



Chapter 3
Assessment of Elements

INTRODUCTION AND ADMINISTRATION ELEMENT

Element Overview

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

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

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

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

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

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

Element Assessment

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

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

Objective Achievement with regards to the Major Issues

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

Conclusion and Recommendations

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

FUTURE LAND USE ELEMENT

Element Overview

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

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

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

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

Element Assessment

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

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

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

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

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

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

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

Objective Achievement with regards to the Major Issues

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

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

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

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

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

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

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

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

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

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

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

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

Conclusions and Recommendations

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

TRANSPORTATION ELEMENT

Element Overview

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

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

Element Assessment

Corridor Master Plans

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

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

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

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

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

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

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

CRALLS Mitigation Strategies

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

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

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

Analytical Compromises

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

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

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

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

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

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

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

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

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

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

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

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

Objective Achievement with regards to the Major Issues

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

Issue 1

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

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

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

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

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

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

Issue 2

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

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

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

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

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

Issue 3

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

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

Issue 4

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

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

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

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

Issue 6

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

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

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

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

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

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

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

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

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

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

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

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

Conclusion and Recommendations

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

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

HOUSING ELEMENT

Element Overview

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

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

Housing Needs Assessment

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

Affordable Housing

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

Needs Assessment and Assistance

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

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

Managed Growth Tier System

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

Workforce Housing Taskforce

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

Element Assessment

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

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

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

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

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

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

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

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

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

Objective Achievement with regards to the Major Issues

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

Housing Element Objectives impacted by EAR Issue 3 include:

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

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

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

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

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

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

Conclusion and Recommendation

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

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

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

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

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

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UTILITY ELEMENT

Sub Element Overview - Potable Water and Wastewater

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

Element Assessment

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

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

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

Linking Land and Water Use

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

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

Objective Achievement with regards to the Major Issues

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

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

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

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

Conclusions and Recommendations

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

Sub Element Overview - Solid Waste

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

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

Element Assessment

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

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

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

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

Objective Achievement with regards to the Major Issues

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

Conclusions and Recommendations

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

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

Sub Element Overview - Stormwater Management

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

Element Assessment

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

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

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

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

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

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

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

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

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

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

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

Objective Achievement with regards to the Major Issues

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

Conclusions and Recommendations

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

Local Streets

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

Collector Streets not included in Thoroughfare Plan

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

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

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

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

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

RECREATION AND OPEN SPACE ELEMENT

Element Overview

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

Element Assessment

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

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

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

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

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

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

Objective Achievement with regards to the Major Issues

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

Issue 1

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

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

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

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

Issue 2

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

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

Issue 4

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

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

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

Issue 5

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

Issue 6

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

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

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

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

Conclusions and Recommendations

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

CONSERVATION ELEMENT

Element Overview

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

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

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

Element Assessment

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

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

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

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

Objective Achievement with regards to the Major Issues

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

Conclusion and Recommendations

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

COASTAL MANGEMENT ELEMENT

Element Overview

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

Element Assessment

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

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

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

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

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

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

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

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

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

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

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

Manatee Protection

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

Objective Achievement with regards to the Major Issues

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

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

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

Conclusion and Recommendations

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

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

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

INTERGOVERNMENTAL COORDINATION

Element Overview

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

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

Element Assessment

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

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

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

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

Objective Achievement with regards to the Major Issues

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

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

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

Issue 6a – ICE Objective 1.1 Plan Coordination

Issue 6b – ICE Objective 4.1 Service Delivery Coordination

Issue 6c – ICE Objective 1.1 Plan Coordination

Issue 6d – ICE Objective 1.4 Annexation

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

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

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

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

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

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

Conclusions and Recommendations

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

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

CAPITAL IMPROVEMENT ELEMENT

Element Overview

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

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

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

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

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

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

Element Assessment

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

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

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

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

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

Objective Achievement with regards to the Major Issues

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

Issue 2

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

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

Conclusions and Recommendations

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

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

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

ECONOMIC ELEMENT

Element Overview

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

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

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

Element Assessment

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

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

Scripps

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

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

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

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

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

Agriculture

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

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

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

Tourism

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

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

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

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

Revitalization

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

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

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

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

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

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

Objective Achievement with regards to the Major Issues

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

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

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

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

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

Objective 1.5 addresses the minimization of the local tax burden on taxpayers while funding facilities and services needed to support economic growth. In order to better implement this Objective in light of the County's recent commitment to revitalization and redevelopment, a new program has been instituted, the Impact Fee Assistance program.

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

The program focuses on the most severe concentrated poverty areas, which are by definition, in the Developing Regions acute and core poverty areas. These areas have poverty rates 35% or higher (acute) or 20% to <35% (core).

Issue 3 highlights the importance of providing affordable housing. This issue affects the Economic Element's Balanced Economic Growth Implementation Objective 1.1, since the Objective states that the County shall maintain and expand a diversified economy, and Objective 1.2, which states the County shall encourage expansion of cluster industries.

A diversified economy and expansion of cluster industries necessitate affordable housing for much of the labor force. Affordable housing is critical to the ability of the Business Development Board to attract and recruit jobs to the County. In order to ensure that the workforce will continue to live and work throughout Palm Beach County, affordable housing needs to be provided and better integrated into the fabric of the community.

A potential tool to assist affordable housing is the State Brownfield program, which has resulted in 250 new affordable housing units to date. The program offers an incentive for affordable housing to areas that have are in a Designated Brownfield area, which is designated by local resolution. Mixed-use projects that have a 20% sq.ft. affordable housing component, as well as housing projects that have 20% of the units affordable may apply for a refund of the sales tax on their building materials.

Builders in designated brownfield areas that own the new construction projects at the time of refund application, and who have the receipts for building materials and have completed the necessary paperwork, may submit their application to the Department of Revenue for a refund of the sales tax on building materials. An implementation issue has been identified: often there is difficulty in obtaining the necessary invoices, sometimes due to the lack of subcontractors providing invoices for building materials.

Issue 4 highlights the evaluation of the impacts of development on natural resources, agricultural and rural areas. This issue affects the Economic Element's Balanced Economic Growth Implementation Objective 1.1, since the Objective states that the County shall maintain and expand a diversified economy, as well as Objective 1.2 that states the County shall encourage expansion of cluster industries, which include agriculture.

Part of the County's diversified economy is agriculture. Between 1992 and 2003, nearly 70,000 acres have been taken out of agricultural production in Palm Beach County, with the biggest losses occurring in the categories of pasture, sod, row crops and citrus. Some agricultural products have felt the effects of the North American Free Trade Agreement (NAFTA) through increased global competition.

Roughly half of the decline in agricultural acreage has been east of 20-mile bend and the other half west of 20-mile bend. East of 20-mile bend, the loss of agricultural acreage has been predominately due to development pressures. However, Everglades restoration efforts have already taken over 5,000 acres of agricultural land located east of 20-mile bend to create storm water treatment areas. About 50,000 acres produce bell peppers, tomato, cucumbers, Chinese vegetables, nurseries, equestrian, herbs, citrus and sod, in the area east of 20-mile bend.

West of 20-mile bend, the loss of agricultural acreage has been solely due to the Everglades restoration efforts, which plan for the creation of stormwater treatment areas. Nevertheless, about 500,000 acres still remain in agricultural production. The 450,000 acres located west of 20-mile bend lead the nation in the production of sugarcane and fresh sweet corn, although lettuce, radishes, celery, sod, rice, specialty leaf, cabbage and beans are also significant crops.

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

Overall, while total acreage has declined, the value of agricultural production has remained relatively stable over time. While production amount and value have changed year to year, on balance, the total production value has remained relatively near the 2003 total agricultural sales of over \$1.2 billion. The estimated economic impact of agricultural sales is over \$2 billion. In addition, the equestrian industry remains strong, with a significant economic impact to the County.

Issue 5 relates to transportation. This issue affects the Economic Element's Balanced Economic Growth Implementation Objective 1.1, since the Objective states that the County shall maintain and expand a diversified economy, and Objective 1.2, which states the County shall encourage expansion of cluster industries.

Growth of industries may be constrained by having to meet particular levels of service for transportation. Growth of industries may also be challenged by the fact that some workers do not have an automobile, and must rely on mass transit. Finally, worker productivity is decreased due to the increased time spent traveling on congested roads.

Conclusion and Recommendations

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

FIRE AND RESCUE ELEMENT

Element Overview

Palm Beach County has witnessed unparalleled increases in the demand for emergency services in the last decade. In an effort to deal with these service demands in a comprehensive and organized fashion, the Board of County Commissioners has chosen to include an optional Fire-Rescue Element in the Comprehensive Plan. This Element develops Levels of Service for both emergency and non-emergency functions of the Fire-Rescue Department and establishes indicators that project service demands in relation to growth. Therefore, Fire-Rescue has also been included as a criteria for Concurrency Review. The ability to adequately provide these and other essential services in an efficient and cost-effective manner will become a major challenge facing the County as it moves into the 1990s and 21st Century. From this perspective, the ability to adequately plan and provide these necessary services is of paramount importance.

Element Assessment

OBJECTIVE 1.1 System Evaluation

(1) Internal Monitoring Processes - Palm Beach County monitors its service delivery system through monthly and quarterly statistical reports on workload activity and response times (Policy 1.1-c). In the past four years, this process has been expanded and now includes a formal system review once a year. A Staffing Committee conducts this analysis and recommends personnel enhancements or alternative deployment strategies to better serve the public and improve response times. The committee prepares a six-year staffing plan and updates it annually, after the annual statistical analysis

Projecting the need for additional fire stations (as well as apparatus and capital equipment) is handled by the CIP Committee, through the 6-year Capital Improvement Plan. The CIP Committee reviews annexations, projected development patterns, current and projected emergency workload and response times in order to prioritize Fire-Rescue infrastructure needs (Policy 1.2-a; 1.2-b; 1.2-e).

(2) The number of firefighters and Emergency Medical Technicians available for emergency response has increased dramatically in the past few years. In FY 1999 the daily staffing level was 160, and as of February 2004, it has increased to 215. This is primarily due to adding new fire stations and rescue units, but is also partly due to a policy change which requires overtime be utilized to maintain a minimum staffing level at all times. During this same time period, the total personnel complement went from 885 (FY 99) to 1172 (FY 03).

(3) In 2001, Palm Beach County obtained the services of TriData Corporation to evaluate the entire Fire-Rescue Department. The overall effectiveness of the organization was judged to be excellent and innovative. One of the most relevant comments by the consultant indicated the County does an outstanding job analyzing its Fire-Rescue needs and planning for the future. TriData made suggestions for improvement in areas related to communication and management and many of these have already been implemented.

(4) One of the recommendations of the TriData study was to pursue Accreditation through the Commission on Fire Accreditation International. Accreditation is a continuous improvement tool that hinges on the organization implementing a strategic planning process. In 2003, the

department completed a detailed Risk Assessment and 5-Year Strategic Plan. This blends together the existing planning processes and documents the direction the organization will pursue through the year 2009.

OBJECTIVE 1.2 Level of Service: Emergency Response

(1) Fire-Rescue's level of service indicator for concurrency is indicated in Policy 1.2-a as an aggregate average response time of 7 minutes 30 seconds. Since the adoption of the Comprehensive Plan in 1989, the department's average has stayed under that threshold and in fact has steadily decreased. The average response time in FY 1999 was 6 minutes 42 seconds and has improved by 11 seconds to 6 minutes 31 seconds in Fiscal Year 2003.

(2) In 1999, Palm Beach County provided Fire-Rescue services from 33 facilities. Seven new fire stations have opened since that time and six facilities have also been replaced, rebuilt or relocated.

(3) The demand for fire and emergency medical services continues to escalate. The per capita demand is above average at 130 calls per 1,000 population. Palm Beach County responded to 20% more emergency calls between 1999 and 2003 (from 74,066 to 88,835).

OBJECTIVE 1.3 Level of Service: Non-Emergency Response

OBJECTIVE 1.4 Intergovernmental/Inter-Agency Cooperation

(1) Palm Beach County Fire-Rescue currently serves ten municipalities in addition to the unincorporated area of the county. In recent years, the Village of Royal Palm Beach and the Town of Lake Park decided to eliminate their own fire departments and have Palm Beach County provide the service. Also agreements have just been finalized to serve Manalapan and South Palm Beach beginning October 1, 2004.

(2) In recent years, fire departments across the country have had to establish policies, procedures and response protocols to new types of emergencies. While Fire-Rescue was already a partner in large-scale disaster preparedness and recovery, terrorist incidents utilizing weapons of mass destruction have heightened the need for first responding agencies to communicate plans in the event of an incident in the local jurisdiction. Increased efforts have occurred in developing coordinated plans and training exercises with other fire-rescue providers, law enforcement and health organizations to ensure an effective response here in Palm Beach County. In addition, the department has developed a Terrorism Annex to the Comprehensive Emergency Management Plan, in cooperation with the Department of Emergency Management. Joint applications for federal funding have been acquired to obtain equipment and resources in the event Palm Beach County is impacted by a terrorist incident. In addition, the department serves on several regional committees addressing the specific issues related to nuclear, biological, or chemical or weapons.

(3) Level of Service Committee/Common Dispatch – Over the past year, Palm Beach County has been exploring implementing a mandatory minimum level of service criteria on all fire-rescue providers in the County as well as the possibility of providing a common dispatch center for all fire-rescue providers. While this has not yet been implemented, the County Commission, along with the League of Cities, has agreed to a five-year Level of Service Plan that includes a 3-year window for voluntary compliance to ensure adequate staffing and

equipment can respond to any emergency and that the citizens receive the closest emergency unit, regardless of jurisdictional boundaries.

OBJECTIVE 1.5 Alternative Funding

(1) As part of the local efforts to improve the County's ability to handle terrorist incidents, Palm Beach County has received over \$500,000 in federal grant money to purchase equipment for a more effective emergency response.

(2) Much of Palm Beach County Fire-Rescue's funds are generated from ad valorem taxes, however, other revenues also make up 22% of the department's budget increase amount of revenues to department from \$17 million in FY 1999 to \$33 million in 2003, predominantly from ALS transport revenues, municipal contracts and Regional Hazardous Materials (an assessment fee assessed by the Solid Waste Authority and transferred to Palm Beach County Fire-Rescue).

Objective Achievement with regards to the Major Issues

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

Fire-Rescue Element Objectives impacted by EAR issues include:

Issue Impacted Fire-Rescue Element Objectives

- Objective 1.2 Level of Service: Emergency Response
- Objective 1.2 Level of Service: Emergency Response
- Objective 1.4 Intergovernmental/Inter-Agency Cooperation

Issue 1 highlights the ability of the Managed Growth Tier System and Future Land uses to accommodate future population and development activities. This issue affects the Fire-Rescue Element in its Emergency Response Objectives 1.2a and b. Policy 1.2a delineates the level of service indicator for concurrency which is an average response time of 7 minutes 30 seconds. Response time is affected by population growth and development patterns and can diminish the County's ability to maintain adopted service level thresholds. Policy 1.2b reflects the need to construct new Fire-Rescue facilities based on those new development patterns, population densities and the resulting increases in emergency call load that are created by those densities. The County staff performs ongoing research to determine when to construct new Fire-Rescue facilities.

Urban design features should also address unique fire protection needs and access when promoting infill, redevelopment and revitalization, with particular concern in mixed-use buildings.

Issue 5 addresses the need to plan transportation program to deal with urban growth. This issue impacts the Fire-Rescue Element's Objective 1.2a (the concurrency level of service standard). The road network, traffic congestion and alternative transportation modes not only affect response times and level of service, but may, in fact, require an alteration in staffing, deployment, equipment and resources required. For example, high-speed railways, above ground or below ground systems will alter the way emergency responders access, mitigate and transport from an emergency scene.

In addition, any transportation management systems explored should include the needs of emergency responders. Transportation-related items which have been discussed to date that are of concern to Fire-Rescue include traffic pre-emption devices, traffic calming devices, traffic controls, and any items that limit access to emergency units such as one-way streets, narrow alleyways, turnabouts, limited access highways, etc. In fact, we are planning a Fire Code revision that will require multiple entrances to large residential developments (at least for emergency responders and evacuation purposes).

Issue 6 suggests an improved coordination between intergovernmental agencies. This impacts the Intergovernmental Objective of the Fire-Rescue Element, Policies 1.4a, b and e. As a result of concerns with municipal annexations regarding lower levels of service and confusing mixed service areas, there has been an initiative on the part of the County to pursue a centralized dispatch system that would provide “closest unit response.” Current mutual aid, automatic aid and fee-for-service agreements, which are addressed in the above three policies may be impacted. In light of the annexation issue and desire to provide citizens with the closest unit available, regardless of jurisdictional boundaries, fire-rescue service delivery issues will need to be addressed in a more cohesive manner, with the cooperation of all municipal and county entities.

Conclusions and Recommendations

The main recommendations can be summarized as follows.

First, in terms of structures, urban design features should also address unique fire protection needs and access when promoting infill, redevelopment and revitalization, with particular concern in mixed-use buildings.

Second, in terms of the FRE relationship with the transportation network, any transportation management systems explored should include the needs of emergency responders. Transportation-related items which have been discussed to date that are of concern to Fire-Rescue include traffic pre-emption devices, traffic calming devices, traffic controls, and any items that limit access to emergency units such as one-way streets, narrow alleyways, turnabouts, limited access highways, etc.

Finally, in terms of intergovernmental coordination, due to confusing service areas, the fire-rescue service delivery issues will need to be addressed in a more cohesive manner, with the cooperation of all municipal and county entities.

PUBLIC SCHOOLS FACILITIES ELEMENT

Element Overview

The goals of the Public Schools Facilities Element (PSFE) are to provide for future availability of public school facilities consistent with the adopted Level of Service (LOS) standard, established under school concurrency, and to maintain and enhance joint planning processes and procedures for coordination of public education facilities for planning and decision-making. Planning and decision-making refer to population projections, public school siting, and the development of public education facilities concurrent with development and other services.

This involves collaboration between school boards and local governments to resolve school overcrowding, particularly for coordinating comprehensive plans and school board plans. Local governments have a responsibility under Chapter 163, Florida Statutes, to coordinate with school boards regarding school siting to complement other community building decisions. Chapter 1013, Florida Statutes, similarly requires school boards to coordinate their planning and facility siting decisions closely with local governments.

Element Assessment

At this point, the County has met its School Facilities Comprehensive Plan objectives, and all issues related to concurrency appear to have been handled effectively. The only dated policy refers to the adopted LOS becoming applicable County-wide by the next school year (2004-2005), and the School District seems on track to achieve that goal. However, now that the original Interlocal Agreement has been amended, some minor adjustments may need to be addressed. These are mentioned in more detail in the recommendations section. This element has a great deal of specificity, in terms of levels of service, and so far, The Technical Advisory Group (TAG) indicates that the levels have been met.

The most significant success over the last several years has been the implementation, on June 27, 2002, of the County's school concurrency ordinance. Implementation of this plan made Palm Beach County the first jurisdiction in the state to complete the lengthy and complicated approval process. School concurrency is a growth management tool aimed at ensuring that construction of new schools keeps pace with construction of new homes. Therefore, before a new residential project is approved, there must be enough school classroom space available to accommodate the students expected to live in that development.

There are three main components to the concurrency plan: 1) Joint planning between cities, the County and the School District; 2) a financially-feasible five-year school construction plan that enables the School District to catch up and keep up with growth; 3) regulatory review by School District planners for all new residential projects. The goal of school concurrency has been to have all schools in the County operating at no more than 10 percent over capacity by 2004.

Over a two-year period, the Board of County Commissioners, the School Board, and 26 municipalities developed a Plan, which includes the responsibilities of each government entity as party to the Agreement. All affected parties then signed an Interlocal Agreement to become planning partners. Note that 11 smaller municipalities were allowed to opt out, in accordance with Statutes, either because they have no schools within their boundaries, were more than 80 percent built out, or had approved fewer than 50 new homes in the past five years.

To implement school concurrency, the County has been divided into 21 geographic zones known as concurrency service areas (CSAs). When a residential development application is filed, School District planners look first at the CSA directly affected. If there is no available capacity at the nearest school(s), they look to an adjacent CSA. If there is still no capacity available, the developer must postpone or pay for more classroom space to be built (mitigation). For a proposed project to receive concurrency credit, a school does not have to actually be physically standing, if it is scheduled to be built and opened within the next three years.

The 26 municipalities that signed the Interlocal Concurrency Agreement were:

City of Atlantis, City of Belle Glade, City of Boca Raton, City of Boynton Beach, City of Delray Beach, City of Greenacres, Town of Haverhill, Town of Hypoluxo, Town of Juno Beach, Town of Jupiter, Town of Lake Clarke Shores, Town of Lake Park, City of Lake Worth, Town of Lantana, Village of North Palm Beach, City of Pahokee, Town of Palm Beach, City of Palm Beach Gardens, Town of Palm Beach Shores, Village of Palm Springs, City of Riviera Beach, Village of Royal Palm Beach, City of South Bay, Village of Tequesta, Village of Wellington, City of West Palm Beach

An essential factor in the Interlocal Concurrency Agreement is the Five-Year Capital Facilities Plan, for the years 2003 to 2007. To meet the demand for educational facilities the School Board, through the funding of the Capital Facilities Plan opened seven new schools and four replacement schools in August 2002, adding 7,515 seats. Four additional new schools and seven replacement schools opened in August 2003 with 6,686 new seats. The County and School Board have a joint process to coordinate efforts on population and student enrollment projections, and currently, student enrollment in the County is growing in excess of 3,500 students annually. The County, the School District, and local governments also have a process of coordination and collaboration in the planning and siting of public school facilities, which includes the integration of school facilities with land uses.

There are 38 additional new schools and modernizations included in the Five-Year Capital Facilities Plan, which are scheduled for completion between 2004 and 2006. Due to the State's Class Size Reduction referendum, building costs are exceeding budgeted amounts, but to date, there have been no school concurrency suspensions. However, CSA 5 and CSA 15 are of areas of concern. In CSA 5, new high school MMM has been delayed due to a holdup in finding a suitable site. The School District has responded by adding capacity to Palm Beach Gardens High School and to William T. Dwyer High School to accommodate the student population. In CSA 15, District staff is monitoring high school and elementary school enrollment. A new elementary school in the Five-Year Plan, and new high school NNN in the Acreage should provide relief to the two schools in CSA 15. The Five-Year Plan projects student population to the 2008/2009 school year, and includes sufficient capacity to accommodate the projected population and the adopted LOS.

Regarding the financial feasibility of the Plan, the costs of the school projects completed in 2002 were within two percent of the amounts budgeted, with the exception of the A.W. Dreyfoos School of the Arts project. The cost of Dreyfoos increased due to time delays in construction of the project. Projected costs for the Plan's unbuilt projects increased between the 2002 and the 2003 budgets, primarily due to the Class Size Reduction (CSR) referendum. Revisions in projected costs have also been the result of inflation, the addition of student stations, changes in site locations and changes in programs. The plan is still considered to be financially feasible.

Objective Achievement with regards to the Major Issues

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

Issue 2

Objective 1.1 (Level Of Service): The capacity of schools is sufficient to support student growth at the adopted level of service.

Analysis: A central Core Area of the County represents the essence of infill availability and redevelopment potential. Within the Core Area, or Urban Redevelopment Area, the population is generally younger and has a lower median income than the remainder of the unincorporated area. Three corridors within the Core Area, will receive much of the focus of the redevelopment effort. These are: Military Trail, between Southern Boulevard and Forest Hill Boulevard; Congress Avenue, from Southern Boulevard and Forest Hill Boulevard; and Lake Worth Road, from South Military Trail to Congress Avenue.

If financial incentives are established to stimulate infill and redevelopment in the Core Area, and densities are increased, the area's population can also be expected to increase (Issue 1). This will likely create the need for additional school capacity in the CSAs that contain the redevelopment Core Area, in order to maintain the LOS. If this occurs, it will be essential for the School District to plan for the additional enrollments in the Core Area. The local governments also have to amend their Land Development Code to reduce required standards such as setbacks to accommodate expansion of existing schools on small land area or the construction of additional schools in the CORE areas.

Rule 163.2517(3)(d) states that a memorandum of understanding must be created "between the district school board and the local government (County) jurisdiction regarding public school facilities local within the urban infill and redevelopment area to identify how the school board will provide priority to enhancing public school facilities and programs in the designated area."

Objective 2.2 (Intergovernmental Coordination): Establish and maintain a cooperative relationship with the School District and municipalities in coordinating land use planning with development of public school facilities.

Analysis: **Issue 6.c** refers to using the Intergovernmental Plan Amendment Review Committee (IPARC) to effect a better coordinated approach to school concurrency; presumably between the County, the School District and the 26 municipalities that signed the Interlocal Concurrency Agreement. While IPARC has a subcommittee to discuss population and student enrollment projections (Objective 2.3), it is not used in the wider scope of school concurrency.

Conclusions and Recommendations

Where necessary, policies in the County's Public School Facilities Element will need to be amended to make it consistent with the First Amendment to the School Concurrency Interlocal Agreement. Proposed amendments include: 1) the addition of a definition for "First FTE Student Count," and 2) a change to Policy 1.1-a, to add language to the effect that if a school is planned and under contract to relieve capacity of an existing school, that the existing school be allowed to exceed the 120% maximum utilization for limited period.

Per Rule 163.2517(3)(d), as the County pursues a policy of infill and redevelopment in its Core Area, a discussion may be needed to identify the provision of public school facilities within the urban area. Potential impacts on school concurrency, from the location of TSRI into the County and new developments in the Central Western Communities, will have to be monitored.

It is anticipated that a referendum will be placed on the ballot in Palm Beach County in November 2004, to establish a school bond issue or to increase the sales tax. If passed, the referendum would be expected to provide an additional \$560 million in revenues to the School District to build classrooms, and would aide in the financial feasibility of the Plan. This may necessitate a change in the School District's capital facilities table (Table 17) of the Capital Improvement Element (CIE).

The Interlocal Agreement has a five-year term that ends in January 2006. If the Agreement were to terminate, it could have an impact on the ability to maintain the adopted LOS. However, as long as the parties want the Agreement to continue, it will automatically be renewed for another five years.

The School District has also proposed a change to County Policy 1.3-a, and related municipal policies, that concern Chapter 163.3180. As stated previously, this regulation states that the public school capital facilities program must be incorporated into local government comprehensive plans on an annual basis. This regulation is adhered to by the County and some municipalities, but presents a problem for small local governments that do not annually update their Comprehensive Plan. The School District's solution is that municipalities either adopt the School District's Six Year Capital Improvement Schedule in their own Comprehensive Plan "by reference", or agree to default to the table of capital facilities improvements that are included in annual updates to the County's CIE.

However, an Assistant Palm Beach County Attorney recently responded to this discussion by stating, "Chapter 163 and Rule 9J-5 both seem to indicate that each local government adopts its own changes to its own comprehensive plan to reflect the school district's annual update. In practice this is viewed as a ministerial act. For municipalities that otherwise would not amend their plan, it is an inconvenience." At this time, the County is maintaining a cautious position related to concurrency, and is awaiting a response from the Department of Community Affairs (DCA) to the School District's proposal.

HEALTH AND HUMAN SERVICES ELEMENT

Element Overview

The Health and Human Services Element was adopted as part of the PBC Comprehensive Plan in 1989 and substantially revised in 1997 as a result of the Evaluation and Appraisal Report (EAR). The main focus of the HHS Element is to assist in the development of an infrastructure that ensures the availability of health and human services sufficient to protect the health, safety, and welfare of Palm Beach County residents. The HHS Element carries out this mandate through an ongoing system of communication and interaction with a variety of health-funding and health-providing agencies and organizations at the local, state, and federal level.

Element Assessment

A significant portion of the formal objectives within the HHS Element focus on the efficient and timely delivery of health services to targeted populations in need. Over the last 10 years several programs and initiatives such as youth anti-smoking strategies and ongoing development of a comprehensive and accurate database of client needs have been implemented. These stand as examples of policy and administrative success in carrying out the objectives codified in the HHS Element.

The implementation of some health services-related programs and objectives, in recent years, has been affected by budgetary constraints and administrative complexity. Federal funding for HIV/AIDS related initiatives, for example, has declined. As a second example, health and human services outcome standards, as set by the Florida legislature in fiscal year 2003-04, failed to be met in 8 of 13 measures. Inadequate funding and/or bureaucratic inertia may have contributed to a rise in disease-related incidents. County departments, in order to respond effectively against organizational inertia and funding inadequacies, require assistance in gaining new funding sources and should embark on conducting annual comprehensive assessments at the local level to better identify client populations and prioritize health care needs.

Finally, the possibility of bio-terrorism has renewed interest and emphasis on some existing programs relevant to responding to this type of threat and has led to the introduction of new strategies and programs funded in part by state and federal authorities. Palm Beach County, over the past several years, has developed a comprehensive Emergency Operations Center and plan to deal with catastrophic events. As a result, County personnel and organizations are relatively well-prepared to respond should such action be deemed necessary.

Thinking and acting presciently and forming effective responses to safeguard the health and quality of life of County residents has been a top priority among County health professionals and agencies since the 1997 EAR.

1998 Annual Report: The following policies were recommended for major revision as part of the 1998 Report:

HHS Policy 2.3-b: The PBC Division of Human Services shall work in concert with the Health and Human Services Planning Association (HHSPA) utilizing an integrated database to ensure that individuals and families are provided efficient services.

HHS Policy 2.3-c: The PBCDHS shall work with HHSPA to assure targeting of human and fiscal resources as well as developing additional resources as necessary.

HHS Policy 2.3-d: The PBCDHS shall work with Community Partners to ensure that HHS are provided with specified outcome measures and unduplicated counts of individuals and families served.

According to the Community Services Department, in 1998, each of these policies might be in need of substantial revision due to HHSPA's database project being placed on hold. The database project was temporarily halted in order for HHSPA to first implement a program aimed at providing information on the needs and services of children 0-5 and the elderly.

The Ryan White Title IV program, designed to expand family-centered pediatric programs, was awarded first time funding equaling \$375,000 for the next 3 years.

Early immunization of high-risk infants has steadily increased over the past six years.

The rate of women diagnosed with metastatic breast cancer has decreased over the past 3 years due to early detection and treatment.

New Initiatives. The Child Fatality Review and Prevention Project, the first prevention focused model in the country to address childhood deaths from unintentional injuries, homicides, suicides, and natural deaths.

The Senior HIV Intervention Project; an effort in conjunction with the Department of Health and the Department of Elder Affairs designed to raise awareness of and support for prevention as it relates to seniors.

The Dental Sealant Program; designed to screen and treat children for cavity prevention in the Glades.

1999 Annual Report: Funding for Financially Assisted Agencies (FAA) was increased from \$5,774,152 to \$6,274,152. As a result of collaboration between the Department of Community Services and The United Way, an increase of \$200,000 was registered for health and human services. Following BCC directive, workshop presentations were made to the BCC by the Citizen's Advisory Committee (CAC) and the County Administration on FAA and behavior health issues. The minimum number of meetings required to take place between CAC and the Plan Development Implementation Committee (PDIC) was exceeded. Six meetings were required and over twelve were held.

The 1999 Report also indicated that in year 2000 the CAC and PDIC would be extensively reviewing the HHS Element. Key activities will include:

- Involvement of providers in community education on HHS issues;
- Correlation of FAA monies with HHS Element; and
- Application of GIS technology to the Element;

Issues related to lack of accurate data from agencies, interpreting policy wording, and creation of a needed HHS database will also be discussed and considered.

2000 Annual Report: The planned revision and reorganization of the HHS Element alluded to in the 1999 Annual Report commenced and continued during the 2000 Report. The directive, which focused on reorganizing the HHS Element to better recognize and address the delivery of

HHS to County residents and the role of the County in providing these services, was the responsibility of the CSD and the Palm Beach County Citizens Advisory Committee on Health and Human Services (PBCCACHHS).

The reorganization was charged with reflecting the fact that HHS is provided within a system of care that focuses on service delivery for the client rather than the provider.

The revisions will address 3 major systems: Public Health; Behavioral Health; and Human Services

Amendments to the HHS Element were scheduled for completion in 2001. The 2000 Report stated that in 2001 the HHS Element could be “substantially” revised based on this project.

The West Palm Beach Front Porch Community program was initiated aimed at HIV prevention education, housing revitalization, and apprenticeships in the construction field.

2001 Annual Report: In 2001, the HHS Element was substantially amended to reflect the County’s role in health and human services provision and was reorganized around the concept of a system of care. It was expected in 2002 that the assessment of gaps in the system based on analysis of the database and continued collaboration with service funders would be key implementation items for the forthcoming year.

2002-2003 Annual Report: A significant portion of the work of the PBCHD focused on responding to bio-terrorism concerns throughout the County. Activities included investigating, identifying, and treating individuals and sites linked to anthrax inhalation; and utilizing State and Federal funds for dealing with bio-terrorist attacks.

Work on key implementation items intended to substantially revise the HHS continued into 2002. Additionally, the BCC approved \$11,000,000 to implement HHS-related programs in PBC. The Citizens Advisory Committee on Health and Human Services (CACHHS) and the CSD supported this allocation. CSD is the body charged with monitoring each relevant agency and receives quarterly reports to ensure program compliance and success.

CSD along with The United Way, Dept. of Children and Family Services, Public Health Dept., and Treasure Coast Health Council worked together on an ongoing effort to establish baseline data to determine “gaps in services” and “unmet health and human service needs” in communities.

Fluoridation for the Pahokee area was implemented

Challenges. Congenital syphilis cases increased 300% from 2001; West Nile virus cases also showed a marked increase, leading to the formation of the West Nile Virus task force charged with early detection strategies;

Goals and aims for fiscal year 2004 included:

- Producing a document clearly identifying funding sources for HHS,
- Reporting demographic data on the number of individuals receiving services from FAA contracts, and;
- Reporting the outcomes of these services being provided to clients.

Objective Achievement with regards to the Major Issues

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

Issue 5 a & b-Objective 2.3: Issue 5 addresses the fact that the County's high rates of growth and development patterns have placed significant pressure on existing roadway networks. This issue affects the HHS Element Objective 2.3. Objective 2.3 articulates the County's support for initiatives that expand and improve service to residents who need public transportation.

By encouraging alternative modes of transportation, implementing interconnected multimodal transportation systems, and encouraging land use patterns that shorten or eliminate automobile trips, the County will in effect be expanding convenient travel opportunities for clients of the DCS as well as residents as a whole. Service and care provision for clients would be significantly improved.

Achievements

In August 1996, Palm Tran significantly changed its service infrastructure to provide more service coverage and expanded hours of service.

In FY 2001, Palm Tran began to provide later night services on several routes throughout the County. This FY 2001 effort included a successful application by Palm Tran in securing a WAGES grant to provide later night service on routes in Belle Glade. Passed by the Florida Legislature in May 1996, the Work and Gain Economic Self Sufficiency Act (WAGES), provides time-limited cash assistance to low-income families for childcare and transportation expenses, among several other activities.

These efforts have provided and expanded non-vehicular transportation opportunities to client populations served by HHS organizations and professionals, and support Objective 2.3 of the HHS element.

Conclusion and Recommendations

This element is optional, and not directly related to any of the major issues. Consequently, there have been no proposed corrective actions or amendments identified.

LIBRARY ELEMENT

Element Overview

The purpose of the Library Services Element of the Palm Beach County Comprehensive Plan is to ensure the provision of library services to residents. This Element is optional, not required by Chapter 163, F.S., but has been prepared as pursuant to Rule 9J-5, F.A.C. The standards set in this Element will guide the future development of the Library System. The County is responsible for the funding and operation of the Palm Beach County Library System through the Library Taxing District. The Library is the community's primary agency for storage and retrieval of information. The Palm Beach County Library System is an institution available to all residents regardless of economic or educational level, physical handicap, race, creed or national origin. It provides access to information, ideas and cultural expression objectively and is dedicated to representing all viewpoints on issues. The Library System is instrumental in developing a sense of community and local pride in the County by providing a forum for discussion of issues important to the community as a whole.

Element Assessment

In 2003 the Jupiter Branch Library was reopened to the public after a complete renovation and expansion from 10,000 to 22,000 square feet. The first issue of general obligation bonds was sold in July 2003 providing revenue to begin the Library Expansion Program, Phase II.

Objective Achievement with regards to the Major Issues

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

Conclusions and Recommendations

This element is optional, and an analysis of each objective in the Library Services Element using the six major EAR issues developed to employ in this analysis resulted in a determination that no amendments or other revisions to the element are necessary.

HISTORIC RESOURCES ELEMENT

Element Overview

The fundamental purpose of the Historic Preservation Element is to protect the historic resources within unincorporated Palm Beach County from adverse impact and to promote public awareness of the benefits of preserving such resources.

Since the adoption of this optional element, the County has put in place a number of mechanisms to help ensure that historic resources are protected. A process has been created to locally designate significant historic sites and structures, and to ensure that historic and archaeological resources are protected in the development or redevelopment process. A Historic Resources Review Board (HRRB) has been created to provide community oversight for these processes, as well as to assist in education efforts about the value of historic resources. A number of research tasks have been completed. Provisions are in place to nominate sites for the National Register, as well as to prepare Florida Master Site File (FMSF) listings. With these items now being implemented through land development regulations and other means, the focus of the element becomes to maintain these processes and to evaluate and pursue appropriate new opportunities. Among these are the opportunity to use advancing technologies to assist in the mapping and tracking of designated and potential sites, the opportunity to enhance tourism, and specifically ecotourism, through the reuse and restoration of historic sites, and the opportunity to work collaboratively with other County departments and other entities to ensure the preservation of historic resources.

The following historic sites and districts have been designated by the Board of County Commissioners as of August, 1999:

- Tindall House Historic Site, Jupiter, Florida. (November 17, 1997)
- Cabana Club Porte Cochere Historic Site, Boca Raton, Florida. (November 17, 1997)
- Camino Real and Camino Real Bridge Historic District, Boca Raton, Florida. (November 17, 1997)
- Riverbend Regional Park Historic District, Jupiter Farms, Florida. (April 20, 1999)

Element Assessment

In addition to the designation of the above historic sites, several successes have been achieved over the past several years. In 2000, the HRRB approved its first Certificate to Dig (within Riverbend Park). In 2003, a Survey and Planning Grant was received from the Florida Department of State. In addition, the consultant firm, Archaeological & Historical Conservancy, Inc., Davie, Florida, recently provided a final draft report that includes a listing, a summary and a map of each of the 181 total archaeological sites, 7 of which are newly recorded sites. The final draft Survey Report is being reviewed by Planning Division staff and is scheduled for presentation to the HRRB and the BCC in 2004. Finally, at the direction of the Historic Resources Review Board (HRRB), a Designation Application and Report document were prepared and two public hearings were held in 2003 to consider designating the Old Indiantown Road as an historic site.

Objective Achievement with regards to the Major Issues

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

Conclusion and Recommendations

This element is optional, and not directly related to any of the major issues. Consequently, there have been no proposed corrective actions or amendments identified. To update the support documentation for the element, the following recommendation is offered:

- A new survey of historical structures should be considered, since the last survey was completed in 1990.

ELEMENT CONCLUSIONS AND RECOMMENDATIONS

Future Land Use

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

Transportation Element

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

Housing Element

In spite of its accomplishments, housing affordability to target groups (particularly the very low, low and moderate-income residents) still plagues the County. Lack of complete success in achieving some of the Housing Element (HE) policy initiatives can be attributed to the following:

- Limited funding resources to cover all the identified needs.
- Limited staff resources to fully undertake all the policies and do the necessary research to determine progress.
- The directive of placing emphasis on homeownership does preclude the development of rental units affordable to the 0-30% MFI households.
- Scarcity of land has elevated the price of land and the final cost of residential units.

A continuation of this trend will have a significant impact on the affordability and availability of housing for moderate and low-income families.

Utility Element

Potable Water Sub-Element

The County's steady growth in the unincorporated area, in the central western communities, necessitates a need for local utility service providers to clearly delineate their "exclusive right to serve" through written agreements pursuant to service area boundaries. Until build-out occurs, the County must facilitate more effective cooperation among service providers through better planning and coordination on the basis of Chapter 189 F.S. The County has the right to provide service in the unincorporated area, as set forth in Chapter 125.01(k)1 F.S., to the extent not inconsistent with general or a special law, and service area agreements should be emphasized..

Solid Waste Sub-Element

The long-range planning for the Solid Waste Authority (SWA) is accomplished first through the annual evaluation of remaining disposal capacity at the existing landfill. The current year's analysis indicates that the existing site will provide disposal capacity for the County until approximately 2023 including the growth anticipated from the Biotechnology Research site. Beyond the capacity in the existing landfill, the SWA owns a 1600-acre parcel in the western portion of the County in the Everglades Agricultural Area (EAA) that can serve as a disposal site when the existing landfill is depleted. The time horizon to initiate the development of plans for

the western site is approximately ten years. Assuming the use of the EAA site, there is no long-range deficiency in disposal capacity for the County.

Stormwater Management Sub-Element

The County should conduct a study to determine if standards for new development should be upgraded to provide safer road conditions and whether or not the increased protection level is worth the cost.

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

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

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

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

Recreation and Open Space Element

The Palm Beach County Parks and Recreation Department (PBC P&PRD) has met the concurrency requirements and expects to maintain their responsibility to provide sufficient parks and recreational activities for the citizens of Palm Beach County. PBC P&RD has been particularly careful to adhere to the Goals, Objectives and Policies in the Comprehensive Plan and has developed plans for future development to meet the needs of its citizens. Currently impact fees account for the bulk of funding for acquisition, design and development of parks and

recreational facilities. The balance of funding comes from grants, bonds and ad valorem sources. Acquisition of Environmentally Sensitive Lands has and will continue to be funded through Bond Issues and state grants administered by the Palm Beach County Department of Environmental Resource Management (DERM) as detailed in the Conservation Element.

Conservation Element

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

Coastal Management

In 2003 the Division of Emergency Management redefined the hurricane evacuation zones in Palm Beach County, due to the availability of enhanced land elevation data. This redefinition affects the boundaries of the Coastal High Hazard Area (CHHA) and the hurricane vulnerability zone in the comprehensive Plan. The following definitions will need to be added or modified:

- Hurricane Evacuation Zones,
- Hurricane Vulnerability Zone, and
- CHHA.

The redefinition is needed to include Hurricane Category two to the Coastal High Hazard Area. This will provide consistency with Department of Emergency Management.

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

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

Intergovernmental Coordination Element

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

A further plan amendment is required to account for a Scribner's error where the appropriate citation to the Florida Statutes has been omitted.

Capital Improvement Element

The Capital Improvement Element (CIE) works well to prioritize capital projects and maintain Levels of Service. However, the creation of a Biomedical Research and Development Park in the County may require some adjustments as to how facilities and services are allocated among the Tiers (Objective 1.5). A proposed Comprehensive Plan Amendment to eliminate Policy 1.5-c, which restricts the provision of Urban Levels of Service outside of the Urban Service boundary, is in process, and will address this.

It is anticipated that a referendum will be placed on the ballot in November 2004, to establish a school bond issue or to increase the sales tax. If passed, the referendum would be expected to

provide an additional \$560 million in revenues to the School District to build classrooms, which may necessitate a change in Table 17 of the CIE.

Economic Element

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

Fire-Rescue Element

The main recommendations can be summarized as follows:

First, in terms of structures, urban design features should also address unique fire protection needs and access when promoting infill, redevelopment and revitalization, with particular concern in mixed-use buildings.

Second, in terms of the Fire Rescue relationship with the transportation network, any transportation management systems explored should include the needs of emergency responders. Transportation-related items which have been discussed to date that are of concern to Fire-Rescue include traffic pre-emption devices, traffic calming devices, traffic controls, and any items that limit access to emergency units such as one-way streets, narrow alleyways, turnabouts, limited access highways, etc.

Finally, in terms of intergovernmental coordination, due to confusing service areas the fire-rescue service delivery issues will need to be addressed in a more cohesive manner, with the cooperation of all municipal and county entities.

Public Schools Facilities Element

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

Also, where necessary, policies in the Public School Facilities Element will need to be amended to make it consistent with the First Amendment to the School Concurrency Interlocal Agreement. Proposed amendments include: 1) the addition of a definition for "First FTE Student Count," and 2) a change to Policy 1.1-a, to add language to the effect that if a school is planned and under contract to relieve capacity of an existing school, that the existing school be allowed to exceed the 120% maximum utilization for a limited period.

The Interlocal Agreement (regarding concurrency) has a five-year term that ends in January 2006. If the Agreement were to terminate, it could have an impact on the ability to maintain the adopted LOS. However, as long as the interested parties want the Agreement to continue, it will automatically be renewed for another five years.

Health and Human Services Element

This element is optional, and not directly related to any of the major issues. Consequently, there have been no proposed corrective actions or amendments identified.

Library Services Element

This element is optional, and an analysis of each objective in the Library Services Element using the six major EAR issues developed to employ in this analysis resulted in a determination that no amendments or other revisions to the element are necessary.

Historic Preservation Element

This element is optional, and not directly related to any of the major issues. Consequently, there have been no proposed corrective actions or amendments identified. To update the support documentation for the element, the following recommendation is offered:

A new survey of historical structures should be considered, since the last survey was completed in 1990.