepare Mass Transit and Ports, Aviation and Related Facilities Elements.	9J-5.019(1)			
15	Required objectives of the Transportation Element to:	9J-5.019()(b)			
	<ul style="list-style-type: none"> <li>• Coordinate the siting of new, or expansion of existing, ports, airports, or related facilities with the Future Land Use, Coastal Management, and Conservation Elements;</li> </ul>			TE 1.7, 1.8	
	<ul style="list-style-type: none"> <li>• Coordination surface transportation access to ports, airports, and related facilities with the traffic circulation system;</li> </ul>			TE 1.7, 1.8	
	<ul style="list-style-type: none"> <li>• Coordination ports, airports, and related facilities plans with plans of other transportation providers; and</li> </ul>			TE 1.7, 1.8	
	<ul style="list-style-type: none"> <li>• Ensure that access routes to ports, airports and related facilities are properly integrated with other modes of transportation.</li> </ul>			TE 1.7, 1.8	

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Rule 9J-5, F.A.C. 1996 – 2003</b>		<b>9J-5, F.A.C. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
16	Required policies of the Transportation Element to:	9J-5.019(4)(c)			
	<ul style="list-style-type: none"> <li>• Provide for safe and convenient on-site traffic flow;</li> </ul>			TE 1.3, LU 4.3-f	
	<ul style="list-style-type: none"> <li>• Establish measures for the acquisition and preservation of public transit rights-of-way and corridors;</li> </ul>				Needed in Transportation Element
	<ul style="list-style-type: none"> <li>• Promote ports, airports and related facilities development and expansion;</li> </ul>			TE 1.7, 1.8	
	<ul style="list-style-type: none"> <li>• Mitigate adverse structural and non-structural impacts from ports, airports and related facilities;</li> </ul>			TE 1.7, 1.8	
	<ul style="list-style-type: none"> <li>• Protect and conserve natural resources within ports, airports and related facilities;</li> </ul>			TE 1.7, 1.8	
	<ul style="list-style-type: none"> <li>• Coordinate intermodal management of surface and water transportation within ports, airports and related facilities; and</li> </ul>			TE 1.7, 1.8	
	<ul style="list-style-type: none"> <li>• Protect ports, airports and related facilities from encroachment of incompatible land uses.</li> </ul>			TE 1.7, 1.8	
17	Added standards for the review of land development regulations by the Department.	9J-5.022			

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Rule 9J-5, F.A.C. 1996 – 2003</b>		<b>9J-5, F.A.C. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
18	Added criteria for determining consistency of land development regulations with the comprehensive plan.	9J-5.023			
19	Defined general lanes	9J-5.003			
20	Revised the definition of marine wetlands	9J-5.003			
21	Repeal the definition of public facilities and services.	9J-5.003			
22	Revised procedures for monitoring, evaluating and appraising implementation of local comprehensive plans.	9J-5005(7)			
23	Repealed requirements for evaluation and appraisal reports and evaluation and appraisal amendments.	9J-5.0053			
24	Revised concurrency management system requirements to include provisions for establishment of public school concurrency.	9J-5.005(1) and (2)			
25	Authorized local governments to establish multimodal transportation level of service standards and established requirements for multimodal transportation districts.	9J-B.0055(2)(b) and (3)(c)			Needed in Transportation Element
26	Authorized local governments to establish level of service standards for general lanes of the Florida Intrastate Highway System within urbanized areas, with the concurrence of the Department of Transportation.	9J-5.0055(2)(c)		TE 1.1-j	

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Rule 9J-5, F.A.C. 1996 – 2003</b>		<b>9J-5, F.A.C. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
27	Provide that public transit facilities are not subject to concurrency requirements.	9J-5.0055(8)		TE 1.2-e	
28	Authorized local comprehensive plans to permit multi-use developments of regional impact to satisfy the transportation concurrency requirements by payment of a proportionate share contribution.	9J-5.0055(9)			
29	Required the future land use map to show multimodal transportation district boundaries, if established.	9J-5.006(4)			Needed in Transportation Element
30	Authorized local governments to establish multimodal transportation districts and, if established, required local governments to establish design standards for such districts.	9J-5.006(6)			Needed in Transportation Element
31	Required data for the Housing Element include a description of substandard dwelling units and repealed the requirement that the housing inventory include a locally determined definition of standard and substandard housing conditions.	9J-5.010(1)(c)			
32	Authorized local governments to supplement the affordable housing needs assessment with locally generated data and repealed the authorization for local governments to conduct their own assessment.	9J-5.10(2)(b)			

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Rule 9J-5, F.A.C. 1996 – 2003</b>		<b>9J-5, F.A.C. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
33	Required the Intergovernmental Coordination Element to include objectives that ensure adoption of interlocal agreements within one year of adoption of the amended Intergovernmental Coordination Element and ensure intergovernmental coordination between all affected local governments and the school board for the purpose of establishing requirements for public school concurrency.	9J-5.015(3)(b)			
34	Required the Intergovernmental Coordination Element to include:	9J-5.015(3)(c)			
	<ul style="list-style-type: none"> <li>• Policies that provide procedures to identify and implement joint planning areas for purposes of annexation, municipal incorporation and joint infrastructure service areas;</li> </ul>				
	<ul style="list-style-type: none"> <li>• Recognize campus master plan and provide procedures for coordination of the campus master development agreement;</li> </ul>				
	<ul style="list-style-type: none"> <li>• Establish joint processes for collaborative planning and decision-making with other units of local government;</li> </ul>				

Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

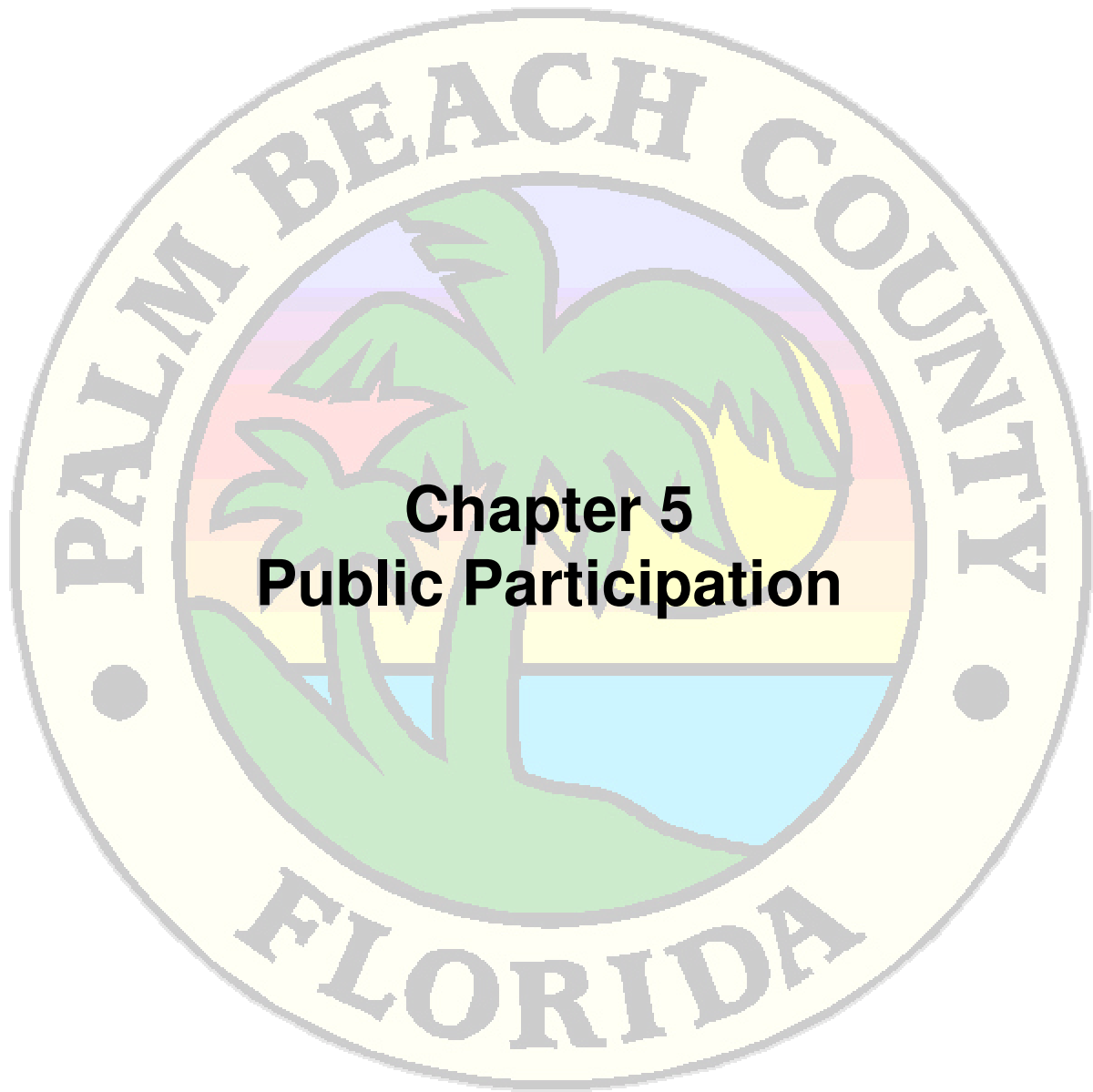
<b>Changes to Rule 9J-5, F.A.C. 1996 – 2003</b>		<b>9J-5, F.A.C. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
	<ul style="list-style-type: none"> <li>Establish joint processes for collaborative planning and decision making with the school board on population projections and siting of public school facilities;</li> </ul>			Public School Facilities – This is addressed in both Intergov. & School Elements	
	<ul style="list-style-type: none"> <li>Establish joint processes for the siting of facilities with county-wide significance; and</li> </ul>			Public School Facilities – This is addressed in the School Element	
	<ul style="list-style-type: none"> <li>Adoption of an interlocal agreement for school concurrency.</li> </ul>				
35	Required the Capital Improvements Element to include implementation measures that provide a five-year financially feasible public school facilities program that demonstrates the adopted level of service standards will be achieved and maintained and a schedule of capital improvements for multimodal transportation districts, if locally established.	9J-5.016(4)(a)		X	
36	Required the Transportation Element analysis for multimodal transportation districts to demonstrate that community design elements will reduce vehicle miles of travel and support an integrated, multi-modal transportation system.	9J-5.019(3)			Needed in Transportation Element



Table 4.7 Changes to Chapter 163 and 9J-5, F.A.C.

<b>Changes to Rule 9J-5, F.A.C. 1996 – 2003</b>		<b>9J-5, F.A.C. Citations</b>	<b>NA</b>	<b>Addressed</b>	<b>Amendment Needed By Element</b>
37	Required Transportation Element objectives for multimodal transportation districts to address provision of a safe, comfortable and attractive pedestrian environment with convenient access to public transportation.	9J-5.019(4)			Needed in Transportation Element
38	Authorized local governments to establish level of service standards for general lanes of the Florida Intrastate Highway System within urbanized areas, with the concurrence of the Department of Transportation.	9J-5.019(4)(c)		TE 1.1-j	

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**Chapter 5  
Public Participation**

## **PUBLIC PARTICIPATION SUMMARY**

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In accordance with Section 163.3191 (2)(j) Florida States (F.S.), Palm Beach County is required to submit a summary of the public participation program and activities undertaken during the preparation of the EAR (see **Table 5.1** for list of EAR public meetings). The following narrative outlines the significant events that have occurred in conjunction with the development of major issues and preparation of this report.

Community input was instrumental for identifying the major issues to be addressed in the EAR and for the preparation and review of the EAR report. Outreach and public participation was also achieved through a Web site created for the County's EAR process. The site contains links to all EAR documents, public meetings and workshops, the County's EAR e-newsletter, the South Florida Water Management District (SFWMD) EAR Web site, the Department of Community Affairs (DCA)'s EAR Web site, and other related Web links. The EAR Web site is located at: <http://www.pbcgov.com/pzb/planning/ear/ear.htm>

Extensive lists of internal and external stakeholders were prepared to include public and private sector groups and individuals, planning and other professional consultants, community activists, neighborhood groups and diverse interest groups traditionally involved and active in planning and growth management issues in Palm Beach County and South Florida. (See **Table 5.4** for lists of stakeholders)

### **A. MEETINGS AND ACTIVITIES TO DEFINE THE MAIN EAR ISSUES**

The following narrative outlines the significant events that have occurred in conjunction with the development of major issues and preparation of this report.

#### **a. In-house meetings:**

In-house meetings were conducted before scheduling public participation activities. These included:

An EAR Kickoff Meeting on 3/3/03 that included staff that would be involved in the day-to-day preparation of the EAR. Staff and management attending the session were informed on the new requirements for the EAR and the differences with the previous EAR process. Planners were assigned specific responsibilities and duties for preparing the different components of the EAR. Participants also discussed and agreed on the different steps of the EAR process using DCA's guidelines and suggested timeframes.

The next meeting was held on 3/25/03. This was a Brainstorming Meeting of Element Planners and other planners involved in the EAR. The planners suggested ideas as to which issues should be incorporated into the EAR. Staff also discussed and prepared background and analyses to frame each of the issues and agreed on a basic format to present the EAR Issues in subsequent meetings.

Planning staff held another Brainstorming Meeting on 4/8/03 to consolidate and refine the list of issues and framework and analyses that were brought up on 3/25/03.

**b. Implementing agencies meeting:**

This meeting was held on 5/16/03. The meeting involved representatives from multiple local, regional or state agencies that implement policies in the Comprehensive Plan (see **Table 5.3** for Implementing agency list). They were informed about the new EAR process and the differences with the previous EAR. Planning staff also presented the draft list of proposed issues and received input from attending agencies to fine-tune the description and definition of issues. A summary of public comments of this meeting is included in **Table 5.2** under May 16, 2003.

**c. Public Workshops:**

The following advertised public workshops and meetings were held in preparation of the list of issues and scope of work for the EAR:

The first public workshop was the Land Use Advisory Board (LUAB) Workshop held on June 13, 2003. A list of public comments is included in **Table 5.2** under June 13, 2003.

The next meeting was the Informal Scoping Meeting facilitated by the DCA with participation of municipal, regional and state representatives and other stakeholders held on July 10, 2003. Participants discussed the issues, and drafted an initial scope of work for the completion of all new EAR requirements. A list of comments is included in **Table 5.2** under July 10, 2003.

The Board of County Commissioners (BCC) EAR Workshop was held on August 26, 2003 and comments are listed in **Table 5.2** under August 26, 2003. The BCC basically endorsed the issues identified by staff and the stakeholders, allowing staff to continue with the process.

The Formal Scoping Meeting was held on September 12, 2003. This meeting reiterated the Issues formulated by the previous in-house meetings and public input meetings and the wishes voiced by the BCC. The result of this process resulted in a Letter of Understanding and Scope of EAR Work sent to the State Department of Community Affairs on September 22, 2003 (see Letter of Understanding in Correspondence Section).

**B. PUBLIC MEETINGS AND WORKSHOPS ADDRESSING THE EAR REPORT**

Once a consensus was reached and a letter of understanding was approved, County staff dedicated the following several months to complete the EAR analysis and prepare a draft EAR report. The following meetings were scheduled to elicit input from the public and public boards on the draft EAR Report.

**a. IMPLEMENTING AGENCY-**This meeting was held with representatives from various agencies that implement policies in the Comprehensive Plan on May 25, 2004. Attendance at this meeting was 34 persons. Comments are listed in **Table 5.3** under May 25, 2004.

**b. EXTERNAL STAKEHOLDERS-**This meeting was held on June 15, 2004 with various members of the public that had attended previous meetings or had contacted the County regarding the EAR. Attendance at this meeting was 49 persons representing key private sector, non-profit, special interest and diverse civic groups. Comments are listed in **Table 5.3** under June 15, 2004

**c. PUBLIC WORKSHOPS** (see **Table 5.1** for schedule)

1. **LUAB-** This meeting was held on August 13, 2004. Comments are listed in **Table 5.3** under August 13, 2004.
2. **BCC-** This meeting was held on August 24, 2004. Comments are listed in **Table 5.3** under August 24, 2004.

**d. PUBLIC HEARINGS** (see **Table 5.1** for schedule)

1. **LPA Adoption-** This meeting was held on September 20, 2004. Board action and comments are listed in Table 5.3 under September 20, 2004.
2. **BCC Adoption-** This meeting was held on October 19, 2004. Board action and comments are listed in Table 5.3 under BCC Adoption Hearing, October 19, 2004.

**List of EAR Public Meetings**

Table 5.1

<b>Meeting Type</b>	<b>Date</b>	<b>Time</b>	<b>Location</b>
<b>LUAB Workshop on Issues &amp; Scope of Work</b>	6/13/03	9 AM – Noon	4 <sup>th</sup> Floor Conference Room, PZ&B, 100 Australian Avenue, WPB. Fl., WPB. Fl.
<b>Informal Scope Preparation Meeting</b>	7/10/03	1:00 - 4:30 PM	Clayton Hutcheson Pavilion, 531 N. Military Trail
<b>BCC Workshop on Issues and Scope of Work</b>	8/26/03	9:30 - 10:30 AM	Government Center, 6 <sup>th</sup> Floor, 301 N. Olive Avenue, WPB. Fl., WPB. Fl.
<b>Formal Scope Preparation Meeting</b>	9/12/03	2:00 – 3:30 PM	4 <sup>th</sup> Floor Conference Room, PZ&B, 100 Australian Avenue, WPB. Fl., WPB. Fl.
<b>LUAB Public Workshop on EAR Report</b>	8/13/04	9 AM - Noon	4 <sup>th</sup> Floor Conference Room, PZ&B, 100 Australian Avenue, WPB. Fl., WPB. Fl.
<b>BCC Public Workshop on EAR Report</b>	8/24/04	9:30 - Noon	Government Center, 6 <sup>th</sup> Floor, 301 N. Olive Avenue, WPB. Fl., WPB. Fl.
<b>LPA EAR Adoption Hearing</b>	9/20/04	9 AM - Noon	4 <sup>th</sup> Floor Conference Room, PZ&B, 100 Australian Avenue, WPB. Fl., WPB. Fl.
<b>BCC EAR Adoption Hearing</b>	10/19/04	9:30 - Noon	Government Center, 6 <sup>th</sup> Floor, 301 N. Olive Avenue, WPB. Fl., WPB. Fl.

**TABLE 5.2**  
**Palm Beach County EAR 2003-2006**  
**Major Issues**  
**Public Comments**

**ISSUE 1**  
**Future Growth and the Tier System**  
**PUBLIC COMMENTS AND INPUT**

**1. Input & Comments received at Forum with Implementing Agencies held on May 16, 2003**

- There is need to address the location of employment centers as part of the analysis of future population projections and the tier system, mostly for the analysis of potential future development areas, including the Sector Plan area. Designation of potential employment centers need to have a higher priority in the EAR review. (Such as business parks, industrial parks, etc.) This could be an important issue to be raised during the EAR process. **Staff Comment:** Incorporate in the analysis of this issue, as part of the assessment of the Tier System policies, and the Sector Plan. Also, address as part of the EAR review of the Economic Element.
- The acquisition or purchase of land for the provision of essential services has been made difficult because of the current scarcity of land in the County. Agencies providing infrastructure such as Solid Waste Management, schools, fire rescue stations and parks have been forced to buy and demolish existing properties or use eminent domain more often, in order to assemble properties with sufficient size to locate and build their facilities and services. **Staff Comment:** Address with the basic data & analysis EAR requirements.
- Population growth is having an impact on the use of existing facilities or recreation locations such as ocean, lakes and canals. This tend to make these locations more crowded, and increase the need for additional improvements like boat ramps, more policing and enforcement of speed laws for water bodies. **Staff Comment:** Address with basic data & analysis EAR requirements and with the review of the Recreation and Open space Element.
- Some recreation activities are in danger of being forced out. (Swamp buggies, hunting, etc.) . **Staff Comment:** Address with the review of the Recreation and Open space Element.
- The use of restoration and water management facilities for recreation purposes and public access on a limited basis, when possible is encouraged. **Staff Comment:** Address with the EAR review of the Recreation and Open Space and the Conservation elements.
- Long-range population projections and allocations should be revisited every 5-10 years, as proposed by the SFWMD and the Army Corps. **Staff Comment:** Incorporate in the analysis of this issue. Also, address with the basic data & analysis EAR requirements, which include population projections.

## **2. Input & Comments received at LUAB Workshop held on June 13, 2003.**

- Regarding staff's suggested alternative of considering revisiting the Glades Tier with the possibility of creating a Glades Urban Tier and an Everglades Tier, board members indicated that it needs to be done with a comprehensive approach, and that it would be beneficial for the Glades communities to have a Glades Urban Tier separated from the Everglades Tier in order to tailor policies specific for each area. Also, that the social fabric of the Glades communities should be maintained. **Staff Comment:** Incorporate in the analysis of the Effectiveness of the Tier System.

## **3. Input & Comments received at Informal Scoping Meeting held on July 10, 2003.**

- Regarding the new requirement to link water supply and land use planning to accommodate planned future growth, this requirement needs to be addressed by each local government within their service areas and must be coordinated with the County. The County must also address this requirement for those unincorporated areas serviced by special districts, since special districts are not required to comply with this mandate. **Staff Comment:** Address as part of Issue # 6 related to increased intergovernmental coordination. Also address with amendments to establish the link between land use and water supply.
- More flexible design regulations must be incorporated into the Unified Land Development Code (ULDC) to facilitate the implementation of land use policies calling for alternative development patterns like transit oriented developments, mixed use projects and others. Current codes limit or make very difficult the approval of such type of projects. This should be considered when dealing with areas that are at the edges of the Urban/Suburban Tier, and for the implementation of rural development patterns for rural areas beyond this border. Palm-Tran Recommendation: Incentives or credits should be offered to developers who build higher density mixed-use developments that are transit oriented. The incentives should be greatest in the eastern core of the county where mass transit is most effective. **Staff Comment:** Incorporate into the analysis of this issue and consider during the approval of EAR-based amendments and related potential ULDC amendments.

## **4. Input & Comments received at Board of County Commissioners' Workshop held on August 26, 2003.**

- There may be a need to change densities in certain areas of the County, where appropriate, to plan for future growth. **Staff Comment:** Incorporate into the analysis of this issue and issues two and three.
- A directed effort to show visual examples of what the Commission envisions future development with increased densities could look like should be presented to show what is expected in those areas. **Staff Comment:** Incorporate into the analysis of this issue and consider during the approval of EAR-based amendments and related potential ULDC amendments.

## ISSUE 2

### Assessment of Infill and Redevelopment Policies in the Plan PUBLIC COMMENTS AND INPUT

#### 1. Input & Comments received at Forum with Implementing Agencies held on May 16, 2003

- The implementation of mixed uses in cities and older areas of the County need to assess the impacts on existing infrastructure, this could be a problem because of the pressure it may put on an already saturated infrastructure and a possibly overburdened transportation system. A balance needs to be struck between infill redevelopment and the desire for residents to move to the suburbs. **Staff Comment:** Address with the assessment of the Tier System policies and incorporate into the Infill and Redevelopment Study.

#### 2. Input & Comments received at LUAB Workshop held on June 13, 2003

- The Westgate CRA strategy was highlighted as an example of what infill and redevelopment initiatives could be. Included was the concept of sharply increasing densities, intensities and building heights; major capital improvements to promote investments in these areas, including drainage improvements when needed and availability of mass transit and open spaces. Palm-Tran recommendation: Transit oriented designs should be encouraged, especially in affordable housing developments and community redevelopment areas where low and middle income residents are more likely to use mass transit. **Staff Comment:** Include these concepts in the assessment of this issue.
- Many infill areas are located within municipalities. Therefore, working with municipalities through interlocal agreements and other joint activities will be needed to make this effort more effective. **Staff Comment:** There are also many infill areas and potential redevelopment areas in older sections and suburbs within unincorporated Palm Beach County. Coordination with appropriate municipalities will be incorporated as part of the analysis and recommendations of this issue.
- Consider strategies to allow renters to become homeowners or to stay in the area in order to avoid displacement. Planning for these areas should include the creation of public places as epicenters for existing neighborhoods. Consider actions to maintain and improve the social fabric of existing neighborhoods. **Staff Comment:** Incorporate these concepts in the analysis of this issue.
- This issue should be considered as a major issue. **Staff Comment:** This topic was originally within Issue # 1 and because of its importance was originally considered as a sub-issue of Issue # 1. This appeared to have created confusion as to the importance of this topic. Staff accepted the suggestion to upgrade this and other sub-issues to the status of major issues. (See modified heading above)

#### 3. Input & Comments received at Informal Scoping Meeting held on July 10, 2003.

Intergovernmental Coordination should be encouraged to assist in the successful implementation of infill and redevelopment not only in the cities but in the county also. **Staff**



**Comment:** Incorporate into the analysis of this issue and Issue # 6 related to increased intergovernmental coordination.

#### **4. Input & Comments received at Board of County Commissioners' Workshop held on August 26, 2003.**

- The County needs to be more specific with the changes to the Comprehensive Plan that will be required to assist infill and redevelopment areas to improve the quality of life in those neighborhoods. **Staff Comment:** Incorporate into the analysis of this issue and Issue # 3.
- Consideration should be given to the Military Trail Corridor as a focus for infill and redevelopment projects. **Staff Comment:** Incorporate into the analysis of this issue.
- Increases in density would be acceptable if consideration was given to compatible uses with surrounding areas. **Staff Comment:** Incorporate into the analysis of this issue and issues one and three.

### **ISSUE 3**

#### **Plan policies, development trends and affordable housing PUBLIC COMMENTS AND INPUT**

##### **1. Input & Comments received at LUAB Workshop held on June 13, 2003**

- Several members spoke in favor of the allowing concentrating affordable housing and starter homes in certain areas to keep the character of the neighborhood. The negative connotation of affordable housing needs to be removed. Placement of affordable housing in neighborhoods and quality construction need to be emphasized. Drive market place to have affordable housing anywhere. **Staff Comment:** Incorporate these concepts in the analysis of this issue.
- Low and moderate-income housing differ from workforce housing. More resources are needed for workforce housing developments for people whose incomes are 150% of the County median, who do not generally qualify for housing purchase assistance, like working couples, young working people and others. **Staff Comment:** Incorporate these concepts in the analysis of this issue.
- Improvement of transportation systems is a key component of successful affordable and workforce housing developments. Consideration of traveling distances before final approval of a project. **Staff Comment:** Incorporate these concepts into the analysis of this issue.
- This issue should be considered as a major issue. **Staff Comment:** This topic was originally within Issue # 1 and because of its importance was originally considered as a sub-issue of Issue # 1. This appeared to have created confusion as to the importance of this topic. Staff accepted the suggestion to upgrade this and other sub-issues to the status of major issues. (See modified heading above)

## **2. Input & Comments received at Informal Scoping Meeting held on July 10, 2003.**

- Incentives should be incorporated into affordable housing policies to facilitate a variety of housing options in the plans of developers, including the use of better architectural standards and site design for this kind of projects. **Staff Comment:** Incorporate in the analysis of this issue.

## **3. Input & Comments received at Board of County Commissioner's Workshop held on August 26, 2003.**

- Processes to implement workforce and affordable housing initiatives and programs must include enhanced coordination with other agencies to ensure the success of these initiatives. **Staff Recommendation:** Incorporate in the analysis of this issue and the EAR of the Housing, Economic and Intergovernmental Coordination Elements.
- Agencies that are involved in the development of affordable housing in the County should be referenced in any future changes to the Comprehensive Plan so that they are included in the process. **Staff Comment:** Incorporate in the analysis of this issue.

## **ISSUE 4**

### **Impact of Urban Growth on natural, agricultural and rural areas**

#### **PUBLIC COMMENTS AND INPUT**

## **1. Input & Comments received at Forum with Implementing Agencies held on May 16, 2003**

- The concept to balance the needs of urban, natural and agricultural and rural areas developed as part of the Strategy for the Restoration of the South Florida Ecosystem, needs to be considered for the assessment of this issue. **Staff Comment:** The principles for the restoration of the South Florida Ecosystem have already been incorporated into the Conservation Element of the Comprehensive Plan, and have been endorsed by the BCC in a resolution supporting the Conceptual Plan for the Restoration of the South Florida Ecosystem, through the former Governor's Commission for a Sustainable South Florida. The application of this concept in the assessment of this issue will be given priority.
- A study needs to be made to assess the impact of growth on Coral Reefs and the effects on the environment of the increase in boating traffic resulting from population growth. **Staff Comment:** Incorporate in the analysis of this issue. Also, address as part of the analysis of the Coastal Management and Recreation & Open Space elements.
- There is a need to link open spaces, greenways, bike paths, parks, etc. Intergovernmental coordination is needed to utilize areas to the fullest without damage to the environment. **Staff Comment:** Incorporate in the analysis of this issue. Also, address as part of the analysis of the Land Use and Recreation & Open Space elements.
- The recent Right to Farm Act needs to be researched to assist farming interests in maintaining an agricultural interest in the County. **Staff Comment:** Address as part of

the analysis for this issue. Also, address as part of the EAR analysis of the Land Use element.

## **2. Input & Comments received at LUAB Workshop held on June 13, 2003.**

- The County's Environmental Resources Department (ERM) should look at balancing the interests of increased access and accommodating population growth on the one hand and natural resources protection and public safety on the other. **Staff Comment:** Incorporate in the analysis of this issue. Also, address as part of the analysis of the Conservation Element.
- Restrictions need to be implemented to protect natural areas from the overuse of boaters and other public uses that may destroy natural resources. **Staff Comment:** Incorporate in the analysis of this issue. Also, address as part of the analysis of the Coastal Management and Recreation & Open Space elements.
- Consideration needs to be given to the economic aspect of utilizing natural areas. Eco-tourism and the marine industry have a significant impact on the economy of Palm Beach County. **Staff Comment:** Incorporate in the analysis of this issue. Also, address as part of the analysis of the Economic and Conservation elements.

## **3. Input & Comments received at Informal Scoping Meeting held on July 10, 2003.**

- The use of Conservation land use designations should be encouraged when the County or other agencies purchase sensitive lands. **Staff Comment:** Consider during the EAR analysis of the Conservation and Land Use elements.

## **4. Input & Comments received from Palm Beach County Environmental Resources Management.**

- Issue #1 includes a discussion of the effectiveness of the Managed Growth Tier System. It would seem that the discussion of this issue could address the effects of development on agricultural lands and rural areas, two of the three subjects of Issue #4. **Staff Comment:** Ag lands, rural areas and areas dedicated to conservation and preservation of natural resources are part of the County's open space that might be impacted by future development. Planning considers that they need to be addressed as part of this issue.
- The majority of the five issues identified to date seem overly broad in nature. Issue #4, for example, contemplates an evaluation of the impacts of development on natural resources, agricultural land areas and rural areas. In ERM's opinion, this topic covers way too much ground and fails to identify the issues associated with development and growth that are affecting our county. They would recommend that this issue be deleted and replaced by one or more specific, focused issues. **Staff Comment:** The proposed EAR issues and their background analysis have been the result of several public input forums and reflect topics that have been the concern and have been discussed by the BCC, the LUAB, the TPS Committee and other forums during the last few years. This and other items will be kept as main issues of the EAR.
- It was recommended that a new issue (replacing Issue #4) be added. The suggested issue title could be: "Deterioration of Surface Water Quality and Limited Availability for Environmental Restoration Purposes". **Staff Comment:** This title and its framework

or explanation have been incorporated as one of the topics that need to be addressed as part of the analysis of EAR Issue # 4.

#### **5. Input & Comments received at Board of County Commissioner's Workshop held on August 26, 2003.**

- Agencies that are involved in the development of affordable housing in the County should be referenced in any future changes to the Comprehensive Plan so that they are included in the process.

### **ISSUE 5**

#### **Transportation planning and impacts of urban growth**

#### **PUBLIC COMMENTS AND INPUT**

#### **1. Input & Comments received at Forum with Implementing Agencies held on May 16, 2003**

- The implementation of transit-oriented developments is more likely to happen in the coastal cities. This may require coordination with municipalities. Palm-Tran recommendation: Transit oriented developments should be encouraged and coordinated with all coastal cities in the eastern urban core where mass transit is most effective. **Staff Comment:** Incorporate in the analysis of this issue, and in the assessment of the Land Use, Transportation and Intergovernmental Coordination Elements.
- Mixed mixed-use development policies are more efficient when planned with consideration for regional needs and infrastructure. **Staff Comment:** Incorporate in the analysis of this issue, and in the assessment of the Land Use and Transportation Elements.
- A change in density and development patterns is not always a good tradeoff if the reduction in traffic is exceeded by the change in density. **Staff Comment:** Incorporate in the analysis of this issue and Issue #1. Also address in the analysis of the Land Use and Transportation Elements.
- Mass transportation needs to be provided to the areas where people live and work. Palm-Tran recommendation: An existing land use assessment should be conducted to identify the strongest concentrations of employment centers and transit attractors where mass transit should be provided. **Staff Comment:** Incorporate in the analysis of this issue and the assessment of the Transportation Element.
- Increased densities close to transit hubs should consider heavy subsidies to make them work, according to the experience of other cities and counties that have implemented these types of strategies. Palm-Tran recommendation: Incentives or parking space credits should be offered to developers who build higher density mixed-use developments that are transit oriented. Mixed-use developments should be located near major transit hubs such as the intermodal train/bus depot in West Palm Beach. The mixed-use developments should have a pedestrian-oriented design to enhance the interconnectivity between the alternate modes of transportation. **Staff Comment:** Incorporate in the analysis of this issue and Issue #1. Also address in the analysis of the Land Use and Transportation Elements.

- Cooperation is needed between municipalities and the County to institute viable transit nodes. Palm-Tran recommendation: Efforts are underway to secure interlocal agreements between Palm Tran and municipalities adjacent to transit lines for shelters, benches, bus bays, and other transit infrastructure. **Staff Comment:** Incorporate in the analysis of this issue and the assessment of the Transportation Element.
- More consideration needs to be given to public access to natural areas, lakes and other water bodies when feasible. There is a lack of boat ramp access in the County. **Staff Comment:** Address with the analysis of the Recreation & Open Space, Transportation and Land Use elements.
- Sites for “Park and Ride” areas should be located for future use involving mass transit. Palm-Tran recommendation: Park and Ride areas for mass transit should be identified and operated on a regional scale as part of the new Tri-County Regional Transportation Authority. **Staff Comment:** Incorporate in the analysis of this issue and the EAR assessment of the Transportation Element.
- Plans should be made for locating future transportation systems in advance of projected population areas to minimize the impact on the citizenry after densities have developed. **Staff Comment:** Incorporate in the analysis of this issue and the EAR assessment of the Transportation Element.

## 2. Input & Comments received at LUAB Workshop held on June 13, 2003

- An Intermodal system of transportation (i.e. light rail, a fleet of small vans, park and ride areas, etc) should be encouraged. This system should focus on developing a hub and spoke type of transportation discipline. **Staff Comment:** Incorporate in the analysis of this issue and the EAR assessment of the Transportation Element.
- Buses, as a mass transit solution for the county, have not and are not working to efficiently reduce roadway trips. The County should consider the implementation of a light -rail system. Car traffic is hard to beat. We must get serious and make a decision to address our transportation issues. Palm-Tran recommendation: Ridership on Palm Tran buses has increased by 13% over fiscal year 2002 figures. Palm Tran carried 6,306,317 passengers in fiscal year 2002. In 2003, Palm Tran is averaging over 23,000 passengers on weekdays. This represents 23,000 less single-occupant car trips on the road in one weekday. **Staff Comment:** Incorporate in the analysis of this issue and the EAR assessment of the Transportation Element.
- A more regional system of transportation (i.e. an east-west, tri-county, regional mass transit system) is needed. Traffic issues affect those traveling north to and from PBC (Martin County), not just those traveling south (Broward and Miami-Dade counties. We need to support the efforts of municipalities to coordinate transportation issues for long distance transportation (for instance-St. Lucie to Palm Beach County). Palm-Tran recommendation: Regional mass transit issues are being identified and addressed as a function of the new Tri-County Regional Transportation Authority. **Staff Comment:** Incorporate in the analysis of this issue and the EAR of the Transportation Element.

### **3. Input & Comments received at Informal Scoping Meeting held on July 10, 2003.**

- It was noted that representatives from the tourism industry and the boating industry have brought up the importance of the need for additional boat ramps around the county to address the increase in boating activities in the County. **Staff Comment:** Incorporate in the analysis of this issue and the EAR of the Transportation Element.
- Travel choices should be promoted to make sure that people are not dependent on vehicles. **Staff Comment:** Incorporate in the analysis of this issue and the EAR review of the Transportation Element.
- Regional transportation planning needs to include Martin and St. Lucie County along with Broward and Dade Counties when considering the impact on Palm Beach County roads. **Staff Comment:** Incorporate in the analysis of this issue and the near of the Transportation Element.

## **ISSUE 6**

### **Improved Intergovernmental Coordination**

#### **PUBLIC COMMENTS AND INPUT**

##### **1. Input & comments received at Informal Scoping Meeting held on July 10, 2003.**

- Many of the areas that will be utilized for infill and revitalization will be located in municipalities and an increased level of intergovernmental coordination will be required to bring about a fair and equitable distribution of projects in these areas. **Staff Comment:** Incorporate to the analysis of this issue.
- Transportation planning for future road development will need better intergovernmental planning to sufficiently handle trips generated by population projections that are expected to be significant. **Staff Comment:** Incorporate to the analysis of this issue.
- These and other critical issues for the County will need improved intergovernmental coordination in order to make them a reality. Several members of regional agencies and representatives of the League of Cities suggested that this topic area were considered as a main issue of this EAR. **Staff Comment:** Create a new issue dealing with the need to increase intergovernmental coordination in the County. (See Revised Title above)

##### **2. Input & comments received at Board of County Commissioner's Workshop held on August 26, 2003.**

- Processes to implement workforce and affordable housing initiatives and programs must include enhanced coordination with other agencies to ensure the success of these initiatives. **Staff Comment:** Incorporate in the analysis of this issue and the EAR of the Intergovernmental Coordination Element.

**TABLE 5.3**  
**Palm Beach County EAR 2003-2006**  
**EAR Report**  
**Public Comments**

**BCC ADOPTION HEARING, October 19, 2004**

**EAR Report**

**BOARD DISCUSSION AND PUBLIC COMMENTS**

Board discussion and public comment focused on the EAR report's recommendations for the Everglades Agricultural Area (EAA). Representatives of the Sugar Industry, the private sector and environmental groups provided public comments.

**1. Board Discussion**

- The Board expressed concerns about the effect of the report on potential development in the Everglades Agricultural Area (EAA). Staff indicated the EAR recommendation of conducting an area-wide assessment of the EAA coincided with recent direction by the Board to study the EAA. Staff underscored that the EAR does not change the Comprehensive Plan it just provides recommendations; changes will be carried out the following year after adoption of the EAR.

**2. Sugar Industry Comments**

- A representative of Florida Crystals and US Sugar, the two largest private landowners in the EAA, indicated his client's opposition to the recommendations restricting the EAA to Everglades restoration and agriculture. The recommendation was made without participation of his clients who, according to the representative, never were invited to participate in the EAR. The recommendations for the EAA clash with plans his clients have for future alternative uses of their lands in the EAA, including potential urban developments. The sugar groups requested that all recommendations for the EAA were dropped and not adopted with the EAR. The proposed recommendations were biased and presumed an outcome that did not include urban development. **Board and Staff Comment:** The Board asked staff about inviting the sugar growers to the EAR. Staff responded they were invited along with over 200 people. However, staff received no reply to the invitation. Other growers accepted the invitation and did participate in the EAR. Regarding the recommendation, staff reiterated the EAR does not make any change to the Comprehensive Plan and the recommended area-wide assessment of the EAA will incorporate all stakeholders in that area.

**3. Other Private Sector Comments**

- A representative of the Economic Council of Palm Beach County filed a letter for the record with his comments. The Economic Council had similar comments to those of the sugar landowners. He highlighted that the Glades economies and natural systems affect multiple counties and that CERP is also of major significance. He suggested conducting a larger study of the EAA on at least a regional or statewide basis. Mr. Jones indicated that other comments he had

provided at previous public forums addressing infill, redevelopment, increased densities and transit-oriented development were incorporated into the EAR report to his satisfaction. **Board and Staff Comment:** Both the BCC and the EAR report agree on the need to conduct a regional study of the EAA.

- A representative of other private interests indicated that although the EAR calls for a study of the EAA, it presumes the outcome to be only for Everglades restoration and agriculture. Also called for deletion of the language. **Board & Staff Comment:** After some discussion, the Board and staff proposed to delete portions of the language suggesting a possible outcome of the study.

#### **4. Environmental Groups Comments**

- A representative from Audubon of the Everglades supported the EAR recommendations and suggested an honest study of the EAA. **Board & Staff Comment:** No comments were made.
- Another person, representing the Sierra Club also commended the EAR report but opposed recommendations exempting Scripps from Comprehensive Plan policies. The Sierra Club has requested the BCC to declare a moratorium on development in the EAA until the CERP plan is finished. **Board & Staff Comment:** The Board clarified they have received the moratorium request but no action was taken by the BCC on that request.

**Adoption and Additional Board Discussion:** After the public comment portion of the hearing the Board directed staff to include the 3 municipalities in the Glades area in the group of stakeholders for the EAA regional study. The motion to adopt the Evaluation and Appraisal Report (EAR) included deletion of the offensive language from the EAR recommendations and was adopted in a 5-1 vote, with Commissioner Masilotti absent and Commissioner Marcus dissenting due to the deletion of the EAA language.

### **ISSUE 1**

#### **Future Growth and the Tier System**

#### **PUBLIC COMMENTS AND INPUT**

##### **1. Input & Comments received at Meeting with External Stakeholders held on June 15, 2004**

- Suggestion was made that there may be a need to change some of the Objectives and Policies supporting the Managed Growth Tier System (MGTS) to support future development. **Staff Comment:** the EAR report is recommending revisiting the MGTS in order to address changed conditions in certain areas of the County. Changes are already being processed to address the location of TSRI in the County.
- A comment highlighting the need to strengthen the link between transportation to land use planning; indicating that the number one problem for doing business in South Florida is the inability of moving people, goods, and services across county boundaries in an efficient way; and stating that there has to be a clear recognition that any future land development or land use planning effort need to futuristically address the traffic problems that we are encountering now, which



are bound to get worse. **Staff Comment:** The County and the MPO are in the process to address these issues.

- There needs to be recognition for mixed uses of land. Affirmative incentives should be incorporated into regulations and plans to encourage and entice new development that allows mixed-use development. **Staff Comment:** this is consistent with strategy recommended in EAR report to make a more efficient use of available land in the eastern part of the County.
- A comment that the Managed Growth Tier System (MGTS) is not working, has not rendered the expected benefits and should be eliminated. **Staff Comment:** Staff disagrees with this assessment. The MGTS continues to be a valid growth management tool. The MGTS can be adjusted to address changing conditions as done with other land use planning tools like the Comprehensive Plan or the Code. If the tools are not responding to changed conditions they are normally adjusted not discarded. Adjustments to the MGTS, the Plan or the Code are frequently made through amendments to address those changing conditions, as allowed by Florida Laws.

## **2. Input & Comments received at the LPA hearing held on September 20, 2004**

- The Board suggested staff to emphasize and make clear in the conclusions and recommendations for Issue 1 that potential revisions to the Tier system indicated in the EAR do not mean a wholesale modification of the system to allow for more intense development everywhere. They are meant to address specific changes in conditions that meet existing criteria in the Plan for Tier re-designation or boundary changes. **Staff Comment:** LPA comments will be presented to the BCC at the October 19<sup>th</sup> Adoption Hearing.

## **ISSUE 2**

### **Assessment of Infill and Redevelopment Policies in the Plan**

#### **PUBLIC COMMENTS AND INPUT**

##### **1. Input & Comments received at Meeting with Implementing Agencies held on May 25, 2004**

- An expedited permitting process was suggested for revitalization and redevelopment, especially within infill areas and the proposed Urban Redevelopment Area (URA). **Staff Comment:** This is part of the recommendations for the Infill & Redevelopment Study, which are part of the EAR.

##### **2. Input & Comments received at Meeting with External Stakeholders held on June 15, 2004**

- Suggestion was made to hold sessions to bring together representatives of the League of Cities, Regional Transportation Authority, the Regional Planning Council as well as members of the public, to help bring out ideas addressing future urban development, including increasing allowable densities in the eastern area of the county. **Staff Comment:** This would be considered as part of the ongoing infill and redevelopment program.

### **3. Input & Comments received at the LUAB Workshop held on August 13, 2004**

- Discussion focused on traffic as it relates to redevelopment areas including the potential for transit-oriented development. **Staff Comment:** The infill and redevelopment study and the EAR are recommending a Traffic Concurrency Exception Area (TCEA) for the Urban Redevelopment Area (URA).

## **ISSUE 3**

### **Plan policies, development trends and affordable housing**

#### **PUBLIC COMMENTS AND INPUT**

##### **1. Input & Comments received at Meeting with External Stakeholders held on June 15, 2004**

- Lack of affordable housing has lost the county recruits for small businesses in the past. Suggestion was made to require affordable housing in areas of annexation and municipal codes. Affordable housing sales should be required for a minimum of one-two year owner occupied. **Staff Comment:** addressed in the EAR recommendations. The voluntary Workforce Housing program is expected to be adopted by the end of August of 2004.
- Affordable housing is vital for the County's economy. The single most expensive component of housing is land. Increasing density would reduce land costs per housing unit, thus allowing for the availability of affordable housing where needed. Mass transit must be enhanced and reorganized to allow people movement to the work place. **Staff Comment:** addressed in the EAR recommendations. The voluntary Workforce Housing program is expected to be adopted by the end of August of 2004.

##### **2. Input & Comments received at the LUAB Workshop held on August 13, 2004**

- The Board stated the current lack of affordable and workforce housing was a complex problem that could not be solved by policies in the Plan alone. Board members discussed alternatives and examples from other regions and suggested to convene a forum of all parties to address the problem. **Staff Comment:** Board comments have been incorporated in the EAR recommendations.

##### **3. Input & Comments received at the BCC Workshop held on August 24, 2004**

- The Board of County Commissioners directed staff at the BCC Workshop on the EAR to look at all potential incentives to make easier for developers to build affordable and workforce housing developments; recommended staff to bring the Voluntary Workforce Housing Program after one year of implementation to consider making the program mandatory; the BCC and private interest groups agreed that a concerted public/private effort at the regional level, including other counties and local governments is needed to properly address this situation. The Board also urged staff to move from the adoption of policies to the implementation of specific projects and to consider areas in the Glades Communities as targets to build affordable and workforce housing

developments. **Staff Comment:** Board comments have been incorporated in the EAR recommendations.

#### **ISSUE 4**

##### **Impact of Urban Growth on natural, agricultural and rural areas**

##### **PUBLIC COMMENTS AND INPUT**

###### **1. Input & Comments received at Meeting with External Stakeholders held on June 15, 2004**

- Suggestion was made to preserve the rural nature and architecture of the rural areas of the county. **Staff Comment:** the proposed Sector Plan and other policies in the Plan and the Code are addressing or will address this needs.
- A statement that agricultural land will be difficult to preserve if is not cost effective for the property owners and the agricultural industry; the County needs to become realistic about agricultural lands. **Staff Comment:** A global analysis is suggesting that food shortages may become critical in the near future and areas like the EAA may become a precious commodity for the production of food for future generations. New type of crops and crops more consistent with the restoration of the Everglades could make agricultural areas more viable. Other areas of the EAA might be better converted to preservation in order to enhance the restoration of the Everglades. The EAR recommends to perform an area-wide comprehensive evaluation/needs analysis of the entire EAA as well as reviewing the appropriateness of this area to support everglades restoration efforts.

#### **ISSUE 5**

##### **Transportation planning and impacts of urban growth**

##### **PUBLIC COMMENTS AND INPUT**

###### **1. Input & Comments received at Meeting with Implementing Agencies held on May 25, 2004**

- It was suggested that a system of interconnectivity between parcels to form a trail system for passive recreation that relied on a Comp Plan policy that would motivate Homeowners Associations to institute these amenities. **Staff Comment:** The issue of interconnectivity has been addressed in recent amendments to the land use element.
- Conflicts between gated communities and the concept of interconnectivity were voiced with a suggestion of requiring additional entrances and red lights. **Staff Comment:** The issue of interconnectivity has been addressed in recent amendments to the land use element.
- More consideration for bike lanes should incorporated into the Comprehensive Plan. **Staff Comment:** The Palm Beach MPO 1996 Long Range Bikeway Facilities Corridor Plan represents the overall bicycle facilities plan for Palm Beach County. The Plan includes corridors for on-road bicycle lanes and off-road pathways. The MPO Bikeway Plan serves as the basis for the bicycle component of the 2025 Cost Feasible Plan.

## **2. Input & Comments received at Meeting with External Stakeholders held on June 15, 2004**

- Comment was made again to enhance links of land use and transportation planning; recognize that Palm Beach County is at the point to encourage transit oriented development in some unincorporated areas; with transportation plans for connecting bus and rail to the rest of the region. **Staff Comment:** Addressed in the recommendations for this issue and in the Comprehensive Plan.
- It was suggested that a map showing future plans for bus, rail, pedestrian and water routes should be created. **Staff Comment:** MPO's plan incorporates most of these maps.
- There should be readily available schedules for affordable public transportation between the western portions of the County and West Palm Beach and/or North Palm Beach County. **Staff Comment:** The MPO's currently adopted 2025 Cost Feasible Plan sufficiently addresses enhancement of alternative transportation modes and consists of a comprehensive highway, transit, bicycle, and pedestrian transportation system.

## **4. Input & Comments received at the LUAB Workshop held on August 13, 2004**

- Board members discussed the issue of increasing densities and the concept that density per se is not the solution, but increased densities as part of master planned mix-use projects. **Staff Comment:** Board comments have been incorporated in the EAR recommendations.

## **ISSUE 6**

### **Improved Intergovernmental Coordination PUBLIC COMMENTS AND INPUT**

#### **1. Input & comments received at Meeting with External Stakeholders held on June 15, 2004**

- A suggestion was made to include elected officials of the different governing bodies and members of private business organizations the review committees that are involved in the Intergovernmental Coordination process so that serious consideration will be given to their recommendations. There is not effective communication at the decision-making level. **Staff Comment:** the County is currently considering these topics.
- There is still lack of coordination and the need for the County and the municipalities to work together and cooperate to become more competitive and to be able to generate future jobs and continued growth. **Staff Comment:** the County is currently considering these topics.
- Communities frequently find that municipal governments are better service providers. County resources should be used to upgrade unincorporated areas that lie adjacent to municipalities and making areas attractive for municipalities to annex. **Staff Comment:** the County already has an annexation policy addressing these situations.

**ECONOMIC ELEMENT  
PUBLIC COMMENTS AND INPUT**

**1. Input & Comments received at the LPA hearing held on September 20, 2004**

- At the hearing, the Board requested additional specificity addressing problems the equestrian industry is facing. The Board also requested that the marine industry should be further specified, as both encounter declining availability of land. **Staff Comment:** LPA comments will be presented to the BCC at the October 19<sup>th</sup> Adoption Hearing.

**Table 5.4  
IMPLEMENTING AGENCY EAR CONTACT LIST BY ELEMENT  
(Internal Stakeholders)**

<b>ELEMENT</b>	<b>PLANNER</b>	<b>IMPLEMENTING AGENCIES</b>	<b>CONTACT PERSON</b>	<b>PHONE #</b>	<b>E-MAIL ADDRESS</b>
Capital Improvement	Bruce Thomson	Planning	Bruce Thomson	233-5333 Fax 233-5365	<a href="mailto:Bthomson@co.palm-beach.fl.us">Bthomson@co.palm-beach.fl.us</a>
		OFMB	Richard Roberts, Director	355-2580 (or 355-4626) Fax 355-2109	<a href="mailto:rroberts@co.palm-beach.fl.us">rroberts@co.palm-beach.fl.us</a>
			Joseph (Joe) Bergeron, Asst. Budget Director	355-2385 Fax 355-2109	<a href="mailto:jbergero@co.palm-beach.fl.us">jbergero@co.palm-beach.fl.us</a>
		Engineering & Public Works	Omelio Fernandez Roadway Production	684-4152 Fax 684-4166	<a href="mailto:ofernand@co.palm-beach.fl.us">ofernand@co.palm-beach.fl.us</a>
		Airports Dept.	Jerry Allen, Director Planning and Development Division	471-7423 Fax 471-7427	<a href="mailto:jallen@pbia.org">jallen@pbia.org</a>
		Engineering & Public Works	Dan Weisberg, Director Traffic Division	684-4031 Fax 478-5770	<a href="mailto:dweisberg@co.palm-beach.fl.us">dweisberg@co.palm-beach.fl.us</a>
		Environmental Resource Mgmt.	Bob Kraus, Environ. Program Supv. Resources Protection Division	233-2476 Fax 233-2414	<a href="mailto:bkraus@co.palm-beach.fl.us">bkraus@co.palm-beach.fl.us</a>
		Facilities Dev. & Operations Dept.	Melanie Borkowski, Manager Facilities Compliance	233-0257 Fax 233-0206	<a href="mailto:mborkows@co.palm-beach.fl.us">mborkows@co.palm-beach.fl.us</a>
		Fire Rescue	Kathy Owens Special Projects Coord.	616-7020 Fax 233-0033	<a href="mailto:kowens@co.palm-beach.fl.us">kowens@co.palm-beach.fl.us</a>
		Library	Jerry Brownlee, Director	233-2799 Fax 233-2622	<a href="mailto:jbrownle@co.palm-beach.fl.us">jbrownle@co.palm-beach.fl.us</a>
		Parks & Recreation	Dennis Eshleman, Director	966-6685 Fax 966-6600	<a href="mailto:deshlema@co.palm-beach.fl.us">deshlema@co.palm-beach.fl.us</a>

ELEMENT	PLANNER	IMPLEMENTING AGENCIES	CONTACT PERSON	PHONE #	E-MAIL ADDRESS
			Tim Granowitz Principal Planner	966-6651 Fax 963-6719	<a href="mailto:tgranowi@co.palm-beach.fl.us">tgranowi@co.palm-beach.fl.us</a>
		Water Utilities	Leisha Pica	641-3448 Fax 641-3447	<a href="mailto:lpica@co.palm-beach.fl.us">lpica@co.palm-beach.fl.us</a>
		Palm Tran	Perry Maull, Executive Director	841-4210 Fax 841-4291	<a href="mailto:pmaull@co.palm-beach.fl.us">pmaull@co.palm-beach.fl.us</a>
		Cooperative Extension Service	Clayton Hutcheson, Director	233-1712/233-1711 Fax 233-1768	<a href="mailto:chutches@co.palm-beach.fl.us">chutches@co.palm-beach.fl.us</a>
			A.A. Kirstein	233-1792 Fax 233-1768	<a href="mailto:akirstei@co.palm-beach.fl.us">akirstei@co.palm-beach.fl.us</a>
		Zoning	Robert Buscemi, Principal Planner	233-5342 Fax 233- 5165	<a href="mailto:Rbuscemi@co.palm-beach.fl.us">Rbuscemi@co.palm-beach.fl.us</a>
		County Attorney	Robert (Bob) Banks Asst. County Attorney	355-4393 Fax 355-4398	<a href="mailto:rbanks@co.palm-beach.fl.us">rbanks@co.palm-beach.fl.us</a>
		School Dist. Of Palm Beach County	Angela Usher, Manager Intergovernmental Relations	434-8800 Fax 434-8187	<a href="mailto:usher@mail.palbeach.k12.fl.us">usher@mail.palbeach.k12.fl.us</a>
		OFMB	John Long, Debt Manager	355-2733 Fax 355-2109	<a href="mailto:jlong@co.palm-beach.fl.us">jlong@co.palm-beach.fl.us</a>
			Willie Swoope Impact Fee Coord.	233-5014 Fax 355-2109	<a href="mailto:wswoope@co.palm-beach.fl.us">wswoope@co.palm-beach.fl.us</a>
Coastal Management	Lisa Schickedanz	Planning	Lisa Schickedanz	233-5339 Fax 233-5365	<a href="mailto:lschicke@co.palm-beach.fl.us">lschicke@co.palm-beach.fl.us</a>
		Environmental Resources Management	Bob Kraus, Environ. Program Supv. Resources Protection Division	233-2476 Fax 233-2414	<a href="mailto:bkraus@co.palm-beach.fl.us">bkraus@co.palm-beach.fl.us</a>
			Daniel Bates, Environ. Program Supv. Environ. Enhancement & Restor. Div.	233-2434 Fax 233-2414	<a href="mailto:dbates@co.palm-beach.fl.us">dbates@co.palm-beach.fl.us</a>

ELEMENT	PLANNER	IMPLEMENTING AGENCIES	CONTACT PERSON	PHONE #	E-MAIL ADDRESS
		Sheriff's Department	Capt. Alan Fuhrman Planning & Research	688-3282 Fax 688-3728	<a href="mailto:fuhrmana@pbso.org">fuhrmana@pbso.org</a>
		Public Safety Department, Recovery & Mitigation	Sheridan (Butch) Truesdale, Economic Development	712-6325 Fax 712-6464	<a href="mailto:Struesdale@co.palm-beach.fl.us">Struesdale@co.palm-beach.fl.us</a>
			Helene Wetherington Assistant Director Emergency Management Division	712-6320 Fax 712-6464	<a href="http://Pbcgov.com/pubsafety/eoc">Pbcgov.com/pubsafety/eoc</a>
Conservation	Michael Howe	Planning	Michael Howe	233-5361 Fax 233-5365	<a href="mailto:mhowe@co.palm-beach.fl.us">mhowe@co.palm-beach.fl.us</a>
		Environmental Resources Management	Bob Kraus, Environ. Program Supv. Resources Protection Division	233-2476 Fax 23-2414	<a href="mailto:bkraus@co.palm-beach.fl.us">bkraus@co.palm-beach.fl.us</a>
			David Gillings, Environ. Program Supv. Natural Resources Stewardship Div.	233-2477 Fax 233-2414	<a href="mailto:dgilling@co.palm-beach.fl.us">dgilling@co.palm-beach.fl.us</a>
			Jon Van Arnam, Deputy Director	233-2545 Fax 233-2414	<a href="mailto:jvanarna@co.palm-beach.fl.us">jvanarna@co.palm-beach.fl.us</a>
			Kathleen Brennan Senior Environmental Analyst	233-2451 Fax 233-2414	<a href="mailto:Kbrennan@co.palm-beach.fl.us">Kbrennan@co.palm-beach.fl.us</a>
			Paul Davis	233-2509 Fax 233-2414	<a href="mailto:pdavis@co.palm-beach.fl.us">pdavis@co.palm-beach.fl.us</a>
		Metropolitan Planning Organization	Raphael Clemente Coordinator-Bridge/ Pedestrian/ Greenways	684-4163 Fax 233-5664	<a href="mailto:raclemen@co.palm-beach.fl.us">raclemen@co.palm-beach.fl.us</a>
		PZ&B Planning Division	Denise Malone, Principal Planner	233-5326 233-5365	<a href="mailto:dcmalone@co.palm-beach.fl.us">dcmalone@co.palm-beach.fl.us</a>
			Erin Fitzhugh Planner II	233-5263 Fax 233-5365	<a href="mailto:efitzhug@co.palm-beach.fl.us">efitzhug@co.palm-beach.fl.us</a>



ELEMENT	PLANNER	IMPLEMENTING AGENCIES	CONTACT PERSON	PHONE #	E-MAIL ADDRESS
Economics	Maggie Smith Betty Yiu	Planning	Maggie Smith	233-5358 Fax 233-5365	<a href="mailto:msmith@co.palm-beach.fl.us">msmith@co.palm-beach.fl.us</a>
			Betty Yiu	233-5329 Fax 233-5365	<a href="mailto:byiu@co.palm-beach.fl.us">byiu@co.palm-beach.fl.us</a>
		Cooperative Extension Services	Clayton Hutcheson, Director	233-1712/233-1711 Fax 233-1768	<a href="mailto:chutches@co.palm-beach.fl.us">chutches@co.palm-beach.fl.us</a>
		Office of Economic Development	Pam Nolan Economic Development Specialist	355-6835 Fax 355-6017	<a href="mailto:pnolan@co.palm-beach.fl.us">pnolan@co.palm-beach.fl.us</a>
		Office of Small/Minority/ Women Business Assistance	Hazel Oxendine, Director	616-6840 Fax 616-6850	<a href="mailto:hoxendin@co.palm-beach.fl.us">hoxendin@co.palm-beach.fl.us</a>
		Housing and Community Development	Elena Escovar, Principal Planner	233-3621 Fax 233-3651	<a href="mailto:eescavor@co.palm-beach.fl.us">eescavor@co.palm-beach.fl.us</a>
			Linda Jeter, Sr. Planner	233-3627 Fax 233-3651	<a href="mailto:ljeter@co.palm-beach.fl.us">ljeter@co.palm-beach.fl.us</a>
		Office of Financial Management and Budget	Willie Swoope, Impact Fee Coordinator	233-5014 Fax 233-5167	<a href="mailto:wswoope@co.palm-beach.fl.us">wswoope@co.palm-beach.fl.us</a>
		Business Development Board	Larry Pelton, President	835-1008 Fax 835-1160	<a href="http://www.larry.pelton@bdb.org">www.larry.pelton@bdb.org</a>
		Workforce Alliance	Cathy Noel	841-0221 Fax 841-0280	<a href="mailto:cnoel@pbcworks.com">cnoel@pbcworks.com</a>
Fire Rescue	Erin Fitzhugh, Planner II	Planning	Erin Fitzhugh, Planner II	233-5263 Fax 233-5365	<a href="mailto:efitzhug@co.palm-beach.fl.us">efitzhug@co.palm-beach.fl.us</a>
		Fire Rescue	Kathy Owens Special Projects Specialist	616-7020 Fax 233-0033	<a href="mailto:kowens@co.palm-beach.fl.us">kowens@co.palm-beach.fl.us</a>
Future Land Use	John Rupertus	Planning	John Rupertus	233-5315 Fax 233-5365	<a href="mailto:jrupertu@co.palm-beach.fl.us">jrupertu@co.palm-beach.fl.us</a>

ELEMENT	PLANNER	IMPLEMENTING AGENCIES	CONTACT PERSON	PHONE #	E-MAIL ADDRESS
			Alex Hansen, Senior Planner Long Range Section	233-5364 Fax 233-5365	<a href="mailto:ahansen@co.palm-beach.fl.us">ahansen@co.palm-beach.fl.us</a>
			Susan Miller Principal Planner Current Section	233-5328 Fax 233-5365	<a href="mailto:samiller@co.palm-beach.fl.us">samiller@co.palm-beach.fl.us</a>
			Jim Bell, Sr. Planner	233-5331 Fax 233-5365	<a href="mailto:jbelle@co.palm-beach.fl.us">jbelle@co.palm-beach.fl.us</a>
		Zoning	Robert Buscemi, Sr. Planner	233-5342 Fax 233-5165	<a href="mailto:rbuscemi@co.palm-beach.fl.us">rbuscemi@co.palm-beach.fl.us</a>
		Glades Tech Advis Committee	Vicki Silver	746-1465	<a href="mailto:vsilveraicp@yahoo.com">vsilveraicp@yahoo.com</a>
		IPARC	Anna Yeskey	434-2575 Fax 434-4513	<a href="mailto:amyeskey@bellsouth.net">amyeskey@bellsouth.net</a>
Health & Human Services	Audley Reid	Planning	Audley Reid	233-5567 Fax 233-5365	<a href="mailto:areid@co.palm-beach.fl.us">areid@co.palm-beach.fl.us</a>
		Community Services	David Rafaidus, Sr. Planner	355-4705 Fax 355-3863	<a href="mailto:drafaidu@co.palm-beach.fl.us">drafaidu@co.palm-beach.fl.us</a>
		Florida Health Dept.	Dr. Jean Malecki, Director	355-3120 Fax 355-3165	<a href="mailto:jeanmaleck@doh.state.fl.us">jeanmaleck@doh.state.fl.us</a>
Historic Preservation	Gus Goya	Planning	Gus Goya	233-5593 Fax 233-5365	<a href="mailto:ggoya@co.palm-beach.fl.us">ggoya@co.palm-beach.fl.us</a>
Housing	Etim Udoh	Planning	Etim Udoh	233-5313 Fax 233-5365	<a href="mailto:eudoh@co.palm-beach.fl.us">eudoh@co.palm-beach.fl.us</a>
		PBC Housing & Comm. Development	Remar Harvin, Executive Director	233-5303 Fax 233-5365	<a href="mailto:rharvin@co.palm-beach.fl.us">rharvin@co.palm-beach.fl.us</a>
			Elena Escovar, Principal Planner	233-3660 Fax 233-3651	<a href="mailto:eescovar@co.palm-beach.fl.us">eescovar@co.palm-beach.fl.us</a>
		Office of Community Revitalization	Edward Lowery, Manager	233-5303 Fax 233-5365	<a href="mailto:elowery@co.palm-beach.fl.us">elowery@co.palm-beach.fl.us</a>

ELEMENT	PLANNER	IMPLEMENTING AGENCIES	CONTACT PERSON	PHONE #	E-MAIL ADDRESS
		PBC Commission on Affordable Housing	Keturah Joseph, Manager	233-3660 Fax 233-3651	<a href="mailto:kjoseph@co.palm-beach.fl.us">kjoseph@co.palm-beach.fl.us</a>
		PBC Housing Finance Authority	Earl Mixon, Manager	355-4780 Fax 355-3663	<a href="mailto:emixon@co.palm-beach.fl.us">emixon@co.palm-beach.fl.us</a>
Intergovernmental Coordination	James Gammack-Clark	Planning	James-Gammack-Clark	233-5327 Fax 2335365	<a href="mailto:jgammack@co.palm-beach.fl.us">jgammack@co.palm-beach.fl.us</a>
			Lisa Lowe, Principal Planner Data Section	233-5334 Fax 233-5365	<a href="mailto:lloew@co.palm-beach.fl.us">lloew@co.palm-beach.fl.us</a>
Introduction & Administration	Tonya Deal	N/A	N/A	N/A	N/A
Library Services	John Rupertus	Planning	John Rupertus	233-5315 Fax 233-5365	<a href="mailto:jrupertu@co.palm-beach.fl.us">jrupertu@co.palm-beach.fl.us</a>
		Library Dept.	Jerry Brownlee, Director	233-2799 Fax 233-2644	<a href="mailto:jbrownle@co.palm-beach.fl.us">jbrownle@co.palm-beach.fl.us</a>
			Lois Wiley, Administrative Assistant	233-2723 Fax 233-2644	<a href="mailto:Lwiley@co.palm-beach.fl.us">Lwiley@co.palm-beach.fl.us</a>
Public School Facilities	Bruce Thomson	Planning	Bruce Thomson	233-5333 Fax 233-5365	<a href="mailto:bthomson@co.palm-beach.fl.us">bthomson@co.palm-beach.fl.us</a>
		PBC School District	Kris Garrison, Director Planning Department	434-2080 Fax 434-8187	<a href="mailto:garrison@mail.palmbeach.k12.fl.us">garrison@mail.palmbeach.k12.fl.us</a>
			Angela Usher, Coordinator Government Relations	434-8800 Fax 434-8187	<a href="mailto:usher@mail.palmbeach.k12.fl.us">usher@mail.palmbeach.k12.fl.us</a>
		IPARC	Bill Morris, Chair (Planning Director-Royal Palm Beach)	790-5100 Fax 790-5174	<a href="mailto:bmorris@royalpalmbeach.com">bmorris@royalpalmbeach.com</a>
		PBC	Lenny Berger Assistant County Attorney	355-2542 Fax 355-4398	<a href="mailto:lberger@co.palm-beach.fl.us">lberger@co.palm-beach.fl.us</a>
Recreation & Open Space	Ed Fernandez	Planning	Ed Fernandez	233-5360 Fax 233-5365	<a href="mailto:efernand@co.palm-beach.fl.us">efernand@co.palm-beach.fl.us</a>

ELEMENT	PLANNER	IMPLEMENTING AGENCIES	CONTACT PERSON	PHONE #	E-MAIL ADDRESS
		Parks & Recreation	Dennis Eshleman, Director	966-6685 Fax 966-6600	<a href="mailto:deshlema@co.palm-beach.fl.us">deshlema@co.palm-beach.fl.us</a>
			Tim Granowitz Principal Planner	966-6651 Fax 966-6600	<a href="mailto:tgranowi@co.palm-beach.fl.us">tgranowi@co.palm-beach.fl.us</a>
			Jean Mathews Planner II	966-6652 Fax 963-6747	<a href="mailto:jmatthew@co.palm-beach.fl.us">jmatthew@co.palm-beach.fl.us</a>
Transportation	Khurshid Mohyuddin	Planning	Khurshid Mohyuddin	233-5351 Fax 233-5365	<a href="mailto:kmohyudd@co.palm-beach.fl.us">kmohyudd@co.palm-beach.fl.us</a>
			Gus Goya, Planner I	233-5593	<a href="mailto:ggoya@co.palm-beach.fl.us">ggoya@co.palm-beach.fl.us</a>
			Vinod Sandanasamy, Planner II	233-5337	<a href="mailto:vsandana@co.palm-beach.fl.us">vsandana@co.palm-beach.fl.us</a>
		Palm Tram	Fred Stubbs	841-4222	<a href="mailto:fstubbs@co.palm-beach.fl.us">fstubbs@co.palm-beach.fl.us</a>
		Airports	Jerry Allen	471-7423	<a href="mailto:jallen@pbia.org">jallen@pbia.org</a>
		Engineering & Public Works	Omelio Fernandez, Division Director Roadway Production	684-4152 Fax 684-4166	<a href="mailto:ofernand@co.palm-beach.fl.us">ofernand@co.palm-beach.fl.us</a>
			Dan Weisberg, Director Traffic Division	684-4030 Fax 478-5770	<a href="mailto:dweisber@co.palm-beach.fl.us">dweisber@co.palm-beach.fl.us</a>
		Metropolitan Planning Organization	David Karwaski	684-4170 Fax 233-5664	<a href="mailto:dkarwask@co.palm-beach.fl.us">dkarwask@co.palm-beach.fl.us</a>
		Port of Palm Beach	Tom Lundeen	842-4201 Fax 842-4240	<a href="mailto:lundeen@portofpalmbeach.com">lundeen@portofpalmbeach.com</a>
		FL.Health Dept.	Erica Whitfield	540-1300 Fax 540-5657	<a href="mailto:Erica_whitfield@doh.state.fl.us">Erica_whitfield@doh.state.fl.us</a>
TCRPC	Michael Busha	772-221-4060 Fax 772-221-4067	<a href="mailto:mbusha@TCRPC.org">mbusha@TCRPC.org</a>		
FDOT	Larry Hymowitz	954-777-4663 Fax 954-677-7892	<a href="mailto:larry_hymowitz@dot.state.fl.us">larry_hymowitz@dot.state.fl.us</a>		
Utility	Isaac Hoyos	Planning	Isaac Hoyos	233-5347 Fax 233-5365	<a href="mailto:ihoyos@co.palm-beach.fl.us">ihoyos@co.palm-beach.fl.us</a>

ELEMENT	PLANNER	IMPLEMENTING AGENCIES	CONTACT PERSON	PHONE #	E-MAIL ADDRESS
		Water & Wastewater (PBC Utilities)	Gary Dernlan, Director	493-6001 Fax 493-6008	<a href="mailto:gdernlan@pbcwater.com">gdernlan@pbcwater.com</a>
			Fred Rapach Policy & Program Coordinator	641-3452 Fax 641-3472	<a href="mailto:frapach@co.palm-beach.fl.us">frapach@co.palm-beach.fl.us</a>
		Water & Wastewater (SFWMD) Stormwater Mgmt. (SFWMD)	Palmer Mason, Esq.	602-2328	<a href="mailto:pmason@sfwmd.gov">pmason@sfwmd.gov</a>
			Henry Bittaker	682-6792 Fax 682-6010	<a href="mailto:hbittak@sfwmd.gov">hbittak@sfwmd.gov</a>
			P.K. Sharma	682-6779 Fax 682-6010	<a href="mailto:psharma@sfwmd.gov">psharma@sfwmd.gov</a>
		Stormwater Mgmt. (Land Development)	Dave Cuffe	684-4089 Fax 684-4123	<a href="mailto:dcuffe@co.palm-beach.fl.us">dcuffe@co.palm-beach.fl.us</a>
			Ken Todd	355-4600 Fax 355-3982	<a href="mailto:ktodd@co.palm-beach.fl.us">ktodd@co.palm-beach.fl.us</a>
		Solid Waste Management	Marc Brunner, Director Planning & Environmental Programs	640-4000 Fax 683-4067	<a href="mailto:mcbruner@swa.org">mcbruner@swa.org</a>
		Water Utilities	Leisha Pica	641-3448 Fax 641-3447	<a href="mailto:lpica@co.palm-beach.fl.us">lpica@co.palm-beach.fl.us</a>
		Administration			Barbara Alterman
Verdenia Baker	355-2738 Fax 355-3819				<a href="mailto:vbaker@co.palm-beach.fl.us">vbaker@co.palm-beach.fl.us</a>
Jean Creamer	355-2740 Fax 355-3982				<a href="mailto:jcreamer@co.palm-beach.fl.us">jcreamer@co.palm-beach.fl.us</a>
Bevin Beaudet	355-2428				<a href="mailto:bbeaudet@co.palm-beach.fl.us">bbeaudet@co.palm-beach.fl.us</a>
Planning			Lorenzo Aghemo	233-5373 Fax 233-5365	<a href="mailto:laghemo@co.palm-beach.fl.us">laghemo@co.palm-beach.fl.us</a>
Office of Community Revitalization			Ruth Moguillansky	233-5376 Fax 233-5365	<a href="mailto:rmoguill@co.palm-beach.fl.us">rmoguill@co.palm-beach.fl.us</a>
Zoning			Ron Sullivan	233-5214 Fax 233-5165	<a href="mailto:rsulliva@co.palm-beach.fl.us">rsulliva@co.palm-beach.fl.us</a>

ELEMENT	PLANNER	IMPLEMENTING AGENCIES	CONTACT PERSON	PHONE #	E-MAIL ADDRESS
			Barbara Pinkston-Taylor	233-5232 Fax 233-5165	<a href="mailto:bpinksto@co.palm-beach.fl.us">bpinksto@co.palm-beach.fl.us</a>
			Maryann Kwok	233-5036 Fax 233-5165	<a href="mailto:mkwok@co.palm-beach.fl.us">mkwok@co.palm-beach.fl.us</a>
County Attorney			Michael Jones	355-4393 Fax 355-4398	<a href="mailto:mjones@co.palm-beach.fl.us">mjones@co.palm-beach.fl.us</a>
			Bob Banks	355-4393	<a href="mailto:rbanks@co.palm-beach.fl.us">rbanks@co.palm-beach.fl.us</a>
Property Appraiser's Office			Allen Zech	355-2646 Fax 355-3963	<a href="mailto:azech@co.palm-beach.fl.us">azech@co.palm-beach.fl.us</a>

**Table 5.5  
Part A  
EXTERNAL STAKEHOLDER E-MAIL LIST**

<b>Interested Parties</b>	<b>Contact Person</b>	<b>Phone #</b>	<b>E-Mail Address</b>
The Center for Technology Enterprise and Development, Inc.	Seabron A. Smith	265-3790 Ext. 202	<a href="mailto:Seabron1@bellsouth.net">Seabron1@bellsouth.net</a>
Business Loan Fund	John Brown	838-9027	<a href="mailto:Jbbrown01@aol.com">Jbbrown01@aol.com</a>
Swab, Twitty & Hanser	Paul M. Twitty	832-5599	<a href="mailto:ptwitty@sth-arch.com">ptwitty@sth-arch.com</a>
Sunshine Meadow Equestrian Village	Dick Bowman	495-1455	<a href="mailto:richardbowman@bellsouth.net">richardbowman@bellsouth.net</a>
Land Development Services	W. Richard Staudinger	515-6500	<a href="mailto:rstaudin@ch2m.com">rstaudin@ch2m.com</a>
PB Treasure Coast AFL/CIO	Richard Slaymaker	833-2461	<a href="mailto:wldxtrky2@aol.com">wldxtrky2@aol.com</a>
City of West Palm Beach	Commissioner Bill Moss	659-8024	<a href="mailto:wmoss@wpb.org">wmoss@wpb.org</a>
Northwood University Florida Campus	David Luhrsen	478-5533	<a href="mailto:luhrsen@northwood.edu">luhrsen@northwood.edu</a>
Rybovich Spencer	William Yeargin	844-8101	<a href="mailto:wey@rybovich.com">wey@rybovich.com</a>
Farm Credit of SF, ACA	Donald Rice	965-9001	<a href="mailto:donr@farmcreditsfl.com">donr@farmcreditsfl.com</a>
Farm Credit of SF, VP-Comm&Market	Lyn Cacella	515-0930	<a href="mailto:Lcacella@farmcreditsfl.com">Lcacella@farmcreditsfl.com</a>
PBC Film & TV Commission	Chuck Eldred	233-1000	<a href="mailto:celdred@pbfilm.com">celdred@pbfilm.com</a>
PBC Health Department	Selva Selvendran	355-3136 Ext. 1143	<a href="mailto:selva_selvandran@doh.state.fl.us">selva_selvandran@doh.state.fl.us</a>
PBC Resource Center, Inc.	Paul Skyers	863-0895	<a href="mailto:p_skiers@pbrc.org">p_skiers@pbrc.org</a>
Urban League of PB County Inc.	Patrick J. Franklin	833-3736	<a href="mailto:franklin@Ulpbc.org">franklin@Ulpbc.org</a>
Port of Palm Beach District	Rafael F. Rondon	471-8675	<a href="mailto:rrondon@bellsouth.net">rrondon@bellsouth.net</a>
Glades Communities Representative	Ed Donnor	996-6329	<a href="mailto:knyal@aol.com">knyal@aol.com</a>
Workforce Alliance, Inc.	Kathryn Schmidt	841-0223	<a href="mailto:kschmidt@pbcworks.com">kschmidt@pbcworks.com</a>
NPB Water District	O'Neal Barton	624-7830	<a href="mailto:oneal@npbcid.org">oneal@npbcid.org</a>

<b>Interested Parties</b>	<b>Contact Person</b>	<b>Phone #</b>	<b>E-Mail Address</b>
Carlton Fields, P.A.	Gary Brandenburg, Esq.	659-7070	<a href="mailto:gbrandenburg@carltonfields.com">gbrandenburg@carltonfields.com</a>
Winston Lee & Associates	Joni Brinkman	684-4670	<a href="mailto:joniwla@aol.com">joniwla@aol.com</a>
Solid Waste Authority	Marc Brunner	640-4000	<a href="mailto:mcbruner@swa.org">mcbruner@swa.org</a>
Centex Homes-Lnd Ent. Proj. Mgr.	Aimee Craig-Carlson	536-1025	<a href="mailto:acraigcarlson@centexhomes.com">acraigcarlson@centexhomes.com</a>
-----	Jack Dodd		<a href="mailto:doddj@doacs.state.fl.us">doddj@doacs.state.fl.us</a>
-----	Yvonne Douglas		<a href="mailto:ypdouglas@yahoo.com">ypdouglas@yahoo.com</a>
So. Ind. River Water Control District	Gale English	747-0550	<a href="mailto:English@sirwcd.org">English@sirwcd.org</a>
Jupiter Inlet District	Mike Girella	746-2223	<a href="mailto:jupiterinl@aol.com">jupiterinl@aol.com</a>
Department of Environ. Protection	Robert Hall	904-488-2427	<a href="mailto:Bob.hall@dep.state.fl.us">Bob.hall@dep.state.fl.us</a>
-----	Steve Lau		<a href="mailto:Steve.lau@few.state.fl.us">Steve.lau@few.state.fl.us</a>
Tourist Development Council, Exec Dir	Charles Lehmann	233-3130	<a href="mailto:clehmann@co.palm-beach.fl.us">clehmann@co.palm-beach.fl.us</a>
Port of Palm Beach	Tom Lundeen	842-4240	<a href="mailto:lundeen@portofpalmbeach.com">lundeen@portofpalmbeach.com</a>
Planning-Royal Palm Beach	Bill Morris	790-5100	<a href="mailto:bmorris@royalpalmbeach.com">bmorris@royalpalmbeach.com</a>
Indian Trail Water Control District	Ed Oppel	793-0874	<a href="mailto:eoppel@indiantrail.com">eoppel@indiantrail.com</a>
Business Development Board	Larry Pelton	835-1008	<a href="mailto:larry.pelton@bdb.org">larry.pelton@bdb.org</a>
Seminole Improvement District	Nat Roberts	793-1676	<a href="mailto:nroberts@cjgrove.com">nroberts@cjgrove.com</a>
-----	M. Richard Sapir	844-3600	<a href="mailto:mrs@fcohenlaw.com">mrs@fcohenlaw.com</a>
Lox. Groves Water Control District	Clete Saunier	793-0884	<a href="mailto:saunier@lgwcd.org">saunier@lgwcd.org</a>
South Florida Water Management Dist.	P.K. Sharma	682-6779	<a href="mailto:psharma@sfwmd.org">psharma@sfwmd.org</a>
Lake Worth Drainage District	Bill Winters	737-3835	<a href="mailto:Billwinters@LWDD.net">Billwinters@LWDD.net</a>
Lox. River Environ. Control District	Clinton Yerkes	747-5700	<a href="mailto:clint@loxahatcheeriver.org">clint@loxahatcheeriver.org</a>
Economic Council of Palm Beach Cty.	Mike Jones	684-1551	<a href="mailto:mjones@economiccouncilpbc.org">mjones@economiccouncilpbc.org</a>



<b>Interested Parties</b>	<b>Contact Person</b>	<b>Phone #</b>	<b>E-Mail Address</b>
Realtors Assoc. of the Palm Beaches	Jennifer Butler	585-4544 Ext. 20	<a href="mailto:jbutler@rapb.com">jbutler@rapb.com</a>
Chamber of Commerce of the P/Bs	Dennis Grady	833-3711-232	<a href="mailto:dgrady@palmbeaches.org">dgrady@palmbeaches.org</a>
Greater Boca Raton Chamber of Commerce	Mike Arts	395-4433 Ext. 223	<a href="mailto:mja@bocaratonchamber.com">mja@bocaratonchamber.com</a>
Northern Palm Beach Chamber of Commerce	Casey Steinbacher	694-2300 Ext. 12	<a href="mailto:casey@npbchamber.com">casey@npbchamber.com</a>
Gold Coast Builders Association	Rick Asnani	732-5959 Ext. 5	<a href="mailto:rick@gcbaonline.com">rick@gcbaonline.com</a>
Greater Delray Chamber of Commerce	William Wood	279-1380 Ext. 14	<a href="mailto:bwood@delraybeach.com">bwood@delraybeach.com</a>
Florida East Coast Chapter of the Associated General Contractors	Brian Kelley	833-3609 Ext. 100	<a href="mailto:brian@agcfla.com">brian@agcfla.com</a>
Marine Industry Association	Alison Pruitt	832-8444	<a href="mailto:mia@marinepbc.org">mia@marinepbc.org</a>
Community & Economic Development Council of South Florida, Inc.	Skeet Jernigan	566-6679	<a href="mailto:cedcofsfla@aol.com">cedcofsfla@aol.com</a>
The Greater Boynton Beach Chamber of Commerce	Diana H. Johnson	732-9501	<a href="mailto:diana@boyntonbeach.org">diana@boyntonbeach.org</a>
Jupiter Tequesta Juno Beach Chamber of Commerce	Louise Murtuagh	746-7111 Ext. 12	<a href="mailto:President@Jupiterfl.org">President@Jupiterfl.org</a>
Palms West Chamber of Commerce	Vivian Palmer	790-6200	<a href="mailto:Vivian@palmswest.com">Vivian@palmswest.com</a>
Greater Lake Worth Chamber of Commerce	Tom Ramiccio	582-4401	<a href="mailto:tramiccio@aol.com">tramiccio@aol.com</a>
Palm Beach County Medical Society	Tena Wiles	433-3955	<a href="mailto:pbcms@bellsouth.net">pbcms@bellsouth.net</a>
South Florida Hospital & Healthcare	Linda Quick	964-1660	<a href="mailto:iquick@sfhha.com">iquick@sfhha.com</a>
Pahokee Chamber of Commerce	David Goodlett	833-7500	<a href="mailto:cdgoodlett@aol.com">cdgoodlett@aol.com</a>
Palm Beach County Hotel & Motel	David Semadeni	882-9813	<a href="mailto:amcal@webname.com">amcal@webname.com</a>
World Trade Center Palm Beach	Al Zucaro	712-1443	<a href="mailto:azucaro@wtcpalmbeach.com">azucaro@wtcpalmbeach.com</a>
Palm Beach Chamber of Commerce	Laurel Baker	655-3282	<a href="mailto:laurel@palmbeachchamber.com">laurel@palmbeachchamber.com</a>
South Florida Regional Planning Council	Allyn L. Childress	954-905-4416	<a href="mailto:achildress@sfrpc.com">achildress@sfrpc.com</a>

<b>Interested Parties</b>	<b>Contact Person</b>	<b>Phone #</b>	<b>E-Mail Address</b>
Corbett & White Law Firm	John Corbett	586-7116	<a href="mailto:John_Corbott@bellsouth.net">John_Corbott@bellsouth.net</a>
South Florida Ecosystem Restoration Task Force	Linda Friar	305-348-1665	<a href="mailto:Lfriar@sfrestore.org">Lfriar@sfrestore.org</a>
Frank Pallen	Frank Pallen	655-0620	<a href="mailto:palen@caldwellpacetti.com">palen@caldwellpacetti.com</a>
Tourist Development Council	Carol Meneely	233-3131	<a href="mailto:cmeneely@palmbeachfl.com">cmeneely@palmbeachfl.com</a>
Business Development Board	Larry Pelton, President	835-1008	<a href="mailto:larry.pelton@bdb.org">larry.pelton@bdb.org</a>
Business Development Board	Gary Hines	835-1008	<a href="mailto:ghines@bdb.org">ghines@bdb.org</a>
Economic Council	Mike Jones	684-1551	<a href="mailto:Mjones@EconomicCouncilPBC.org">Mjones@EconomicCouncilPBC.org</a>
Workforce Alliance	Cathy Noel	841-0221	<a href="mailto:cnoel@pbcworks.com">cnoel@pbcworks.com</a>
Basehart Consulting, Inc.	Bob Basehart	833-3114	<a href="mailto:Baseplan@aol.com">Baseplan@aol.com</a>
Kilday & Associates, Inc.	Kerry Kilday	689-5522	<a href="mailto:Kerry@Kildayinc.com">Kerry@Kildayinc.com</a>
Charles Putman & Associates	Charles Putman	561-994-6411	<a href="mailto:chasputman@aol.com">chasputman@aol.com</a>
Miller Land Planning Consultants, Inc.	Bradley D. Miller	561-272-0082	<a href="mailto:Bradley@mlpc.net">Bradley@mlpc.net</a>
Gee & Jenson	Audrey Huggins	515-6500	<a href="mailto:ahuggins@ch2m.com">ahuggins@ch2m.com</a>
HPT Consultants, Inc.	H.P. Thompkins, Jr. (Press)	561-997-0955	<a href="mailto:Press@hptcon.com">Press@hptcon.com</a>
Beril Kruger and Associates	Beril Kruger	561-265-4983	<a href="mailto:Bkruger@bellsouth.net">Bkruger@bellsouth.net</a>
Anna Cottrell & Associates	Anna Cottrell	832-4600	<a href="mailto:AnnaC@cottrellplanners.com">AnnaC@cottrellplanners.com</a>
GL Homes	Kevin Ratteree	954-753-1730 ext. 240	<a href="mailto:Kevin.Ratteree@GLHomes.com">Kevin.Ratteree@GLHomes.com</a>
Rudden McClosky Smith Schuster & Russell, PA	Kim Glas	838-4515	<a href="mailto:Kim.Glascastro@Ruden.com">Kim.Glascastro@Ruden.com</a>
Gentile, Holloway, O'Mahoney	George G. Gentile	575-9557	<a href="mailto:george@landscape-architects.com">george@landscape-architects.com</a>
Carlton Fields Ward Et Al	Joseph J. Verdone	259-7070	<a href="mailto:jverdone@carltonfields.com">jverdone@carltonfields.com</a>
Kimley-Horn & Associates	Tom Yonge	772-562-7981	<a href="mailto:Tom.yonge@kimley-horn.com">Tom.yonge@kimley-horn.com</a>
Unruh consulting, Inc.	Hugo P. Unruh	835-8505	<a href="mailto:Hugo@unruhconsulting.com">Hugo@unruhconsulting.com</a>

<b>Interested Parties</b>	<b>Contact Person</b>	<b>Phone #</b>	<b>E-Mail Address</b>
Haile Shaw Pfafenberger	Gary Brandenburg	627-8100	<a href="mailto:gbrandenburg@hsplaw.com">gbrandenburg@hsplaw.com</a>
Land Research Management, Inc.	Kevin McGinley	686-2481	<a href="mailto:lrm@bellsouth.net">lrm@bellsouth.net</a>
Women's Chamber of Commerce	Karen Meyer	627-1810	<a href="mailto:Karenm@repassociates.com">Karenm@repassociates.com</a>
Wellington Chamber of Commerce	Maureen Budjinski	792-6525	<a href="mailto:Maureen@wellingtonchamber.com">Maureen@wellingtonchamber.com</a>
Belle Glade Chamber of Commerce	Brenda Bunting	561-996-2745	<a href="mailto:bgchamber@aol.com">bgchamber@aol.com</a>
Hispanic Chamber of Commerce	Charlie Dunn	632-3241	<a href="mailto:Charlie@sorentertainment.com">Charlie@sorentertainment.com</a>
Grter Lantana Chamber of Commerce	Ron Washam	719-9539	<a href="mailto:Woodshop25@aol.com">Woodshop25@aol.com</a>
Indian Trail Water Improvement District	Penny Riccio	793-0874 Fax 793-3716 H 792-1186	
League of Cities	James Titcomb	355-4484	<a href="http://www.leagueofcities.org">www.league of cities.org</a>
South Florida Regional Planning Council	Richard Ogburn	954-985-4416	<a href="mailto:rogburn@sfrpc.com">rogburn@sfrpc.com</a>
1000 Friends of Florida	JoAnne Davis	582-8128	<a href="mailto:capercat@bellsouth.net">capercat@bellsouth.net</a>
Acreage Landowners' Association	Carol Francis	795-2948	<a href="mailto:esunrise@bellsouth.net">esunrise@bellsouth.net</a>
Coalition of Boynton Beach West Residential Association	Sandy Greenberg	364-7113	<a href="mailto:Sandy9633@adelphia.net">Sandy9633@adelphia.net</a>
Sanders Planning Group, P.A.	Sanders Planning Group, P.A.	954-491-8890	<a href="mailto:Landplan@bellsouth.net">Landplan@bellsouth.net</a>
Yeckes Trache Architects	Stephan Yeckes	626-0402	<a href="mailto:Yex44@aol.com">Yex44@aol.com</a>
A.T. Design	Tim Marshall	881-7280	<a href="mailto:tim@atdesigns.net">tim@atdesigns.net</a>
Boose, Casey, Ciklin, et al	Alan Ciklin, Esq.	832-5900	<a href="mailto:aciklin@boosecasey.com">aciklin@boosecasey.com</a>
F. Martin Perry & Associates, P.A.	Martin Perry	721-3300 Ext. 102	<a href="mailto:fmperry@perrytaylorlaw.com">fmperry@perrytaylorlaw.com</a>
Moyle, Flanigan, Katz, Fitzgerald & Sheehan	Chuck Millar	822-0333	<a href="mailto:cmillar@moylelaw.com">cmillar@moylelaw.com</a>
Gaeta Development	Scott Colton	627-1900	<a href="mailto:scolton@gaetadevelopment.com">scolton@gaetadevelopment.com</a>

<b>Interested Parties</b>	<b>Contact Person</b>	<b>Phone #</b>	<b>E-Mail Address</b>
-----	Sara Lockhart	386-446-3201	<a href="mailto:sarajlochart@bellsouth.net">sarajlochart@bellsouth.net</a>
Winston Lee & Associates	Winston Lee	689-4670	<a href="mailto:wlee@wlaine.ent">wlee@wlaine.ent</a>
Urban Design Studio	Russ Scott	366-1100	<a href="mailto:rscott@udsonline.com">rscott@udsonline.com</a>
-----	Marda Zimring	392-2256	<a href="mailto:marda@bellsouth.net">marda@bellsouth.net</a>
CCL Consultants	Wayne Zufelt	954-974-2200	<a href="mailto:wzufelt@ccl-pompano.com">wzufelt@ccl-pompano.com</a>
Calvin, Giordano & Associates, Inc.	Jamie Gentile	684-6161	<a href="mailto:jgentile@calvin-giordano.com">jgentile@calvin-giordano.com</a>
PBC School District	Otelia Dubose	434-8508	<a href="mailto:dubose@palmbeach.k12.fl.us">dubose@palmbeach.k12.fl.us</a>
WCI Communities, Inc	Ed Stacker, Esq.	954-759-8956	<a href="mailto:estacker@akerman.com">estacker@akerman.com</a>
Weiss and Handler, PA	Henry Handler, Esq.	734-8008	<a href="mailto:hbh@weissandhandlerpa.com">hbh@weissandhandlerpa.com</a>
Levy Kneen	Eleanor Halperin, Esq.	478-4722	<a href="mailto:ehalperin@levykneen.com">ehalperin@levykneen.com</a>
Boose, Casey, Ciklin, Lubitz	Bill Boose	832-5900	<a href="mailto:wboose@boosecasey.com">wboose@boosecasey.com</a>
-----	Chip Carlson	433-0172 Fax 433-0874	<a href="mailto:Richard.chip.Carlson@usa.net">Richard.chip.Carlson@usa.net</a>
Treasure Coast Regional Planning Council	Terry Hess	772-221-4060	<a href="mailto:thess@tcrpc.org">thess@tcrpc.org</a>
Transportation Specialist	Fred Schwartz	840-0786	<a href="mailto:Fred.Schwartz@kimley-horn.com">Fred.Schwartz@kimley-horn.com</a>
Caldwell & Pacetti	Mary Viator	655-0620	<a href="http://Caldwellpacetti.com">Caldwellpacetti.com</a>
Urban Design Studio	Scott Mosolf	366-1100	<a href="mailto:smosolf@udsonline.com">smosolf@udsonline.com</a>
Lewis, Longman & Walker, P.A.	Francine Shay	640-0820	<a href="mailto:fshay@llw-law.com">fshay@llw-law.com</a>
SFWMD	Michael Voich	682-6754	<a href="mailto:mvoich@sfwmd.gov">mvoich@sfwmd.gov</a>
Lox Groves LOA	Rita Miller	793-5920	<a href="mailto:Nicknackfarm@aol.com">Nicknackfarm@aol.com</a>
Fox Trail	Nancy Gribble	820-8466	<a href="mailto:ngribble@rinker.com">ngribble@rinker.com</a>
Mecca Farms	Gary Smigiel	968-3605	<a href="mailto:gsmfi@aol.com">gsmfi@aol.com</a>
Indian Trail Groves, Inc.	Chuck Walsey	793-3553-14	<a href="mailto:citrabiz@aol.com">citrabiz@aol.com</a>

<b>Interested Parties</b>	<b>Contact Person</b>	<b>Phone #</b>	<b>E-Mail Address</b>
Palm Beach Aggregates	Enrique Tomeu	346-8575 Fax 650-7320	<a href="mailto:eatomeu@siboneycc.com">eatomeu@siboneycc.com</a>
Loxahatchee River District	Richard C. Dent	747-5700	<a href="mailto:rick@loxahatcheeriver.org">rick@loxahatcheeriver.org</a>
Environmental & Land Use Law Center, Inc.	Lisa Interlandi	653-0040 Fax 653-0041	<a href="mailto:lisa@elulc.org">lisa@elulc.org</a>
District Administrator Loxahatchee Groves Water Control District	Clete Saunier, P.E.	793-0884 Fax 795-6157	<a href="mailto:saunier@lgwcd.org">saunier@lgwcd.org</a>
Workforce Alliance Executive Aide	MaryAnn Burnham	841-0223	<a href="mailto:mburnham@pbcalliance.com">mburnham@pbcalliance.com</a>
Florida Crystals Corp	Gaston Cantens	655-6303	<a href="mailto:Gaston_cantens@bergersingerman.com">Gaston_cantens@bergersingerman.com</a>
Florida Crystals Corp	Samuel E. Poole	954-525-9900 954-377-0405	<a href="mailto:spoole@bergersingerman.com">spoole@bergersingerman.com</a>
Sugar Cane Growers Coop.	David Goodlett	833-7500	<a href="mailto:cdgoodlett@aol.com">cdgoodlett@aol.com</a>
Sugar Cane Growers Coop.	Jeff Ward	966-5556	<a href="mailto:jjward@fcgc.org">jjward@fcgc.org</a>
U. S. Sugar Corporation	R. Coker	863-902-2210	<a href="mailto:rcoker@ussugar.com">rcoker@ussugar.com</a>

**Table 5.4  
Part B**

**ADDITIONAL EXTERNAL STAKEHOLDERS WITH REGULAR MAIL LIST**

John Bennett, President  
Progressive Residents of  
Delray (PROD)  
137 Seabreeze  
Delray Beach, FL 33483

Dagmar Brahs  
Economic Council of P.B.C  
1555 Palm Beach Lakes Blvd.  
Suite 400  
West Palm Beach, FL 33401

Milton Brenner  
West Boca Community  
Council  
10935 Boca Woods Lane  
Boca Raton, FL 33428

Nancy Cardone  
Jupiter Farms Representative  
11115 154<sup>th</sup> Road, North  
Jupiter Farms  
Jupiter, FL 33478

David Carpenter  
David Carpenter & Assoc.  
5650 Corporate Way  
West Palm Beach, FL 33407

Coalition of Boynton West  
Residential Assoc.  
6655 O'Hara Avenue  
Boynton Beach, FL 33437

Keith Colombo  
2319 Palm Deer Drive  
Loxahatchee, FL 33470

Jamie Furgang  
Audubon of Florida  
444 Brickell Avenue, Suite 850  
Miami, FL 33131-2405

Bob Denis  
Department of Community Affairs  
2555 Shumord Oak Blvd  
Tallahassee, FL 32399-2100

Kurt Erban, President  
Hanover Horse Farm  
3037 Buck Ridge Trail  
Loxahatchee, FL 33470

Steve Hamilton  
19121 Green Grove Court  
Loxahatchee, FL 33470

William Louda  
1300 East Road  
Loxahatchee, FL 33470

Fran Reish  
West Boca Civic Association  
8936 Warwick Drive  
Boca Raton, FL 33433

Mr. Somone (Rick) Riccobono  
President  
Santa Rosa Groves LOA  
1355 W. Palmetto Park Road  
Boca Raton, FL 33486

Tom Scott  
433 Plaza Real, Suite 339  
Boca Raton, FL 33432

Michael Sinclair, Dr., President  
Fox Trail Property Owner's Assoc.  
1216 Arabian Drive  
Loxahatchee, FL 33470

Dairell Snapp  
Dairell J. Snapp Realty  
1036 US 1, Suite 126  
North Palm Beach, FL 33408

Lee Starkey  
Lee Starkey Group  
11214 Marjoram Drive  
Palm Beach Gardens, FL 33418

Western Communities  
Representative  
Mayfair Builders, Inc.  
16030 E. Downers Drive  
Loxahatchee, FL 33470

Linda Wirtz  
Equestrian Activities Bus. Dev. Board  
222 Lakeview Avenue – Suite 1200  
West Palm Beach, FL 33401

Dwight R. Graydon  
P .O. Box 896  
Belle Glade, FL 33430

Penny Riccio  
12795 71<sup>st</sup> Place No.  
West Palm Beach, FL 33412

Lynn McCullough  
700 Old Dixie Highway  
Suite 203  
Lake Park, FL 33403

John B. Nugent  
P.O.Box 407  
Loxahatchee, FL 33470

James J. O'Brien  
Winston Trails Development Corp.  
6101 Winston Trails Blvd.  
Lake Worth, FL 33463

Charles F. Schoech  
324 Royal Palm Way  
Suite 300  
Palm Beach, FL 33480

Clark Tullos  
Johnson-Prewitt & Associates  
850 West Ventura Avenue  
P.O.Box 1029  
Clewiston, FL 33440

Lawrence D. Worth  
350 West Arroyo Avenue  
Clewiston, FL 33440

Dr. Ester E. Berry  
Glades Communities  
Representative  
210 S.W. 12 Avenue  
South Bay, FL 33493

Daniel Martell  
2101 Corporate Drive  
Boynton Beach, FL 33426

Bert Mehl, President  
Alliance of Delray Residential  
Assoc.  
P.O. Box 6591  
Delray Beach, FL 33482

Steven Mickley  
6078 Heather Street  
Jupiter, FL 33458

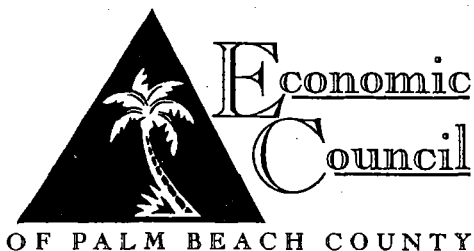
Lewell Hughes  
Director of Real Estate  
USSC  
111 Ponce DeLeon Avenue  
Clewiston, FL 33440

Malcolm Wade  
Senior Vice Pres. of Sugar Operations  
USSC  
111 Ponce DeLeon Avenue  
Clewiston, FL 33440

Robert E. Coker  
Sr. Vice Pres. Public Affairs  
USSC  
111 Ponce DeLeon Avenue  
Clewiston, FL 33440



## **EAR CORRESPONDENCE**



October 18, 2004

The Honorable Karen Marcus  
The Honorable Jeff Koons  
The Honorable Warren Newell  
The Honorable Mary McCarty  
The Honorable Burt Aaronson  
The Honorable Tony Masilotti  
The Honorable Addie Greene

Hand Delivered

Dear Commissioners,

The following comments are presented on behalf of the Board of Directors of the Economic Council in response to the Evaluation and Appraisal Report dated September 28, 2004.

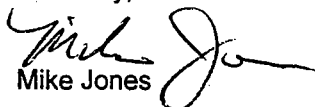
Unfortunately the intervening hurricanes have prevented many members of the business community from devoting adequate time to study and comment on this important document numbering over 250 pages length. Nor does time allow extensive remarks on every aspect of this important planning document, but we believe it is very important to the future of Palm Beach County what goes on in the EAA.

The vast majority of land within the County is located within the Glades Rural Tier. Countywide, agriculture and conservation lands account for the bulk (70-80%) of the acreage notwithstanding the increasing demand for other uses. The Report correctly expresses concerns with the rapid increase in costs of homes and the dire shortage of attainable workforce housing options which is a major Economic Council concern. Staff has concluded that there is enough supply of vacant, undeveloped land east of the EAA to handle the projected population growth in the County until 2025 but does call for the re-designation of certain areas in the Glades municipalities for possible alternative uses. The Report also notes limited amounts of industrial land suitable for development necessitate updating the County's economic objectives through a possible future visioning process.

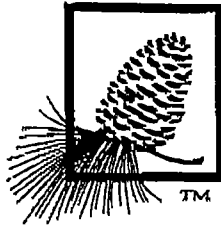
The EAR denotes the EAA as an area of regional, state and national importance to be preserved for agricultural use "if possible". The Report further states: "Some analysts even give the EAA global significance in the face of food shortages in several parts of the world." (Chapter 2, page 5) Certainly the CERP process is of major significance. We also note the Glades economies and natural systems affect multiple counties. We, therefore, respectfully suggest that the EAA needs to be studied on at least a regional or statewide basis. We respectfully suggest that a larger study should be an open public process that promotes a positive business climate and should allow some flexibility to respond to changing needs that may occur within the next 25 years.

We remain interested in having the opportunity to participate in future discussions of this and other provisions of the EAR.

Sincerely,

  
Mike Jones

1



# LEWIS, LONGMAN & WALKER, P.A.

ATTORNEYS AT LAW

"Helping Shape Florida's Future"®

**ROBERT P. DIFFENDERFER, ESQUIRE**  
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West Palm Beach, Florida 33401  
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Contact Person: F. Ulics

### TELECOPY COVER SHEET

Date:	<u>October 18, 2004</u>	Client/Matter No.	1954-001	Pages:	<u>3</u>
				(No. of pages including coversheet)	
To:	Barbara Alterman, Esq., Palm Beach County Planning, Zoning and Building	Telecopy Number:		(561) 233-5212	
	Verdenia Baker, Deputy County Administrator	Telecopy Number:		(561) 355-3982	
	Lorenzo Aghemo, Planning Director	Telecopy Number:		(561) 233-5365	
	Robert P. Banks, Esq., Assistant County Attorney	Telecopy Number:		(561) 355-4398	
	Susan Miller, Principal Planner	Telecopy Number:		(561) 233-5365	
Subject:	<u>Palm Beach County Comprehensive Plan EAR</u>				

Message:

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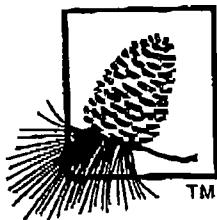
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*HELPING SHAPE  
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www.llw-law.com

*Reply To: West Palm Beach*

October 18, 2004

**VIA FACSIMILE**

Barbara Alterman, Esquire  
Palm Beach County  
Planning, Zoning and Building  
100 Australian Avenue, 4th Floor  
West Palm Beach, FL 33406

**Re: Palm Beach County Comprehensive Plan EAR**

Dear Barbara:

As you well know, accurate data is the hallmark of good planning. It is for this reason that comprehensive plans, and their various elements, must be based upon the best available data appropriate to the element. Palm Beach County's proposed EAR is deficient in that it is not based upon the best available data, or the most current.

One of the first requirements of an EAR is that it updates the plan related to population growth and changes in land area, including annexation, since the adoption of the original plan or the most recent update amendments. The proposed EAR is not using the most current data. The population data used in the EAR is not the most current data available from the Bureau of Economic and Business Research (BEBR). The data used is based upon the 2002 population forecasts. BEBR has since published revised forecasts and projections based upon 2003 information, and this data has been available since February, 2004. It is not clear why the most current data is not being used by Palm Beach County and the EAR is misleading to the extent that it implies that the most current data is being used. The difference is material. The 2003 data available from BEBR shows an increase of approximately 63,200 people over the 2002 projection. The projections for the period through 2030 show a total County population of 1,908,500 based upon the 2003 information. There is no discussion in the EAR of why the most current data is not included. This simple fact alone translates into a shortfall of almost 23,000 housing units using the 2025 projection and almost 26,500 units using the 2030 projection.

The impact of this is important. Following the sufficiency determination on the EAR, a local government is to address comprehensive plan changes to the items identified in the EAR. If

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Fax: (850) 224-9242

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(561) 640-0820  
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October 18, 2004

Page 2

the EAR is based upon outdated, faulty data, then any comprehensive plan changes based upon such data cannot be in compliance.

The flawed population approach highlights another issue which is central to the EAR. The EAR identifies as a significant problem the affordability of housing in Palm Beach County. The population methodology discussed in the EAR is fundamentally in conflict with any solution to that problem. The methodology assumes that only the existing land use inventory will be utilized (to the unrealistic point of zero vacancy rate) through the period of record without regard to the actual current BEBR projections. This approach demands scarcity in land use availability, and you can only expect affordability to decrease as a result.

These comments are submitted on behalf of Nat Roberts, Callery-Judge Grove, LP and Seminole Improvement District. Please include these comments as part of the transmittal package for the EAR to the Department of Community Affairs. If you have any questions or if I may be of any assistance, please don't hesitate to call me.

Very truly yours,



Robert P. Diffenderfer

RPD/fmu

c: Nathaniel Roberts, General Manager, Callery-Judge Groves, L.P.  
Terry E. Lewis, Esq., Lewis, Longman & Walker, P.A.  
Board of County Commissioners, via facsimile  
Michael Busha, Treasure Coast Regional Planning Council  
Ken Metcalf, Department of Community Affairs  
Charles Gauthier, Department of Community Affairs  
Verdenia Baker, Deputy County Administrator, via facsimile  
Lorenzo Aghemo, Planning Director, via facsimile  
Robert P. Banks, Esq., Assistant County Attorney, via facsimile  
Susan Miller, Principal Planner, via facsimile  
Denver J. Stutler, Jr., Chief of Staff, Executive Office of the Governor  
Chris Flack, Executive Office of the Governor  
Thaddeus Cohen, Secretary, Department of Community Affairs  
Heidi Hughes, Esq., Department of Community Affairs  
David Jordan, Esq., Department of Community Affairs



**Department of Planning,  
Zoning & Building**

100 Australian Avenue

West Palm Beach, FL 33406

(561) 233-5000

Planning Division 233-5300

Zoning Division 233-5200

Building Division 233-5100

Code Enforcement 233-5500

Contractors Certification 233-5525

Administration Office 233-5005

Executive Office 233-5003

www.pbcgov.com/pzb



**Palm Beach County  
Board of County  
Commissioners**

Karen T. Marcus, Chair

Tony Masilotti, Vice Chairman

Jeff Koons

Warren H. Newell

Mary McCarty

Burt Aaronson

Addie L. Greene

**County Administrator**

Robert Weisman

*"An Equal Opportunity  
Affirmative Action Employer"*

September 28, 2004

Kenneth Metcalf  
Florida Department of Community Affairs  
Division of Community Planning  
Bureau of Local Planning  
2555 Shumard Oak Boulevard  
Tallahassee, FL 32399-2100

Re: Palm Beach County Evaluation and Appraisal Report Adoption and  
submittal to the DCA for sufficiency review.

Dear Mr. Metcalf:

Due to recent events following Hurricane Jeanne, today's BCC public hearing to adopt the EAR was cancelled. As a result the County will not be able to meet the submittal deadline of October 1, 2004.

The BCC adoption public hearing has been re-scheduled to October 19<sup>th</sup>, 2004, which is the closest available public hearing date. This letter is to request the County be exempt from any penalty derived from not meeting the official submittal deadline, due to this unforeseen natural disaster.

Please contact Mr. Isaac Hoyos at 561-233-5347 should you have any questions or should additional information be required.

Sincerely,

Lorenzo Agnemo  
Planning Director

cc: Honorable Karen T. Marcus, Chair, and Board of County Commissioners  
Verdenia Baker, Deputy County Administrator  
Barbara Alterman Esq., Executive Director, PZ&B  
Terry Hess, Planning Director, Treasure Coast Regional Planning Council  
Henry Bittaker, PBC Intergovernmental Liaison, SFWMD

## SUPPLEMENTAL ORDER (Hurricane Jeanne)

In accordance with the authority vested in me as State Coordinating Officer by virtue of Executive Order 04-217, I hereby determine that a substantial number of local governments in counties affected by Hurricanes Charley, Frances, Ivan and Jeanne have been hindered in the adoption of local comprehensive plan amendments, evaluation and appraisal reports and land development regulations because personnel and resources have been diverted to respond to these emergencies. I therefore determine that literal compliance with the deadlines and time frames for the consideration and adoption of local comprehensive plan amendments and land development regulations established by Part II of Chapter 163, Florida Statutes, will impede the ability of local governments accomplish their essential functions. Therefore, the following requirements are hereby suspended under the authority of Executive Order 04-217:

1. In Brevard, Charlotte, Collier, DeSoto, Dixie, Duval, Flagler, Glades, Hardee, Hendry, Highlands, Indian River, Lake, Lee, Levy, Manatee, Monroe, Okeechobee, Orange, Osceola, Pasco, Polk, St. Johns, Sarasota, Seminole and Volusia Counties, and for each municipality located within such counties, any deadline or time frame in Sections 163.3184, 163.3187(3), 163.3191 or 163.3202, Florida Statutes, or Chapter 9J-11, Florida Administrative Code, for the proposal or adoption by a local government of local comprehensive plan amendments, evaluation and appraisal reports and land development regulations, which expires between August 10, 2004 and October 8, 2004, is hereby extended to October 22, 2004.

2. In Alachua, Baker, Bradford, Broward, Calhoun, Clay, Citrus, Columbia, Gadsden, Gilchrist, Hamilton, Hernando, Hillsborough, Jefferson, Lafayette, Leon, Liberty, Madison, Marion, Martin, Miami-Dade, Nassau, Palm Beach, Pinellas, Putnam, St. Lucie, Sumter, Suwannee, Taylor, Union and Wakulla Counties, and for each municipality located within such counties any deadline or time frame in Sections 163.3184, 163.3187(3), 163.3191 or 163.3202, Florida Statutes, or Chapter 9J-11, Florida Administrative Code, for the proposal or adoption by a local government of local comprehensive plan amendments, evaluation and appraisal reports and land development regulations, which expires between September 1, 2004 and October 8, 2004, is hereby extended to October 22, 2004.

3. In Bay, Calhoun, Dixie, Escambia, Franklin, Gadsden, Gulf, Holmes, Jackson, Jefferson, Leon, Levy, Liberty, Okaloosa, Santa Rosa, Taylor, Wakulla, Walton, and Washington Counties, and for each municipality located within such counties any deadline or time frame in Sections 163.3184, 163.3187(3), 163.3191 or 163.3202, Florida Statutes, or Chapter 9J-11, Florida Administrative Code, for the proposal or adoption by a local government of local comprehensive plan amendments, evaluation and appraisal reports and land development regulations, which expires between September 13, 2004 and October 21, 2004, is hereby extended to October 22, 2004.

October 8, 2004

Approved:

Mike DeLorenzo for Craig Fugate  
State Coordinating Officer

James Richmond  
Legal Counsel

EM Tracker No. \_\_\_\_\_





**Department of Planning,  
Zoning & Building**

100 Australian Avenue  
West Palm Beach, FL 33406

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Zoning Division 233-5200

Building Division 233-5100

Code Enforcement 233-5500

Contractors Certification 233-5525

Administration Office 233-5005

Executive Office 233-5003

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Board of County  
Commissioners**

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Tony Masilotti, Vice Chairman

Jeff Koons

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Mary McCarty

Burt Aaronson

Addie L. Greene

**County Administrator**

Robert Weisman

*"An Equal Opportunity  
Affirmative Action Employer"*

September 22, 2003

Kenneth Metcalf  
Florida Department of Community Affairs  
Division of Community Planning  
Bureau of Local Planning  
2555 Shumard Oak Boulevard  
Tallahassee, FL 32399-2100

Re: Letter of Understanding for the Palm Beach County Evaluation and Appraisal Report.

Dear Mr. Metcalf:

On July 10, 2003, Palm Beach County conducted an Informal Scoping Meeting with members of state, regional and county agencies, local municipalities, and the public as part of our process to identify major county issues. Subsequently, we received additional input from two County agencies, private sector representatives and the Intergovernmental Plan Amendment Review Committee (IPARC). The enhanced list of issues was then taken on August 20, 2003 for a Workshop of the Palm Beach County Board of County Commissioners, where the Board endorsed the issues as presented by staff.

These issues, as agreed to in the Final Scoping Meeting of September 12, 2003, and the attached Scope of Work, which incorporates the topics required in Section 163.3191 (2) Florida Statutes, will form the basis of Palm Beach County's 2004 Evaluation and Appraisal Report of the County's Comprehensive Plan.

Palm Beach County has already taken steps to address some of these issues or aspects of them, such as the decision to prepare its own population projections, which is related to the first issue; the recent creation and funding of a new Office of Community Revitalization reporting directly to the County Administrator, which is related to issues two and three; the preparation of a Carrying Capacity Analysis to identify the capacity of the County's natural and man-made resources to withstand the impacts of future growth, and the joint effort with the South Florida Water Management District (SFWMD) to develop procedures to assess the impacts of proposed developments on the Comprehensive Everglades Restoration Plan (CERP), both related to issue number four; and the ongoing activity of the Traffic Performance Standards Steering Committee (TPS Committee), which is related to issue number five. The results or status of these initiatives and other ongoing related projects will be incorporated into the EAR product.



The County recently completed a pilot project under contract with the DCA to address the new requirement to link land use and water supply planning. The contract deliverables including a 20-year Water Supply Work program and related Comprehensive Plan amendments will be adopted with the County's EAR, as required by Florida statutes.

Finally, Palm Beach County and the municipalities of Palm Beach County are exempt from the new requirements related to school planning coordination as result of having in place a School Concurrency Program. An update and status of this program at the time of the EAR will also be part of the EAR product.

Palm Beach County proposes that the major issues detailed in the attached Major Issues Chart (Attachment I) and the Scope of EAR Work (Attachment II) presented herein form the basis for the Letter of Understanding between the Department of Community Affairs and Palm Beach County regarding the content and extent of the County's Evaluation and Appraisal Report. Please contact Mr. Isaac Hoyos at 561-233-5347 should you have any questions or should additional information be required.

Sincerely,

Lorenzo Aghemo  
Planning Director

cc: Honorable Karen T. Marcus, Chair, and Board of County Commissioners  
Verdenia Baker, Deputy County Administrator  
Barbara Alterman Esq., Executive Director, PZ&B  
Terry Hess, Planning Director, Treasure Coast Regional Planning Council  
Henry Bittaker, PBC Intergovernmental Liaison, SFWMD

Enclosures

T:\Planning\EAR 2003-06\EAR Correspondence\Letter of Understanding.doc  
September 22, 2003



STATE OF FLORIDA

# DEPARTMENT OF COMMUNITY AFFAIRS

*"Dedicated to making Florida a better place to call home"*

JEB BUSH  
Governor

COLLEEN CASTILLE  
Secretary

December 10, 2003

Mr. Lorenzo Aghemo  
Planning Director, Palm Beach County  
100 Australian Avenue  
West Palm Beach, Florida 33406

Dear Mr. Aghemo:

The Department has reviewed your letter, dated September 22, 2003, which outlines the scope of work for the County's preparation of the Evaluation and Appraisal Report (EAR). The Department agrees to the proposed scope of issues as set forth in the attachment to your letter, and this letter serves as our confirmation of our letter of understanding.

In regard to the County's recent request for an extension of the time period for adoption of the EAR, please note that the Department does not have statutory authority to extend the due date for the EAR. Section 163.3191(10), F.S., authorizes the Department to grant up to a six-month extension for EAR-based amendments, but does not authorize extensions of the EAR due date. Pursuant to Section 163.3187(6)(a), if the County were unable to adopt the EAR by the published due date, then the County would be precluded from adopting plan amendments until such time as the EAR is adopted and submitted to the Department for sufficiency review. However, Section 163.3187(6)(a), F.S., also refers to paragraph (1)(b) and expressly exempts land use amendments related to Developments of Regional Impact (DRI) from this prohibition. Therefore, the County would be able to adopt DRI-related plan amendments even if the EAR were to be late.

We understand that the Scripps project will likely have significant impact on your planning resources during the upcoming year and may result in an understandable delay in adopting the EAR by the due date. Please note that Section 163.3191(11), F.S., provides that the Administration Commission may impose sanctions on any local government that fails to adopt an EAR. This paragraph charges the Department with determining whether valid planning reasons exist for the delay, and it authorizes the Department to initiate such proceedings as deemed necessary. While we recognize the County's commitment to complete the EAR, we would like to document the reasons for the delay should that situation occur. Therefore, if the County reaches a point during its planning process that such a delay becomes inevitable, we request that the County provide a short letter that documents the reasons for the expected delay and sets forth a schedule for adoption. This would allow the Department to document the reason for the delay and to reach assurance that the EAR will proceed in a reasonably timely manner.

2555 SHUMARD OAK BOULEVARD • TALLAHASSEE, FLORIDA 32399-2100  
Phone: 850.488.8466/Suncom 278.8466 FAX: 850.921.0781/Suncom 291.0781  
Internet address: <http://www.dca.state.fl.us>

CRITICAL STATE CONCERN FIELD OFFICE  
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Tallahassee, FL 32399-2100  
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EMERGENCY MANAGEMENT  
2555 Shumard Oak Boulevard  
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HOUSING & COMMUNITY DEVELOPMENT  
2555 Shumard Oak Boulevard  
Tallahassee, FL 32399-2100  
(850) 488-7956

Mr. Aghemo  
December 10, 2003  
Page Two

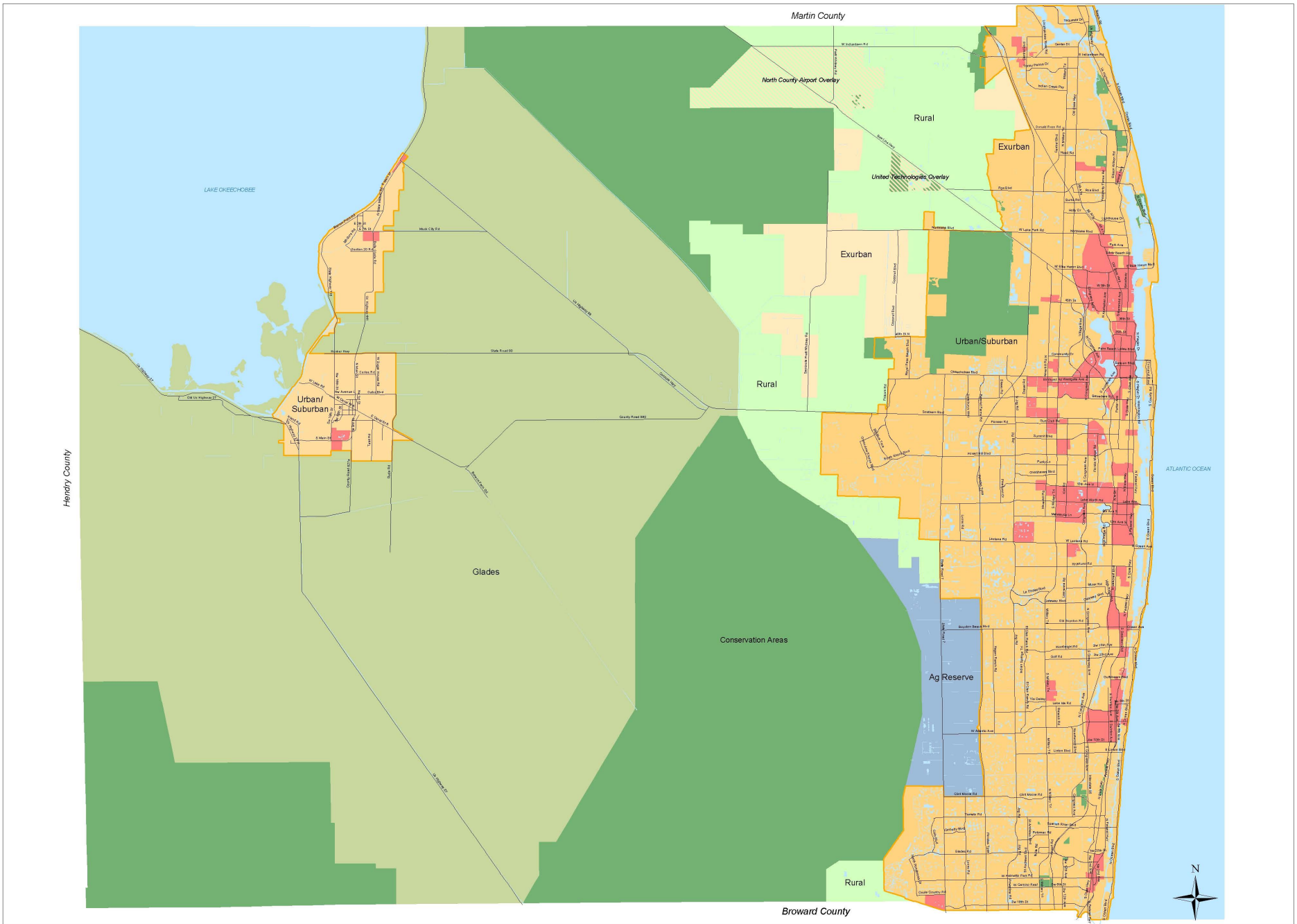
We greatly appreciate the cooperation and effort of your staff in working with us to implement a successful scoping process. We look forward to continued success as the County proceeds in preparing the EAR. If you or your staff has any questions or if we may be of further assistance as you proceed with the EAR work, you may contact Roger Wilburn, Richard Post or me at (850) 487-4545.

Sincerely,



Kenneth Metcalf, AICP  
Regional Planning Administrator

## **EAR MAPS**



### Managed Growth Tier System

- Agricultural Reserve Tier
- Glades Tier
- Urban/Suburban Glades Tier
- North County Airport & United Technologies Overlay
- Conservation Areas
- Exurban Tier
- Rural Tier
- Urban/Suburban Tier
- Revitalization & Redevelopment Overlay
- Major Roads

This map has been created for visual purposes only and is not to be substituted for the official Comprehensive Plan Map Series adopted by the Palm Beach County Board of County Commissioners. The Data is provided "as is" without warranty or any representation of accuracy, precision or completeness. The burden for determining accuracy, completeness, timeliness, marketability and fitness for or the appropriateness for use rests solely on the requester. The County makes no warranty, express or implied, as to the use of the Geospatial Data. There are no implied warranties of merchantability or fitness for a particular purpose. The requester acknowledges and accepts the limitations of the Data, including the fact that the Data is dynamic and is in a constant state of maintenance, correction and update. The "Conservation Areas" layer is not maintained or displayed as a adopted layer.

February 10th, 2004 ManagedGrowthTiers.mxd/pbr

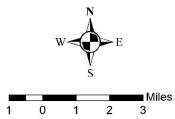


### Planning, Zoning and Building Department - GIS

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 pzbmap@co.palm-beach.fl.us  
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# Palm Beach County Developable\* Lands

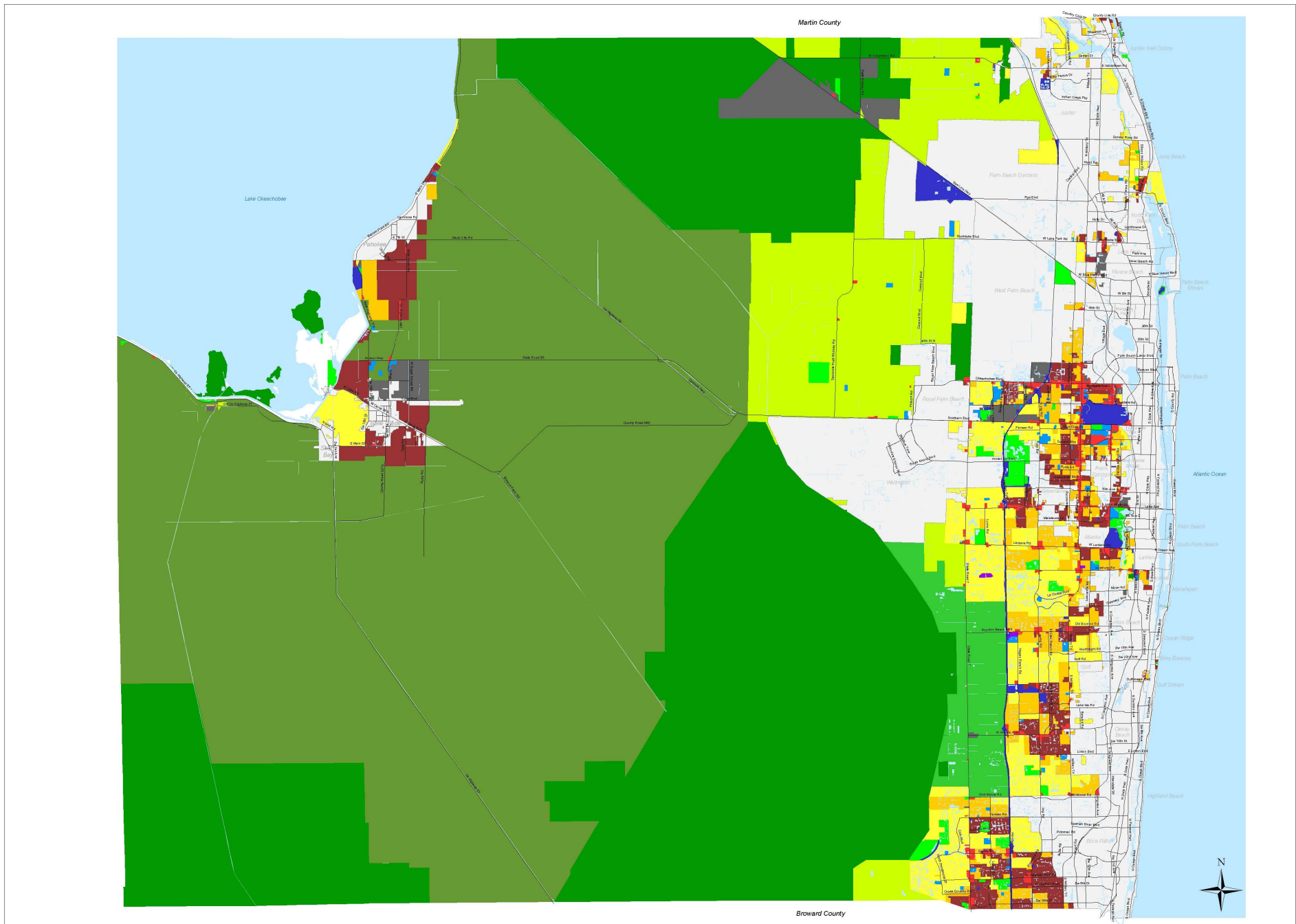
- Urban Residential Potential
- Approved Residential Projects
- Agricultural Reserve
- Exurban/Rural
- Non-Residential Potential



**Planning, Zoning  
& Building**

100 Australian Avenue  
West Palm Beach, FL 33406  
Phone (561) 233-5300

Revision Date: 1/20/2014  
 Contact: James Greenback-Cook  
 Planner: 602/247-0000 (Outside of Business Hours)  
 \*Developable means vacant, agricultural, or undeveloped lands greater than 2 acres with  
 development potential according to adopted Future Land Use Map.  
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**Palm Beach County - Generalized Future Land Use**

- Major Roads
- Water
- Municipality
- Ag Production
- Ag Reserve
- Conservation
- Commercial
- Industrial
- Mixed Use
- Residential High Density
- Residential Medium Density
- Residential Low Density
- Rural Residential
- Special Agriculture
- Utility/Transportation

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This map (H:\GIS\_Workspace\Planning\Future\_Land\_Use\FLU\_Generalized.mxd) was produced on 9/23/2004 by PZB-GIS

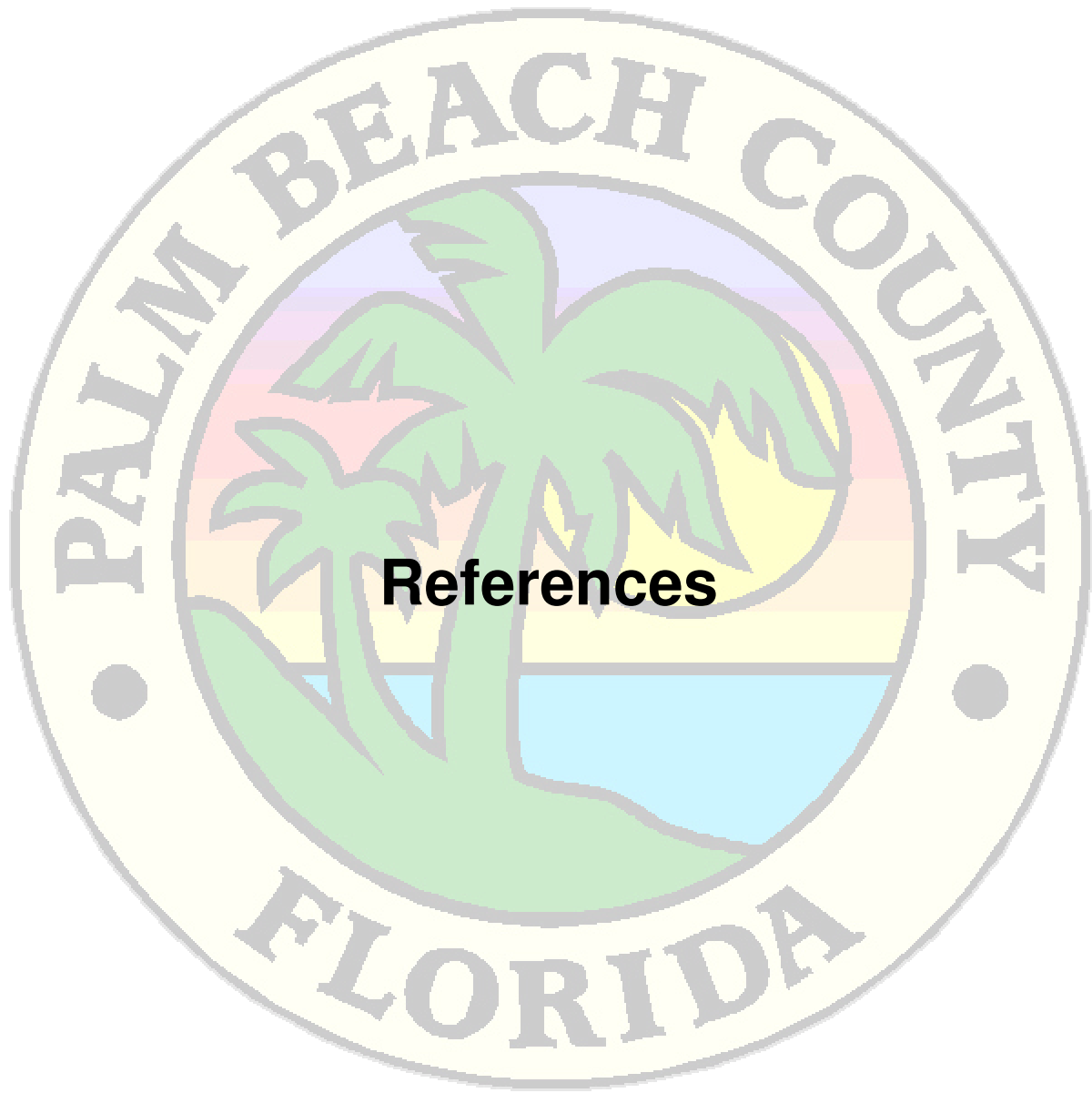
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**Planning, Zoning and Building Department - GIS**

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