

Town of Palm Beach COMPREHENSIVE PLAN

DECEMBER 7, 2021

Definition of a Comprehensive Plan:

A comprehensive plan can be defined as a long-range plan intended to direct the growth and physical development of a community for a 20 to 30 year (or longer) period.



What is a Comprehensive Plan?

- ▶ The Town of Palm Beach's Comprehensive Plan is a blueprint, adopted by the Town Council, to guide the growth, development of land, resource protection, and provisions of public services and facilities in the Town. The Plan implements the community's vision through a series of "Elements" that provide a framework for development to maintain and achieve the quality of life desired by Island residents. These long range policy decisions are what local Comprehensive Plans are about. The Comprehensive Plan directly and indirectly influences all aspects of daily life, including where people live, what activities exist, that natural areas are available to visit and enjoy, and how you are able to get to and from these places.

What is a Comprehensive Plan?

- ▶ A vibrant Town with neighborhoods offering a range of housing choices. A range of transportation options for those who want to walk, bicycle, or drive. Protected natural lands. Clean and abundant drinking water. A sparkling and pristine ocean and Intracoastal for swimming, fishing and boating. Many residents (and Floridians) would agree that these are some of the features that make our Town a special place.
- ▶ But as Florida continues to grow, these and other attributes are increasingly threatened. Instead, today's reality includes intensive development with congested local roads, traffic, threatened water quality, and more.

What does a Comprehensive Plan do? What are the benefits?

- ▶ How can we protect the Town's quality of life for the residents and for future generations?
- ▶ Recognizing the impacts of population growth, Florida law requires each county and municipal government to adopt and maintain a Local Comprehensive Plan along with state and regional plans. These plans are intended to:
 - ▶ Guide and control future development.
 - ▶ Overcome existing problems and deal effectively with future problems that may result from the use and development of land.
 - ▶ Preserve, promote, protect, and improve the public health, safety, comfort and good order.
 - ▶ Protect human, environmental, social, and economic resources.

Why is a Comprehensive Plan important to the Town?

- ▶ Local Comprehensive Plans include a series of required Elements dealing with capital improvements, future land use, transportation, sanitary sewer, solid waste, drainage, potable water and natural groundwater aquifer recharge, natural resource conservation, recreation and open space, housing, coastal management, and intergovernmental coordination. A series of goals, objectives, and specific policies outlines how the local government will accomplish the intent of the element. Each local Comprehensive Plan, in concept, becomes the local government's "constitution" for controlling and directing the type and amount of development allowed or encouraged in that community. It is a legally binding document of the Town.

Brief History – Town's Comprehensive Plan:

- ▶ 1929 – The Town Council approves a "Town Plan"
- ▶ 1983 – Florida Community Planning Act enacted by the State
- ▶ 1989 – Town adopts the first Comprehensive Plan
- ▶ 2017 – Town adopts Evaluation and Appraisal Review (EAR)
- ▶ 2020 – Town adopts revised Water Supply Plan and revised Infrastructure Element

Early Background:

- ▶ The art of planning is no stranger in the Town of Palm Beach, and the beauty which Town residents now enjoy is due to the efforts of several generations of planning activity. In 1929, the Garden Club of Palm Beach joined the Town and formally sponsored the preparation of a Town Plan. This Plan was approved by the Town Council on December 19, 1929.
- ▶ The overall goal of the 1929 Plan stated the following: "One attractive and well managed public bath and beach, the concentration of general traffic upon a limited number of streets, beautification without especial reference to main arteries of travel, and a system of leisurely and convenient byways free from automobiles, punctuated with gardens: this is a plan which will localize recreation seeking crowds, discourage trespassing, and provide safety and quiet for residents of Palm Beach."

Background:

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

State Agency that Oversees Comprehensive Planning:

The Department of Economic Opportunity (DEO) is the State agency that oversees all Florida Comprehensive Plans. The Comprehensive Planning group at the DEO notifies municipalities of required submittals, accepts the Proposed and Adopted Comprehensive Plan amendments, processes and review each submittal, provides public access of the Comprehensive Plans, and handles any appeals to Comprehensive Plan amendments.



Evaluation and Appraisal Review (EAR)

- ▶ Comprehensive Plan Required Seven-Year Update - Evaluation and Appraisal Review
- ▶ The Town must evaluate its Comprehensive Plan every seven (7) years and determine if plan amendments are necessary to reflect changes in state requirements and changes in local conditions.
- ▶ This is a full State Coordinated Review.
- ▶ The submittal process includes a formal Proposed Phase of the Comprehensive Plan amendment, and a formal Adopted Phase. Residents, affected parties, and any State, County, or local government agency can provide objections to the Comprehensive Plan amendments. The various steps of each phase is limited by time, which is tracked by the State DEO.

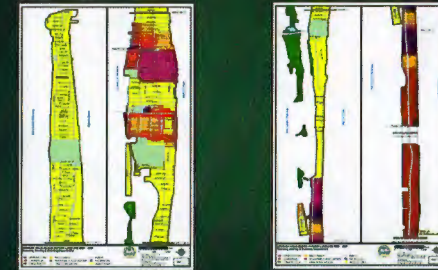
The Elements of a Comprehensive Plan:

- ▶ Future Land Use
- ▶ Transportation
- ▶ Housing
- ▶ Infrastructure
- ▶ Coastal / Conservation
- ▶ Recreation / Open Space
- ▶ Intergovernmental Coordination
- ▶ Capital
- ▶ Historic Preservation
- ▶ Public Safety

The Elements of a Comprehensive Plan:

- ▶ While all Comprehensive Plan Elements matter to the Town, the two Elements that involve Planning, Zoning & Building the most are the Future Land Use Element and the Transportation Element.
- ▶ As we review these Elements, this presentation will highlight some of the current Objectives and Policies that are intended to protect the Town's history and charm and address tourism, intensification of use, and promote Town-serving businesses.

Future Land Use Element:



Future Land Use Element:

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

Future Land Use Element:

- ▶ This Element summarizes the various existing and proposed future land uses throughout the Town, including:
 - ▶ Single-Family Use
 - ▶ Multi-Family Use
 - ▶ Commercial Use
 - ▶ Public Use
 - ▶ Recreation Use
 - ▶ Private Group (Club)
 - ▶ PUD and Conservation Use

Future Land Use Element:

- ▶ Contains 1 Goal – *"TO MAINTAIN THE TOWN'S UNIQUE IDENTITY AND ITS HIGH QUALITY OF LIFE THROUGH THE EFFICIENT DISTRIBUTION OF COMPATIBLE LAND USES."*
- ▶ Contains 13 Objectives and 34 Policies to achieve the Goal.
- ▶ The Element contains data from the 2010 U.S. Census.
- ▶ This Element contains 12 different maps of the Town, including the Future Land Use Map (FLUM).

Future Land Use Element - Policies Regarding Change (aka - Intensification of Use):

- ▶ *The Town recognizes that future development and attendant population growth would aggravate traffic problems, perhaps bringing the Town to a critical level of overuse. The Town has therefore adopted the following policy regarding growth: To prevent critical and dangerous overuse of its streets, parking resources, public services and facilities, and damage to its historic character and to overall property values of the community, the Town will take all technical and administrative measures legally available, including the use of this Comprehensive Plan, to minimize the change or transition of existing low-density areas or structures to more intensive use patterns, and thereby lower the pattern of density, where possible, and to minimize tourism inflow.*
- ▶ *It continues to be a major objective of the Town to inhibit further commercialization, contain commercial uses to limited geographic locations, and to promote commercial uses which are primarily oriented to serving the needs of residents, employees and visitors staying in accommodations in the town, while discouraging those businesses that attract customers and clients from off the island.*

Future Land Use Element - Town-Serving & Intensification of Use:

- ▶ *POLICY 2.3.1 - The following definitions shall pertain to the application of the non-residential land use designations and associated policies: a. "Town-serving" shall mean establishments principally oriented to serving the needs of Town persons and not substantially relying on the patronage of persons not defined as Town persons. Commercial establishments (other than those in the "Commercial - Office, Professional & Institutional" (C-OP) zoning district, which are not required to meet town-serving requirements) of 3,000 square-feet or less of gross leasable area in the C-PC, C-TS and C-B zoning districts, and 4,000 square-feet or less of gross leasable area in the C-WA zoning district are assumed to meet the intent of the first part of this definition.*

Future Land Use Element - Town-Serving & Intensification of Use:

- ▶ *POLICY 2.4 To prevent critical and dangerous overuse of its streets, parking resources, public services and facilities, and damage to its historic character, and to overall property values of the community, the Town will take all technical and administrative measures legally available, to minimize the change or transition of existing low-density areas or structures to more intensive use patterns, and thereby lower the pattern of density, where possible, and to minimize tourism inflow.*
- ▶ *POLICY 2.5 Continue to enforce the provisions of the Town's Zoning Ordinance which are directed toward the encouragement of Town-serving commercial uses and the discouragement of those uses which are likely to attract patronage on a regional level.*

Future Land Use Element - Final Thought

- ▶ Many of the prescriptive zoning requirements are embedded in the Future Land Use Element. This is somewhat unusual, as most Comp Plans provide purpose and intent with generalities, and allow the zoning code to provide the specific prescriptive criteria. The Town Comp Plan requires many of the zoning requirements found in Chapter 134 - Zoning. These include:
Minimum lot size, number of stories, maximum size of retail uses, lot coverage, specific zoning district names and district permitted uses.

Transportation Element:



Transportation Element:

- ▶ The purpose of the Town's Transportation Element is to provide the framework for establishing its desired transportation system; and, in particular, to plan for its future motorized and non-motorized traffic circulation needs. This Element relies upon and supports the basic philosophy expressed throughout the Town's planning efforts since its first Plan was adopted in 1929. The principal goal at that time, and one that has remained the primary philosophical basis for this Transportation Element, was: "To preserve the town's quality of life through retention of an essentially residential character and unique historic personality." Further, the Town's 1929 Plan expressly sought to achieve, as one of its objectives: "The concentration of general traffic upon a limited number of streets, a system of leisurely and convenient byways free from automobiles, discourage trespassing, and provide safety and quiet for the residents of Palm Beach."

Transportation Element:

- ▶ More recently, in its Comprehensive Plan adopted in 1983, the Town set forth the following as one of its primary land use objectives, and one that this Element strives to further: "To maintain the quality of life which has given the Town its unique physical and historical character and, towards this objective, to take all legally and technically available measures to stabilize the Town's land use and reduce residential density patterns where possible."

Transportation Element:

- ▶ In most communities the Future Land Use Map will clearly indicate where new roadways must be provided; but, Palm Beach is unusual in that it is virtually fully developed with no opportunity for construction of new streets to relieve pressures on its major north-south arterial thoroughfare -- SR A1A, North County Road, and North Ocean Boulevard. This Element of the Plan has been developed based upon:
 1. Analysis of the existing transportation system;
 2. Analysis of existing transportation levels of service and system needs; and,
 3. Analysis of projected transportation levels of service and system needs, based upon the future land uses shown on the Future Land Use Map, and pertinent plans of the Florida Department of Transportation.

Transportation Element:

- ▶ This Element reviews and provides recommendations on:
 - ▶ Existing roadways
 - ▶ Existing traffic generators
 - ▶ Traffic circulation
 - ▶ Traffic system deficiencies
 - ▶ Alternative transportation methods and future transportation methods
 - ▶ Future levels of service
 - ▶ Traffic signage and Town-wide beautification efforts

Transportation Element:

- ▶ Contains 1 Goal – *"MAXIMIZE THE EXISTING STREET TRANSPORTATION SYSTEM TO FOSTER A SAFE, EFFICIENT AND CONVENIENT TRANSPORTATION SYSTEM, COORDINATED WITH THE OTHER GOVERNMENTAL AGENCIES, FOR ALL EXISTING AND FUTURE LAND USES."*
- ▶ Contains 4 Objectives and 17 Policies to achieve the Goal.
- ▶ This Element contains 11 different maps of the Town.

Analysis of Projected Traffic and Needs:

- ▶ *Because of the geographic and developmental limitations imposed on the traffic circulation system in the Town, its basic design concept cannot be significantly modified. Thus, the primary thrust of transportation planning strategies adopted by the Town must focus on improvements that are operational in nature, with emphasis upon public transportation, if and when it is proven to be economically feasible. There is little opportunity for growth and development within the Town. Existing established land use patterns are likely to remain for the foreseeable future. Therefore, the opportunity for developing new or expanded transit services depends primarily on developing major transit destinations on the mainland.*

Housing Element:



Housing Element:

- ▶ The Town of Palm Beach is unique in many ways, and its role has changed over the years. Initially, it was the principal urban settlement in the County; now it is a community of special character, with activities and economics quite different from those of the remainder of the County.
- ▶ The Town of Palm Beach experienced its greatest growth between 1950 and 1970, when its resident population increased from 3,886 to 9,086. Since then, population growth has been less dramatic and recently has been declining. The 2010 U.S. Census indicated that the Town's population was 8,161. Estimates by the University of Florida place the 2016 population at 8,040. Future growth will be limited by the small amount of vacant land available for development and limited redevelopment opportunities left in the Town.

Housing Element:

- ▶ This Element examines the community character, growth, housing inventory, and vacancy rates of the Town, and also:
 - ▶ Housing costs
 - ▶ Housing types
 - ▶ Housing needs
 - ▶ The public and private sector responsibilities in delivering housing
 - ▶ Recommendations

Housing Element:

- ▶ Contains 1 Goal – *"ENCOURAGE THE MAINTENANCE OF THE HIGH QUALITY HOUSING STOCK THROUGHOUT THE TOWN WITH A HEALTHY LIVING ENVIRONMENT FOR ALL RESIDENTS."*
- ▶ Contains 10 Objectives and 20 Policies to achieve the Goal.

Infrastructure Element:



Infrastructure Element:

- ▶ The purpose of the Infrastructure Element is to provide for necessary public facilities and services related to future land use projections. It includes plans for sanitary sewer, solid waste, potable water and drainage facilities.
- ▶ The Element contains a review of the existing infrastructure on the Island, and an analysis of future needs.
- ▶ The entire Element was updated in 2020 due to an update in the City of West Palm Beach regarding potable water. This update was mandated since 100% of potable water in the Town is conveyed from the City of West Palm Beach.
- ▶ An important appendix to the Element is the Town's 10-Year Water Supply Facility Work Plan, also updated in 2020.

Infrastructure Element:

- ▶ This element reviews:
 - ▶ Sanitary sewer service
 - ▶ Solid waste
 - ▶ Garbage
 - ▶ Vegetative yard waste
 - ▶ Special solid waste
 - ▶ Recycling
 - ▶ Stormwater drainage
 - ▶ Potable water
 - ▶ Aquifer recharging
 - ▶ Underground utilities

Infrastructure Element:

- ▶ Contains 1 Goal - "MAINTAIN ADEQUATE LEVELS OF UTILITY SERVICES FOR EXISTING AND FUTURE POPULATIONS, AND MAXIMIZE UTILIZATION OF EXISTING INVESTMENT AND FACILITIES."
- ▶ Contains 12 Objectives and 33 Policies to achieve the Goal,

Coastal / Conservation Element:



Coastal / Conservation Element:

- ▶ The Town of Palm Beach lies entirely within the coastal zone. Consequently, this Element incorporates the Coastal Management and Conservation Elements into one comprehensive inventory, and analysis of the Town's coastal and natural resources. The purposes of this Element are to plan for and, where appropriate, restrict development activities where such activities would damage or destroy coastal resources; to protect human life; to limit public expenditures in areas subject to destruction by natural disaster, and to promote the conservation, use, and protection of natural resources.
- ▶ This element references and updates the Town's Comprehensive Coastal Management Plan.

Coastal / Conservation Element:

- ▶ This element contains a full analysis of:
 - ▶ The existing land uses in the coastal area, including conflicts among shoreline uses; need for water-dependent and water-related uses; areas in need of redevelopment; and, the economic base of the coastal area;
 - ▶ The effect of future land uses on natural resources;
 - ▶ The impacts of development on historic resources and sites;
 - ▶ Estuarine pollution conditions;
 - ▶ Natural disaster planning concerns;
 - ▶ Beach and dune conditions;
 - ▶ Public access facilities;
 - ▶ Existing infrastructure;
 - ▶ Pertinent natural resources in the community;
 - ▶ Existing commercial, recreational, and conservation uses of these natural resources; potential for their conservation, use, or protection; and, known pollution problems; and
 - ▶ Current and projected water needs and sources.

Coastal / Conservation Element:

- ▶ Contains 1 Goal – "PRESERVE, PROTECT AND ENHANCE THE NATURAL AND HISTORIC RESOURCES OF THE TOWN, AND LIMIT PUBLIC EXPENDITURES IN AREAS SUBJECT TO DESTRUCTION BY NATURAL DISASTERS, WHILE ENSURING MAXIMUM ENJOYMENT AND MINIMUM EXPOSURE OF HUMAN LIFE IN THE COASTAL ZONE."
- ▶ Contains 16 Objectives and 56 Policies to achieve the Goal.

Recreation / Open Space Element:



Recreation / Open Space Element:

- ▶ This Element plans for a comprehensive system of public and private recreation and open space sites which are available to the public.
- ▶ This Element of the Plan has been developed based upon:
 - ▶ Inventory and analysis of existing public and private recreation sites, and open spaces available to the public;
 - ▶ Analysis of current need for recreation sites;
 - ▶ Analysis of projected future needs for recreation sites, open space and recreation facilities.

Recreation / Open Space Element:

- ▶ This Element reviews:
 - ▶ A complete inventory of recreational amenities and their location, public and private;
 - ▶ Recreational standards; and
 - ▶ Future recreational needs.

Recreation / Open Space Element:

- ▶ Contains 1 Goal – "ENSURE THE PROVISION OF LOW-INTENSITY RECREATIONAL USES, WHILE PRESERVING, TO THE MAXIMUM EXTENT POSSIBLE, THE RESIDENTIAL CHARACTER OF THE TOWN OF PALM BEACH. "
- ▶ Contains 4 Objectives and 15 Policies to achieve the Goal.

Intergovernmental Coordination Element:



Intergovernmental Coordination Element:

- ▶ The purpose of this Element is to identify and resolve incompatible aspects of proposed comprehensive plans of local governments, and to determine and respond to the needs for coordination processes and procedures with adjacent local governments and regional and state agencies.

Intergovernmental Coordination Element:

- ▶ The data and analysis section of this Element looks at each Element of the Town Comp Plan and measures whether the implementation of each Element is compatible with the goals and objectives of other governmental agencies, such as Palm Beach County, the City of West Palm Beach, and Florida Department of Environmental Protection.

Intergovernmental Coordination Element:

- ▶ Contains 3 Goals -
 - ▶ "AN EFFECTIVE GOVERNMENT WHICH UTILIZES INTERGOVERNMENTAL COORDINATION TO MAXIMIZE EFFICIENCY IN PROVIDING SERVICES AND FACILITIES; TO REDUCE DUPLICATION OF EFFORT; AND, TO SOLVE COMMON PROBLEMS."
 - ▶ "IT IS THE GOAL OF THE TOWN OF PALM BEACH TO MAINTAIN AND ENHANCE JOINT PLANNING PROCESSES AND PROCEDURES FOR COORDINATION OF PUBLIC EDUCATION FACILITIES FOR PLANNING AND DECISION-MAKING REGARDING POPULATION PROJECTIONS, PUBLIC SCHOOL SITING, AND THE DEVELOPMENT OF PUBLIC EDUCATION FACILITIES CONCURRENT WITH RESIDENTIAL DEVELOPMENT AND OTHER SERVICES. CONTAINS 4 OBJECTIVES AND 15 POLICIES TO ACHIEVE THE GOAL."
 - ▶ "IT IS THE GOAL OF THE TOWN OF PALM BEACH TO WORK WITH FEDERAL, STATE, COUNTY, AND ADJACENT MUNICIPALITIES OR AGENCIES TO PROTECT AND RESTORE THE EXISTING COASTAL DUNE SYSTEM AND BEACHES ALONG THE CITY'S BEACHFRONT AND ESTABLISH STANDARDS TO MINIMIZE IMPACTS RESULTING FROM BEACH EROSION."
- ▶ Contains 11 Objectives and 50 Policies to achieve the Three Goals.

Capital Element:



Capital Element:

- ▶ The purpose of this Element is to evaluate the need for public facilities, as identified in the other Plan Elements; to estimate the cost of improvements for which the Town of Palm Beach has fiscal responsibility; to analyze the Town's fiscal capability to finance and construct such improvements; and to adopt financial policies to guide funding and construction of capital improvements when required, based on needs identified in the other Plan Elements.

Capital Element:

- ▶ This Element contains the updated Schedule of Capital Projects for the Town for the next five years (2016 through 2021, currently listed).
- ▶ Contains 1 Goal - "THE TOWN SHALL, USING SOUND FISCAL POLICIES, PROVIDE ADEQUATE SERVICES AND FACILITIES IN A TIMELY AND EFFICIENT MANNER."
- ▶ Contains 7 Objectives and 14 Policies to achieve the Goal.

Historic Preservation Element:



Historic Preservation Element:

- ▶ The Town of Palm Beach Historic Preservation Element formally states Town policy with regard to the protection of its historic and archaeological resources. This element is optional per Chapter 163.3177, F.S. but serves as a tool for coordinating the actions and policies of the Town of Palm Beach.
- ▶ The Town of Palm Beach Landmarks Preservation Ordinance was initially adopted in 1979, with final adoption in 1984. The purpose of creating a Landmarks Preservation Commission was to protect historic resources with intrinsic, aesthetic, or architectural character, and to better facilitate the upkeep and maintenance of those structures so designated. The ordinance lists these as its goals:
 - ▶ 1) Safeguard and enhance that which reflects the Town's history and heritage
 - ▶ 2) Stabilize and improve property values
 - ▶ 3) Foster civic pride in the notable accomplishments of the Town's past
 - ▶ 4) Protect the Town's attraction to residents and visitors.
 - ▶ 5) Strengthen the economy of the Town
 - ▶ 6) Promote the education, pleasure and welfare of residents and visitors

Historic Preservation Element:

- ▶ Contains one map (archaeological sites).
- ▶ Contains 1 Goal – "PRESERVE, PROTECT AND ENHANCE THE HISTORIC AND PREHISTORIC RESOURCES OF THE TOWN. THE TOWN SHALL PROTECT THE VISUAL APPEARANCE OF PALM BEACH THROUGH THE PERPETUATION OF PROPERTIES OF SPECIAL NOTABLE AESTHETIC, ARCHITECTURAL AND HISTORICAL SIGNIFICANCE."
- ▶ Contains 1 Objective and 4 Policies to achieve the Goal.

Public Safety Element:



Public Safety Element:

- ▶ This Element does not contain a data and analysis section.
- ▶ Contains 1 Goal – "PROMOTE THE HEALTH, SAFETY, AND SECURITY OF THE CITY'S RESIDENTS AND VISITORS, INCLUDING IN TIMES OF DISASTERS AND OTHER EMERGENCIES."
- ▶ Contains 3 Objectives and 8 Policies to achieve the Goal.

Amendment Adoption Process:

- ▶ Although the Evaluation and Appraisal Review is required every seven years, amendments to the Comprehensive Plan can be made at any time.
- ▶ If a local government desires to change its patterns of future growth or to allow a proposed development that is inconsistent with the current plan it must make an Amendment to the local comprehensive plan. It may amend the plan at any time over the course of the year through either a small-scale amendment process for parcels of land 10 acres and smaller, or one of two large-scale amendment processes (expedited or state-coordinated) for parcels greater than 10 acres. [The Vermont Department of Economic Opportunity](#) provides information on the process, timeline and required public hearings associated with amending local Comprehensive Plans.

Zoning Code Updates:

- ▶ Once the Amendments to the Comprehensive Plan are adopted, the Town has one year to also adopt text and zoning map amendments to actually implement the goals, objectives, and policies of the Comprehensive Plan.
- ▶ This way, the Comp Plan and Zoning Code remain consistent.

Next Steps for the Town:

- ▶ Next Evaluation and Appraisal Review is due in 2024.
- ▶ Work on this should begin prior to 2024.

DISCUSSION