

**STATUS REPORT**  
**on the**  
**WESTERN NORTHLAKE**  
**CORRIDOR LAND USE STUDY**

Prepared for the Board of County Commissioners  
February 1999

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## CREDITS AND ACKNOWLEDGMENTS

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Implementation of the Western Northlake Corridor Land Use Study has been a collective effort of three local governments and many individuals. Palm Beach County Planning Division gratefully acknowledges the time and cooperation, and collective effort of those who participated.

### **Palm Beach County**

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

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## Background

The *Western Northlake Corridor Land Use Study (WNCLU Study)* was a joint effort between Palm Beach County and the Cities of Palm Beach Gardens and West Palm Beach. The study examined the existing land use pattern and future land uses along Northlake Boulevard, generally west of the West Palm Beach Water Catchment Area, and south of the Beeline Highway. (See Attachment 1 for the study area.) The *WNCLU Study* was prompted by proposed amendments to the County's Future Land Use Atlas, as well as a number of inquiries regarding additional urban development and commercial land uses within the study area which includes a significant amount of environmentally sensitive lands.

The *WNCLU Study* contains the following recommendations: 1) identification of appropriate land uses for the remaining vacant parcels; 2) establishment of an effective delineation between rural and urban/suburban uses; 3) discouragement of urban sprawl and the premature conversion of rural land to urban uses; and 4) intergovernmental coordination/ cooperation. As part of the study, input on the draft recommendations was sought from property owners, as well as other interested parties. In addition, the draft recommendations were presented to the Land Use Advisory Board and to the planning and zoning boards and city councils of Palm Beach Gardens and West Palm Beach.

On September 15, 1998, the Board of County Commissioners (BCC) voted to officially acknowledge the *Western Northlake Corridor Land Use Study* as a policy and growth management guide. (See Attachment 3, Resolution 98-1502.) The *WNCLU Study* is an expression of the desires of the community, to be considered in the review of development proposals and plan amendments. The BCC also directed staff to pursue the additional work products as recommended by the study and report back to the BCC in early 1999 on their progress. The *WNCLU Study* was officially acknowledged as a policy and growth management guide by the Palm Beach Gardens City Council on November 5, 1998; and the West Palm Beach City Commission on January 10, 1999. Both local governments also directed staff to pursue the additional work products recommended by the study.

The purpose of this status report is to: 1) present the draft interlocal agreement concept for review of plan amendments and zoning petitions called for by the *WNCLU Study*; 2) present the rural Planned Development District (PDD)/ neighborhood commercial uses concepts recommended by staff; and 3) receive feedback and direction from the Board. Pending BCC direction, staff will initiate text amendments to the Comprehensive Plan, and subsequently to the Unified Land Development Code to implement the three work products presented as part of this workshop.

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## Interlocal Agreement/ Dual Review Process

As directed by the BCC in September 1998, County staff has worked with the City of Palm Beach Gardens and West Palm Beach staff to investigate a **dual approval** process for review of plan amendments and zoning petitions in the study area. The County Attorney has determined that a dual approval process could be established by entering into an interlocal agreement with the cities, creating a joint planning area (JPA), and outlining the dual review procedures in the interlocal agreement. The West Palm Beach's and Palm Beach Gardens' City Attorneys have determined that a dual approval process cannot be established, and have instead suggested a "heightened" dual review for applications within the study area. Subsequently, staff is now investigating a **dual review** process. Discussions are continuing between the planning and legal staff from the three jurisdictions.

**Staff Recommendation:** Enter into an interlocal agreement with the Cities of Palm Beach Gardens and West Palm Beach, establish the Northlake Boulevard Corridor Planning Area (See Attachment 1, Northlake Boulevard Corridor Planning Area.), establish a two step dual review process for plan amendments, and a staff level review of zoning/ development approval petitions.

Staff has investigated and recommends a two step dual review process for plan amendments. The first step would involve review of proposed amendments in the JPA by both the planning director of the local government processing the amendment ("jurisdictional local government") and the advising local government for consistency with the *WNCLU Study*. Staff recommends that for projects located on the north side of Northlake Boulevard, the dual review process be between the County and the City of Palm Beach Gardens, and for projects located on the south side of Northlake Boulevard, the dual review process be between the County and the City of West Palm Beach. (See Attachment 2, Dual Review Boundaries.) Staff is recommending that if both planning directors determine that the project is consistent with the *WNCLU Study*, that the project continue through the approval process without triggering the second step of the JPA dual review.

The second step would be triggered only by projects which the planning directors determine are inconsistent with the *WNCLU Study*. The dual review process recommended by staff allows the advising local government the opportunity to review the application and provide formal comments/ objections (written or oral) to the jurisdictional local government. The dual review process also allows the advising local government an opportunity to formally present its comments/ objections during the public hearings. In situations where Palm Beach County is the advising local government, the Planning Director would present the proposed objections/ comments to the Board of County Commissioners for ratification before proceeding through the dual review process.

With respect to zoning petitions, staff recommends that all zoning/ development approval petitions would be subject to review by the County and the Cities. The advising local governments would provide written or oral comments or objections to the jurisdictional local government which would be incorporated into the jurisdictional local government's staff report.

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**Method of Implementation:** The interlocal agreement would require adoption by the BCC. Staff recommends that the BCC schedule a public hearing on the interlocal agreement for March 30, 1999. The dual review process would also require amendments to the Comprehensive Plan Intergovernmental Coordination Element and Map Series to establish the joint planning area. Staff recommends that the amendments be pursued as part of Amendment Round 99-2.

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## Rural Planned Development District Concept

The *WNCLU Study* recommended that the City of Palm Beach Gardens and Palm Beach County investigate a Rural Planned Development District. The undeveloped, uncommitted parcels in the study area, comprised primarily of the "Vavrus Ranch" in Western Palm Beach Gardens and "Mecca Farms" in unincorporated Palm Beach County have been selected and analyzed as "test sites" for the Rural PDD concept. Both sites currently support agricultural uses (Vavrus Ranch, cattle, and Mecca Farms, citrus groves) and as a result, the majority of both sites have been disturbed. However, these larger sites as well as other smaller sites in the study area also contain interspersed areas of relatively undisturbed wetlands and Environmentally Sensitive Lands (ESLs) identified as priority acquisition sites by Palm Beach County. Approximately 8,500 acres of undeveloped, uncommitted land lie within the Study Area, of which approximately 1,660 acres are ESLs and 658 acres are wetlands. (See Attachment 4, Environmentally Sensitive Land within the Study Area.)

The existing land use and zoning regulations in both the City and the County allow for residential densities of either 1 du/10 acres or 1 du/ 20 acres. These regulations do not permit cluster development utilizing these densities, and do not afford the local governments the opportunity to achieve any significant vegetation or environmental systems preservation.

**Staff Recommendation:** Establish a Rural Planned Development District (R-PDD). The Rural Planned Development District (R-PDD) should serve as an alternative development pattern which will enable preservation of the rural character of the study area and achieve open space/ natural area preservation (linear and non-linear) while concurrently providing incentives to the developer. The purpose of the Rural Planned Development District should be to permit residential cluster development in order to:

1. encourage creative and flexible site design that is sensitive to the land's natural features and adapts to the site's physical constraints;
2. protect environmentally sensitive lands and wetlands;
3. promote development which is compatible with pre-existing rural developments;
4. promote development which is considerate of the rural verses urban area distinction;
5. achieve and permanently preserve more open space and natural areas;
6. minimize site disturbance and the visual impacts of development; and,
7. promote cost savings in infrastructure installation and maintenance by such techniques as reducing the distance over which public services and facilities need to be extended or provided.

**Staff Recommendation:** 1) Establish a minimum acreage threshold for a R-PDD. 2) Allow a density bonus, by right, when a property is rezoned as a R-PDD. 3) Require clustering, minimum lot sizes compatible with the use of individual household water wells and on-site sewage disposal (septic tanks), and additional open space preservation (greenways, ESLs, wetlands, hiking/ equestrian trails) to be rezoned to a R-PDD. 4) Establish a maximum gross density for a R-PDD. 5) Require access to a R-PDD to be from an existing collector or arterial road. 6) Require that the R-PDD sites contain significant viable upland and wetland habitats. 7) Establish a point system

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to calculate allowable density bonuses. 8) Investigate the following standards: linear open space, non-linear open space, preservation of ESL/ wetlands, and preservation of the rural vista for use in the point system. 9) Prohibit off-site mitigation.

**Method of Implementation:** The Rural Planned Development District would require an amendment to the Comprehensive Plan Land Use Element, as well as an amendment to the Unified Land Development Code (ULDC). Staff recommends that the text amendment be pursued as part of Amendment Round 99-2.

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## Neighborhood Commercial Uses Proposed for the Western Northlake Corridor Study Area

The WNCLU Study called for the development of a list of neighborhood commercial uses to be permitted within the study area. The study recommends that no new commercial uses be considered until the year 2005 and that when permitted new commercial uses should be located within the Urban Service Area, and should be limited to neighborhood commercial uses. The following list is designed to implement this recommendation.

This list of neighborhood commercial uses was cooperatively established by the City of Palm Beach Gardens, City of West Palm Beach and Palm Beach County staff. Staff utilized the existing neighborhood commercial zoning regulations as a basis for determining appropriate commercial uses for the study area. Staff also considered the rural and urban character of the study area and the public comments offered as part of the public meetings held in 1998 in formulating the list.

**Staff Recommendation:** Permit only the following neighborhood uses within the study area.

- Commercial Communication Tower
- Community Center/ Cultural Facility
- Convenience Store, no gas sales
- Day Care Center, Limited
- Day Care Center, General
- Financial Institution, without drive-thru
- Fitness Center (includes Dance Studio and Karate School)
- Government Services
- Grocery Store
- Laundry Services
- Lounge, Cocktail
- Nursing or Convalescent Facility
- Office, professional, or business
- Medical/ Dental Office or Clinic
- Personal Services (Limited to Barber, Salon, Tanning, Tailor, Dressmaker, Seamstress, Dry-cleaning, Millinery)
- Recycle Drop Off Bin
- Repair services, limited (no small motor repair)
- Restaurant, Take-Out, without drive-thru
- Restaurant, Specialty
- Retail Sales (Limited to Antique Stores, Not Including Refinishing or Repairing; Apparel and Accessory; Bait and Tackle; Baked Goods; Bookstore/ Newsstand; Candy, Nut and Confectionery; Drugstore/ Pharmacy, without drive-thru; Florist/ Garden/ Lawn; Gift/ Novelty/ Souvenir/ Sundry/ Religious/ Stationary; Hardware/ Paint/ Glass and Wallpaper; Hobby Supplies/ Trophy/ Costume/ Coin & Philatelic; Liquor/ Party; Locksmith and Key; Mailing Services; Pet Grooming/ Shops; Tobacco; Video)
- Restaurant, Quality



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- Vet Clinics, with enclosed animal shelters
  - Vet Hospitals, with enclosed animal shelters

***Method of Implementation:*** The list of neighborhood commercial uses would be appropriately located in the Unified Land Development Code (ULDC). The WNCLU Study Area Overlay would be created in the ULDC, and the neighborhood uses would be listed under the overlay. Appropriate zoning regulations for the neighborhood uses should be established in the ULDC.

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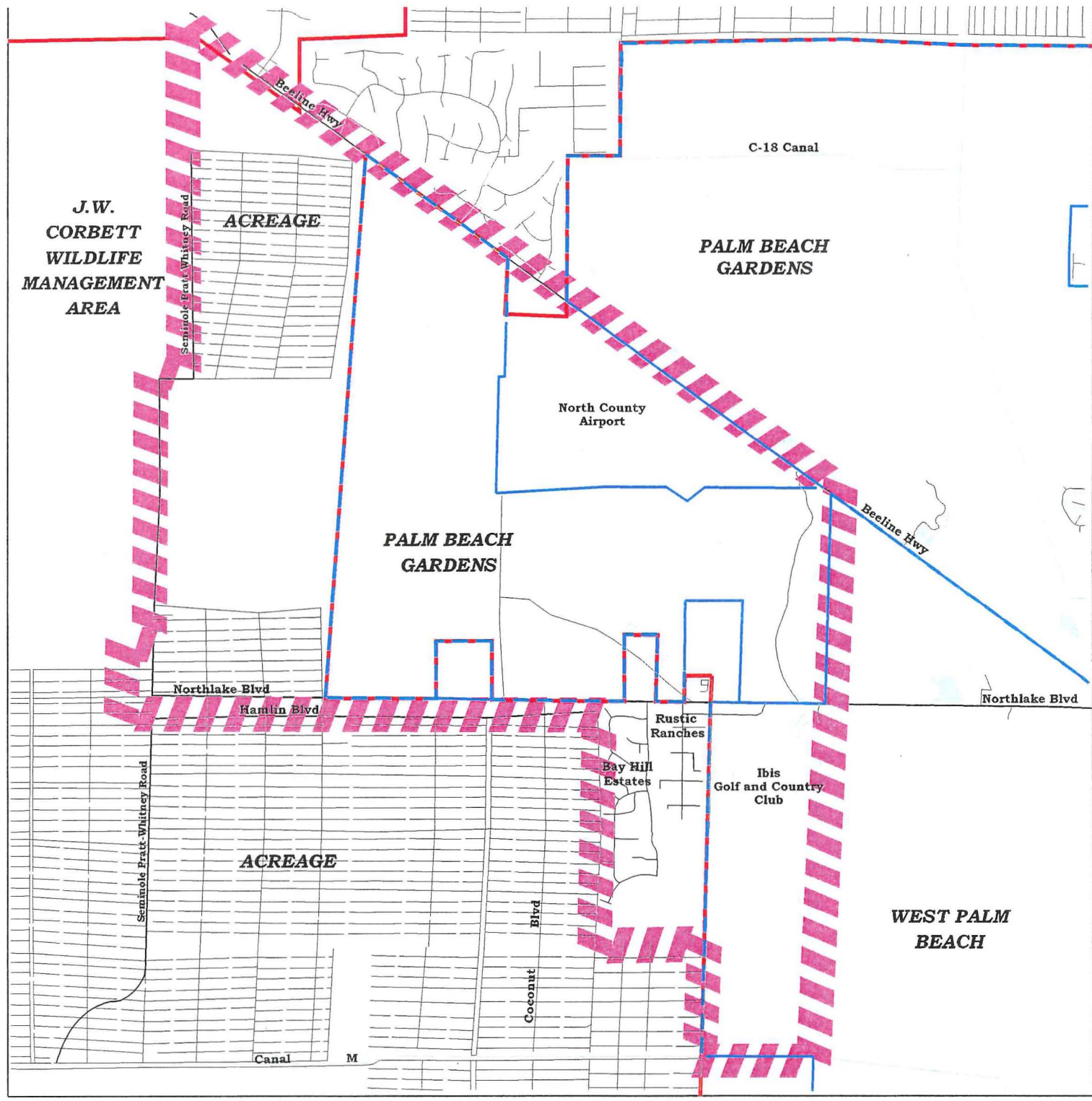
## ATTACHMENTS

Western Northlake Boulevard Corridor Planning Area .....	A-1
Dual Review Boundaries .....	A-2
Resolution 98-1502 .....	A-3
Environmentally Sensitive Lands within the Northlake Study Area .....	A-4

**EXHIBIT A  
WESTERN NORTHLAKE  
BOULEVARD CORRIDOR  
PLANNING AREA**

**LEGEND**

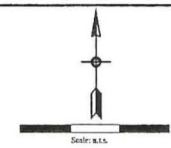
- Municipal Boundaries 
- Urban Service Area Boundary (USAB) 
- Municipal/USAB Overlap 
- Northlake Study Area 



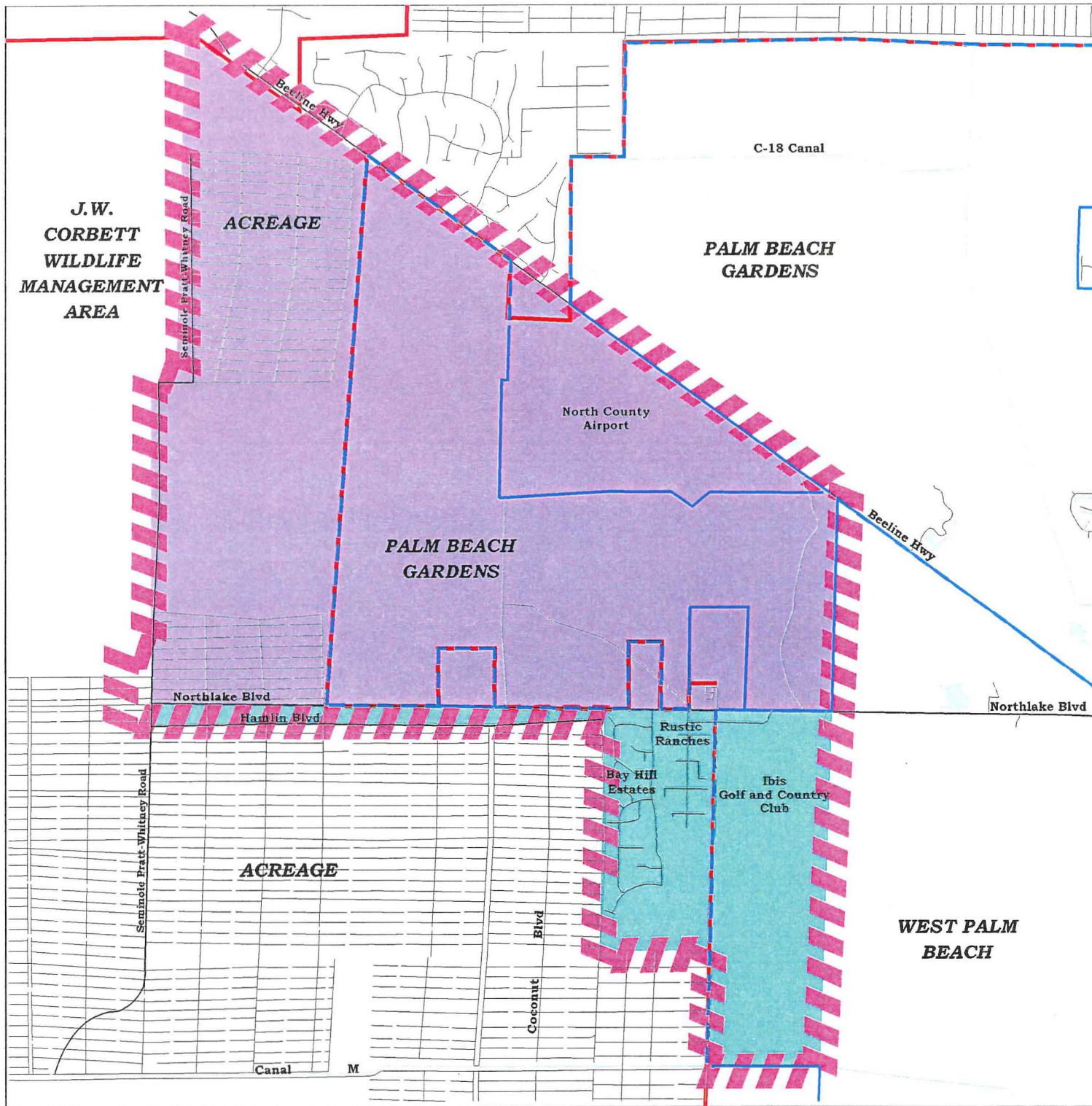
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**Planning, Zoning and Building**  
 100 Australian Avenue  
 West Palm Beach, FL 33406  
 Phone# (561) 233-5090



Scale: N.T.S.  
 Revision Date: 01/27/99  
 Filename: WNP\NGA\EA.DGN  
 Author: s.lutner



**EXHIBIT B  
DUAL REVIEW  
BOUNDARIES**

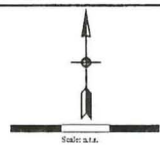
**LEGEND**

- City of Palm Beach Gardens and Palm Beach County
- City of West Palm Beach and Palm Beach County
- Municipal Boundaries
- Urban Service Area Boundary (USAB)
- Municipal/USAB Overlap
- Northlake Study Area

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**Planning, Zoning and Building**  
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Revision Date: 01 25 99  
 Filename: WNDUAL\_APP.DGN  
 Contact: sklobber

RESOLUTION NO. 98- 1502

A RESOLUTION OF THE BOARD OF COUNTY COMMISSIONERS OF PALM BEACH COUNTY, FLORIDA ACKNOWLEDGING THE WESTERN NORTHLAKE CORRIDOR LAND USE STUDY AS A POLICY AND GROWTH MANAGEMENT GUIDE AND AN EXPRESSION OF THE DESIRES OF THE COMMUNITY, IN THE REVIEW OF DEVELOPMENT PROPOSALS AND PLAN AMENDMENTS, AND DIRECTING STAFF TO PURSUE THE ADDITIONAL WORK PRODUCTS RECOMMENDED IN THE STUDY, AND PROVIDING FOR AN EFFECTIVE DATE.

WHEREAS, the Land Use Compatibility Directive of the Land Use Element of the 1989 Palm Beach County Comprehensive Plan calls for the County to ensure that the densities and intensities of land uses are not in conflict with those of the surrounding areas, whether unincorporated or incorporated; and

WHEREAS, Policy 1.1-g of the Land Use Element of the 1989 Palm Beach County Comprehensive Plan calls for the County to ensure that the residential, commercial and industrial land use designations and associated densities and intensities do not exceed the natural or manmade constraints of an area; and

WHEREAS, Policy 1.3-b of the Land Use Element of the 1989 Palm Beach County Comprehensive Plan calls for the County to protect residentially designated area from the encroachment of incompatible land uses; and

WHEREAS, Policy 1.3-e of the Land Use Element of the 1989 Palm Beach County Comprehensive Plan prohibits the County from designating additional commercial areas on the Future Land Use Atlas that would result in strip commercial development; and

WHEREAS, Policy 3.3-a of the Land Use Element of the 1989 Palm Beach County Comprehensive Plan provides that the County develop a program for allowing consideration of neighborhood plans; and

WHEREAS, Goal 1 of the Intergovernmental Coordination Element of the 1989 Palm Beach County Comprehensive Plan calls for the County to provide a continuous coordination effort with all affected governmental entities in order to accomplish the goal of the Palm Beach County Comprehensive Plan and consider recommendations of affected governmental entities in the County's decision-making process and to ensure consistency with state and regional plans and

R98 1502

**WHEREAS**, Goal 1 of the Conservation Element of the 1989 Palm Beach County Comprehensive Plan calls for the County to preserve, protect, and enhance the County's natural resources, encouraging the highest possible environmental quality and best management of natural resources; and

**WHEREAS**, in Resolution R-93-886, the Board of County Commissioners provides for acknowledgement of neighborhood plans by Resolution; and

**WHEREAS**, in 1997, the County received two plan amendment applications in the Northlake Corridor Area to which the City of Palm Beach Gardens objected through the Intergovernmental Plan Amendment Review Committee (IPARC) process; and

**WHEREAS**, the Board of County Commissioners directed staff to coordinate with the City of Palm Beach Gardens on a corridor study along Northlake Boulevard on July 21, 1997; and

**WHEREAS**, a staff committee was formed by the County, the City of Palm Beach Gardens and the City of West Palm Beach to undertake the study; and

**WHEREAS**, input from area residents and property owners was received at several stages during the study process; and

**WHEREAS**, a final community meeting was held on Tuesday, May 31, 1998 where the community reviewed and accepted the recommendations in the plans; and

**WHEREAS**, the Western Northlake Corridor Land Use Study contains recommendations regarding appropriate land uses for the remaining vacant parcels; establishing an effective delineation between rural and urban/suburban uses; and discouraging urban sprawl and the premature conversion of rural land to urban uses; as well as recommendations regarding intergovernmental coordination/ cooperation.

**WHEREAS**, the Land Use Advisory Board reviewed the study on June 12, 1998 and July 10, 1998 and voted unanimously to forward a recommendation of approval to the Board of County Commissioners; and

**WHEREAS**, the City of Palm Beach Gardens held a workshop on June 18, 1998 made comments on the plan, and directed its staff to bring the study back for formal action; and

**WHEREAS**, the Board of County Commissioners held a workshop on June 23, 1998, made comments regarding the plan and concluded that further discussion was warranted on the study; and

**WHEREAS**, the City of West Palm Beach held a workshop on August 10, 1998, made comments on the plan, and directed its staff to pursue the recommendations of the study.

NOW, THEREFORE, BE IT RESOLVED BY THE BOARD OF COUNTY COMMISSIONERS OF PALM BEACH COUNTY, FLORIDA, AS FOLLOWS:

**Section 1.**

The Western Northlake Land Use Study attached hereto as Exhibit A, is hereby acknowledged by the Board of County Commissioners as a policy and growth management guide, and an expression of the desires of the community, in the review of development proposals and plan amendments. County staff is directed to pursue the additional work products as recommended by the study.

**Section 2. Effective Date**

This Resolution shall be effective upon adoption by the Board of County Commissioners. The foregoing Resolution was offered by Commissioner Marcus, who moved its adoption. The motion was seconded by Commissioner Roberts and, being put to a vote, the vote was as follows:

COMMISSIONER BURT AARONSON	Absent
COMMISSIONER KAREN T. MARCUS	Aye
COMMISSIONER CAROL A. ROBERTS	Aye
COMMISSIONER WARREN H. NEWELL	Nay
COMMISSIONERS MARY McCARTY	Absent
COMMISSIONER KEN L. FOSTER	Absent
COMMISSIONER MAUDE FORD LEE	Aye

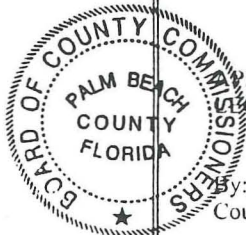
The Chair thereupon declared the Resolution duly passed and adopted this 16 day of September, 1998.

ATTEST:  
DOROTHY H. WILKEN, CLERK

PALM BEACH COUNTY, FLORIDA, BY  
ITS BOARD OF COUNTY  
COMMISSIONERS

By: Jean Wilken  
Deputy Clerk

By: [Signature]  
Chair



APPROVED AS TO FORM AND  
LEGAL SUFFICIENCY

By: [Signature]  
County Attorney

R98 1502



**Environmentally Sensitive  
Lands Within the  
Northlake Study Area**

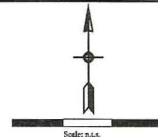
**LEGEND**

- Publicly Owned Conservation Lands
- County Managed Natural Areas
- Priority Acquisition Sites
- RR20 Lands
- Other TDR Sending Areas
- Existing/Approved Developments
- Urban Service Area Boundary (USAB)
- Municipal Boundary
- Municipal/USAB Overlap
- Northlake Study Area Boundary Overlay
- Development Approval In Process

NOTE: MAP IS NOT OFFICIAL. FOR PRESENTATION PURPOSES ONLY.



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Building**  
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Scale: N.T.S.  
Revision Date: 10/29/98  
File Name: rasim01.dgn  
contact: skobber