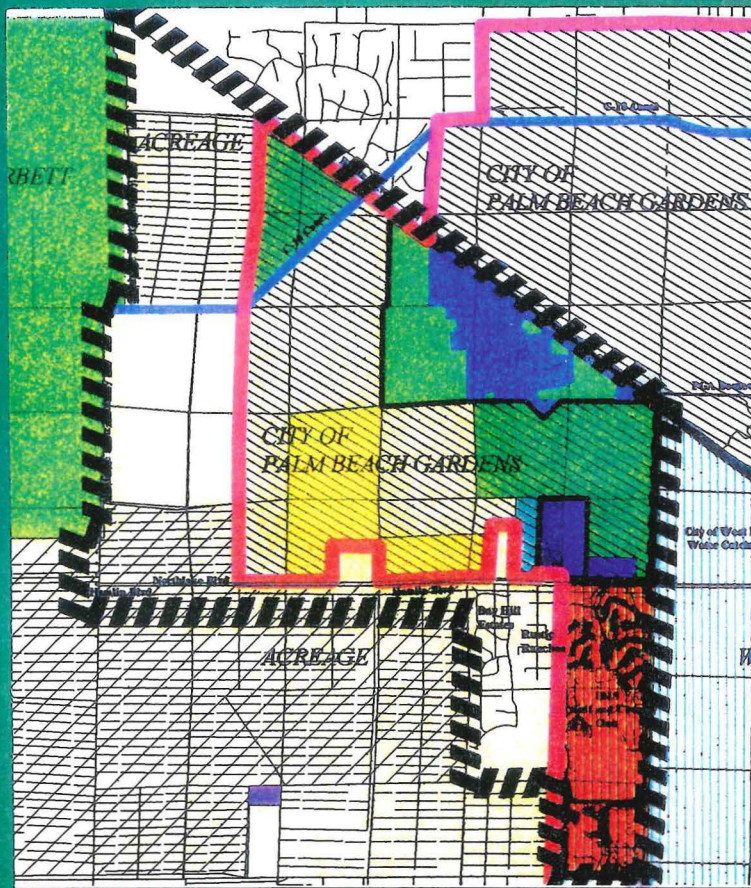


Western Northlake Corridor Land Use Study



Prepared in partnership by

**Palm Beach County,
the City of Palm Beach Gardens
and the City of West Palm Beach**

June 8, 1998

CREDITS AND ACKNOWLEDGMENTS

The preparation of this report required the time, cooperation, and collective effort of three local governments and many individuals. Appreciation is extended to all those who participated:

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Additional thanks to all the citizens who participated in this effort and have shown a commitment to the future of their communities.

In accordance with the provisions of ADA, this document may be requested in an alternative format. Contact the Planning Division at (561) 233-5300.

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WESTERN NORTHLAKE CORRIDOR LAND USE STUDY

EXECUTIVE SUMMARY

A. INTRODUCTION

The **Western Northlake Boulevard Corridor Land Use Study** is a joint effort between Palm Beach County and the Cities of Palm Beach Gardens and West Palm Beach. The study examines the existing land use pattern and future land use along Northlake Boulevard, generally west of the West Palm Beach Water Catchment Area, and south of the Beeline Highway. The area is primarily rural in character; however, in recent years there has been increasing pressure for growth and urban development. Additionally, there is a substantial amount of publicly-owned environmentally sensitive land/ conservation land within the study area, thus adding to the need to plan and coordinate the area's growth. This report contains recommendations for future land use designations and growth management techniques in order to ensure efficient growth and development.

B. PURPOSE & OBJECTIVES

The overall purpose of the study is to determine appropriate land uses within the Northlake Boulevard area which will preserve and enhance the rural character, while also recognizing and planning for limited urban development. The Study objectives are listed below:

- * establish an effective delineation between rural and urban/suburban uses;
- * discourage urban sprawl, strip commercial development and the premature conversion of rural land to urban uses;
- * protect the natural environment;
- * enhance the community identity and the appearance along the roadway;
- * encourage efficient traffic flow on Northlake; and
- * encourage intergovernmental coordination/cooperation.

C. PUBLIC INVOLVEMENT

Public participation was pursued through two community meetings, as well as a presentation to the Acreage Landowners Association. The meetings provided an opportunity for residents and property owners to discuss their thoughts and concerns regarding the Western Northlake Corridor.

D. RECOMMENDATIONS

The recommendations carry out the objectives of the study focusing on: better delineation between the rural and urban/suburban uses; protecting the rural character of the area; discouraging premature conversion of rural lands to urban uses; and intergovernmental coordination. The following matrix highlights the study recommendations. The map on the following page (ii) illustrates the recommendation. The analysis and recommendations are discussed in full in Section IV.



Legend

- Water Management C-18 Canal
- Proposed County Urban Service Boundary
- Proposed Landscape Median
- City of West Palm Beach Municipal Boundaries
- Low Residential - (LR-1)
- Public Conservation Lands
- Potential Limited Service area
- Vavrus Property - Potential Equestrian Community
- Public Golf Course

GAF = General Aviation Facility

Project Boundary

Conceptual Recommendations

- No new commercial at present time -
(Timing and Phasing) Re - evaluate potential
commercial 2005 - Only in the
Urban Service Area Boundary

- Create Commercial Criteria
- Prepare Design Guidelines
- Interlocal Agreement
- Dual Approval

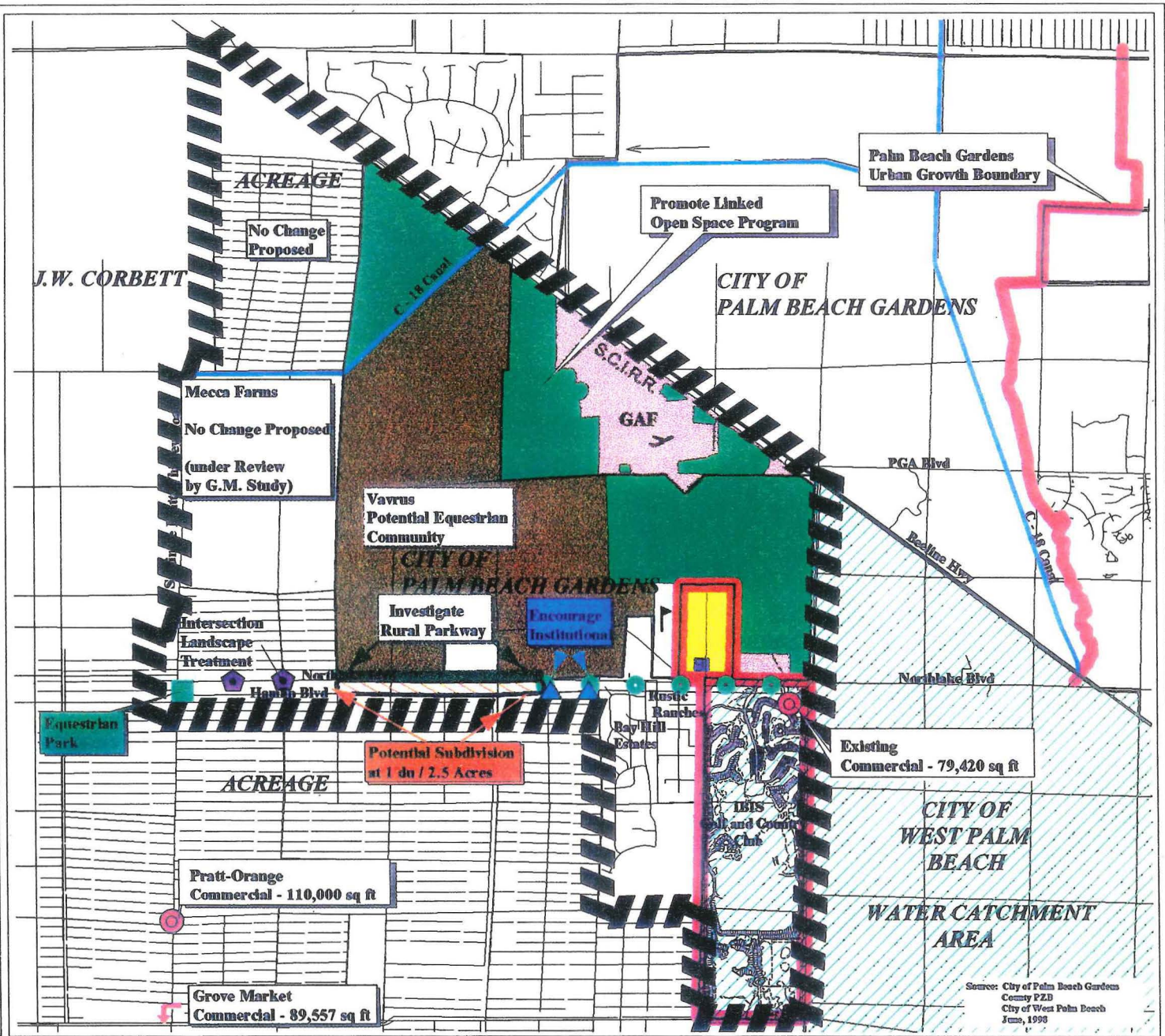
7500 0 7500 Feet

PRELIMINARY RECOMMENDATIONS

Western Northlake Corridor Land Use Study



Planning and Zoning Division



Source: City of Palm Beach Gardens
County PZD
City of West Palm Beach
June, 1998

SUMMARY & CONCLUSIONS: URBAN SERVICE AREA BOUNDARY (USAB)

The City of Palm Beach Garden's Urban Growth Boundary is located to the east of the Loxahatchee Slough. A majority of the study area is within the Garden's Rural Service Area. The County's USAB currently encompasses all of the Gardens municipal boundaries, including the rural area. Therefore, the USAB as illustrated on the County's FLUA contributes to the lack of a clear delineation between urban and rural uses within the area, and does not accurately reflect the adopted future land use plans within the area, and the provision of services. The City of Palm Beach Gardens has indicated that any development in the study area (and in the City boundaries) would not receive the same level of service as in the urban area to the east, thus requiring a Limited Service Area designation. In addition, the concept of the County's Limited Service Areas should be considered for the North County Airport in the future.

Recommendation	Responsible Government
Amend the County's USAB to reflect the Urban Growth Boundary as adopted within the City of Palm Beach Gardens'.	PB County
Maintain the County's USAB and an urban designation for those properties currently inside the County's USAB and City of West Palm Beach.	PB County
Amend the County's USAB to parallel Northlake Boulevard, and include the 11.4 acre located just south of the Menorah Gardens (Claartje Property).	PB County
Amend the City's FLUA to reflect the 85 acre MacArthur parcel as a Limited Urban Service Area. If annexed by the City of Palm Beach Gardens, those areas currently within the unincorporated USAB should receive a Limited Service Area designation.	PB Gardens
Investigate an amendment to the County's FLUA to include the North County Airport as a Limited Service Area.	PB County

SUMMARY AND CONCLUSIONS: INDUSTRIAL

There is currently an abundance of industrial land within the trade area, and given the location of the two Industrial sites in the study area, access issues, character of the area, and public comment, another urban land use on the Campbell property and the MacArthur property appears to be warranted. Furthermore, if additional industrial land is demonstrated to be needed in the future, the North County Airport, should be investigated for such use.

Recommendation	Responsible Government
If petitioned, amend the County's and Gardens' FLUA to redesignate the industrial land use to a low density residential use (Low Residential 1).	PB County and PB Gardens
If a future need is identified in the area, the County should investigate limited or light industrial use at the North County Airport facility.	PB County

SUMMARY & CONCLUSIONS: URBAN RESIDENTIAL

There is no need to adjust the County's USAB or the City of Palm Beach Gardens Growth Boundary at this time to add additional urban land to meet the needs of the future population. Although most units in the more localized area will be absorbed by the year 2015, additional housing demand can be accommodated by increasing density on lands already within the USAB. However, it has also been determined that the industrial designations within the study area are not well located. Therefore, a change from industrial to residential on the Campbell and MacArthur properties does appear to be warranted, but only to the lowest urban residential designation, given the amount of environmentally sensitive lands within the area. Any residential land should be designed in such a way as to enhance and respect any adjacent rural and conservation uses.

Recommendation	Responsible Government
Upon request, the County should amend the FLUA designation from Industrial to Low Residential, 1 unit per acre (Campbell property). Upon request, the City of Palm Beach Gardens should amend the MacArthur property from Industrial to Residential Very Low (1 unit per acre).	PB County & PB Gardens
Upon request, amend the Institutional land use, north of the Menorah Gardens site, to Low Residential, 1 unit per acre (LR-1).	PB County
In order to ensure a consistent character, design guidelines should be developed for residential areas, including guidelines for set-backs, buffering and landscaping.	All Three Local Governments
Require any environmental preserves or set asides to be located adjacent to existing conservation areas.	All Three Local Governments

SUMMARY & CONCLUSIONS: RURAL RESIDENTIAL

The data and analysis do not support the conversion of rural residential land to an urban density within the Planning Horizon; therefore, most of the rural land should continue to develop consistent with the Cities and County Comprehensive Plans. The tract of land between Hamlin and Northlake Boulevard, which is currently unsubdivided, should receive a higher rural density if access to Hamlin can be obtained. The equestrian planned development concept should be encouraged as a long term goal on the Vavrus property, and additional incentives should be created.

If access is provided to Hamlin Boulevard, approve the subdivision of the land located between Hamlin Boulevard & Northlake Blvd., as 1 unit per 2.5 acres (or as consistent with the findings of the Managed Growth Study).	PB County
The rural lands within the study area, should retain the RR-10 or RR-20 land use designations, consistent with current County/City land use plans.	PB County & PB Gardens
Equestrian uses within the study area should be encouraged, and a future equestrian development on the Vavrus Property should be supported.	PB Gardens
A rural cluster development pattern should be investigated associated with the equestrian development which would provide a density bonus for significant open space.	PB County & PB Gardens

SUMMARY & CONCLUSIONS: COMMERCIAL

The study area is predominantly rural, and therefore, only neighborhood commercial uses should be permitted. There is sufficient neighborhood commercial acreage to meet the needs of the current and projected population through approximately the year 2010, with three centers under construction to meet current and future need. A slight demand currently exists for office in the area, approximately 5,000 sq.ft. Beyond the year 2010, a need arises for some neighborhood commercial uses, about 27,000 sq.ft., and by 2015, demand for neighborhood uses is projected to be approximately 73,000 sq.ft. Neighborhood type commercial uses, should be planned in appropriate locations, with timing and phasing, to meet the local needs of the future population. Neighborhood uses should only be permitted in the urban service area, in nodes or centers that meet approved location criteria, or as part of planned developments. Community or regional commercial services should be restricted to more urbanized areas to the east - and not permitted in the study area. Strip commercial development should be prohibited along Northlake boulevard, in order to maintain traffic flow and the rural character of the area.

Recommendation	Responsible Government
Permit only neighborhood commercial uses in the study area. By November 1998, a list of neighborhood commercial uses should be developed.	All Three Local Governments.
Require new commercial uses to locate in the USAB, or Gardens LUSA, to ensure clear separation between urban and rural uses and uses are served by public water & sewer.	All Three Local Governments
Adopt timing and phasing requirements for new commercial development within the study area boundaries. No new commercial uses shall be considered at this time. Consider commercial designations at the following five year intervals: 2005, 2010, 2015.	All Three Local Governments
Limit any new commercial development within the USAB, after the year 2005, to 85,000 square feet (cumulative).	All Three Local Governments
Require commercial land use requests to be located in nodes. Strip commercial development will be prohibited. At a minimum, frontage on Northlake should be limited to 100 feet. A commercial development shall be required to be at least three times as deep as it is wide, as measured by the Northlake frontage.	All Three Local Governments
By November 1998, develop design guidelines for any non-residential development which located in the study area.	All Three Local Governments
Utilize the Acreage Neighborhood Plan commercial criteria as a guide for buffering.	All Three Local Governments

SUMMARY & CONCLUSIONS: INSTITUTIONAL/PUBLIC FACILITIES

Institutional uses are encouraged in the study area boundaries to meet the needs of the population. However, when possible, institutional uses should be encouraged to co-locate and share access. Parcels along Northlake Boulevard, where expansion of the roadway will eventually be six lanes, may be appropriate for institutional development.

Recommendation	Responsible Government
If petitioned by a property owner, the County should amend the FLUA designation for the Institutional uses surrounding the Menorah Gardens to a low density residential designation (LR-1 Only).	PB County
Encourage institutional uses to co-locate along Northlake Boulevard, east of Coconut.	All Three Local Governments
SUMMARY & CONCLUSION: TRANSPORTATION/ROADWAY NETWORK Maintaining traffic flow on Northlake Boulevard should be a priority, given that this is the only east/west access for the northern portion of the acreage. Strip commercial development should be prohibited. Additional design guidelines and standards along this stretch of Northlake Boulevard should also be adopted which will not only help define the urban and rural character of the area, but also cut down on curb cuts and maintain traffic flow.	
Reexamine Northlake Boulevard to determine whether the planned expansion to six lanes in the study area is warranted.	PB County
Investigate the use of a landscaped median, for the portion of Northlake Boulevard which is currently planned for six lanes. Landscaping should include a variety of landscape materials which are indigenous to the area.	All Three Local Governments
Investigate a "Rural Parkway" concept for Northlake Boulevard, which would extend from Coconut Boulevard, west to Seminole Pratt-Whitney, to preserve the rural character of the area, and where feasible, reduce the potential for curb cuts along Northlake.	PB County & PB Gardens
Encourage street scape improvements along Northlake Boulevard, including tree planting, sidewalks and bikeways.	All Three Local Governments
SUMMARY & CONCLUSIONS: INTERGOVERNMENTAL COORDINATION Improved intergovernmental coordination is one of the objectives of this study, and coordination of land use should continue even after the study process is over. This could be accomplished by each of the local governments: 1) entering into an interlocal agreement to carry out the recommendations of the study; 2) continuing to have a input on any proposed project that locate in the area; and 3) requiring at least dual approval for any land use change that is not recommended by this study.	
By November 1998, adopt a tri-party interlocal agreement between the County, Palm Beach Gardens and West Palm Beach to carry out the recommendations of this report.	All Three Local Governments
Set up a staff review committee for any non-residential projects which locate in the study area, to ensure that the design guidelines established are carried out.	All Three Local Governments
Require dual approval of any land use change which is not consistent with the findings of the Western Northlake Boulevard Corridor Land Use Study.	All Three Local Governments

I. OVERVIEW

A. INTRODUCTION

The **Western Northlake Boulevard Land Use Study** is a joint effort by Palm Beach County and the Cities of Palm Beach Gardens and West Palm Beach. This study examines the existing land use pattern and future land uses along Northlake Boulevard, generally west of the West Palm Beach Water Catchment area, and south of the Beeline Highway. This is an area that is still primarily rural; however, there is increasing pressure for growth and development which is more urban or suburban in character. There is also a substantial amount of environmentally sensitive land/conservation land within the study area, thus adding to the need to plan and coordinate the area's growth. This report contains recommendations for future land use designations and growth management techniques in order to ensure efficient growth and development.

The report is organized into five general sections:

- I. Introduction
- II. Background/Inventory
- III. Community Involvement
- IV. Analysis and Recommendations
- V. Appendix

The study recommendations will provide guidance to the various boards and city councils reviewing future land use atlas and zoning changes within the area.

B. PURPOSE OF THE STUDY

The purpose of the study is to determine appropriate land uses within the Northlake Boulevard area which will preserve and enhance the rural character, while also recognizing and planning for limited urban development. The study objectives are listed below:

- * establish an effective delineation between rural and urban/suburban uses;
- * discourage urban sprawl, strip commercial development and the premature conversion of rural land to urban uses;
- * protect the natural environment;
- * enhance the community identity and the appearance along the roadway;
- * encourage efficient traffic flow on Northlake; and
- * encourage intergovernmental coordination/cooperation.

C. STUDY PARAMETERS

The primary focus of this study is land use. The land use recommendations within this report are premised on adopted plans for services and facilities in this area, in terms of roads, police protection, fire rescue services, etc. No changes in facilities or services are planned at this time, as a result of the study.

D. STUDY ORIGIN

Concerns regarding the future of the Western Northlake Boulevard area have arisen due to the number of inquiries and requests for additional urban development and commercial future land uses within the area. This area of the County has remained primarily rural, due to the following:

- * a majority of the land is outside of the County and Cities Urban Service Area Boundaries;
- * a majority of the area maintains very low residential densities (less than one unit per acre) ; and
- * there is a significant number of environmentally sensitive lands within the area.

Recently, however, there has been much more interest in this area for additional growth and development. Palm Beach County accepts amendments to the Future Land Use Atlas (FLUA) of the Comprehensive Plan twice per year. Two privately initiated site specific FLUA amendments on Northlake Boulevard, west of the West Palm Beach Water Catchment Area, were submitted as part of Amendment Round 97-2. Both of these amendments were located at the edge of the County's Urban Service Area, and within the future annexation area of the City of Palm Beach Gardens (Gardens). The City expressed concerns regarding the amendments, specifically with respect to increasing residential density and provision of services, which was in conflict with the City's Visioning Plan. The two amendments were also the subject of an "Intergovernmental Fact Finding Panel" as part of the Intergovernmental Plan Amendment Review Committee (IPARC) process. The Fact Finding Panel recommended that additional study and intergovernmental coordination be undertaken.

At the Palm Beach County Board of County Commissioner's (BCC) public hearing on July 21, 1997, all parties agreed that additional coordination and planning was warranted. At the request of the Gardens, and as recommended by County Staff, the BCC directed Staff to enter into a joint planning effort with the City of Palm Beach Gardens for the "Western" Northlake Boulevard corridor. The City of West Palm Beach, because of its proximity to the study area, also agreed to participate in the joint planning effort. The City of Royal Palm Beach was also invited to participate; however, they declined the invitation.

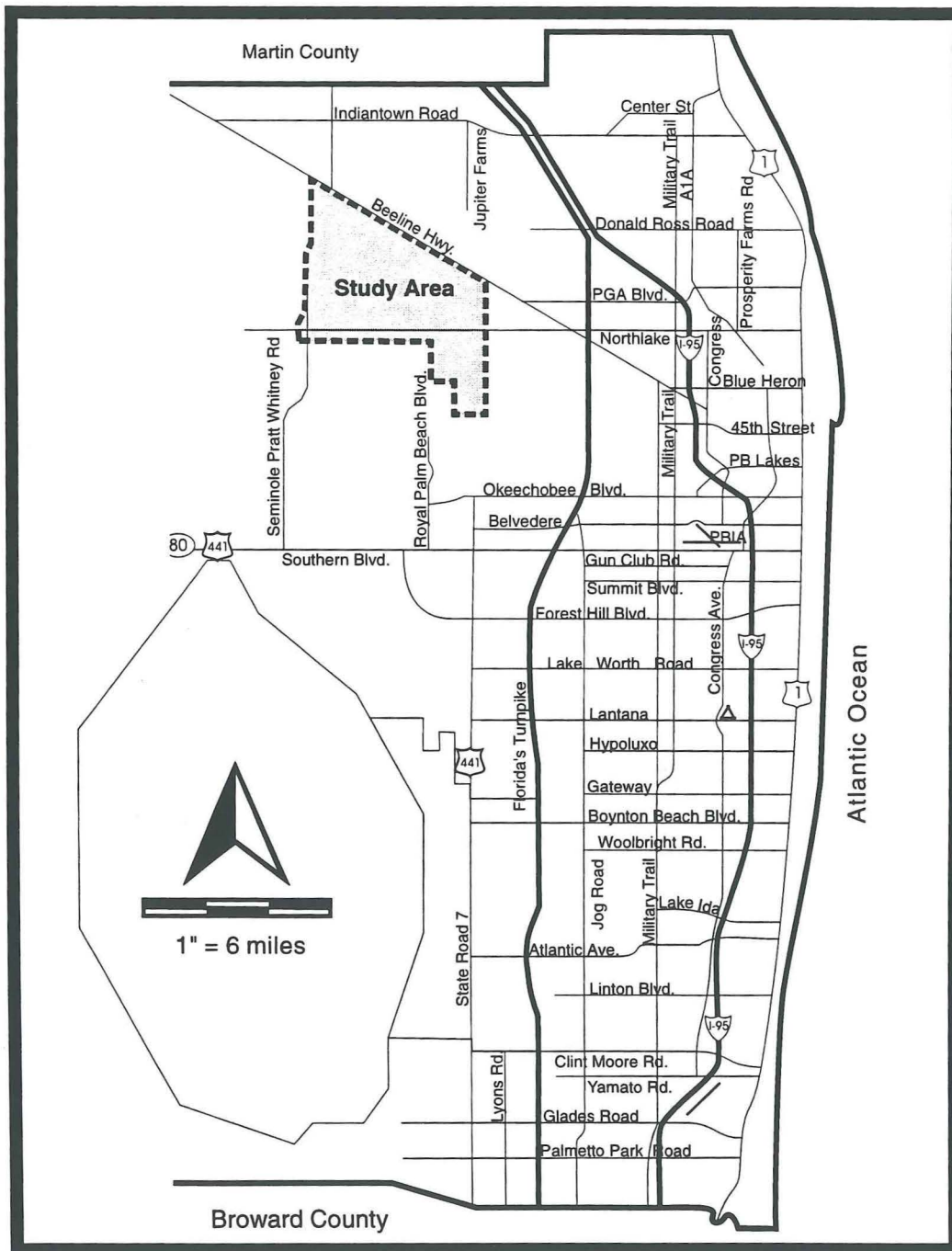
E. PROJECT LOCATION/BOUNDARIES

This section outlines the project location, establishment of the boundaries, and future annexation areas.

1. General Location

The project is located in the northern portion of the County, generally west of the West Palm Beach Water Catchment Area, and South of the Beeline Highway (See Map 1).

Map 1
General Location



The project boundaries encompass both rural and urban development, and take in portions of the unincorporated County, City of Palm Beach Gardens, and City of West Palm Beach. The boundaries are outlined below and are illustrated on Map 2:

- | | |
|----------|--|
| * North: | Beeline Highway; |
| * East: | West Palm Beach Water Catchment Area; |
| * South: | Southern Boundary of Ibis, Rustic Ranches, Bay Hill Estates, and Hamlin Boulevard; |
| * West: | The J.W. Corbett Wildlife Management Area. |



The boundaries not only encompass properties directly adjacent to the north and south sides of Northlake Boulevard, but also include lands further north, which may be impacted by land use changes along the roadway. The western/northern extent of the project boundaries were established based upon the City of Palm Beach Gardens future annexation area.

3. Municipal Boundaries and Future Annexation Area

The project boundaries encompass three jurisdictions: unincorporated Palm Beach County, the westernmost part of the City of Palm Beach Gardens, and Ibis Golf and Country Club within the City of West Palm Beach. The current municipal boundaries and proposed future annexation areas are illustrated on Map 3. The Village of Royal Palm Beach, according to its Comprehensive Plan, indicates that its future annexation area extends north of Northlake Boulevard. The City of Palm Beach Gardens future annexation area extends south to Northlake Boulevard and west to the Corbett Wildlife Management Area.

4. Indian Trail Improvement District

In addition to the local governments, Indian Trail Improvement District also plays a role with future development in the Acreage, portions of which are in the study area.

a. Authority/Purpose

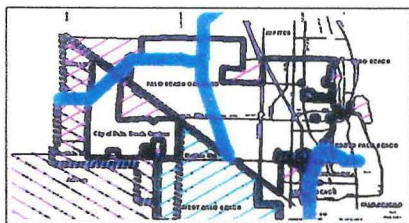
Indian Trail Water Control District (District) was originally created on June 6, 1957 under Chapter 57-646, Laws of Florida, and subject to applicable provisions of Chapter 298, F.S. The District was created for the purpose of constructing and maintaining the water control and drainage systems; constructing and maintaining the District roads; and the construction/maintenance of a water supply system and/or sewage system if required; and (as of 1997), to buy, develop, and maintain recreational areas.

b. Financial

The Indian Trail Improvement District is funded by special assessments collected through the County's Tax Collector's Office. These assessments are not ad valorem or millage taxes which are based on the appraised value of the individual property. Each year, the District prepares a budget for the upcoming fiscal year. The preliminary budget is presented at public budget meetings. Property owners have an opportunity to ask questions about the proposed budget and make requests for modifications. The final budget decisions are made by the seven elected Board of Supervisors.

c. Maintenance Responsibilities

- Maintain 163 miles of the physical canal system in order to provide drainage protection throughout the 37 square miles of the active units of the District.
- Maintain an aquatic weed control program using EPA approved herbicides or other approved means, to provide adequate flow (not for aesthetic purposes).



Legend

- Palm Beach Gardens Potential Future Annexation Area
- Royal Palm Beach Potential Future Annexation Area
- City of West Palm Beach Municipal Boundary
- City of Palm Beach Gardens Municipal Boundary
- GAF = General Aviation Facility
- Project Boundary

7500 0 7500 Feet

Map 3

Western Northlake Corridor Land Use Study

Potential Future Annexation Areas



J.W.
CORBETT

ACREAGE

C-18 Canal

PALM BEACH GARDENS

GAF

S.R. 74

PGA BLVD

EXIT

CITY OF
PALM BEACH GARDEN

City of West Palm Beach
Water Catchment Area

NORTHLAKE

Northlake Blvd

Northlake Blvd

Northlake Blvd

Northlake Blvd

Northlake Blvd

ACREAGE

WEST PALM BEACH

Source: City of Palm Beach Gardens,
County FZB,
City of West Palm Beach
MARCH, 1999

- Maintain 4 major pump stations and 12 control structures and numerous minor water control structures as needs dictate.
- Record daily rainfall events at several different gauges and canal surface water elevation at 11 stations. These records are maintained at the District office.
- Maintain a water quality monitoring program to establish background data and protect District interest.
- Mow banks and berms of the District's canals and roadway easements as time and manpower permit.
- Grade and maintain approximately 5001+ miles of dirt roads in order to provide access to the active units; also maintain approximately 30 miles of paved roads.
- Maintain parks.

5. Northern Palm Beach County Improvement District

a. Authority/Purpose

The Northern Palm Beach County Improvement District (NPBID), an independent Special District of the State, was created in 1959 under Chapter 59-994, Laws of Florida, subject to applicable provisions of Chapter 298 F.S. The NPBID was created for the purpose of reclaiming the land within its boundaries for water control and water supply and protecting the land from the effects of water by means of construction and maintenance of canals, ditches, levies, dikes, pumping plants and other improvements. Additionally, NPBID is also authorized to construct and operate water and sewer facilities, roads, parks and parkways. As of February 1998, NPBID encompassed approximately 128 square miles of land. Northern's boundaries extend to the Lake Worth Drainage District on the south, generally following the Florida East Coast Railway on the east, the County line to the north and the South Florida Water Management District L-8 canal to the west.

b. Financial

The NPBCID is funded by special assessments for maintenance and for debt, collected through the Palm Beach County Tax Collector's office. Each year, on or before September 15th, Northern's Board of Supervisors certifies its Tax Roll to the County Tax Collector for inclusion in the Real Estate Tax Bill. Prior to each certification, budgets are prepared and presented to interested landowners at one or more Public Hearings.

c. Maintenance Responsibilities

NPBID owns, operates and maintains facilities within Units of Development. Northern currently has 37 active Units of Development, and is currently constructing improvements within 9 Units of Development. Northern is responsible for the maintenance of all facilities it constructs except those facilities conveyed to other local governments.

II. BACKGROUND DATA/INVENTORY

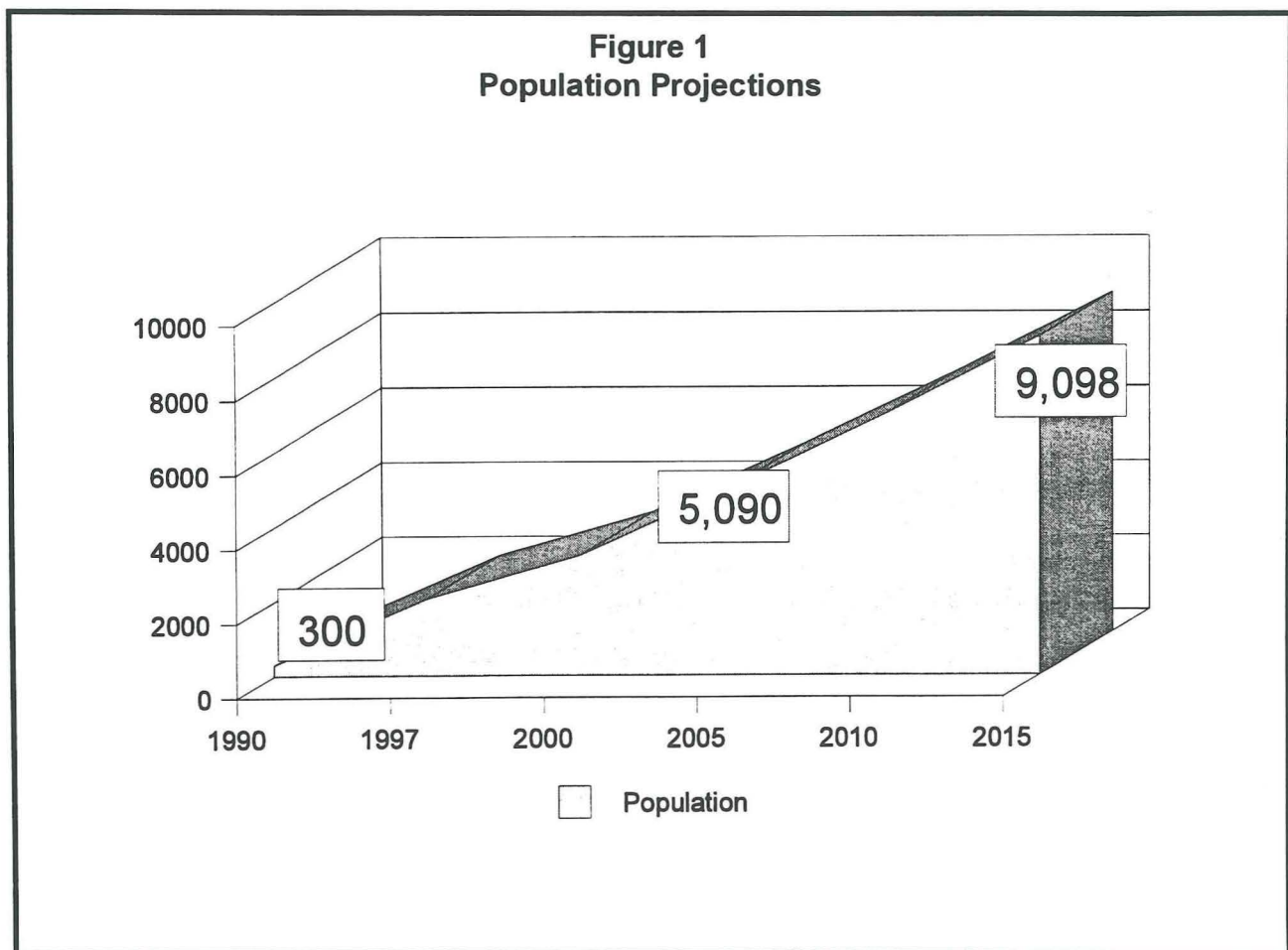
A. POPULATION AND HOUSING

1. Existing Conditions

The population in the study area is estimated to be approximately 1,464 people (1995). The area is almost exclusively comprised of single family homes. A majority of the population in the study area is located on the south side of Northlake Boulevard.

2. Population Projections

The population within the study area boundaries is projected to increase substantially within the next 15 years. The population in 1990 was estimated to be around 330 people, increasing to 1,464 by the year 1995. Projections indicate that the population will increase to approximately 5,090 by the year 2005 and 9,098 by the year 2015. (See Figure 1, Population Projections).



B. PROPERTY OWNERSHIP PATTERNS

Property *ownership patterns* in the study area are illustrated on Map 4. There are several large holdings under a single owner, primarily on the north side of Northlake Boulevard. The Vavrus Ranch, Mecca Farms, and Palm Beach County represent the largest land owners in the area. On the south side of Northlake, property ownership patterns generally consist of multiple owners, with the exception of a strip of land which runs west of Coconut Boulevard, between Hamlin Avenue and Northlake Boulevard, which is under single ownership.

C. EXISTING LAND USE

Although the majority of the land is currently undeveloped, a mix of both urban and rural land uses exist within the study area. The majority of the residential land is developed at a low density, which gives the area a rural character. The existing urban land uses are clustered in the eastern portion of the study area. Table 1 identifies the general acreage for each existing land use, and the land uses are illustrated in Map 5.

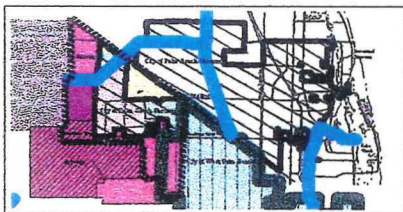
Table 1
Generalized¹ Existing Land Uses by Acreage Within the Study Area

Land Use	Approx. Acreage
Residential ²	520
Commercial	10
Industrial	0
Institutional	32
Transportation/Utilities	699
Conservation	3996
Recreation (including Golf Courses)/ Open Space (including water bodies)	240
Agriculture	5830
Vacant ³	6390
Total Acres	17717

¹ The land use categories have been generalized, based on information from the City of West Palm Beach, The City of Palm Beach Gardens and County databases.

² Residential data source is 1995.

³ This category may also contain canals, easements and other rights-of-way.



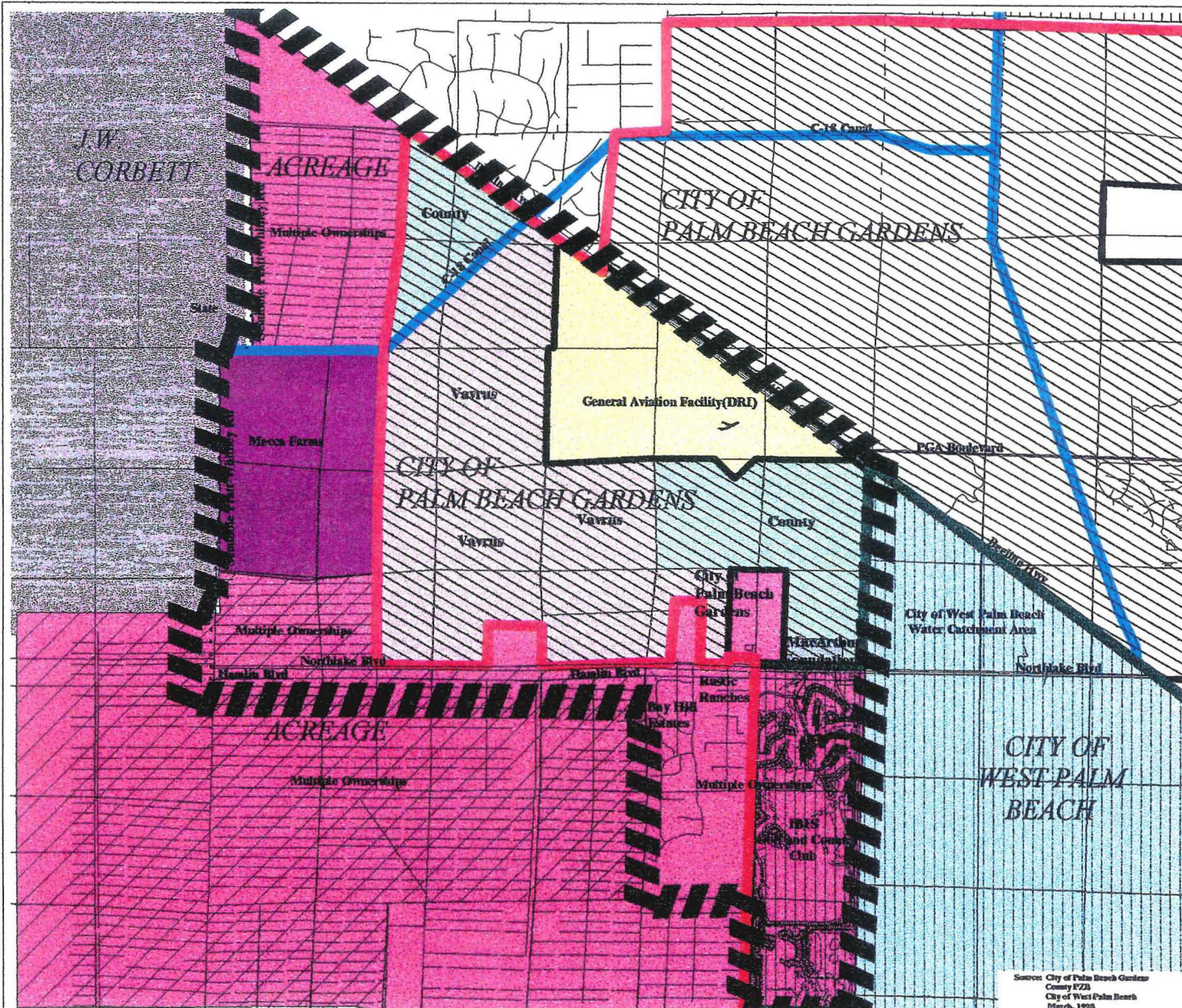
- Legend**
- City of Palm Beach Gardens
 - Palm Beach County
 - MacArthur Foundation
 - Vavrus Property
 - Multiple Ownerships
 - Mecca Farms
 - City of West Palm Beach
 - Water Catchment Area
 - North County
 - General Aviation Facility
 - City of West Palm Beach Municipal Boundary
 - County Urban Service Area Boundary
 - City of Palm Beach Gardens Municipal Boundary
 - GAF = General Aviation Facility
 - Project Boundary

7500 0 7500 Feet

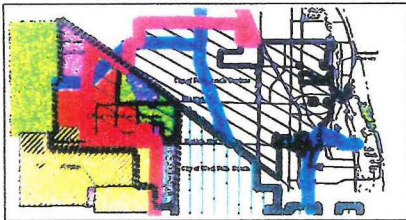
Map 4

**Western Northlake Corridor
Land Use Study**

Property Ownership Patterns



Sources: City of Palm Beach Gardens
County VZB
City of West Palm Beach
March, 1998



Legend

- A Agriculture
- Cons Conservation
- Rec Recreation
- V Vacant
- RVL Residential Very Low
- I Institutional
- RPD Residential Planned Development

- City of West Palm Beach Municipal Boundary
- County Urban Service Area Boundary
- City of Palm Beach Gardens Municipal Boundary

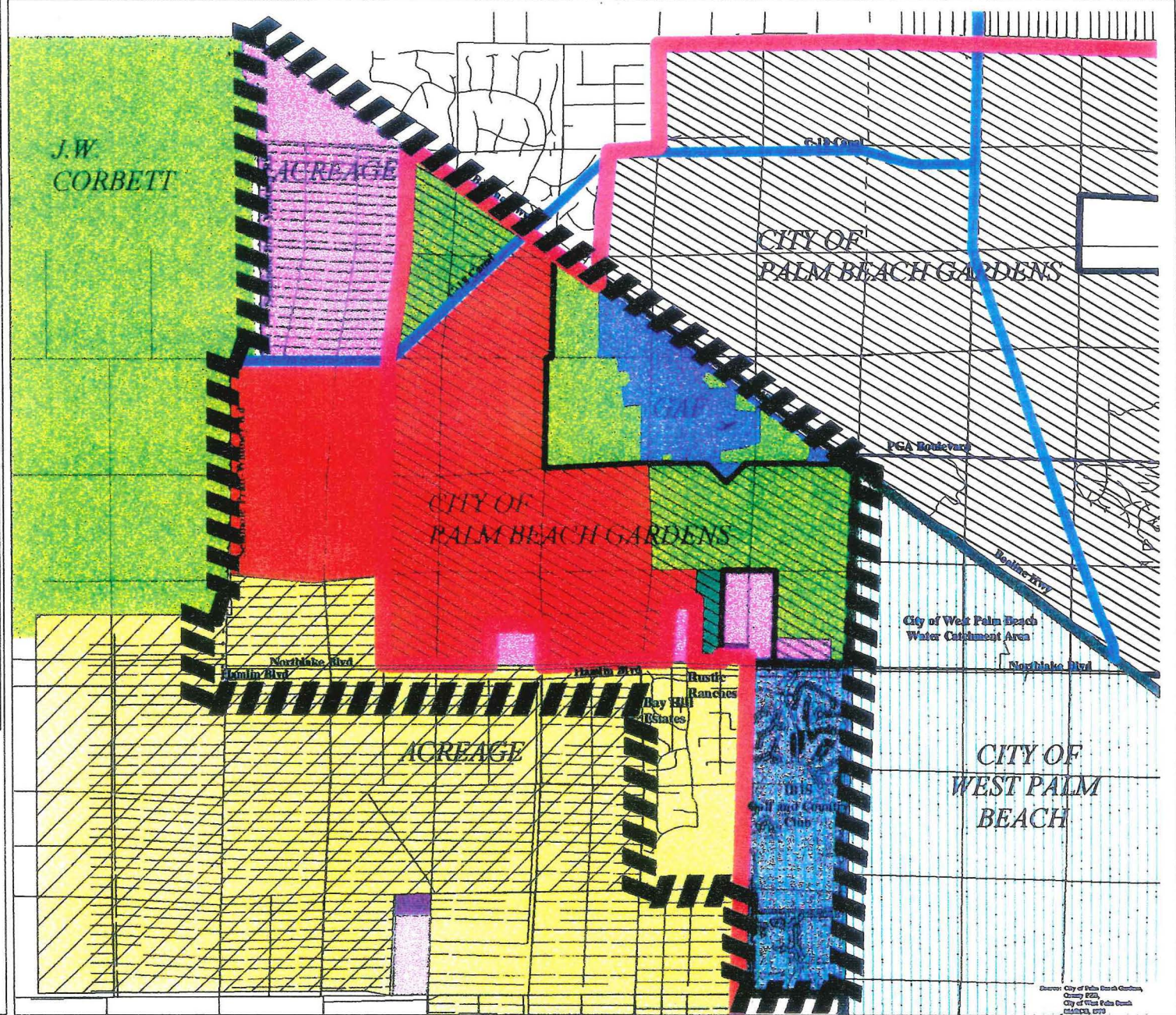
GAF = General Aviation Facility
Project Boundary

7500 0 7500 Feet

Map 5

Western Northlake Corridor Land Use Study

Generalized Existing Land Use Map



Source: City of Palm Beach Gardens, County ERS, City of West Palm Beach, January, 1978

1. Residential

Existing residential development within the study area totals approximately 520 acres (this acreage does not include unbuilt, but approved, portions of subdivisions/PUDs). There are two subdivisions and two planned unit developments (PUD) within the study area boundaries which are gradually being developed. The following table provides the size and density of these residential subdivisions/ PUDs within the study area.

Table 2
Residential Subdivisions/ Planned Unit Developments within the Study Area

Name & Location (See Location Map Below)	Total Acreage	Total # of Approved Units	Gross Density
The Acreage (estimated for the portion within the Study Area - part of Unit 10 and all of Unit 11) Note: The number of units does not include County purchases in Unit 11.	~2600 acres	~1728	1 unit per 1.25 acres
Bay Hill Estates, (a.k.a. Stonewall Estates) South side of Northlake Boulevard	983 acres	440	1 unit per 2.25 acres
Kramer's Subdivision aka Rustic Ranches South side of Northlake Boulevard	302 acres	60 lots of record ⁴	1 du per 5 acres
Ibis Golf and Country Club South side of Northlake Boulevard	1900 acres	2380	1.25 du/acre

2. Commercial

The Ibis Golf and Country Club, on the south side of Northlake Boulevard, has only commercial sites within the study area. A gas station, convenience store, and offices are located to the west of the Ibis entry road, and a commercial center, approved for approximately 79,420 sq.ft., is currently under construction on the east side of the entry road.

3. Recreation/Open Space

The City of Palm Beach Garden's Municipal Golf Course is also located on Northlake Boulevard, and occupies approximately 142 acres. There are also several golf courses within Ibis Golf and Country Club and Bay Hill Estates which account for a majority of the remaining existing recreation/open space acreage. There are no other parks or recreation facilities.

4. Institutional

The Menorah Gardens Cemetery and Crematorium is located on Northlake Boulevard, and occupies approximately 32 acres. There are no other institutional uses in the study area.

⁴ In Amendment Round 98-1, the County has designated this subdivision as exempt from the lot combination requirements, which would result in a total of 60 lots.

5. Conservation

There is a significant amount of conservation land within the study area boundaries (See Map 6). In October 1996, approximately 1,560 acres on the north side of Northlake Boulevard, south of the North County Airport, and west of the Water Catchment Area, were acquired by the County, through the Environmentally Sensitive Lands Acquisition program. In August 1997, the County purchased the O'Connell Tract, a 730 acre parcel, on the south side of the Beeline Highway. The County also purchased approximately 303 acres located in the northeastern corner of Unit 11 of the Acreage. Additionally, there is approximately 960 acres of dedicated preserves within the North County Airport site. Finally, there is approximately 86 acres and 357 acres of dedicated preserves within the Palm Beach Gardens municipal golf course and Ibis Golf and Country Club, respectively.

6. Agriculture/Excavation

There are over 5,000 acres of agricultural land within the study area, including Mecca Farms which is an orange grove, and the Vavrus property which is in use as unimproved pasture for cattle. Excavation has also been approved on the Mecca Farms property.

7. Transportation/Utility

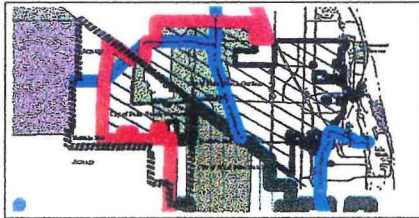
The North Country General Aviation Facility (aka North County Airport) comprises a majority of the Transportation/Utility existing land use acreage. The site totals approximately 1,830 acres, and is located on the west side of the Beeline Highway. This project was a Development of Regional Impact (DRI). Its Master Plan indicates approximately 180 acres of land, currently undeveloped, as subsidiary development, most probably light industrial type land uses. In order to develop the subsidiary site, however, the County would need to seek a substantial deviation of the approved DRI, to clarify the permitted uses. Additionally, according to the Airport Master Plan, approximately 960 acres are dedicated preserve sites.

8. Vacant

With the exception of the golf course, the majority of the properties fronting the north side of Northlake Boulevard are vacant. In all, there are over 6,300 acres of vacant land in the study area. A large portion of the vacant acreage is under single ownership (Vavrus). Unit 11 of the Acreage is also undeveloped at this time.

D. ADOPTED FUTURE LAND USE PLANS

This section describes the adopted "generalized" future land uses within the study. Chapter 163, Florida State Statutes, require that all local governments prepare and implement a Comprehensive Plan which includes a FLUA designating the future intent for all lands within the local government's jurisdiction (See Map 7). Accordingly, Palm Beach County, the Cities of Palm Beach Gardens and West Palm Beach all have adopted comprehensive plans and designated future land uses.



- TYPE**
- Proposed Save Our Rivers (SOR) 1996 Additions
 - County
 - State
 - City of West Palm Beach
 - City of Palm Beach Gardens
 - Public Golf Course

TYPE = refers to who actually owns/manages/proposes to own the project

City of West Palm Beach Municipal Boundary

County Urban Service Area Boundary

City of Palm Beach Gardens Municipal Boundary

GAF = General Aviation Facility

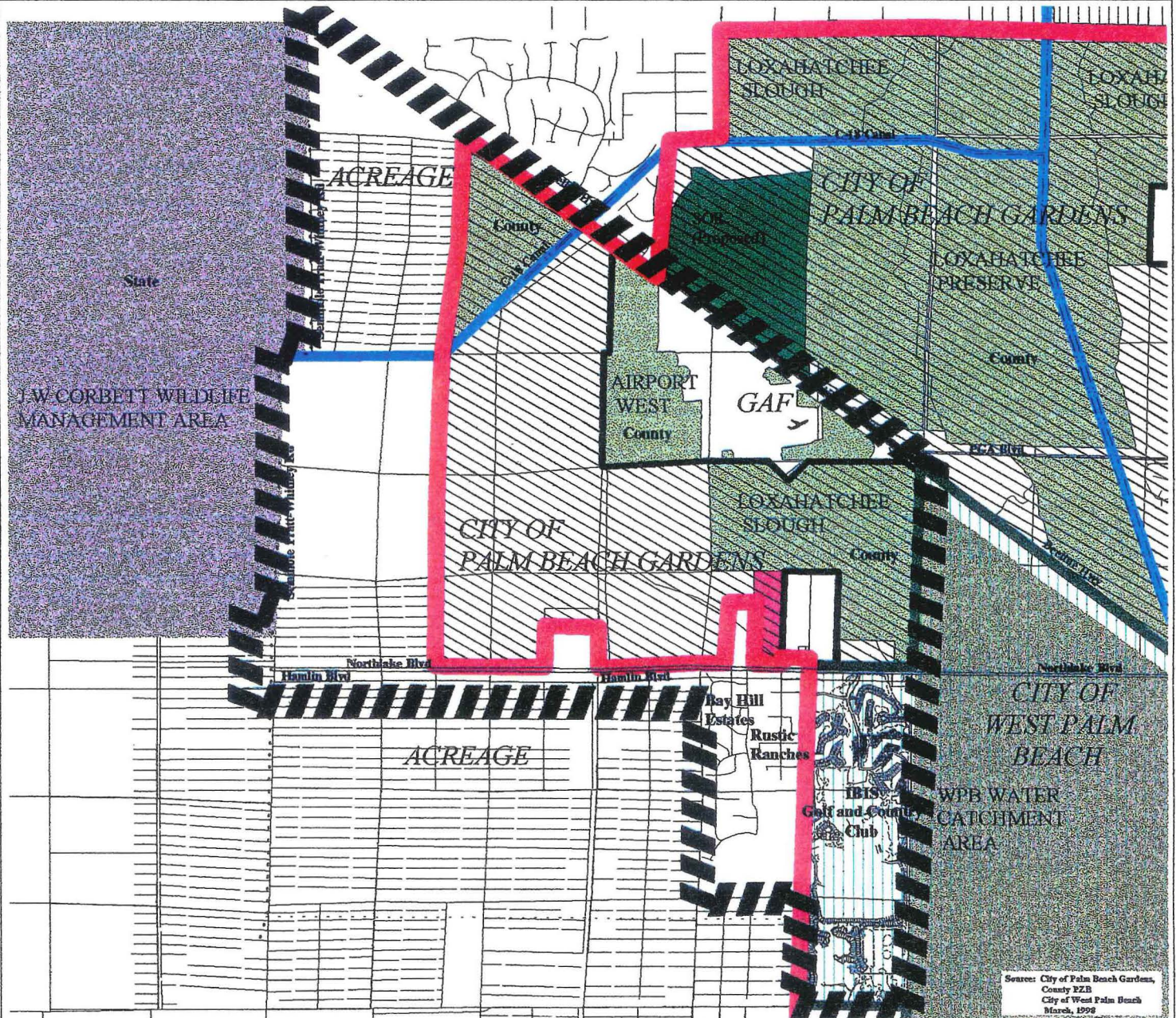
Project Boundary

1500 0 7500 Feet

Map 6

Western Northlake Corridor Land Use Study

Public Conservation Land



Source: City of Palm Beach Gardens,
County ZLB
City of West Palm Beach
March, 1998

1. Future Land Use Designations

A description of the future land uses planned for within the study area is provided below, and illustrated on Map 7. The predominant future land use designations are shown in Figure 2 on page 18. Table 3 identifies the general acreage for each generalized future land use designation.

a. **Rural Residential 10, RR-10** (1 dwelling unit per 10 acres)

All of the residentially designated parcels in the unincorporated area have a RR-10 designation. Within the City of Palm Beach Gardens, two large tracts of land designated for RR-10 use are located roughly a half mile north of Northlake Boulevard to the west of the conservation area, and along the western boundary of the City from Northlake Boulevard, north to the Beeline Highway.

Table 3
Generalized⁵ Future Land Use Designations by Acreage Within the Study Area

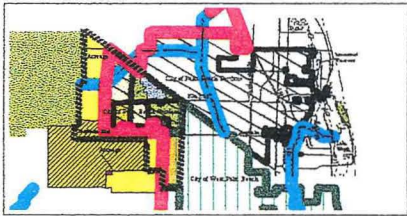
Future Land Use	Approx. Acreage
Rural Residential 10	8456
Rural Residential 20	2430
Single Family	1900
Industrial	224
Institutional/Public Fac.	132
Transportation/Utilities	880
Recreation	142
Conservation	3553 ⁶
Total Acres	17717

b. **Rural Residential 20, RR-20** (1 dwelling unit per 20 acres)

This land use designation primarily extends along the north side of Northlake Boulevard west of the municipal golf course (with the exception of unincorporated pockets) to one-quarter mile east of the City of Palm Beach Garden's western boundary. The western boundary of the City runs north from Northlake Boulevard approximately one and a quarter mile east of Seminole-Pratt & Whitney Road.

⁵ Future land uses have been generalized to a common type, due to the different land use designations adopted within each local government's comprehensive plan.

⁶ Not all preserve or conservation areas have a conservation Future Land Use Atlas designation.



Legend

- RR10 Rural Residential(1 per 10 Acres)
- RR20 Rural Residential(1 per 20 Acres)
- I Industrial
- G Golf
- CONS Conservation
- RPD Residential Planned Development
- CBF Community Buildings & Facilities
- (695.07) = Approximate Acreage

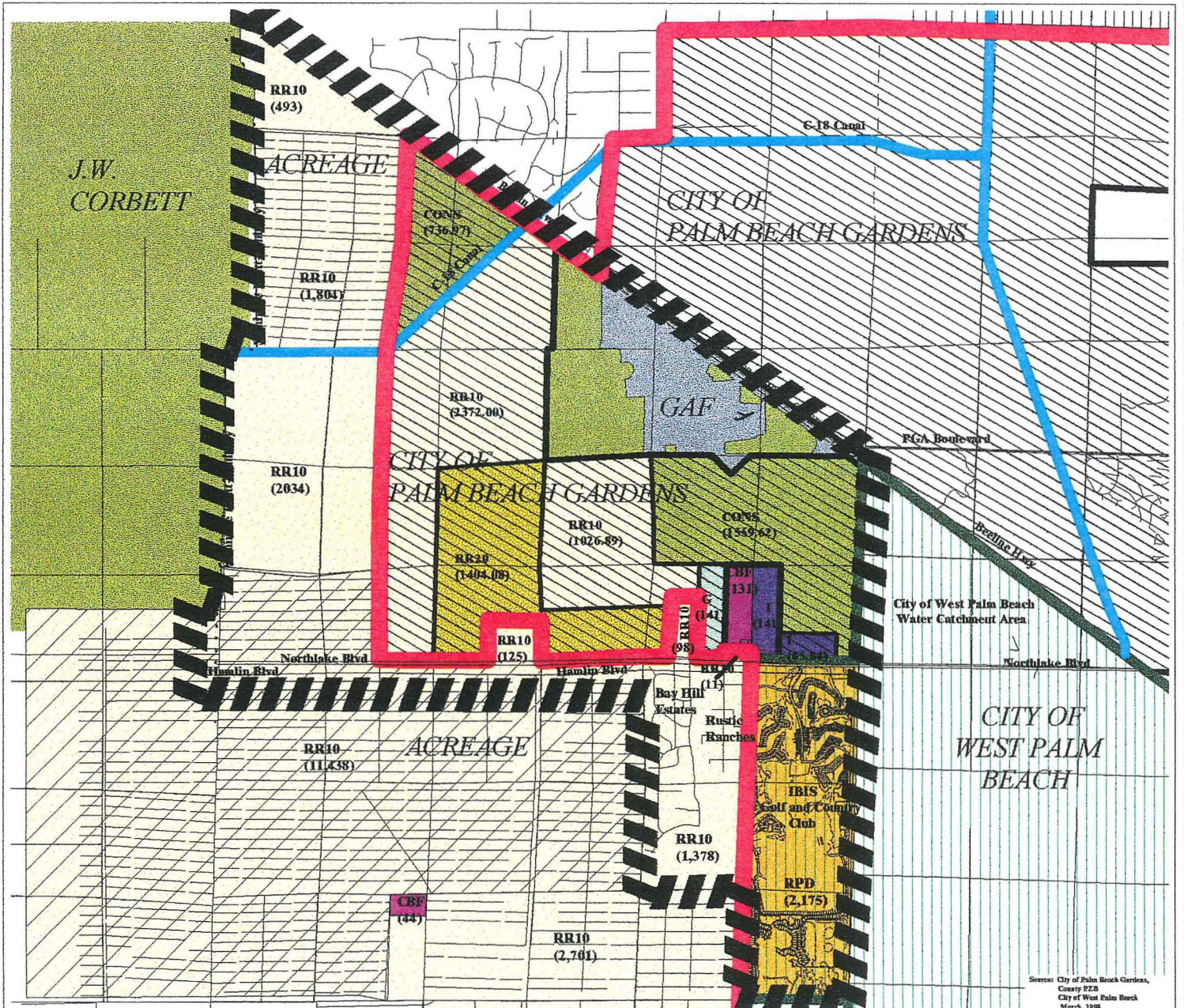
- City of West Palm Beach Municipal Boundary
- County Urban Service Area Boundary
- City of Palm Beach Gardens Municipal Boundary
- GAF = General Aviation Facility
- Project Boundary

7500 0 7500 Feet

Map 7

Western Northlake Corridor Land Use Study

Generalized Future Land Use Map



Sources: City of Palm Beach Gardens,
County FZB
City of West Palm Beach
March, 1996

c. Commercial

There is no commercial future land use designation within the project boundaries. However, 79,420 sq.ft. of commercial use has been approved as part of the Ibis Golf and County Club PUD. Two other recently approved commercial shopping centers are located: 1) at the intersection of Orange Boulevard and Seminole Pratt Whitney Road in the Acreage, and 2) along Seminole Pratt Whitney Road, in the center of Callery-Judge Groves; however, they are not within the study area boundaries.

d. Single Family Residential

The Ibis PUD is the only development with an urban residential land use designation, allowing 1 to 6 units per acre. Ibis has an overall density of 1.25 units per acre.

e. Industrial

There are two parcels in the study area with an industrial future land use designation:

- * a vacant 142 acre tract located on the northeast corner of Northlake Boulevard and Memorial Park Road in the unincorporated area, with a County industrial designation (Campbell Property); and
- * a vacant 85 acre parcel of land owned by the MacArthur Foundation which is located on the north side of Northlake Boulevard just east of the 142 acre parcel, with a City of Palm Beach Gardens Industrial designation.

Both of these sites were formerly part of a larger industrial park, a majority of which has since been purchased by the County.

County's 1972 Future Land Use Plan: At the time of the adoption of the original 1972 County Land Use Plan, the entire study area was unincorporated. The Plan designated a Light Industrial center generally known as the "Northlake Industrial Corridor". Some of the parcels along Northlake Boulevard within the study area retain industrial designations from this original land use plan.

The County's 1989 Comprehensive Plan maintained the Northlake Industrial Corridor concept, and the Industrial potential designated in 1980, by assigning these properties an Industrial future land use designation. However, the corridor has since not developed as envisioned since, a majority of the corridor has been purchased for conservation purposes.

County's 1980 Comprehensive Plan: The County's 1980 Comprehensive Plan granted the Very Low - Low (Residential) land use designation, with industrial potential, to these properties, which at the time remained in unincorporated County. In 1984, the County created a Limited Urban Service Area (LUSA) via Ordinance 84-16. Portions of the Industrial corridor were located in the LUSA. The purpose of the LUSA was to allow for limited public water/ sewer service, to protect the Loxahatchee Slough and the West Palm Beach Water Catchment Area, by preventing septic system failures.

Generalized Future Land Uses

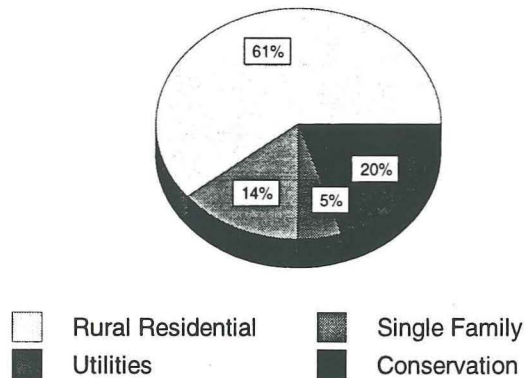


Figure 2. Source: Palm Beach County, Palm Beach Gardens and West Palm Beach, 1998.

f. Institutional and Public Facilities (INST)

Institutional and Public Facilities are generally designated to reflect existing used. There are approximately 132 acres designated as institutional, which encompasses the largely undeveloped Menorah Gardens Cemetery and Crematorium.

g. Transportation/Utilities

Transportation/Utilities comprise approximately 880 acres. The County's North County Airport DRI occupies a majority of that acreage, approximately 870 acres on the Future Land Use Atlas.

h. Recreation/Open Space

The only recreation open space future land use designation in the study area is the 142 acre City of Palm Beach Gardens municipal golf course. No further expansion of this use is proposed for the future of this site, which extends along the north side of Northlake Boulevard for roughly a quarter mile just west of the conservation area.

i. Conservation

There is a substantial amount of land designated Conservation on the County and City of Palm Beach Gardens Future Land Use Atlas'. A 1,559.6 acres conservation tract is located on the north side of Northlake Boulevard, generally north of the Industrially designated lands. A second conservation area is located in a triangular parcel along the south side of the Beeline Highway in the far northwest corner of the Gardens (730 acres). Approximately 303 acres of the Acreage's Unit 11 have been purchased by the County for environmental purposes, and although not yet designated conservation, have been coded as such since the development rights have been severed. (The 86 acres of dedicated preserve within the Gardens' municipal Golf Course and 357 acres of dedicated preserve within Ibis have not been coded as Conservation.)

2. County Future Land Use Plan

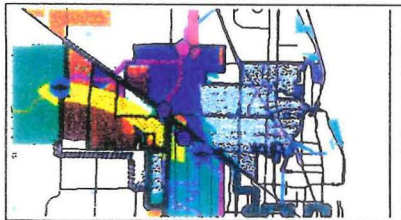
The primary aspects of the County's Plan which pertain to the study area include: 1) Directive on Growth Management; 2) Directive on Environmental Integrity; 3) Directive on Level of Service; 4) Directive on Environmental Integrity; and 5) Objective 1.5 Protection of Rural Residential Areas. The County Plan calls for a majority of the unincorporated area to remain rural, with most of the future land use in Conservation or Rural Residential 1 unit per 10 acres (RR-10). The urban future land use designation currently consist of Industrial uses on the north side of Northlake Boulevard, just west of the Water Catchment Area. There is also an Institutional future land use designation to the east of the Palm Beach Gardens Golf Course, also on the North side of Northlake Boulevard. The County's planning horizon is 2015.

In terms of Growth Management, the Comprehensive Plan provides for urban and rural intensities of development. Rural uses may be converted to urban densities/intensities through the Future Land Use Atlas Amendment process. The process includes an evaluation of the justification and need for the land use change, and compatibility review.

The County has an Urban Service Area Boundary which is generally located along the western perimeter of the Ibis Golf and Country Club; north of Northlake Boulevard, the boundary veers west, following the city limits of Palm Beach Gardens to Donald Ross Road. This boundary delineates the separation between urban and rural service provision. Areas west of the boundary are generally served by on-site wells and septic tanks, unless other special service provisions have been approved (i.e., a package treatment plant).

a. Greenways/Linked Open Space Program

The County, in cooperation with local, regional, and state agencies, has identified a network of potential wildlife and recreational corridors (Greenways/Linked Open Space Program) which connect major public conservation areas in Palm Beach County with the Statewide system of greenways (see Map 8). These corridors provide for the preservation of wildlife and native habitat, as well as allow long-distance hiking through



Legend

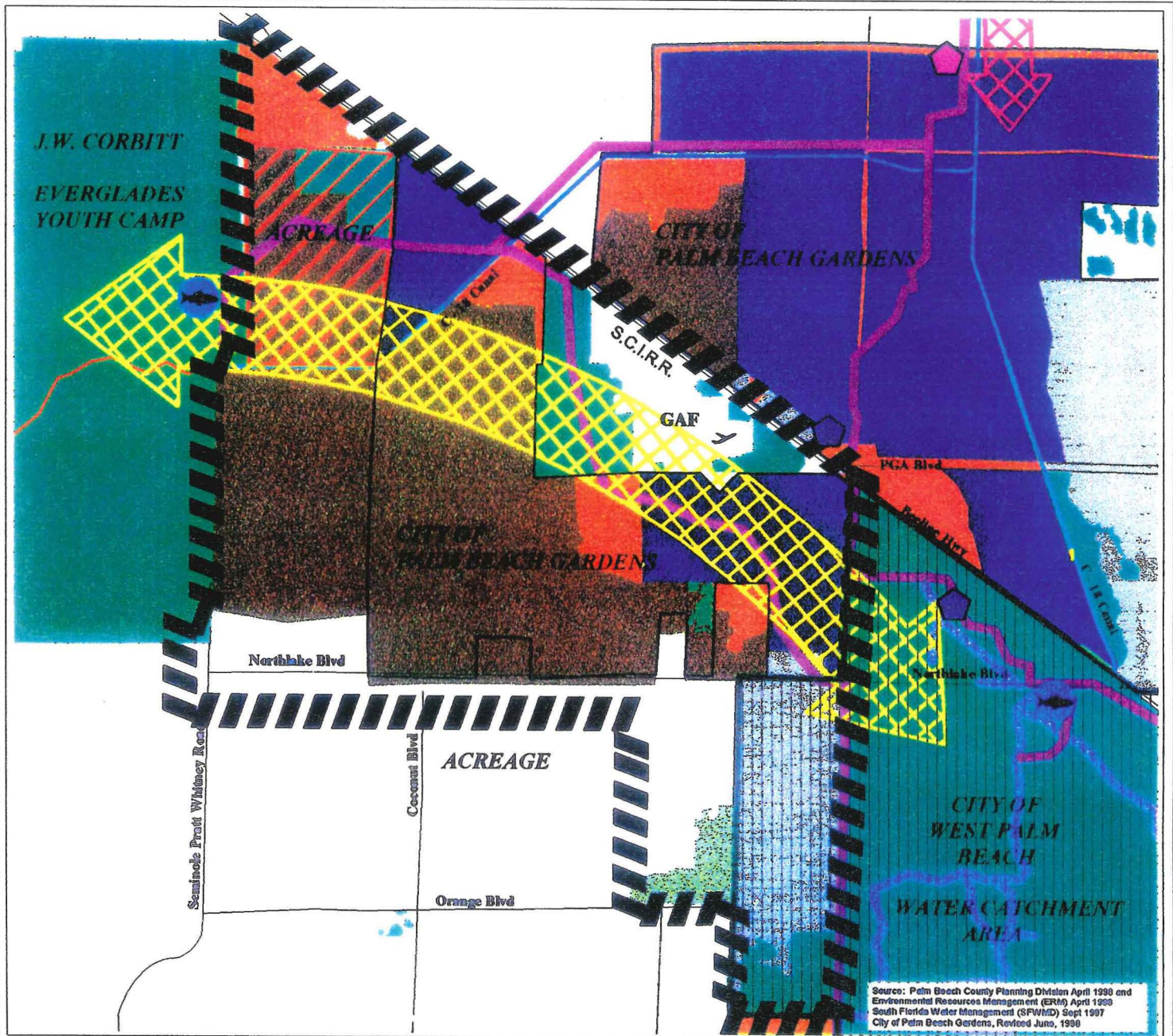
- County Managed Natural Area
- Municipalities
- Priority County Acquisition Sites
- Privately-Owned Preserves
- Publicly-Owned Conservation Lands
- Study Area of Potential
- Water Managed Area and WPAs
- Water Management C-18 Canal
- Proposed Hiking Trails
- Proposed Canoe Trails
- City of West Palm Beach Municipal Boundaries
- Unit 11 Proposed Restoration Project
- Greenway Study Area
- Greenway Connector
- Existing Urban Trail Heads
- Proposed Trail Heads
- Nature Centers
- GAF = General Aviation Facility
- Project Boundary

7500 0 7500 Feet

Map 8

Western Northlake Corridor Land Use Study

Linked Open Space



Source: Palm Beach County Planning Division April 1990 and
Environmental Resources Management (ERM) April 1990
South Florida Water Management (SFWMD) Sept 1997
City of Palm Beach Gardens, Revised June, 1998

every type of ecosystem in Palm Beach County, from pine flatwoods to Florida scrub and wet prairies. In the study area, is the Beeline Corridor, a proposed corridor approximately 3,405 acres connecting the J. W. Corbett Wildlife Management Area to the West Palm Beach Water Catchment Area.

b. Recent amendment activity

Amendment activity includes: 1) the proposed (and withdrawn) Claartje Amendment, located on the northwest corner of the intersection of Northlake Boulevard and Memorial Park Road; 2) the proposed (and in process) Northlake/ Memorial Amendment, located on the northeast corner of the intersection of Northlake Boulevard and Memorial Park Road; and 3) the proposed (and in process) Pratt Road Associates Amendment, located on the northeast corner of the intersection of Northlake Boulevard and Seminole Pratt Whitney Road.

c. Managed Growth Study

Changes to the County's plan are currently being drafted. Among the changes are proposals for "managed growth" which may provide stronger growth policies for the unincorporated area.

3. West Palm Beach Future Land Use Plan

The City's of West Palm Beach extends out to the project area, including the Water Catchment Area, and the Ibis Golf and Country Club. The City's planning horizon is 2015. The City treats all of its incorporated territory as an "urban" area. The Ibis Golf and Country Club is fully served with potable water and sanitary sewer lines by the City's Utilities Department.

As the area is outside of the City's adopted annexation area, the City currently does not have any specific future plans for the area. The City of West Palm Beach does not actively pursue annexation, but instead responds to applications concerning properties that are located adjacent to the City's Corporate limits. The City reviews all requests for annexation, as they are proposed, to determine which areas would be most feasible and economically beneficial to the City. The provision of utility services, police and fire are analyzed on a case-by-case basis. However, all development orders, permits and annexations shall be approved only if the necessary public facilities and services needed to maintain the level of service adopted in the Comprehensive Plan are available or will be in place when the impacts of development occur.

4. Palm Beach Gardens Future Land Use Plan

The City of Palm Beach Gardens encompasses a majority of the study area, north of Northlake Boulevard. The City's's plans call for this area to remain rural, within the planning horizon which is 2015. The City's Comprehensive Plan designates urban and rural intensities of development. It also requires minimum project size (250) acres in order to promote well-planned development projects.

The City's plan is in the process of being amended. The amendments 1) delineate an "urban growth boundary", generally coinciding with the eastern boundary of the Loxahatchee Slough, which divides the City in to two distinct areas - urban and rural; 2) establish dual level of services standards for the urban vs. rural area; and 3) set clear policy that areas west of the urban growth boundary are to remain rural for the foreseeable future with limited public services.

Portions of the study area, within the municipal limits of the City of Palm Beach Gardens and within the City's future annexation area, were included in the **City's Vision/ Strategic Plan**, completed in November, 1996. Most of this area falls within the "rural" area identified by the City's Vision, and as such is earmarked for Rural Residential development, until such time as 250 acres can be amalgamated. This area is also within the boundaries of the North Palm Beach County/ South Martin County Planning Forum and was included in the Forum's Vision/ Policy Statement, completed in August 1993. Properties west of the Loxahatchee Slough are envisioned as "rural" by the Planning Forum. Finally, in addition to portions of the study area being located within the City of Palm Beach Gardens' future annexation area, the subject property is also located within the future annexation area of the Village of Royal Palm Beach.

5. Summary and Contrast of Adopted County/City Land Use Plans

Given the numerous plans which impact the study area, a summary table highlighting the different aspects of each plan is provided in Table 4. All of the local governments encourage infill and eastern oriented development and have some type of growth boundary or urban service area boundary. The most significant differences between the plans are: 1) the Urban Service Area Boundary between the County and Palm Beach Gardens, and the number of growth management tools encouraged by the Palm Beach Gardens Plan as opposed to the County Plan.

Table 4
Summary/Comparison of Adopted Plans

Local Government	Plan Horizon	Urban/ Rural Service Area	Timing/ Phasing & Different LOS	Commercial Location Criteria	Infill/ Eastern Oriented	Protection of Natural Systems	Design Review
Palm Beach County	2015	County has an USAB separating Urban and Rural areas. Density and water/sewer provision is affected by the boundary. The boundary is further west than the City of Palm Beach Gardens boundary.	No timing & phasing techniques. No differentiation between services with the exception of the urban/rural area and water/sewer. All other LOS standards are on a countywide basis. Development must meet concurrency.	No. New commercial is reviewed on a case by case basis. Demonstration of need is required.	The County encourages infill and eastern development	County has a Directive, Objective and Policies to protect natural resources, and: * TDR program * purchase of environmentally sensitive lands. * Linked Open Space Plan. * set asides	No.
West Palm Beach	2015	City does not distinguish between urban and rural areas within its municipal boundaries. Therefore, one adopted level of service is maintained and provided throughout the City and to other local governments which receive potable water.	No timing & phasing techniques. Development must meet concurrency.	New commercial occur within Commercial Planned Developments (CPD). Smaller commercial near large residential areas and along major arteries should have a Significant Impact Zone/ Commercial (SIZ/C) designation.	City encourages infill and eastern oriented development	The City 's Comprehensive Plan establishes policy direction concerning conservation of the Water Catchment Area and other environmentally sensitive areas through purchase and site plan review.	No. However a design review process is anticipated
Palm Beach Gardens	2015	City has an urban growth boundary. The boundary is east of the Slough area, in contrast with the USAB depicted on the County Atlas.	Plan encourages timing & phasing so that development occurs in a logical fashion, and service provision can keep pace with development. City recognizes the need for a limited service area designation.	Commercial required to be located in nodes at intersections. A market study is required to demonstrate the need for additional non-residential uses.	City encourages infill and eastern oriented development	City's Plan requires preservation of wetlands & 25% of uplands onsite. Preserves are encouraged to be linked or designed adjacent to existing conservation or preserve areas.	Yes.

E. ASSOCIATED PLANS

There are several additional plans which contribute to land use planning and decision making in the study area.

1. North Palm Beach County/ South Martin County Forum

The Northern Palm Beach/ Southern Martin County Planning Forum, conducted in 1993, led to policy initiatives which are reflected in the City's Comprehensive Plan. One relevant issue from the Planning Forum deals with the preservation of natural resources. The policies associated with this issue have a significant impact on the use of land located within the Northlake study area. These policies included the following:

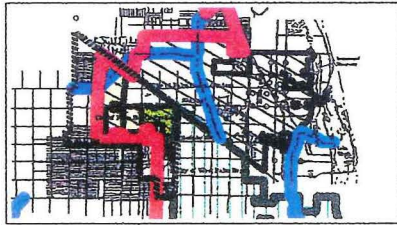
- 1.) Protect the area's most important resource, water
- 2.) Protect the natural habitats, especially those of endangered or threatened plant and animal species.
- 3.) Protect the environmental functions, water retention and aquifer recharge, while providing for habitat and water quality protection.
- 4.) Provide recreational opportunities that do not degrade the integrity of natural systems.
- 5.) Maintain an economically viable area that attracts desirable industries.
- 6.) Enhance property values, thereby increasing the tax base.
- 7.) Maintain open and natural areas that define and add character to our communities.

These policies are consistent with the City's Comprehensive Plan, which designates a significant amount of land within the study area for conservation or rural residential use. The policies developed and agreed to through the Planning Forum, and adopted in the City of Palm Beach Gardens Comprehensive Plan, will ensure that future land use designations will adhere to the protection of natural resources within the study area.

2. Palm Beach Gardens Vision

In 1996, the City completed a visioning effort to determine future growth strategies for the City. The vision was determined through a series of meetings involving city staff, local elected officials, and the general citizenry. Through a conceptual mapping effort, the 'vision' for lands located within the Northlake Study Area were identified as Conservation, Very Low Density Residential, Golf and Commercial, associated with Rural Uses. (e.g. an equestrian center).

Generally, the land uses designated in the Comprehensive Plan 2015 Future Land Use Map are consistent with land uses identified in the "Vision" document. Should interested parties petition the City Council to change any of the existing land uses within the study area, staff will look for consistency with the Vision when making recommendations for approval. (Map 9 provides an illustration of the Garden's Vision Plan.)



Legend

- RVL - Residential Very Low
- C - Commercial
- G - Golf
- CONS - Conservation

(695.07) = Approximate Acreage

- Conceptual Thoroughfare Plan

- City of West Palm Beach Municipal Boundary

- County Urban Service Area Boundary

- City of Palm Beach Gardens Municipal Boundary

GAF = General Aviation Facility

- Project Boundary

7500 0 7500 Feet

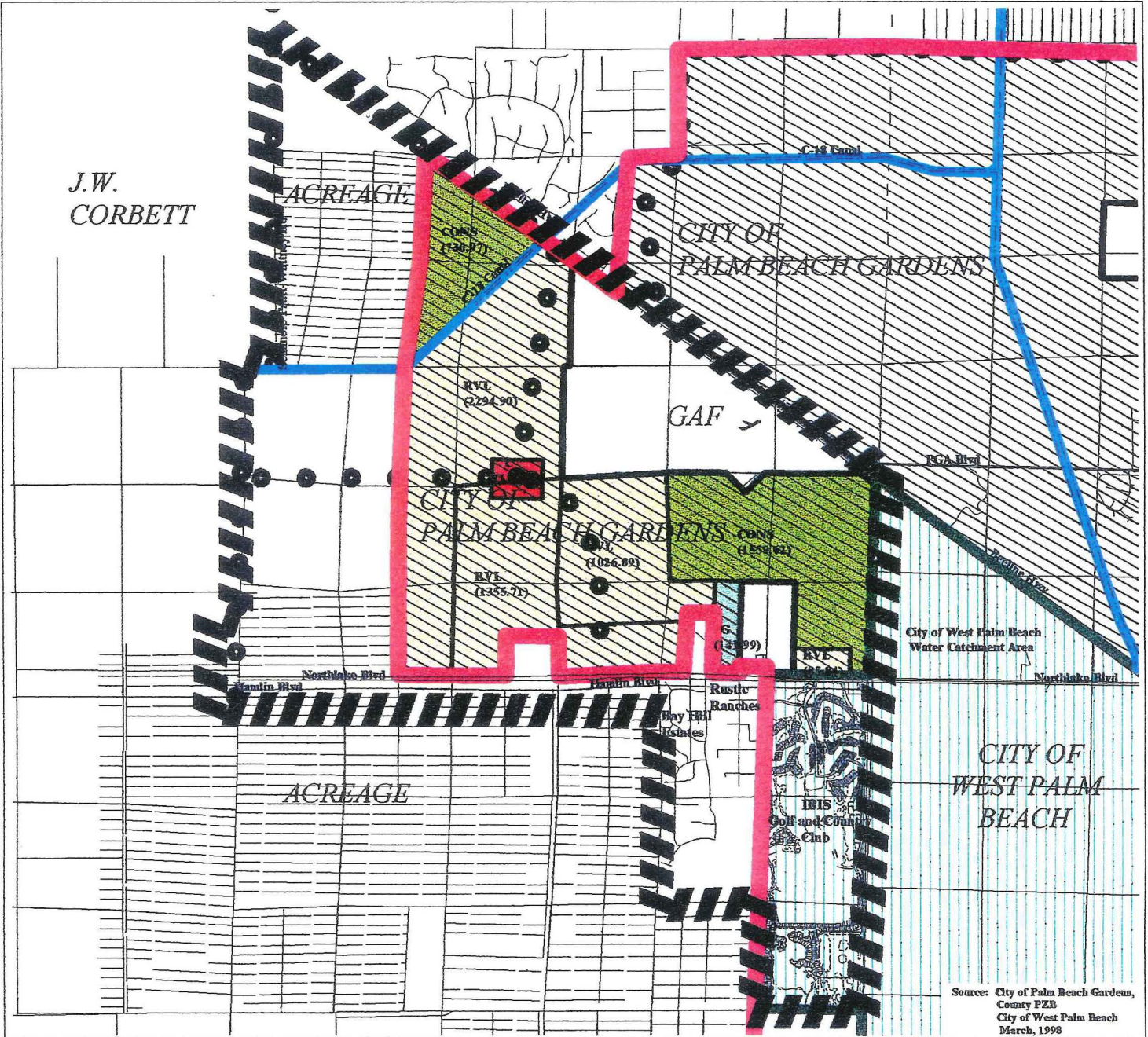
Map 9

Western Northlake Corridor Land Use Study

City of Palm Beach Gardens "Our Vision"



J.W.
CORBETT



Source: City of Palm Beach Gardens,
County PZB
City of West Palm Beach
March, 1996

3. Acreage Neighborhood Plan

The Acreage Neighborhood Plan was officially recognized and received by the Board of County Commissioners in 1996. It outlines in a series of recommendations the community's vision for the Indian Trails Improvement District. The following are general directions of the plan.

a. Land Use

Protect the large lot, single family dwelling unit, residential land use pattern, encourage agricultural usages. This should be accomplished by retaining the existing RR10 (Rural Residential) future land use designation and the existing AR (Agricultural Residential) zoning classification.

Should commercial uses locate within The Acreage Unified Planning Area, the building style and landscaping should be compatible with the surrounding residential community. A set of design standards are articulated by the plan which support a rural character.

The plan calls for the protection of the aquifer by prohibiting the permitting of petroleum facilities.

b. Involvement of the Community in Land use Decisions

The plan calls for the involvement of The Acreage Landowners Association and the Indian Trail Improvement District in the future land use amendment process, the rezoning process, and any other county function that affects the character of The Acreage. This includes planning for schools.

c. Code Enforcement

The document contains recommendations which strike a balance between meeting the need for code enforcement and encouraging the tolerant atmosphere enjoyed by residents.

d. Open Space, Parks and Linkages

The plan calls for the establishment of trails which should be designed to accommodate multiple uses (walking, bicycling, running) and a district park to be located within or immediately adjacent to the community.

e. Equestrian Uses

The document recognizes the importance of equestrian facilities for the area and calls for an equestrian trail system according to an Acreage Master Equestrian Trail Development Plan that includes equestrian trail design standards.

f. Thoroughfares/Roads & Drainage

The plan recommends the following regarding roads:

- Construct Seminole Pratt-Whitney Road from Northlake to Beeline Hwy.
- The County should fund & construct within 20 years, all local roads under county jurisdiction.
- Construct State Road 7 from Okeechobee Boulevard to Northlake Boulevard in the existing right-of-way.
- The Indian Trail Water Control District should continue to fund paved roads and construct all internal roads under its jurisdiction
- The internal street network should remain a system of two-lane local streets.
- The Acreage supports park & ride facilities and bus transportation route.
- Construct pathways on one side of all paved roads existing and proposed to serve pedestrians and bicycle traffic.

Recommendations call for a long range drainage plan for the area.

g. Water, Sewer & the Canal System

The document state that proposed changes in use and development of property which contaminate and endanger well, septic tank and canal systems should be prohibited. Systems should be monitored to ensure protection.

h. Fire Rescue

The plan calls for the construction of a permanent fire-rescue station in the vicinity of Seminole-Pratt Whitney Road & Northlake Boulevard or at Seminole-Pratt Whitney & 60th Street. The goal is a coordinated strategy that results in five minute response times.

i. Public Safety

The plan has a series of recommendations designed to decrease crime by:

- Creating a public safety education committee.
- Implementing citizen observer and equestrian patrol programs.
- Expand the three current Crime Watch programs.
- Create additional patrol zones.

j. Education

The plan recommends the establishment of schools in The Acreage.

F. INFRASTRUCTURE/SERVICES

This Section outlines the existing conditions in terms of infrastructure and services, and also presents adopted plans for future infrastructure/services. A majority of the services and infrastructure is provided by one of the local governments; however, the Indian Trails Improvement District has jurisdiction over some of the local roads, drainage, and potentially water and sewer provision for the area south of Northlake Boulevard. The District has also been planning for additional parks within their jurisdiction.

1. Transportation/Roadway Network

There is currently no mass transit systems within the study area, nor are there plans at this time to expand into the area. Therefore, the transportation focus in this area is on the roadway network. The major roadways in the study area include Northlake Boulevard, Seminole Pratt Whitney Road, the Beeline Highway, and Coconut Boulevard (See Map 10).

- a. **Northlake Boulevard:** Northlake Boulevard extends from US 1 on the east, to just beyond Seminole Pratt Whitney Road on the West.

Current description: Within the project boundaries, Northlake is a four lane road until after the Ibis Golf and Country Club, and then two lanes until the terminus just beyond Seminole Pratt Whitney Road.

Classification: The roadway is considered a Rural Major Collector according to the Federal Functional Classification System.

LOS/Traffic Counts: The Level of Service on the roadway is F for the segment east of Coconut Blvd. and LOS B for the segment west of Coconut Blvd

Current traffic counts on Northlake Boulevard are 16,902 for the segment east of Coconut Blvd. and 5,145 for the segment west of Coconut Blvd.

Future Plans: Northlake Boulevard is planned for expansion to six lanes west to Coconut, and four lanes to the terminus at Seminole Pratt Whitney Road. According to the County's Five Year Road Program, the road segment between Ibis and Coconut Boulevard will be widened to four lanes during Fiscal Year 1999-2000. The other improvements are not yet scheduled.

- b. **Seminole Pratt Whitney Road:** Seminole Pratt Whitney Road extends from Southern Boulevard on the south, to just north of Northlake Boulevard.

Current Description: Seminole Pratt is currently a two lane roadway.

Classification: The roadway is designated a Rural Major Collector according to the Federal Functional Classification System.

Number of Lanes



 City of West Palm Beach
Municipal Boundary

 City of Palm Beach Gardens
Municipal Boundary

GAF = General Aviation Facility

 Project Boundary

Map 10

Source: City of Palm Beach Gardens,
Palm Beach County Comprehensive Plan
Year 2015 Roadway Network
City of West Palm Beach
March, 1993

PALM BEACH COUNTY
COMPREHENSIVE PLAN

0.5 0 0.5 1 m/sec

Date Nov. 17, 1987
File Name: ft_janes

LOS/Counts: The Level of Service on the roadway is currently LOS B. Traffic counts on the road are 6,987.

Future Plans: Future Plans call for the road to be widened to 4 lanes. According to the County's Five Year Road Program, the design for the widening on the road segment to the south of Northlake will be done during Fiscal Year 1999-2000. The design for the widening of the road segment to the north of Northlake will be done during Fiscal Year 2000-2001.

- c. **Beeline Highway:** Beeline Highway begins at Military Trail on the southeast and extends through the Martin County line on the northwest.

Current Description: Beeline Highway is currently a four lane highway.

Classification: The roadway is designated a Rural Principal Arterial on the segment to the north of PGA Blvd. according to the Federal Functional Classification System.

LOS/Traffic Counts: The Level of Service on the roadway is currently LOS B. Traffic counts on the road are 14,178 north of PGA Blvd. and 9,809 south of PGA Blvd.

Future Plans: Future Plans call for the road to be widened to 6 lanes. The Five Year Road Program does not include any funding for this road.

- d. **Coconut Boulevard:** Coconut Boulevard extends from Orange Blvd. on the south, to Northlake Boulevard on the north.

Current Description: Coconut Boulevard is currently a two lane road.

Classification: The roadway is designated a Rural Major Collector according to the Federal Functional Classification System.

LOS/Traffic Counts: The Level of Service on the roadway is currently LOS C. Traffic counts on the road are 8,554.

Future Plans: The 2015 Future Roadway Network Map shows this road as a 2 lane road. However, this map will be amended in Round 99-1 to show this road as 4 lanes. The County's Proposed Six Year Capital Improvements Program shows that this road will be widened on Fiscal Year 2002-2003.

- e. **SR-7 (US-441) Extension:** At this time there are several alignments being considered for the extension of SR-7. The Florida Department of Transportation (FDOT) is currently evaluating the different alternatives.

2. Water/Sewer Service

There are two water and sewer service providers within the study area: Seacoast Utility Authority and the City of West Palm Beach Utilities Department (See Map 11).

a. Seacoast Utilities

All water and sewer utility service within the City of Palm Beach Gardens is provided by Seacoast Utility Authority. The City is approximately a 50% 'shareholder' within the utility consortium. The City has established an "Urban Service Boundary" policy in its Comprehensive Plan which discourages the extension of water and sewer facilities beyond the designated boundary to prevent urban development in ecologically sensitive and rural areas. This policy is in keeping with those set forth by the Northern Palm Beach County/Southern Martin County Planning Forum, the "Our Vision" Strategic Plan and the City's Comprehensive Plan. The boundary extends roughly in a north-south alignment along the eastern side of the Loxahatchee Slough. Presently, all lands within the study area are located outside of the urban service boundary and are not accessible to water and sewer utility services. The City presently would object to any development in Palm Beach Gardens desiring to connect to water and sewer utilities, provided by either Seacoast or neighboring utility companies, within the study area.

b. West Palm Beach Utilities

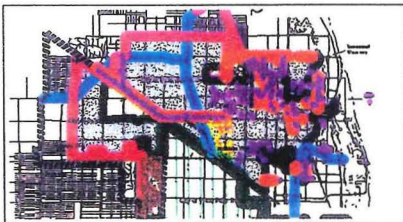
Water and sewer service is provided by the City of West Palm Beach, to the Ibis Golf and Country Club, within the project boundaries.

The primary goal of the City's Engineering Department is to provide reliable service to City Residents and other local governments which receive potable water. Before the issuance of development permits or the expansion of existing lines, the City will ensure adequate service can be supplied without detriment to the existing system. The assurance of adequate service is determined by the adopted level of services for: (1) minimum fire flow; (2) the maintenance of a minimum fire flow for at least eight (8) hours; the maintenance of a looped water service and the maintenance of the average water consumption rate.

3. Fire Rescue/Police

a. Palm Beach County

The Palm Beach County Fire Rescue Department serves the study area from Fire Rescue Station Number 26, located at the intersection of 60th Avenue and Avocado Road, and Station Number 17, located on the southeast corner of the Beeline Highway and Jog Road. In general, Station 26 serves the western portion of the study area (west of Memorial Park Road), and Station 17 serves the eastern portion of the study area (east of Memorial Park Road).

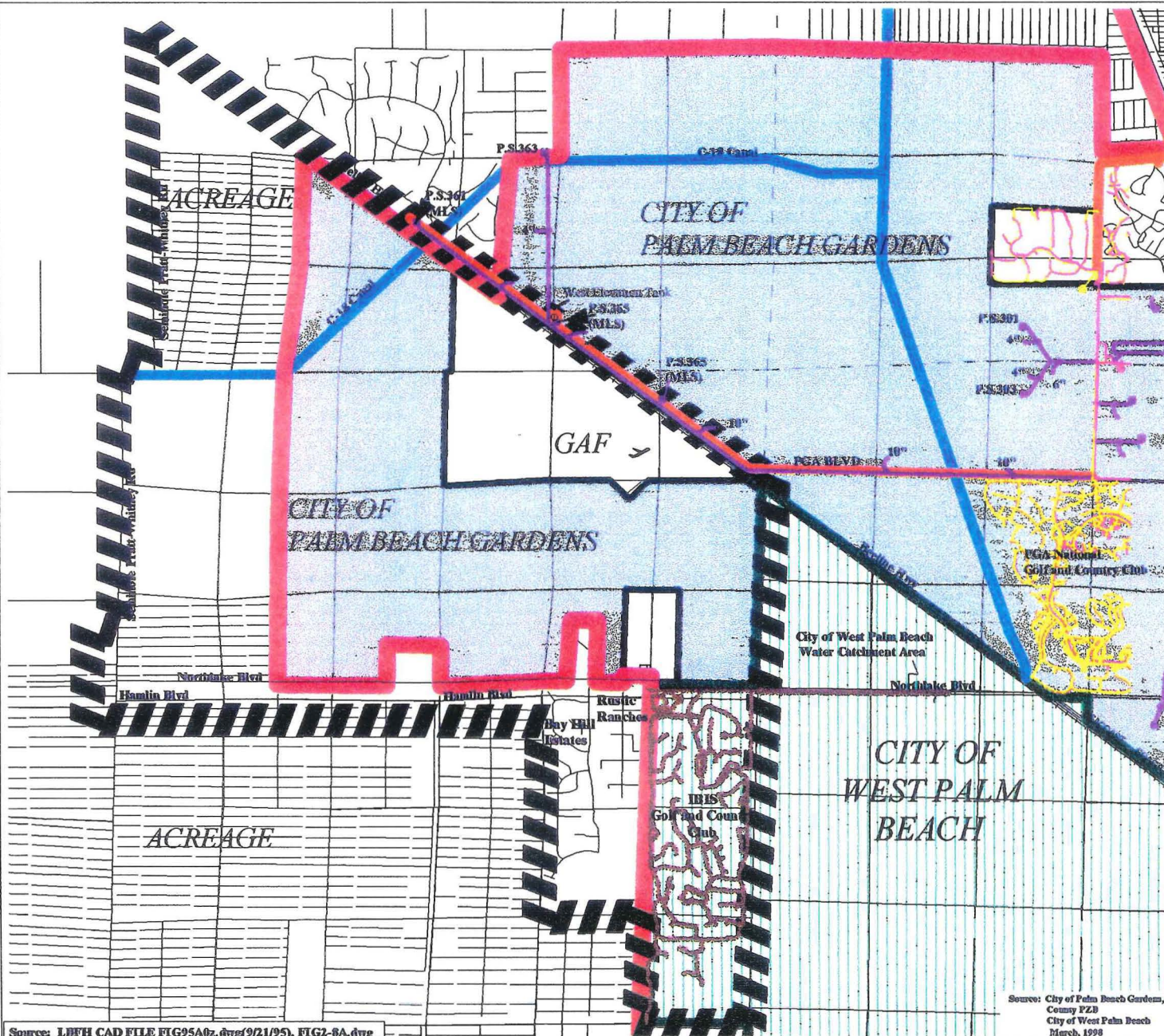


- Legend**
- Seacoast Utility Authority
Buildout Water System Distribution Improvements
Proposed Water Main(12")
 - Seacoast Utility Authority
Buildout Wastewater Transmission System
Proposed Force Main
 - Seacoast Utility Authority
Existing Force Main
 - Seacoast Utility Authority
Existing Water Main
 - City of West Palm Beach
Municipal Boundary
 - City of West Palm Beach
Proposed and Existing Sewer/Water Mains
 - County Urban Service Area Boundary
 - City of Palm Beach Gardens
Municipal Boundary
 - GAF = General Aviation Facility
 - Project Boundary
 - P.S.357 - Proposed Lift Station
 - (MLS) - Master Lift Station

Map 11

**Western Northlake Corridor
Land Use Study**

Utilities



Source: LDTH CAD FILE FIG25A02.dwg(9/21/95), FIG2-6A.dwg

Source: City of Palm Beach Gardens,
County FZB
City of West Palm Beach
March, 1998

Palm Beach County Sheriff's Department provides police protection to the study area which lies in the North County region. Due to the rural character of the area, the Sheriff's Department provides limited patrolling of the area, and utilizes a reactive approach.

b. Palm Beach Gardens

The Palm Beach Gardens Fire Department serves the City's incorporated area with three stations. For the purpose of fire protection and emergency medical service the city is divided into seven districts. District Seven includes all lands within the Northlake study area. Due to its western proximity and lack of population, District Seven is currently served by Palm Beach County Fire Rescue Station Number 17 and 26. This service was arranged through the Mutual Aid Interlocal Agreement.

Due to the overall rural character of the study area, the Palm Beach Gardens Police Department currently utilizes a 'rural crime control strategy'. This involves limited patrolling and monitoring of the area. Generally, the department takes a reactive, rather than proactive approach, to addressing public safety concerns and crime control.

c. West Palm Beach

Fire/rescue service is provided by Palm Beach County's Station #26 located at Jog Road and the Beeline Highway.

4. Parks and Recreation

a. Palm Beach County

There are no County parks planned within the study area.

b. Palm Beach Gardens

The City has a specialized facility, the municipal golf course, within the study; however, no City parks are planned for the rural area. All City parks are located in the eastern part of the City.

c. West Palm Beach

The City of West Palm Beach has no plans for parks or recreational facilities within the study area boundaries.

d. Indian Trail Improvement District

An equestrian park is planned for the southeast corner of Northlake Boulevard and Hamlin Boulevard.

III. COMMUNITY INVOLVEMENT

Public participation was pursued through two community meetings, as well as a presentation to the Acreage Landowners Association. The meetings provided an opportunity for residents and property owners to discuss their thoughts and concerns regarding the Western Northlake Corridor.

A. MARCH COMMUNITY MEETINGS - ISSUES AND CONCERNS

The March Meeting was held at the Loxahatchee Nature Center in West Palm Beach. Due to the interest in the study, two sessions were held. Attendance at the meetings was very good, with approximately 110 people attending (includes both sessions). Approximately 60 people attended the Acreage Landowners Association Meeting. A significant number of issues were raised by the public (See Appendix A). Many of the concerns were outside of the realm of this study. The two major concerns raised during the meeting, regarding land use and services; however, were increasing growth and urbanization, and traffic congestion.

A questionnaire was also distributed to those who attended the meeting, or requested a copy. A total of 55 people submitted responses to the questionnaire. Overall, people are most concerned about maintaining their rural quality of life, and traffic congestion along Northlake. The general findings/responses to the questionnaire are listed below.

QUESTION	GENERAL RESPONSE	
Question #1. (indicate interest in the area).	61%	People reside in the study area boundaries.
	34%	People are property owners, residing outside the area
	03%	People are building in the area
	02%	People live a block away.
Question #2. Why did you move into the study area, or why did you purchase property in this area?	81%	Rural environment, away from the urban setting.
	06%	Build a house
	05%	Ibis Development
	04%	Investment
	04%	Other
Question #3. Population projections indicate that some growth will continue in the study area, primarily in the southern portion of the area. What is your opinion regarding additional growth and development?	43%	Minimal Growth (primarily residential) is acceptable, as long as it is planned.
	14%	Traffic needs to be addressed before more growth.
	14%	Rural growth is acceptable, no additional urban development (commercial/industrial)
	12%	No additional growth
	07%	Growth is acceptable
	10%	Other (address schools, try to slow growth down)

QUESTION	GENERAL RESPONSE	
Question #4. There is environmentally sensitive land within the study area. How can additional growth be accommodated while ensuring the protection of the environment?	19% 17% 15% 06% 07% 36%	Limit growth and keep low densities Depend upon current restrictions, enforce regulations Do not allow additional growth Request additional buffering Do not allow commercial or industrial Other (not possible, clustering, better drainage, purchase land)
Question #5. How important is maintaining the rural character of the area? Should we develop design guidelines?	95% 04% 01%	Top priority, very important Very important, but would like additional commercial Clustering may be better than large subdivisions
Question #6. Industrial land uses are present within the study area. Do you support maintaining these industrial land uses?	72% 13% 10% 05%	No, do not allow these uses. Limited industrial is ok, should be monitored, clean industry. Industrial is acceptable. Other
Question #7. If you live in the study area, how far do you currently travel for commercial services? Is this time acceptable to you?	84% 16%	Satisfied with shopping and the distance required (a majority in the 10-20 minute range). Many also noted 3 additional commercial centers are under construction. Would like to see commercial services closer to home.
Question #8 What do you believe are the two biggest issues facing the study area?	43% 32% 15% 02% 08%	Growth Pressures, changing lifestyle, urban development coming into the rural area. Traffic congestion, need more east/west roads (SR-7, Seminole Pratt to the Beeline) Pressure for non-residential uses, commercial & industrial Taxes, money going east Other (schools, industrial, services, building/environment)
Question #9. How can these problems be addressed?	30% 22% 18% 07% 05% 04% 14%	Maintain the rural land use designation, and make sure growth is well planned Increase road building, and make it more of a priority. Listen to the residents in the area about, include in decision making, continue talking Do not allow changes Review tax structure Acreage should annex Other
Question #10. We are interested in your ideas for the future of the study area. What are your goals or future visions for this area?	43% 10% 10% 09% 06% 22%	Maintain rural character, equestrian character. Increase parks and schools, services that keep pace with development Monitor growth and plan development Increased accessibility (441 to Beeline, Seminole Pratt to Beeline, Widen Northlake) Keep the area as natural as possible Other

B. MAY COMMUNITY MEETINGS - GOALS AND OBJECTIVES

The May meeting was held at the Ibis Golf and Country Club. Approximately 100 people participated in the meeting. The purpose of the meeting was to go through the issues raised at the meeting in March, explain the objectives of the study, and present the preliminary recommendations. A majority of the people were supportive of the recommendations. Several concerns were raised with respect to: development potential of unit 11; higher density development at Ibis; and the development potential of the unsubdivided strip of land between Hamlin and Northlake Boulevard.

A second meeting was held at the Acreage Landowners Association Meeting at the Indian Trail Improvement District Headquarters. Approximately 45 people were in attendance and were generally supportive of the recommendations, primarily with respect to the recommendations regarding future commercial development.

IV. ANALYSIS AND RECOMMENDATIONS

This Section analyzes the County and Municipal adopted future land uses, to determine: 1) if these land uses meet the needs of the future population; 2) whether or not the uses are appropriately allocated; and 3) whether any changes to the County and or City land use plans are warranted. A Summary of Recommendations Map is located in the Executive Summary.

A. URBAN SERVICE AREA BOUNDARY

A majority of the study area is within the County's Urban Service Area Boundary (USAB), the demarcation line between urban and rural land uses (See Map 7, page 16 for the County's USAB). The USAB runs co-terminus with the Cities of Palm Beach Gardens and West Palm Beach municipal boundaries. The City of Palm Beach Gardens Urban Growth Boundary; however, extends only as far west as the eastern side of the Loxahatchee Slough. The City of West Palm Beach does not have a rural area. All land within West Palm Beach is considered urban.

1. Public Input

A majority of the property owners that participated in the study process were concerned about maintaining the rural character of the area, and making a clear separation between urban and rural uses.

2. Analysis

The County's USAB, as shown on the 1989 Future Land Use Atlas (FLUA), was primarily established in this area after the City of Palm Beach Gardens (Gardens) annexed a significant amount of acreage in 1990. The County's policy was to include all municipal boundaries within the USAB since at the time few, if any, municipalities had Rural Service Areas. In general, upon annexation of property, most municipalities change the land use designation to reflect an urban land use. However, the land use in the western area of the Gardens was never changed from the County designations of RR-10 and RR-20, which predated the annexation. Therefore, the future land uses within the western area of the Gardens remain rural.

The City of Palm Beach Garden's adopted growth boundary is located east of the Loxahatchee Slough. The Garden's plan calls for a majority of the study area, north of Northlake Boulevard, to remain rural through the planning horizon (2015). The City of Palm Beach Gardens has stated that they are currently not planning to serve the area west of the West Palm Beach Water Catchment Area with a full range of urban services. Given this situation, and the fact that the County does not have land use jurisdiction over the incorporated land within the Gardens, the delineation of the USAB as shown on the County's FLUA is misleading and generally unenforceable. The current boundary does not reflect the future plans for the area in terms of services or land use density/intensity.

There are two unincorporated parcels, currently designated Institutional and Industrial, totaling approximately 272 acres that are currently within the County's USAB. The Ibis Golf and Country Club, in the City of West Palm Beach (WPB), is also located in the USAB. The County and City of WPB have already determined that these parcels will be served with an urban level of service during the planning horizon, and as such should remain within the County's USAB. There is also a jog in the County's USAB south of Menorah Gardens Cemetery, where a 11.4 acre parcel was placed in the Rural Service Area. The land behind the cemetery is in the Urban Service Area, and services may be provided to this site. However, the future water/sewer service would have to by-pass this 11.4 acre parcel, to provide services to the north. This situation does not support the efficient delivery of urban services, and should be reconsidered.

The North County Airport is surrounded by the City of Palm Beach Gardens , but was not annexed into the City. It is currently within the County's Rural Service Area. The airport has its own on-site water/sewer package treatment facility. Future plans at the airport could include non-residential uses, such as light industrial development, which if approved may warrant additional services such as public water and sewer. The County has a Limited Urban Service Area (LUSA) designation which currently only pertains to the Pratt-Whitney facility. The LUSA recognizes the need for large non-residential uses to have limited services to serve the uses on site. Specifically, the County definition states that Limited Urban Service Areas are, " Existing non-residential areas which do not receive the full compliment of urban services. Typically, LUSAs receive only urban levels of service for sanitary sewer and potable water." The Board of County Commissioners (BCC) is considering the designation of additional LUSA's as part of amendment round 98-2. If the BCC supports this concept, the LUSA may be an appropriate future designation for the North County Airport.

3. Summary/Conclusion

The USAB on the County's FLUA contributes to the lack of a clear delineation between urban and rural uses within the area, and does not accurately reflect the adopted future land uses within the area, and the provision of services. The City of Palm Beach Gardens has indicated that any development in the study area (and in the City boundaries) would not receive the same level of service as in the urban area to the east. In addition, the concept of the County's Limited Service Areas should be considered for the North County Airport in the future.

4. Recommendations

Create a better delineation between urban and rural uses, and discourage the premature conversion of rural land to urban uses, by implementing the following .

- * The USAB which encompasses the the City of Palm Beach Gardens, as delineated on the County's FLUA, should be amended to reflect the Urban Growth Boundary as adopted within the City of Palm Beach Gardens Comprehensive Plan. (PB County)

- * The County's USAB, and an urban land use designation for those properties that currently have an urban designation, should be maintained in the unincorporated area and within the City of West Palm Beach. (PB County)
- * The County's USAB should be amended to parallel Northlake Boulevard, and take in the 11.4 acre parcel located just south of the Menorah Gardens (Claartje Property). (PB County)
- * The City of Palm Beach Gardens should amend its FLUA to reflect the MacArthur property, currently 85 acres of industrial land, as a Limited Urban Service Area.⁷ In addition, if the Gardens annexes land currently within the unincorporated USAB, the City should amend its FLUA to designate these properties as a Limited Service Area. (City of PBG)
- * If additional non-residential uses are approved at the North County Airport, and the airport has an urban level of public water and sewer, and capacity to provide additional service on site, the County should consider amending its FLUA to include the North County Airport as a Limited Urban Service Area. (PB County)

B. INDUSTRIAL

Industrial future land uses are located on the north side of Northlake Boulevard, just west of the West Palm Beach Water Catchment Area. There are a total of 227 acres of land currently designated industrial on either the County or City of Palm Beach Gardens FLUA. These parcels were originally part of a larger tract of land, collectively known as the Northlake Industrial Corridor, a majority of which is environmentally sensitive land that has since been purchased by the County (See Page 17, for industrial background information).

1. Public Input

A majority of the property owners who participated in the study process indicated a preference for residential in the area as opposed to industrial because of the character of the area.

2. Analysis

Supply/Demand Analysis: Industrial uses are a component of a good land use mix, as they allow for employment opportunities and economic development. Since the study area boundaries are rather limited, a general supply and demand analysis for industrial land was completed using a slightly larger trade area to determine if there was sufficient industrial acreage. The trade area is shown on Map 12 in Appendix B.

⁷ The Gardens definition for a limited service area acknowledges a different level of service than in the urban area for such services as police, fire rescue, and parks.

There is very little built, and approved but unbuilt, industrial in the trade area. Only approximately 6% of the potential industrial land has been either approved or built to date. Roughly 463 acres of vacant uncommitted industrial acreage exists in the trade area, which could be developed as industrial.

The first step in determining the need for industrial acreage in the trade area involved comparing the vacant, uncommitted industrial acreage in the trade area to the built industrial acreage in Boynton Beach and Delray Beach. These communities were chosen because their populations are approximately 50,000 each which roughly corresponds to the projected population of the corridor area by the year 2015. It is assumed that the existing, built industrial in these areas are meeting the needs of the residents. Therefore, a standard can be developed which can be used for comparison with the western Northlake trade area.

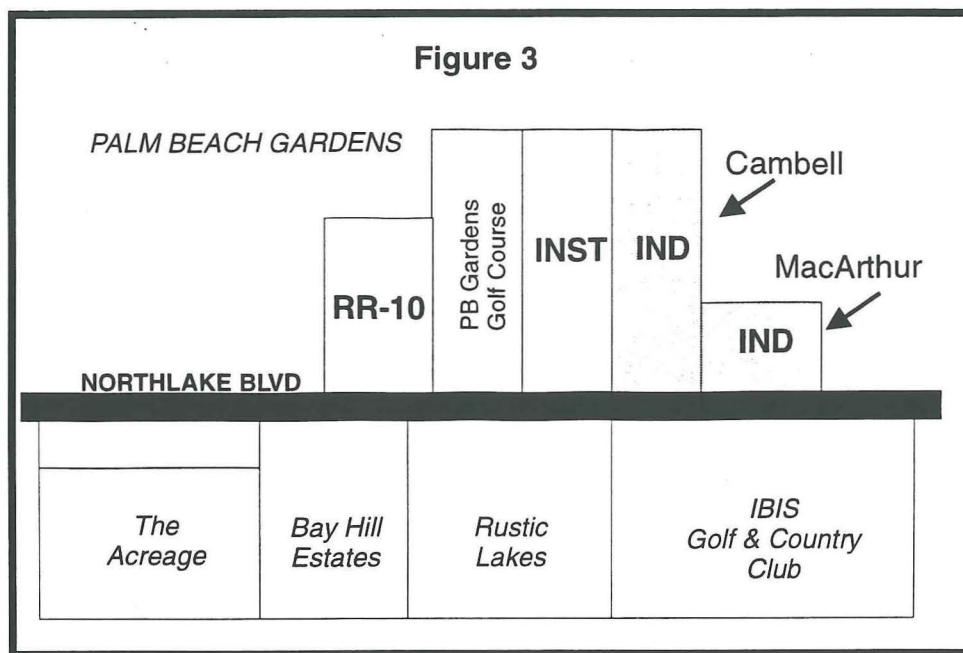
Boynton Beach and Delray Beach have approximately 2,785,595 square feet and 2,310,373 square feet, respectively of built industrial. This corresponds to approximately 55.71 square feet per person, and 46.21 square feet per person respectively, and averages at 50.96 square feet per person.

As stated earlier, there is approximately 463 acres of vacant, uncommitted industrial land in the trade area. Development potential of the vacant industrial land depends on the Floor Area Ratio (FAR). If all of the vacant, uncommitted industrial in the corridor is developed at a .30 FAR (the typical industrial FAR) approximately 121 square feet per person would result. If the vacant, uncommitted industrial is developed at .45 FAR, the maximum FAR permitted, approximately 181 square feet per person would result. Given that the industrial land per person, when developed either at .30 FAR or .45 FAR, exceeds the square footage per person in the comparison communities, an excess of industrial land appears to exist (approximately 200 - 300 acres of excess supply in the area by 2015).

In addition, the fact that the land currently designated for industrial has not been developed may indicate that there is no pressing need for additional industrial uses at this time in this place. Other actors may influence the need for industrial: location, timing, drainage, etc.

Locational Assessment/Compatibility: In addition to the supply/demand of industrial land, the location of these land uses must also be considered. The two remaining undeveloped industrial parcels in the study area (Campbell Property and MacArthur Property, See Figure 3) are not well located in terms of access and proximity to other industrial uses, and are generally out of character with the surrounding area.

The South Florida Water Management District (SFWMD) indicated that, from a water quality standpoint, a residential land use may be more appropriate on these sites, than industrial. Additional review, based on the supply/demand analysis, indicates that there is an excess supply of industrial land designated on the County and City of Palm Beach Gardens FLUA; and removing these sites (227 acres) would not result in a shortage of



industrial acreage or employment opportunities in the area, since other industrial sites are available for development in the general vicinity. Given that the supply/demand assessment identified a surplus of industrial land, in excess of the year 2015, and based on the fact that these lands may not be suitable for industrial development from a locational standpoint, a redesignation of land use appears appropriate.

3. Summary/Conclusions

There is currently an abundance of industrial land within the trade area, and given the location of the two Industrial sites in the study area, access issues, character of the area, and public comment, another urban land use on the Campbell property and the MacArthur property appears to be warranted. Furthermore, if additional industrial land is demonstrated to be needed in the future, the North County Airport, should be investigated for such use.

4. Recommendations

In order to provide for a balanced land use pattern, and ensure compatible land uses, the industrial land use designations on the County and City of Palm Beach Gardens FLUA's should be amended.

- * If petitioned, amend the County Industrial designation on the north side of Northlake Boulevard to a low density urban land use. If petitioned, the City of Palm Beach Gardens should amend the MacArthur property to a low density urban land use. (PB County, City of PB Gardens)
- * If a need for additional industrial land is identified in the future, investigate the potential for future industrial uses at the North County Airport Facility. (PB County)

C. RESIDENTIAL

The Ibis Golf and Country Club, within the City of West Palm Beach, has the only *urban* residential FLUA designation within the study area boundaries, "Single Family Residential." The remaining residential areas all have County or City of Palm Beach Garden's FLUA designations of RR-10 or RR-20.

1. Public Input

A majority of the property owners who participated in the process recognized that growth was going to continue in the study area, and that additional urban residential growth was acceptable as long as it was well planned and compatible with the surrounding area.

2. Analysis

Supply/Demand Analysis: The County and Cities Future Land Use Atlas' (for all of Palm Beach County), including previous approvals, designate enough residential land to accommodate the anticipated 2015 future population of 1,361,100 (Population estimates provided by the Bureau of Economic and Business Research). Therefore, at this time, there is not a need to amend the County's Urban Service Area Boundary or Gardens' Growth Boundary, in order to provide additional urban residential land to meet the housing needs of the future population.

When examining the more localized study area and trade area, given current absorption rates and based upon the number of approved residential units, a majority of the housing units, 94%, will be absorbed by approximately the year 2015 (See Appendix C). Thus, there may be a slight demand for additional housing within the planning horizon. It is important to note, however, that this demand may also be accommodated by increasing densities in the eastern area of the County or the Cities, where urban services are already available. The County and City plans call for encouraging infill development and redevelopment. The distribution of housing units to meet the needs of the population can be accommodated in many different ways, and is thus a policy issue.

Locational Assessment/Compatibility:

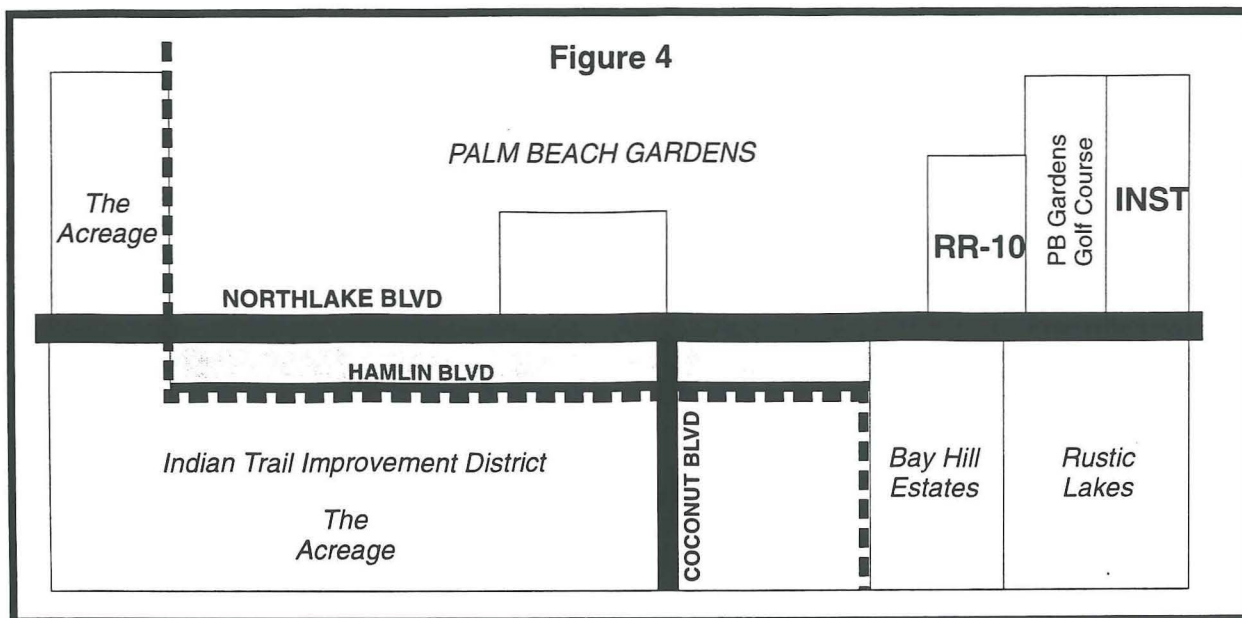
Urban Residential. While there is not a pressing need at this time to increase residential densities to accommodate the future population, a need has been identified to change the FLUA designation for the industrially designated lands (Campbell and MacArthur properties). A residential designation appears to be the most appropriate use for these sites from a compatibility standpoint, and given the 94% absorption rate in the study area, the additional 227 residential units will not result in an over allocation of residential land throughout the planning horizon. Furthermore, because these sites are already in the County's Urban Service Area Boundary, an urban density is appropriate, and is not an example of the premature conversion of "rural" land to urban uses.

However, industrial development, which is currently located on the sites, has a different demand on services than residential. Palm Beach County fire rescue service, for instance, indicated that in fiscal year 96-97, the assigned station had an average response time, for Station #26, of eight (8) minutes and thirty-four (34) seconds; and for Station #17, nine (9) minutes and twenty-two (22) seconds, which may be of concern for the elderly and other special needs groups which may want to locate in the area. Parks and other amenities are currently not planned in the study area. Traffic impacts will be reduced if the properties are amended from Industrial to Residential (residential land use at 1 unit per acre is a lower trip generator than industrial), which is beneficial given the traffic congestion which already exists on the Northlake Boulevard.

The significant amount of environmentally sensitive lands within the area, and County owned Conservation lands, must also be taken into consideration with respect to residential development and the density. Residential development brings additional people, exotic landscaping and pets which are not always compatible with conservation efforts; and the management of Conservation lands often requires activities such as prescriptive burns, which may also, on occasion, be viewed as an incompatible neighbor for residential development. Therefore, only the lowest urban residential designation should be approved in this area, which is also consistent with the general character of the area. Clustering will likely be required toward Northlake Boulevard, given the extent of wetlands in the northern portion of each property.

Finally, the Gardens Visioning Plan calls for the amalgamation of 250 acres of residential land in this area. The conversion of the MacArthur property and the Campbell property to residential will, combined, meet this acreage threshold. The adjacent Institutional parcel, which is approximately 130 acres in size, should also be considered for a low density residential designation consistent with the adjoining properties (see Institutional discussion, page 50).

Rural Residential. Although a majority of the area maintains a RR-10 FLUA designation, there are several subdivisions (see page 12) which pre-date the plan and are building out at densities ranging from 1 unit per 10 acres, to approximately 1.25 units per acre. Therefore, while RR-10 is shown on the map, a higher density and population are anticipated in the study area. All of the current subdivisions are located on the south side of Northlake Boulevard. There is a tract of land on the south side of Northlake Boulevard, between Northlake and Hamlin Boulevard, however, that is still un-subdivided (See Figure 4). This tract is also outside of the Indian Trail Improvement District boundaries. The tract is long and narrow (approximately 600 feet of depth). A majority of the land adjacent to this tract is at a higher density, generally 1 unit per 1.25 acres. If the tract were subdivided with access on to Northlake Boulevard, it would create numerous curb cuts. From a safety standpoint, access would be much safer on to Hamlin Boulevard. According to Indian Trails Improvement District, access could be obtained for a yearly fee. Permitting this tract of land to subdivide at a higher density, consistent with the County's Managed Growth Study, may be more appropriate if access can be shifted to Hamlin Boulevard. Incorporation into the Indian Trail Improvement District would also assist in the future development of this tract.



Unit 11 of the Acreage is within the study area boundaries. This area has not yet been opened for development, since there is not a SFWMD approved drainage plan for the area.

The City of Palm Beach Gardens Visioning Plan calls for a rural residential or equestrian PUD on the Vavrus Property, as a long term goal. The Indian Trail Improvement District is in the process of developing an equestrian park at the intersection of Hamlin Boulevard and Seminole Pratt Whitney Road. Given the large lot residential development pattern, significant amount of environmentally sensitive lands, and the interest in equestrian types of uses in the area, this type of development appears to be appropriate in the future; however, there are currently few incentives to development in this manner.

3. Summary/Conclusions

Urban Residential: There is no need to adjust the County's USAB or the City of Palm Beach Gardens Growth Boundary at this time to add additional urban land to meet the needs of the future population. Although most units in the more localized area will be absorbed by around 2015, additional housing demand can be accommodated by increasing density further east, on lands already designated as residential. However, it has also been determined that the industrial designations within the study area are not well located. Therefore, a change from industrial to residential on the Campbell and MacArthur properties does appear to be warranted, but only to the lowest urban residential designation, given the amount of environmentally sensitive lands within the area. Any residential land should be designed in such a way as to enhance and respect any adjacent rural and conservation uses.

Rural Residential: The data and analysis do not support the conversion of rural residential land to an urban density within the Planning Horizon; therefore, most of the rural land should continue to develop consistent with the Cities and County Comprehensive Plans. The tract of land between Hamlin and Northlake Boulevard, which is currently unsubdivided, should receive a higher rural density if access to Hamlin can be obtained. The equestrian planned development concept should be encouraged as a long term goal on the Vavrus property, and additional incentives should be created.

4. Recommendations

Protect the character of the area, meet the needs of the future population and discourage urban sprawl, by implementing the following recommendations.

- * Upon request from the property owner, the County should amend the FLUA designation from Industrial to Low Residential, 1 unit per acre (Campbell property). Upon request from the property owner, the City of Palm Beach Gardens should amend the MacArthur property's FLUA from Industrial to Residential Very Low (1 unit per acre). Only the lowest urban residential designation should be considered, given the low density character of the area and the significant number of environmentally sensitive lands. (PB County, City of PB Gardens)
 - * Upon request from the property owner, amend the Institutional land use, north of the Menorah Gardens site, to Low Residential, 1 unit per acre (LR-1). (PB County)
 - * In order to ensure a consistent character in the area, design guidelines should be developed for the residential areas, to be adopted by November 1998, including guidelines for set-backs, buffering and landscaping. (PB County, City of PB Gardens, City of WPB)
 - * Require any environmental preserves or set asides to be located adjacent to existing conservation areas. (PB County, PB Gardens, City of WPB)
 - * If access can be provided on to Hamlin Boulevard, approve the subdivision of the land located between Hamlin Boulevard and Northlake Boulevard, which is outside of the Indian Trail Improvement District, as 1 unit per 2.5 acres (or as consistent with the findings of the Managed Growth Study). (PB County)
- The potential of adding this land to the Indian Trail Improvement District should also be investigated.
- * The rural lands within the study area, should retain the RR-10 or RR-20 land use designations, consistent with current County/City land use plans. (PB County, City of PB Gardens)

- * Equestrian uses within the study area should be encouraged, and a future equestrian development on the land known as the Vavrus Property should be supported. (City of PB Gardens)
- * A rural cluster development pattern should be investigated associated with the equestrian development which would provide a density bonus for significant open space. (PB County, City of PB Gardens)

D. COMMERCIAL

Although there are no commercial uses currently within the study area, three new shopping centers have been approved to serve the population: 1) Ibis Golf and Country Club (located inside the study area boundaries) is approved for approximately 79,420 sq.ft., and is under development; 2) the Pratt-Orange Commercial site is approved for approximately 110,000 sq.ft.; and 3) Callery-Judge Groves site is approved for approximately 89,557 sq.ft., and is under development. There are also commercial shopping centers within PGA National, which is located to the east of the study area.

1. Public Input

One of the primary concerns identified by residents within the area was over commercialization and strip commercial development along Northlake Boulevard. A majority of the property owners who participated in the study process stated that they either did their shopping on their way to or from work, and were satisfied with their current travel time for shopping (generally less than 10 minutes), and stated that the three new shopping centers should more than meet their needs. Another related concern was traffic congestion on Northlake Boulevard. Although Northlake is planned to be expanded to 6 lanes to the east of Coconut Boulevard, and 4 lanes to the west, this is the only major east/west roadway connecting a majority of the population in the northern portion of the Acreage, to the more urbanized area. Because of the lack of east/west alternatives in the area, it is important that traffic flow on Northlake Boulevard be maintained.

2. Analysis

Supply/Demand Analysis: As residential development continues in the western area, it is important to also consider services to meet the needs of the existing and future population. Both community commercial and neighborhood commercial uses were addressed. For neighborhood type commercial uses, a 3 mile radius and a 5 mile radius were used, as well as a trade area (See Map 12, Appendix B for the trade area boundaries, and Appendix D for complete analysis).

Neighborhood Commercial: This analysis focused on neighborhood retail commercial and office. Neighborhood commercial retail and office were chosen to highlight the need for commercial space generated by the local population currently living in the surrounding area, and the population projected to be living in the surrounding area through the year

2015. The purpose of neighborhood commercial is to provide for the day to day needs of the population in the surrounding area. Square foot demand estimates for neighborhood retail commercial were compared with the square foot supply estimates of neighborhood retail commercial for the 3 and 5 mile radius, and the trade area, at .20 FAR (the average) and .35 FAR (the maximum). The results of the analysis indicate that:

3 Mile Radius (please note that there is no vacant commercial in the 3 mile radius, therefore there is no differentiation between .20 FAR, and .35 FAR):

- * demand for neighborhood retail commercial is projected to be 27,250 square feet greater than existing and approved unbuilt supply by the year 2010.
- * demand for neighborhood retail commercial is projected to be 73,082 square feet greater than existing and approved unbuilt supply by the year 2015.

5 Mile Radius:

- * The supply of existing, approved unbuilt, and vacant uncommitted commercial land, if developed at .20 FAR, is 738,298 square feet greater than projected neighborhood retail commercial demand in the year 2015.
- * If the vacant uncommitted land is developed at .35 FAR, then the potential supply of existing, approved unbuilt, and vacant land is 1,481,467 square feet greater than neighborhood retail commercial demand in the year 2015.

Trade Area:

- * If the vacant uncommitted land is developed at .20 FAR, the supply is 847,560 square feet greater than neighborhood retail commercial demand in the year 2015.
- * If the vacant uncommitted land is developed at .35 FAR, then the supply is projected to be 1,590,738 square feet greater than neighborhood retail commercial demand in the year 2015.

Office: The office needs analysis included general office plus health service, finance, insurance, real estate, and local government type uses. In comparing the office demand and supply, the results indicate:

3 Mile Radius:

- * The demand for office, using the 150 square foot per employee multiplier, is approximately 5,413 square feet greater than current approved unbuilt.
- * The demand for office, using the 200 square foot per employee multiplier, is approximately 13,551 square feet greater than current approved/unbuilt.
- * The demand for office will be 25,662 square feet greater than supply, using the 150 square foot per office employee multiplier, or 53,830 square feet using the 200 employee multiplier by the year 2015.

5 Mile Radius:

- * Using the 150 square foot multiplier and .20 FAR, the possible excess supply of office is 821,969 square feet in 1998 and 769,108 square feet in 2015.
- * A large amount of potential excess supply, 1,472,171 square feet, still remains in 2015 using the 200 square foot multiplier and .35 FAR.

Trade Area:

- * Using the 150 square foot multiplier and .20 FAR, the possible excess supply of office is 933,393 square feet in 1998, and 864,298 square feet in 2015.
- * A large amount of potential supply, 1,560,852 square feet, still remains in 2015 using the 200 square foot multiplier and .35 FAR.

Community Commercial: As a reference, a draft community commercial analysis was also completed (please note the community/regional commercial review was based on population and labor market information which have subsequently been updated.) Community commercial included not only neighborhood needs, but also larger community and regional needs. Even when looking at a larger variety of uses, within the larger trade area, it is evident that additional community commercial development would not be necessary until approximately the year 2010. According to the findings, there may be a need for approximately 300,000 additional square feet of commercial in the corridor area by the year 2015, if the uncommitted vacant commercially designated land is built at the maximum allowed FAR. There may be a need for approximately 800,000 additional square feet of commercial in the corridor area by the year 2015, if the uncommitted vacant commercially designated land is built at .25 FAR, which is less than the maximum allowed (even at .20 FAR, the results do not change significantly,--See A D).

Locational Assessment/Compatibility: In addition to considering the need, it is also important to consider the location and type of commercial that is appropriate for the study area. A majority of the Western Northlake Corridor is designated as rural, with only minimal urban growth planned through the year 2015. In addition, the number of environmentally sensitive lands within the area also encourages a rural pattern of development, in keeping with current plans. Therefore, any large community commercial centers proposed to meet the needs of the future population, should only be permitted in the more urbanized area, east of the Loxahatchee Slough, consistent with where a majority of the population will reside. Community commercial centers should not be located on the edge of the urban area. Neighborhood type commercial services; however, should be considered within the study area to support the daily needs of the local population. To keep a clear distinction between urban and rural land uses, neighborhood commercial uses should locate where urban services are planned, so that the site can be properly served with public water and sewer.

Since there is no projected need for more neighborhood commercial until after 2010, timing and phasing should be required to avoid the premature conversion of rural land to urban uses. New neighborhood commercial development should not be considered for approval

until the year 2005, providing a five year period for the approval process, and development of the site, to meet the need by the year 2010. Thereafter, commercial need within the Northlake Corridor should be evaluated on a five year basis.

3. Summary/Conclusions

The study area is predominantly rural, and therefore, only neighborhood commercial uses should be permitted. There is sufficient neighborhood commercial acreage to meet the needs of the current and projected population through approximately the year 2010, with three centers under construction to meet current and future need. A slight demand currently exists for office in the area, approximately 5,000 sq.ft. Beyond the year 2010, a need arises for some neighborhood commercial uses, about 27,000 sq.ft., and by 2015, demand for neighborhood uses is projected to be 73,000 sq.ft. greater than existing and approved unbuilt supply. Neighborhood type commercial uses, therefore, should be planned, with timing and phasing, to meet the local needs of the future population. Neighborhood uses should only be permitted in the urban service area in nodes or centers that meet approved location criteria. Community or regional commercial services should be restricted to more urbanized areas east of the Loxahatchee Slough - and not permitted in the study area.

Strip commercial development should be prohibited along Northlake boulevard, in order to maintain traffic flow and the rural character of the area. Any future commercial uses should locate in nodes or centers within the USAB.

4. Recommendations

- * Permit only neighborhood commercial uses in the study area. By November 1998, a list of neighborhood commercial uses should be developed which are acceptable to the three local governments. (PB County, City of PB Gardens, City of WPB)
- * Require new commercial uses to locate in the Urban Service Area (or Gardens LUSA), to ensure the separation between rural and urban uses, and ensure that the commercial uses are served by potable water and sanitary sewer systems. (PB County, City of PB Gardens, City of WPB)
- * Adopt timing and phasing requirements for new commercial development within the study area boundaries. No new commercial uses shall be considered at this time. Consider commercial designations at the following five year intervals: 2005, 2010, 2015. (PB County, City of PB Gardens, City of WPB)
- * Limit any commercial development within the USAB, after the year 2005, to 85,000 square feet (cumulative). (PB County, City of PB Gardens, City of WPB)

- * Require commercial land use requests to be located in nodes. Strip commercial development will be prohibited. At a minimum, frontage on Northlake Boulevard shall be limited to 100 feet. A commercial development shall be required to be at least three times as deep as it is wide, as measured by the Northlake frontage. (PB County, City of PB Gardens, City of WPB)
- * By November 1998, develop design guidelines for any non-residential development which locates in the study area. (PB County, City of PB Gardens, City of WPB)
- * Utilize the Acreage Neighborhood Plan commercial criteria as a guide for buffering. (PB County, City of PB Gardens, City of WPB)

E. INSTITUTIONAL/PUBLIC FACILITIES

The only institutional land use in the study area is the Menorah Gardens Cemetery.

1. Public Input

No concerns were identified during the study process regarding institutional uses.

2. Analysis

The institutional future land use designation within the study area was placed on the map to reflect an existing approval. Although, the Menorah Gardens Cemetery was apparently envisioned to expand, significant expansion appears unlikely given the amount of time that has passed with no additional acreage added to the Cemetery. In addition, another urban land use category may be more appropriate in this area, especially in consideration of the change recommended from Industrial to Low Residential for the adjoining Campbell property (See residential discussion). This Institutional parcel also has environmentally sensitive lands on site, and is adjacent to County owned conservation land. Therefore, if a change in land use is considered, only the lowest density residential category should be considered.

The County and both Cities allow for flexibility in locating most types institutional uses. Institutional uses should be generally encouraged within the area, however, traffic flow on Northlake Boulevard remains a concern. Institutional uses may also be appropriate transitional uses along Northlake Boulevard where the road is planned for six lanes.

3. Summary/Conclusions

Institutional uses are encouraged in the study area boundaries to meet the needs of the population. However, when possible, institutional uses should be encouraged to co-locate and share access. Parcels along Northlake Boulevard, where expansion of the roadway will eventually be six lanes, may be appropriate for institutional development.

4. Recommendations:

- * If petitioned by a property owner, the County should amend the FLUA designation for the Institutional uses surrounding the cemetery to a low density residential designation (LR-1 only). (PB County)
- * Encourage institutional uses to co-locate, along Northlake east of Coconut. (PB County, City of PB Gardens, City of WPB)

F. TRANSPORTATION/ROADWAY NETWORK

1. Public Input

A major concern identified by the residents in the area is traffic congestion on Northlake Boulevard, primarily east of Coconut. Property owners also mentioned that they were concerned about maintaining the rural character of the area.

2. Analysis

Northlake Boulevard is the only east /west roadway serving the surrounding area. Current LOS on Northlake, east of Coconut Boulevard is F. Although improvements to the roadway network are planned, population growth is also going to continue in the area. Therefore, maintaining traffic flow should be a priority for western Northlake Boulevard. This roadway still has the opportunity to function appropriately, and without being lined with curb cuts and strip commercial development.

Another concern is maintaining the character and appearance of the area. "No single factor contributes more to the appearance or image of an area than the street scape along the gateways that pass through and help define those areas. A street scape with visual continuity and a sense of order gives the impression of strength and stability."⁸ In order to improve the image, and create a transition between the urban and rural area, landscaping and design should be incorporated into future plans for Northlake Boulevard:

In the urban area, and west to Coconut Boulevard, landscape medians should be used to "break up" the roadway pavement, which is ultimately planned for six lanes.

To maintain traffic flow, and the rural character, the County should consider a "Rural Parkway" concept, to the west of Coconut Boulevard, where future plans call for 4 laning of Northlake Boulevard. This concept would include additional open space (potentially 50 feet on each side of the road, in addition to the R-O-W) , in order to maintain the rural character of the area, and limit access on to Northlake Boulevard, to maintain traffic flow. This would require that the County purchase the

⁸Billy Graham Parkway/Tyvola Road Extension, Special Project Plan, Charlotte City Council and Mecklenburg Board of County Commissioners, May 1985.

buffers and potential access on to Northlake Boulevard. Although the initial cost may be higher, there may be a significant savings over time, if this portion of Northlake Boulevard can be maintained at 4 lanes, and not have to expand to 6 lanes consistent with plans for Northlake east of Coconut Boulevard.

In addition, to the appearance of the roadway, the question was also raised as to whether or not six lanes would still be required east of Coconut Boulevard, (given the decrease in intensity on the currently designated industrial parcels, and purchase of conservation lands in the area). However, additional data would need to be compiled and analyzed in order to answer this question.

3. Summary/Conclusions

In conclusion, maintaining traffic flow on Northlake Boulevard should be a priority, given that this is the only east/west access for the northern portion of the acreage. Strip commercial development should be prohibited. Additional design guidelines and standards along this stretch of Northlake Boulevard should also be adopted which will not only help define the urban and rural character of the area, but also cut down on curb cuts and maintain traffic flow.

4. Recommendations

- * Reexamine Northlake Boulevard to determine whether the planned expansion to six lanes in the study area is warranted. (PB County)
- * Investigate the use of a landscaped median, for the portion of Northlake Boulevard which is currently planned for six lanes. Landscaping should include a variety of landscape materials which are indigenous to the area. (PB County, City of PB Gardens, City of WPB)
- * Investigate a "Rural Parkway" concept for Northlake Boulevard, which would extend from Coconut Boulevard, west to Seminole Pratt-Whitney, to preserve the rural character of the area, and where feasible, reduce the potential for curb cuts along Northlake. (PB County)
- * Encourage street scape improvements along Northlake Boulevard, including tree planting, sidewalks and bikeways. (PB County, City of PB Gardens, City of WPB)

G. INTERGOVERNMENTAL COORDINATION

1. Public Input

The issue of annexation was raised by several property owners, primarily how might annexation in the area occur. Property owners also requested that the local governments in the area continue to keep them involved in the land use planning process, and have continuing dialogue.

2. Analysis

There are three local governments in the study area: unincorporated Palm Beach County, City of Palm Beach Gardens, and the City of West Palm Beach. Each local government has an interest in the future of the study area, and each has its own review process, plan, and set of development standards. Therefore, land use coordination can be difficult. The future of this area should not be developed on an incremental basis with each local government making an independent decision, but rather coordinated so that a consistent approach is undertaken.

The main focus of this study is on coordination of land use, and not annexation. This study does not address which local government should annex which parcels or tracts of land, but rather attempts to reach consensus on the future of the area, so that regardless of annexation, the recommended land use pattern will be implemented.

3. Summary/Conclusion

Improved intergovernmental coordination is one of the objectives of this study, and coordination of land use should continue even after the study process is over. This could be accomplished by each of the local governments: 1) entering into an interlocal agreement to carry out the recommendations of the study; 2) continuing to have a input on any proposed project that locate in the area; and 3) requiring at least dual approval for any land use change that is not recommended by this study.

4. Recommendations

Improve intergovernmental coordination by implementing the following recommendations.

- * By November 1998, adopt a tri-party interlocal agreement between the County, City of Palm Beach Gardens and City of West Palm Beach, to carry out the recommendations of this report. (PB County, City of PB Gardens, City of WPB)
- * Set up a staff review committee, comprised of staff from the three local governments, to review any projects which locate in the study area, to ensure that the design guidelines established are carried out. (PB County, City of PB Gardens, City of WPB)
- * Require dual approval of any land use change which is not consistent with the findings of the Western Northlake Corridor Land Use Study. (PB County, City of P Gardens, City of WPB)

V. APPENDICES

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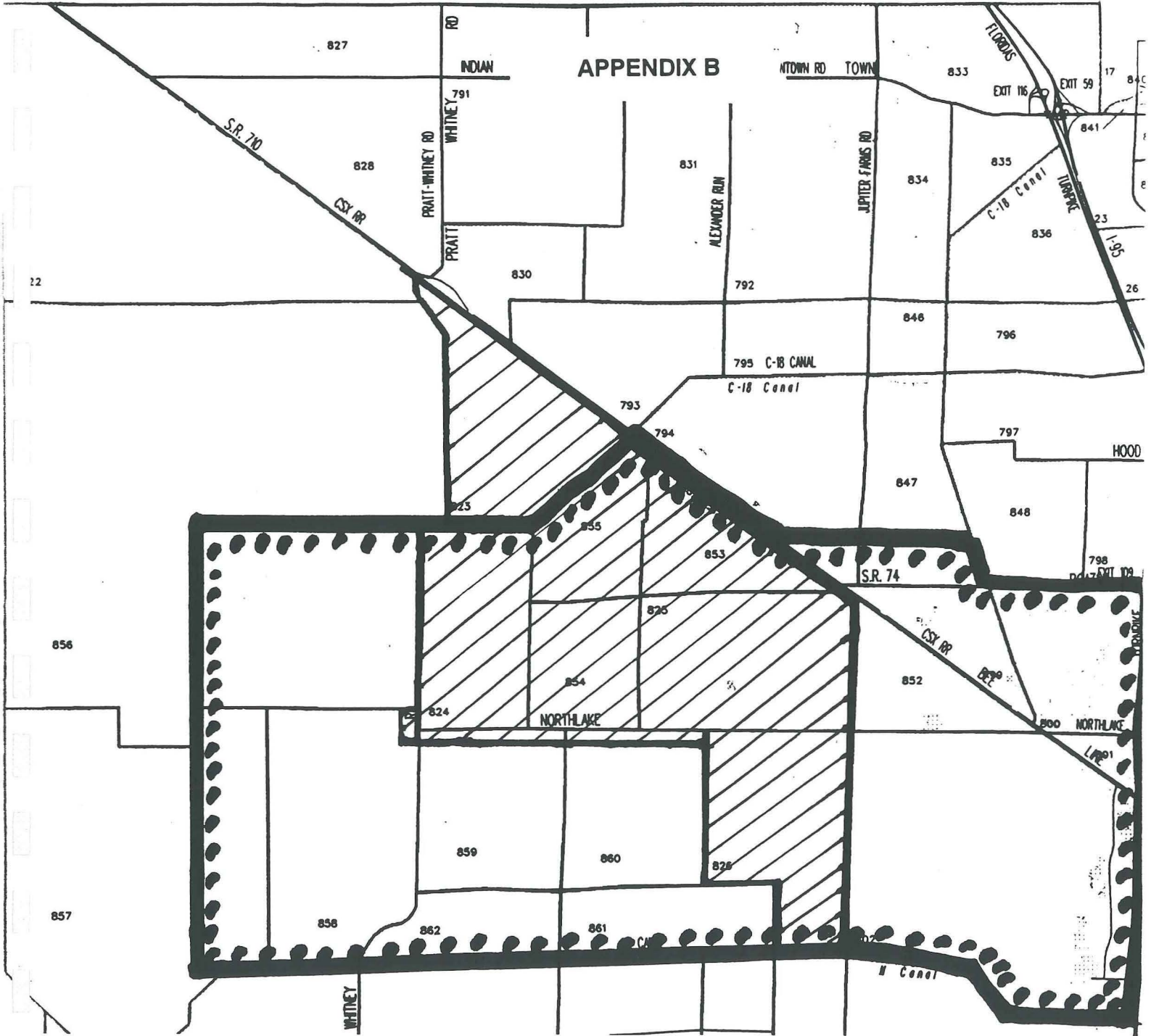
APPENDIX A

PUBLIC MEETING ISSUE SUMMARY

ISSUE	RELATES TO STUDY	FORUM TO ADDRESS
Traffic/ Roadways		
Roadway Widenings: Will Northlake Blvd. and Seminole Pratt Whitney Rd. be widened/ extended? When will this occur? Can this occur sooner? Can we prevent Seminole Pratt Whitney from connecting to the Beeline?	The study is incorporating existing plans. Northlake Boulevard (six lanes) to Coconut is in the County's Five Year Plan. Northlake beyond Coconut (four lanes) and Seminole Pratt Whitney are in the County's 2015 Plan, but are not programmed at this time.	
Truck traffic on Northlake	No	Contact the Sheriff's Department, 776-2000, if the trucks are speeding.
Increased traffic	The study is trying to prevent further degradation of traffic flow. For example, the study is looking at limiting access onto Northlake Boulevard in order to maintain traffic flow. Contact Traffic Engineering, 684-4030, for more information.	
The need for an east/west road - we need more east/west and north/south roads	No, the study is not contemplating additional roads.	Roads are planned based upon the predicted number of daily trips. Contact Traffic Engineering, 684-4030, for more information. However, the study is contemplating maintaining good traffic flow on Northlake.
US 441/ State Road 7 Alignment Study/ Construction: Consider the impacts on the ESLs and residences	No	This issue is being considered by the Florida Department of Transportation (FDOT) through their planning process. Contact FDOT, 954-777-4601, for updates.
Funding for road widening	No	Roadway improvement dollars are allocated annually by the BCC. Contact Traffic Engineering, 684-4030, for more information.

ISSUE	RELATES TO STUDY	FORUM TO ADDRESS
Impact of widening the roadways, ie Seminole Pratt (noise, etc)	The recommendations will consider the impact of roadway improvements on proposed uses. Some of the design features being considered are specifically intended to address the impacts of the improvement on adjacent properties.	
Infrastructure		
Services (ie concurrency services)	Continue to allow for the provision of urban levels of services within the Urban Service Area and allow only rural levels of services within the Rural Service Area.	
Water and sewer extensions	Properties within the Urban Service Area should receive urban levels of service while properties outside the Urban Service Area (ie the Acreage) should not receive urban levels of service. This recommendation addresses the objective of better defining the difference between Urban and Rural uses.	
Increased population and impacts/ need for services (ie fire rescue, police)	Separation of urban and rural uses and densities is being maintained.	
Protection of household water wells from contamination especially from septic tanks	The study is proposing to maintain lot sizes which area conducive to the use of wells and septic tanks. For additional information on water wells and septic tanks contact the County Health Department, 355-3070.	
Land Use/ Urban Development		
Vavrus - building out	Based upon the collected data and analysis, no change proposed at this time.	
Unit 11 Development: Will Palm Beach Gardens annex? The market value is higher than the offered prices. ERM's willing seller program	No change proposed at this time. A drainage plan, approved by South Florida Water Management District (SFWMD), is required prior to development. The SFWMD has advised us they have not approved a drainage plan for Unit 11. Contact Indian Trails Improvement District for more information, 793-0874. For more information on ERM's program, contact ERM, 233-2400.	
Land uses adjacent to Ibis	Considered and evaluated.	
North County Airport: Are there any plans to expand the airport?	No change is proposed at this time. Staff is verifying water and sewer service and the approved industrial uses at the airport. Contact Airports Department, 626-9771, for updates.	
Conservation purchases and greenways	Continued protection of resources proposed.	
What is the status of the Shoppes at Ibis	No	Previously approved project, under construction at this time. Contact the City of West Palm Beach, 659-8031, for more information.

ISSUE	RELATES TO STUDY	FORUM TO ADDRESS
Industrial uses - are they appropriate? Are they compatible?	This is not a good location for Industrial. Staff is evaluating alternatives.	
Land Use/ Urban Development (continued)		
Annexation of Rustic Lakes and Bay Hill Estates Does West Palm Beach have plans to annex?	No	Contact the City of West Palm Beach for information regarding the annexation potential of these areas, 659-8031.
Protection of rural densities with increased development interest: Don't change our lifestyle with the intrusion of non-residential services.	Yes, maintenance of rural development patterns is being evaluated.	
Could development occur in the Water Catchment Area?	Development cannot occur in the Water Catchment Area.	
Commercial services: Current driving distance/time is acceptable. We don't need more commercial services. Will additional commercial require water & sewer, and as such require us to hook-up?	The need for additional commercial acreage is being evaluated.	



Map 12



Trade/Market Area



Study Area Boundaries

APPENDIX C

Northlake Study: Dwelling Unit Estimates and Projections for Market Area

TAZ	1990	1997	1998	1999	2000	2005	2010	2011	2012	2013	2014	2015
0794	20	37	38	40	43	65	104	115	127	140	154	169
0799	0	0	0	0	0	0	0	0	0	0	0	0
0800	3,910	4,916	4,917	4,917	4,917	4,952	4,999	5,012	5,026	5,041	5,059	5,081
0801	0	0	1	2	3	147	340	392	449	513	588	675
0802	0	88	96	106	117	189	274	296	321	348	379	415
0824	0	0	4	15	28	81	123	130	137	143	147	151
0825	0	0	1	3	7	36	89	104	120	137	156	176
0826	61	582	680	791	911	1,456	2,048	2,175	2,302	2,426	2,545	2,653
0847	0	0	0	0	0	0	0	0	0	0	0	0
0852	0	0	0	0	0	0	0	0	0	0	0	0
0854	0	0	0	2	4	18	40	46	52	59	66	74
0855	0	0	0	1	2	16	44	52	60	70	80	91
0856	0	0	0	0	0	0	0	0	0	0	0	0
0857	109	166	197	257	329	612	837	875	910	941	966	985
0858	38	512	585	660	732	996	1,202	1,238	1,270	1,298	1,321	1,338
0859	8	227	250	268	285	344	389	397	404	410	415	419
0860	3	174	197	220	241	316	375	385	394	402	409	414
0861	143	306	322	335	346	386	416	422	426	431	434	437
0862	0	141	157	170	182	225	258	263	268	273	277	279
1048	0	0	0	0	0	0	0	0	0	0	0	0
1066	44	217	245	273	301	404	485	499	511	522	531	538
1069	46	612	696	777	856	1,143	1,367	1,406	1,441	1,471	1,496	1,515
1070	7	197	220	241	260	328	380	390	398	405	411	415
1071	8	218	243	266	287	361	418	428	437	445	451	456
1072	10	224	248	268	286	350	400	409	416	423	429	433
1073	4	203	227	248	267	335	389	398	406	413	419	424
1074	4	227	252	273	293	361	414	423	431	438	444	448
1075	5	196	220	242	263	337	395	404	413	421	428	432
1076	144	305	320	331	342	377	404	409	413	417	420	422
1077	105	224	238	250	261	301	331	336	341	345	349	351
1078	2	248	278	305	330	418	487	498	509	518	526	532
	4,671	10,020	10,632	11,261	11,892	14,554	17,008	17,500	17,982	18,450	18,899	19,322

Source: PBC Planning Division, Disaggregation Model May 1998

Total Residential Capacity
20,603

2015 Absorption
94%

APPENDIX D

MEMO

To: Kathy Girard
From: Meg Smith *Meg*
Subject: Northlake market needs analysis
Date: June 3, 1998

Item: Information relating to the Northlake neighborhood market needs analysis is related below. The analysis defines the market areas, and details the methodology and data.

These market areas represent a portion of the area being evaluated by the County through its Commercial Needs Assessment. The Commercial Needs Assessment will be addressing a broad range of commercial uses within the western portion of the Coastal area of the County. The western portion of the Coastal area of the County is shown on the attached map.

Analysis: The market areas for the Northlake neighborhood analysis are detailed below, along well as the methodology and data.

Market areas. Three different market areas were analyzed. From smallest to largest areas, these are: a 3 mile and a 5 mile radius from Northlake and Coconut Road, and a corridor area described below.

The corridor area analyzed broadly corresponds to the following general boundaries:
Turnpike to the east
Western end of Hamlin Road
North of Bee Line Highway
M Canal to the south.

The 3 mile radius roughly corresponds to the Northlake Study Area, however, the 3 mile radius includes a larger portion of the Acreage north of the M canal. The 5 mile and corridor areas are roughly two miles larger than the Northlake Study Area. The 5 mile radius differs from the corridor area, in that the 5 mile extends south of the M canal. The 5 mile extends to approximately Bee Line and Northlake, while the corridor extends further to the Turnpike.

Methodology. Commercial included retail, office, finance and services. Industrial included industrial parks and manufacturing.

Commercial: commercial focused on neighborhood retail commercial and office. Neighborhood commercial retail and office were chosen to highlight the need for commercial space generated by the local population currently living in the surrounding area, and the population projected to be living in the surrounding area through the year 2015. The purpose of neighborhood commercial is to provide for the day to day needs of the population in the surrounding area.

NEIGHBORHOOD RETAIL:

The neighborhood retail commercial needs analysis is based on a per capita multiplier of 18.03. The multiplier is derived per the following methodology and data sources. The categories included are from the most frequently found retail tenants in U.S. neighborhood shopping centers, as delineated in the *1997 Dollars & Cents of Shopping Centers* by the Urban Land Institute. These include supermarkets, drug stores, dry cleaners, restaurants with and without liquor, beauty and unisex hair salons.

The 1997 Florida sales tax return data for each category was divided by the 1997 population in Palm Beach County to obtain the per capita sales for each category. The 1997 median sales per square foot was obtained from the *1997 Dollars & Cents of Shopping Centers* by the Urban Land Institute. By taking the per capita sales for each category and dividing it by the median sales per square foot for each category, a per capita multiplier for each category was obtained.

The demand for neighborhood retail commercial was estimated by multiplying the Planning Division's population projections by the neighborhood retail multiplier. The results are shown below.

Table I. Square foot demand estimates for neighborhood retail commercial

	<u>3 mile</u>	<u>5 mile</u>	<u>corridor area</u>
1997	120,025	341,434	356,326
1998	133,367	368,659	386,491
2000	157,852	414,816	443,501
2005	206,155	502,063	559,020
2010	252,564	581,954	663,864
2015	298,396	662,836	763,949

The supply for the neighborhood retail commercial was based on:

- (1) existing retail, from the Planning Division as of June 1994, (100,000 square feet or less in size), to reflect maximum neighborhood retail commercial size as stated in the *1997 Dollars & Cents of Shopping Centers* by the Urban Land Institute, plus
- (2) approved unbuilt commercial, from the Planning Division current to May 1998, plus
- (3) 113.74 acres of vacant commercial in Palm Beach Gardens which were identified using Palm Beach Garden's Future Land Use Map compared to 1997 TRW-Redi aerials.

The 113.74 acres of vacant commercial were estimated both at .20 FAR and .35 FAR, since .20 FAR is more typical than the .35 maximum FAR. The information is summarized below.

Table II. Square foot supply estimates of retail commercial

	<u>3 mile</u>	<u>5 mile</u>	<u>corridor area</u>
existing	6,894	6,894	122,412
approved unbuilt	218,420	397,920	498,195
vacant .20 FAR	-----	990,902	990,902
vacant .35 FAR	-----	1,734,080	1,734,080
supply information totaled:			
	<u>3 mile</u>	<u>5 mile</u>	<u>corridor area</u>
w/ vacant .20 FAR	225,314	1,395,716	1,611,509
w/ vacant .35 FAR	225,314	2,138,894	2,354,687

Comparing neighborhood retail commercial demand projections in Table 1, with the supply totals in Table II, it is seen that:

in the 3 mile radius, demand for neighborhood retail commercial is projected to be 27,223 square feet greater than existing and approved unbuilt supply by the year 2010.

By the year 2015, demand for neighborhood retail commercial is projected to be 73,082 square feet greater than existing and approved unbuilt supply.

in the 5 mile radius, the supply of existing, approved unbuilt, and vacant uncommitted commercial land, if developed at .20 FAR, is 732,880 square feet greater than projected neighborhood retail commercial demand in the year 2015.

If the vacant uncommitted commercial land is developed at .35 FAR, then the potential supply of existing, approved unbuilt, and vacant land is 1,476,058 square feet greater than neighborhood retail commercial demand in the year 2015.

in the corridor area, the supply is 847,569 square feet greater than neighborhood retail commercial demand in the year 2015, if the vacant uncommitted land is developed at .20 FAR.

If the vacant uncommitted land is developed at .35 FAR, then the supply is projected to be 1,590,738 square feet greater than neighborhood retail commercial demand in the year 2015.

OFFICE

The office needs methodology used the population projections from the Planning Division Data and Analysis Section, multiplied by .45 which is the percentage of the population active in the labor force according to the Florida Department of Labor, multiplied by .1528 which is the percentage of the nonagricultural labor force employed in finance, insurance, real estate and local government according to the Florida Department of Labor and Employment Security Bureau of Labor Market Information, multiplied by .32 which is the percentage of population which takes 15 minutes or less to drive to work according to the Census, multiplied by 150 or 200, which is a range of averages for square foot office space per employee. 150 square feet per employee is the current office space average per employee according to Neil Merin of Merin, Hunter, Codman, a commercial real estate broker in Palm Beach County, and 200 is an earlier average of the figures given by the Florida Department of Labor in Tallahassee. There seems to be a declining trend for average space per office employee.

The office demand projections per the methodology above are summarized on the next page.

Table III. Square foot demand estimates for neighborhood office commercial

	<u>3 mile</u>		<u>5 mile</u>		<u>corridor</u>	
	<u>Estimates using 150 and 200 square foot per employee</u>					
	150	200	150	200	150	200
1997	21,971	29,295	62,501	83,334	65,227	86,969
1998	24,413	33,659	67,484	89,979	70,749	94,332
2000	28,895	38,527	75,934	101,245	75,993	101,324
2005	37,737	50,316	91,905	122,540	102,331	136,441
2010	46,233	61,664	106,529	142,039	121,523	162,031
2015	54,662	72,830	120,345	160,460	139,844	186,459

The office demand projections per the above methodology with a slight variation were also calculated. The slight variation also included 40 percent of health service/total non-agricultural employees, to reflect that the minority of health service employees are likely to not be associated with hospitals, or in offices immediately surrounding hospitals. Including 40 percent of health service employees, along with finance, insurance, real estate and local government employees, calculated at 150 square feet per employee, resulted in total office demand projections which were less than that reported in the columns above for 200 square feet per employee. Therefore, the upper range cited above could be inclusive of a portion of health service employees as well as finance, insurance, real estate and local government employees.

The supply of office according to information is summarized below.

Table IV. Square foot supply estimates of retail commercial

	<u>3 mile</u>	<u>5 mile</u>	<u>corridor</u>	
Built:	-----	137,573	137,573	
Approved/Unbuilt	19,000	19,000	19,000	
		<u>.20 FAR</u>	<u>.35 FAR</u>	<u>.20 FAR</u> <u>.35 FAR</u>
Excess vacant*	-----	732,880	1,476,058	847,569 1,590,738
Total supply	19,000	889,453	1,632,631	1,004,142 1,747,311

* Since commercial land can be used for retail or office, the surplus commercial land reported above under the retail section is labeled excess vacant. The surplus commercial land represents excess land already designated commercial but unused, over and above that needed to fulfill neighborhood retail demand estimates for the year 2015.

Comparing office demand projections in Table III, with total supply in Table IV (built, approved unbuilt office and excess vacant available commercial land left over after meeting the neighborhood retail demand through the year 2015), gives these results:

in the 3 mile radius, the demand for office, using the 150 square foot per employee multiplier, is approximately 5,413 square feet greater than current approved/unbuilt.

The demand for office, using the 200 square foot per employee multiplier, is approximately 14,659 square feet greater than current approved/unbuilt.

By the year 2015, demand will be 35,662 square feet greater than supply, using the 150 square foot per office employee multiplier, or 53,830 square feet using the 200 employee multiplier.

in the 5 mile radius, using the 150 square foot multiplier and .20 FAR, the possible excess supply of office is 821,969 square feet in 1998 and 769,108 square feet in 2015.

A large amount of potential excess supply, 1,472,171 square feet, still remains in 2015 using the 200 square foot multiplier and .35 FAR.

in the corridor area, using the 150 square foot multiplier and .20 FAR, the possible excess supply of office is 933,393 square feet in 1998, and 864,298 square feet in 2015.

A large amount of potential excess supply, 1,560,852 square feet, still remains in 2015 using the 200 square foot multiplier and .35 FAR.

INDUSTRIAL:

There is very little built and approved but unbuilt industrial in the corridor area labeled industrial on the Future Land Use Map. Approximately 6% of the potential industrial land has been either approved or built to date. Roughly 463 acres vacant uncommitted industrial acreage exists in the corridor area, which could be developed as industrial.

The fact that this amount of land designated for industrial has not been developed may indicate that there is no pressing need for additional industrial to be built at this time in this place. Other factors may influence the need for industrial: location, timing, drainage, etc. As an example of another factor, the January 1998 study prepared for the Business Development Board of Palm Beach County Inc., by the Center for Economic Competitiveness, SRI International, found that: "The vast majority of business people interviewed by SRI on this project stated that they had significant difficulties finding qualified employees in Palm Beach County due to the lack of skills in the pool of local graduates."

Traditional demand calculations are sometimes based on absorption rates, but these may not give meaningful results in Palm Beach County. Given the lack of new industrial building/sales for building industrial over the past decade, extremely low demand, flat projections would result. Sales that have occurred have not, by and large, resulted in new industrial buildings, and therefore may not be corresponding to market demand but rather may suggest speculative purchases.

Ron Berger, an expert in industrial real estate, was suggested by the National Association of Industrial Office Properties as a possible information source on this issue. Given the lackluster building of new industrial buildings and subsequent occupancy in Palm Beach County, Mr. Berger made a number of suggestions, including suggesting looking at a population/warehouse ratio. However, since industrial includes warehouse and office parks, a broader category of population/industrial land usage was sought. Population/industrial land usage ratios for Dade and Broward were not available, but existing population/industrial land usage ratios were available for the Boynton and Delray areas, and therefore were used.

The 463 acres of vacant, uncommitted industrial is compared to actual built industrial in Boynton Beach (including built portions of Quantum Park) and Delray Beach. These communities were chosen because their populations are about 50,000 each, which roughly corresponds to the population projected in the corridor area by the year 2015. If these existing populations needs for industrial are being met by existing industrial, then they may be used as standards for comparison.

Boynton Beach and Delray Beach have approximately 2,785,595 square feet and 2,310,373 square feet respectively of built industrial. If the vacant, uncommitted industrial in the corridor is developed at a .30 FAR, which is more common but lower than the maximum required, approximately 213 acres would be needed to yield the equivalent amount of built industrial space in Boynton Beach. If the vacant, uncommitted industrial in the corridor is developed at .45 FAR, the maximum required, approximately 142 acres would be required to yield the equivalent built industrial space in Boynton Beach.