

LAKE WORTH  
TRANSIT-ORIENTED DEVELOPMENT  
THE CITIZENS' MASTER PLAN  
January 2009



Prepared by the  
Treasure Coast Regional Planning Council

THE LAKE WORTH  
TRANSIT-ORIENTED  
DEVELOPMENT CHARRETTE  
THE CITIZENS' MASTER PLAN

*prepared by*

TREASURE COAST REGIONAL PLANNING COUNCIL

*With and for the citizens of the City of Lake Worth*

*June 21 - 27, 2008*

*Acknowledgements*

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This master plan document represents the citizens' ideas and vision for the future of transit stations and their integration inot the City of Lake Worth. The designs, illustrations, and graphics included within this report are meant to convey that vision and are conceptual by nature.

# T R A N S I T I N F L O R I D A ?

## W H Y N O W ?

The City of Lake Worth, like most municipalities along Florida's east coast, was established with a passenger rail station located along what is now the FEC Rail Corridor. Passenger trains ran north/south from Jacksonville to Miami, with east/west trains at key points through the state. Towns and cities grew around these stations, emanating east to the ocean and west into agricultural lands, and the region utilized a balanced transportation network of trains, cars, marine vessels, and bicycle/pedestrian connectivity. However, in the early 1960s, passenger service was eliminated, accelerating a trend towards suburban, auto-dominated sprawling land use patterns that have nearly consumed southeast Florida. Today, auto trips continue to dominate the transportation network, with transit accounting for less than 1% of all roadway trips. State experts project the population in the three southern counties (Miami-Dade, Broward, and Palm Beach) will grow by 48% through 2025; however, highway capacity will only grow by 14%, accelerating the need for multi-modal transportation to allow continued economic expansion, mobility, and quality of life.

For decades, local governments, citizens, and business leaders have advocated for alternative transportation modes through southeastern Florida and the state. The region's first rail system - Tri-Rail - was established on the western CSX tracks in the late 1980s as a commuter rail running mostly west of I-95, with eighteen stations along its 72 miles. Given the steady increases in roadway congestion, gasoline prices, and environmental awareness, Tri-Rail's ridership has steadily increased over its decade of operations. In the first six months of 2008, Tri-Rail has become the fastest-growing commuter rail system in the country, with some ridership statistics indicating more than 30% increased ridership. Palm-Tran, the county bus service, has also experienced significant ridership increases, with nearly a 30% ridership increase over the past three years. The growing demand for transit has also expanded the state's focus east to the FEC tracks, and since 2005, the state has been leading a three-county "South Florida East Coast Corridor" (SFECC) Study. This effort is examining the reintroduction of passenger transit on the 85-mile railroad that connects downtown Miami to Jupiter, which could yield tremendous benefits to individual communities and the region as a whole.

Many regions of the US have developed balanced transportation networks, with easy interconnectivity between modes. The integration of land use and transportation planning has been determined to be critical to their success. Where land use patterns are transit-supportive, with a mix of land uses, comfortable pedestrian accessibility, and properly placed buildings and improvements, transit ridership tends to increase. This trend of transit-oriented development, or TOD, has been recognized by the local, state, and federal decision makers as a key component to improve the success of transit. As a result, the SFECC Study underway in the southeast Florida region has highlighted land use planning in conjunction with transit planning along the FEC Corridor.

There are many benefits to well-integrated land use/transportation planning. Operationally, the land use pattern dictates the ease in which transit can function. For users, a transit-supportive environment improves the ease and efficiency with which the transit system can be accessed. For property owners, a well-organized land use plan that addresses the interplay of building form and pattern, mobility, and land use increases predictability and communications circulation, building patterns, and increases predictability and confidence for investors, thereby stimulating desired development. The funding arrangements for transit also rely on land use patterns. Like roadway projects, transit funding is typically a blend of federal, state, and local dollars, with federal funding playing a primary role. Increasingly, the federal government has included land use ratings in its funding decisions, and the region's opportunities to secure federal funding is increased as land use patterns become more transit supportive.

For the City of Lake Worth, the TOD charrette offered an opportunity for citizens, property owners, and others to identify and evaluate future station locations and their related land use patterns. This visioning process expanded the role of citizen input, highlighting the relationships between land use, mobility, economics, and other factors. With an adopted Citizens' Master Plan, the City is able to clearly communicate its expectations to citizens, business owners, investors, and agencies, well ahead of the capital investments necessary to enable the transit system. With the future transit system as the core focus of the charrette, the Citizens' Master Plan addresses the surrounding land use patterns to maximize the benefits of transit for the community. Over time, the implementation of the Citizens' Master Plan will encourage transit-supportive development, both public and private, which will produce a more successful transit system as it evolves. This is crucial as issues of sustainability, energy, and mobility become paramount to local governance in Florida.

The Citizens' Master Plan and charrette would not have been possible without the support, cooperation, and enthusiasm of the citizens and staff of Lake Worth. A special note of gratitude goes to:

Robert Baldwin  
Lake Worth City Manager

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Emily Theodossakos, Project Coordinator.

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<b>EXECUTIVE SUMMARY</b> .....	1		
<b>BACKGROUND</b> .....	03		
Transit Overview.....	03		
SFECC Overview.....	05		
<b>THE CHARRETTE PROCESS</b> .....	11		
Community’s Requests.....	13		
Studio and Continued Public Input.....	15		
<b>PRINCIPLES OF URBAN DESIGN</b> .....	17		
Building Blocks of a Community.....	17		
Two Patterns of Development.....	18		
Transportation and Mobility.....	19		
Block Size.....	22		
Mass Transit.....	22		
Station Typologies.....	24		
Commercial Streets.....	29		
Residential Streets.....	30		
Traffic Calming.....	31		
Retail Principles.....	34		
Mix of Uses.....	35		
Transitions between Uses and Scales.....	36		
<b>EXISTING CONDITIONS</b> .....	41		
Street Network.....	41		
Transit.....	43		
Mix of Housing.....	45		
Neighborhoods.....	45		
Mix of Uses.....	46		
Transit Infrastructure.....	48		
<b>MARKET OVERVIEW</b> .....	51		
Demographics.....	51		
Economic Profile.....	51		
Housing Market.....	52		
Office Market.....	52		
Industrial Market.....	52		
Macro Retail Market.....	54		
		Micro Retail Market.....	56
		Market Recommendations.....	65
		<b>CITIZENS’ MASTER PLAN</b> .....	67
		Downtown Station Area.....	68
		Downtown Station Area Recs.....	72
		North Dixie Highway.....	73
		North Dixie Highway Recs.....	76
		Secondary Station.....	77
		Secondary Station Recs.....	79
		Neighborhoods.....	80
		Neighborhood Recommendations.....	89
		Park of Commerce.....	90
		Park of Commerce Recs.....	94
		Lake Worth Road Corridor.....	95
		Tri-Rail Transit Village.....	97
		Tri-Rail Transit Village Recs.....	103
		Lake Avenue West.....	104
		Lake Avenue West Recs.....	108
		Mobility.....	109
		Mobility Recommendations.....	119
		<b>IMPLEMENTATION</b> .....	121
		<b>CHARRETTE TEAM</b> .....	130
		<b>ACRONYMS</b> .....	131
		<b>GLOSSARY</b> .....	132

Transportation mobility, access, and well-integrated transportation and land use are critical components of economically healthy, sustainable communities. Accordingly, transit and improved transportation/land use relationships have become priority considerations in Southeast Florida over the past two decades. Towards that end, for the past three years, a multitude of local, regional, and state agencies in Southeastern Florida have been collectively evaluating opportunities to reintroduce mass transit in the South Florida East Coast Corridor (SFECC) study. This analysis, which focused on Miami-Dade, Broward, and Palm Beach counties, has revealed that the best opportunity for mass transit lies along the Florida East Coast rail corridor (FEC) as it was the historic passenger rail line for eastern Florida.

The study area for the City of Lake Worth Charrette extends from 10th Avenue North to 6th Avenue South and from Congress Avenue at the west to the Intracoastal Waterway on the east (see map). The study area includes the existing Lake Worth Tri-Rail station, Palm Beach Community College, the FEC rail corridor, Lake Worth's historic downtown, and a number of varied neighborhoods.



*The Lake Worth Transit-Oriented Development Charrette Study area is from 10th Avenue North to 6th Avenue South and Congress Avenue to the Intracoastal Waterway*

The objective of the charrette was to plan for FEC passenger rail service and to create a plan that enhances and encourages all modes of transportation in the downtown area. The charrette focused on identifying appropriate future transit stations and transit-oriented development (TOD) districts along the FEC corridor and the Lake Worth Tri-Rail station.

The Citizens' Master Plan identifies three transit-oriented opportunities. With regard to the existing Lake Worth Tri-Rail station, the plan identifies a corresponding new TOD district around the station. In addition, the plan identifies two new stations along the FEC corridor. The first is a “town center” station at the intersection of Lake Avenue and the FEC tracks that would serve as the city's focal downtown station. A second station was also identified at the intersection of 10th Avenue South and the FEC, which could become a “Park-n-Ride” station type that could also serve the surrounding neighborhood.

The charrette also examined infill and redevelopment opportunities and strategies to maximize the city's potential for transit. The charrette report suggests the city re-examine its system of one-way streets, maximize its current alley systems, and continue its tradition of supporting pedestrians and

## EXECUTIVE SUMMARY

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bicyclists. The charrette report analyzes the Lake Worth Road roundabout in detail, with recommended modifications to improve safety for pedestrians and vehicle navigation.

The charrette report examines opportunities to make the city more sustainable. A noteworthy conclusion is that the current mix of retail uses does not fully serve the residents, as the city lacks retail for essential items such as groceries, clothing, and hardware. Most residents must travel outside the city to do basic shopping. The report suggests the community consider how much and what type of retail is desirable, for the city is currently leaking a significant market share (jobs and revenue) to other communities.

In addition to retail, the city also appears to have insufficient office and industrial space, with much of the existing commercial and industrial space reaching obsolescence. The Citizens' Master Plan clarifies the 2001 Park of Commerce Charrette Report recommendations for an industrial park with supporting uses.

**History of Transit**

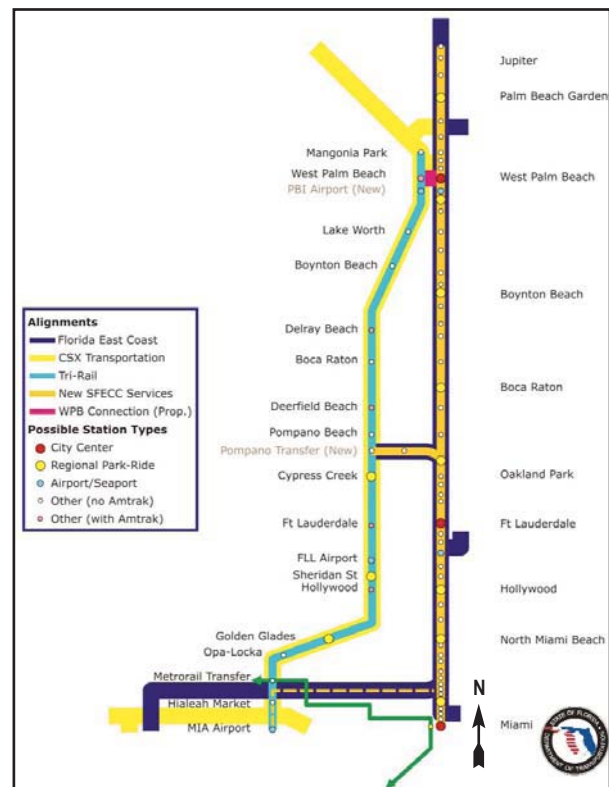
Like most east coast Florida communities, the development of Lake Worth and eastern Palm Beach County is inextricably tied to the Florida East Coast (FEC) railroad. Beginning in the 1880s, Henry Flagler extended his railroad south from Jacksonville along Florida’s then undeveloped east coast, through St. Augustine, Daytona Beach, and into Palm Beach County by the 1890s. Shortly thereafter, the rail line was extended south into Miami and ultimately into Key West in 1912. Rail service was critical for economic expansion and passenger travel, and cities along Florida’s east coast flourished with the convenient interconnectivity – both north and south.



*Cities across the nation are continuing the tradition of transit with an emphasis on transit-supportive land uses at station locations. This image shows a light rail stop in Portland, Oregon, surrounded with residential and retail uses.*

In the mid-1960s, due to a labor dispute, passenger service on the FEC was terminated, shifting inland to the CSX tracks with the FEC carrying only freight through South Florida for the past half-century. The hope of reintroducing passenger transit on the FEC rail line has persisted ever since.

By the 1980s, the impacts of suburban sprawl and the elimination of passenger rail service to Florida’s coastal cities had become evident with declining downtowns surrounding many former Flagler train stations. Redevelopment programs were initiated in dozens of traditional downtowns with varying levels of success. The reintroduction of passenger rail transit on the FEC corridor had long been identified as one of the solutions to catalyze redevelopment as well as provide regional mobility, which was beginning to present an even tougher challenge by the late 1980s.



*This diagram from the SFECC Study identifies the existing CSX/Tri-Rail corridor; the FEC corridor; new east-west SFECC connections in Dade and Broward counties; station types; and a West Palm Beach connection. The West Palm Beach connection will serve as the “jumping-over” point where Tri-Rail service will transfer from the CSX to the FEC. Downtowns fortunate enough to have the CSX and FEC lines in close proximity, like Lake Worth, will benefit from the great level of transit service.*

**Transit Overview**

The Creation of Tri-Rail

As South Florida’s population continued to increase, the historic job centers along the coast remained, surrounded to the north, south, and

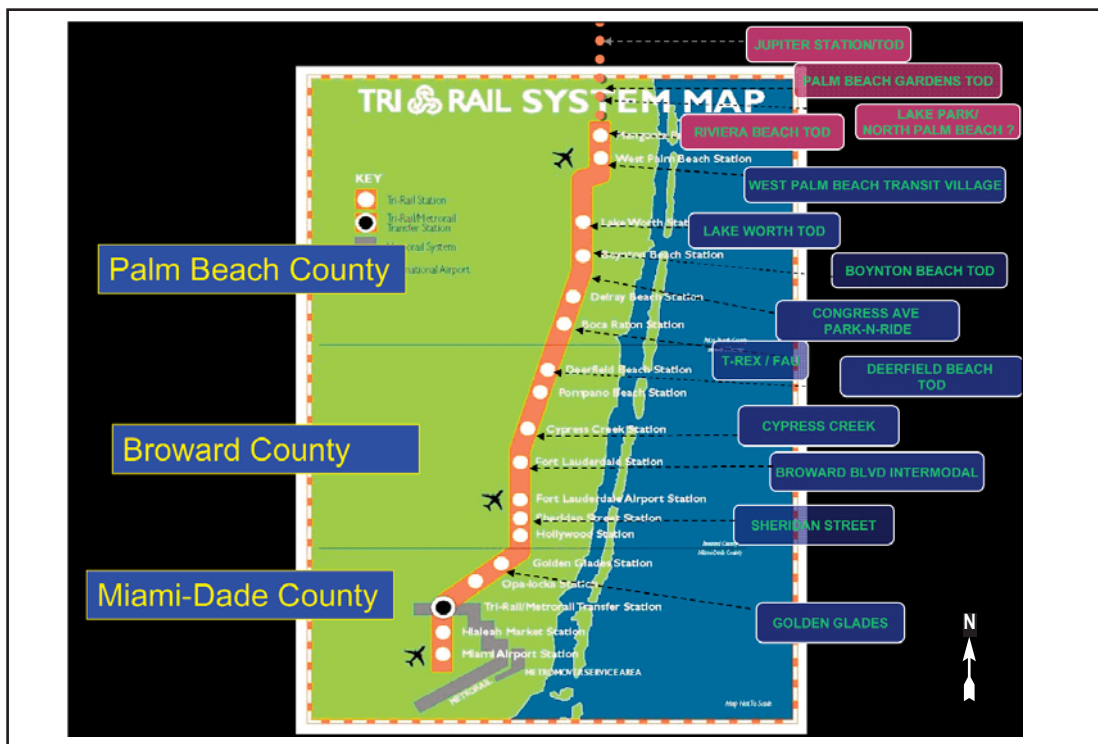


## BACKGROUND

west by largely suburban residential development. Concerns over regional mobility intensified in the late 1980s, so when expansion plans for Interstate 95 materialized, the State of Florida's Governor and Cabinet created the Tri-Rail Authority to provide inter-regional commuter rail service from Miami-Dade County north through Broward County into Palm Beach County. The FEC corridor was initially evaluated for Tri-Rail, which became the region's first rail project. However, negotiations with the FEC were unsuccessful, pushing the commuter rail west onto the CSX rail corridor.

Tri-Rail currently operates with eighteen stations through the three counties and a northern terminus at Mangonia Park (central Palm Beach County). The Tri-Rail Authority was reconstituted as the South Florida Regional Transportation Authority (SFRTA) in 2003 with a broader focus including land use surrounding the corridor and stations. In the early 2000s, the SFRTA began evaluating an extension of service north into Jupiter with a crossover from the CSX to FEC tracks north of the Mangonia Park Station. Unfortunately, methodological questions caused the agency to suspend its study efforts in 2004.

During the past three years, Tri-Rail has increased ridership by 30 percent with each passing year. The current Tri-Rail service exceeds previous ridership projections so significantly that many stations now lack adequate parking. The communities and the SFRTA have several different options to resolve the parking issue. More station area parking can be provided; transit service interconnections can be increased; or communities and the SFRTA can provide a combination of both.



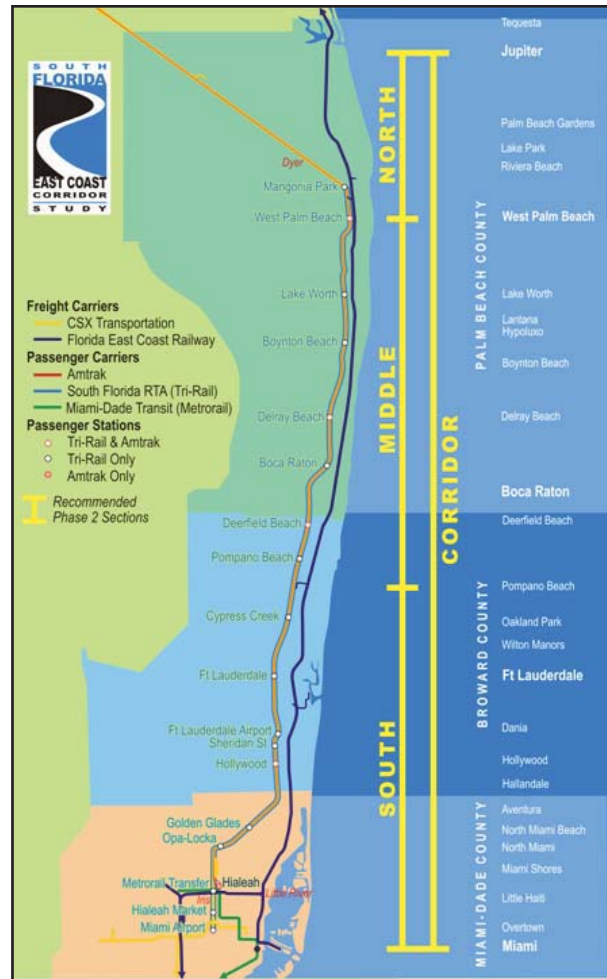
The Tri-Rail system is shown in orange. Existing stations are shown as white circles on the orange line, while the potential Tri-Rail extension to Jupiter is shown as small orange circles. Stations labeled with a blue box identify existing stations currently under planning study to incorporate new TOD. Purple boxes indicate locations currently under study for new stations with TOD.

The South Florida East Coast Corridor Study

In 2005, the Metropolitan Planning Organizations (MPOs) in Miami-Dade, Broward, and Palm Beach counties partnered with the Florida Department of Transportation (FDOT) to initiate the SFECC Study. This multi-year analysis is evaluating the potential reintroduction of transit on the FEC railroad along the 85-mile stretch of railroad from downtown Miami north to the northern Palm Beach County line. The SFECC Study initially identified sixty potential “station areas” among the three counties generally located along roadways with I-95 access and/or in proximity to town centers, major employers, and residential populations. Since initiation of the study, the number of station areas under consideration has grown to more than eighty due to local requests, updated information, and the addition of overlooked station opportunities. The general study area is depicted in the map to the right.

The first phase of analysis for the SFECC Study was completed in late 2007, which included preliminary environmental analysis, review of various transit technologies (e.g., light rail, commuter rail, bus rapid transit), and the conclusion that passenger service along the FEC corridor will yield positive transportation benefits for the region, complementing the current Tri-Rail service. The 85-mile FEC corridor was divided into three distinct segments: a southern segment (from downtown Miami to Pompano Beach), a central segment (from Pompano Beach to downtown West Palm Beach), and a northern segment (from downtown West Palm Beach to Jupiter).

Within the 85-mile FEC Corridor, the first phase of the SFECC Study included the identification of sixty potential “station areas”, each of which contained a roughly one-mile diameter of land surrounding the potential station. These areas were centered around key transportation facilities (e.g.,



*The SFECC study is a comprehensive analysis to improve transit mobility throughout Southeastern Florida.*



*Above is an example of an employment center station type. This example is the Datran Center in Miami-Dade county and links regional shopping, workplace, and now housing via the Metro-Rail.*

## BACKGROUND

major east/west roadways with connection to I-95 or the Florida Turnpike; airports; seaports; and major employers such as hospitals, business parks, universities, and major event venues). Part of the analysis included the assignment of preliminary station area ratings. Utilizing a rating system derived from Federal Transit Administration (FTA) evaluation factors, each station area was evaluated on the basis of land use patterns, future development potential, ridership forecasts, and regulatory framework (e.g., comprehensive plans, land development regulations). National research indicates transit service in areas with more transit-supportive land use patterns tend to attract greater ridership, therefore making them more effective and efficient. Accordingly, each station area was assigned a preliminary score and suitability rating from “low” to “high.” The map at the right indicates the preliminary land use ratings for the northern section of the corridor.

On the “SFEEC Station Suitability Analysis” map to the right, preliminary station areas in Palm Beach County are represented by colored circles, whereby the size of the circle indicates projected ridership for the station location, and the colors indicate land use suitability for transit. Green and blue colors indicate land use patterns that are highly supportive of transit. The downtown areas of West Palm Beach, Fort Lauderdale, and Miami are designated as highly supportive places. Red and orange circles indicate station areas that have lower levels of transit-supportive land use patterns or policies, which tend to occur in many areas of Palm Beach County. The northern segment (north of West Palm Beach) contained relatively lower station area ratings compared to the central (West Palm Beach to Pompano Beach) and southern (Pompano Beach to Miami) segments due in part to current and



*Station land suitability analysis for the northern section of the SFEEC Study.*

### Top Four Transit Myths in Lake Worth

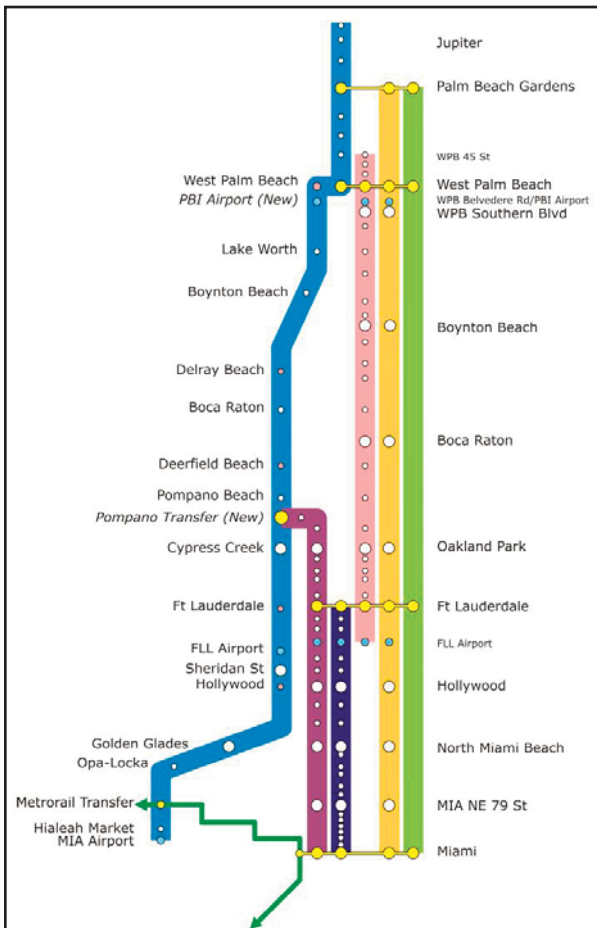
1. There will not be enough riders to justify trains on two systems.
2. Lake Worth does not need another station since Grand Central Station will not fit downtown.
3. Train service is a distant dream.
4. There is no money to support transit.



Recent spikes in ridership has put a strain on Tri-Rail parking capacity. As evidenced by this photo taken at the Lake Worth Tri-Rail station, bicycle parking is at a premium as well. It is critical that transit station areas are designed and detailed to safely accommodate all modes of mobility.

planned land use patterns. Therefore, greater emphasis has been placed upon land use planning along the northern segment in an effort to bolster ratings, improve anticipated system success, and increase the segment's competitiveness to secure federal funds.

The current Tri-Rail system carries approximately 16,000 passengers per day through the three counties. At build-out, the combined Tri-Rail/FEC train network is projected to carry at least 110,000 passengers per day. Given escalating fuel prices, energy concerns, and future projected constraints of the existing roadway network, this transit capacity is critical for the continued mobility, economic vitality, and quality of life for the region's population.



The second phase of SFECC analysis is currently underway with completion anticipated in 2010/2011 including submittal to the FTA. Funding is anticipated from three entities: 50% Federal (via FTA), 25% State, and 25% Local. The Palm Beach MPO has already begun setting aside \$24 million to fund the local portion of rail service to Jupiter.

Service Options

There are a number of different service options being evaluated in the SFECC Study, utilizing both the existing Tri-Rail service on the CSX corridor as well as varied service options on the FEC corridor. The graphic to the left provides a conceptual illustration of the transit network at build-out with local, regional, and express services in place between the three counties integrated with the existing Tri-Rail service. While the ultimate service pattern will be determined through the SFECC Study, it is important to note the key differences in station spacing and numbers in the system illustration. The current Tri-Rail service was designed as a true commuter rail system with only eighteen stations spaced miles apart along its 72-mile portion

The diagram above illustrates a transit service concept which utilizes both the CSX and the FEC corridors. The combination would allow for a variety of standard transit services as well as premium service between major centers.

## BACKGROUND

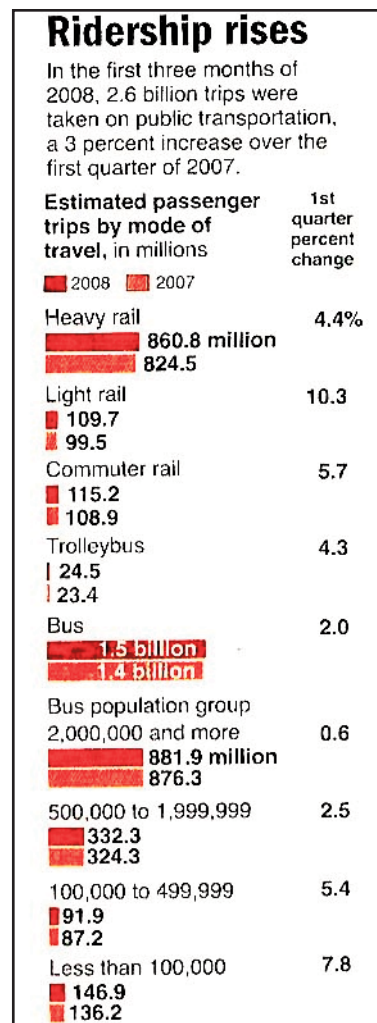
of the CSX corridor. In contrast, the future transit system on the FEC Corridor is envisioned to have far more points of access with perhaps fifty or sixty stations distributed throughout its 85 miles. With a variety of service options, including local trains stopping at most stations, express trains stopping only at major downtowns, and a variety of other arrangements, the future system forecast indicates substantial ridership, which is projected to grow exponentially as the system is expanded.

### TRANSIT-ORIENTED DEVELOPMENT

To frame the discussion and analysis of Lake Worth's future potential station areas, it is important to define generally the concept of Transit-Oriented Development, or TOD, as a pedestrian-friendly, mixed-use form of development designed to complement a transit station or transit corridor. TODs typically encompass a quarter- to half-mile ring around transit (10- to 15-minute walking distance) and provide an appropriate venue for regional destinations, multi-modal transit hubs, job centers, and both attainable (workforce especially) as well as market-rate housing. Because the half-mile ring represents the pedestrian catchment area for a station, each station analyzed in the charrette is identified with a half-mile circle drawn around it.

Ideally, TODs include a mix of uses (e.g., housing, retail, restaurant, office) such that eighteen hours of daily activity occur in close proximity to the transit station. TODs are characterized by easy mobility for pedestrians and bicyclists, and successful TODs are well integrated into collector transit systems, such as trolleys and buses. Parking within TODs is typically reduced and managed within the TOD district to further encourage transit ridership.

It is important to note TOD is not a one-size-fits-all solution. Rather, there are a variety of TOD types depending on station area context described



*Transit ridership nationwide has been trending upward. (Source: )*



*Despite recent increases ridership, the Tri-Rail and FEC transit corridors will require land use revisions and redevelopment efforts that are transit-supportive if they are to achieve their maximum potential.*

in more detail below. Across the country, TOD has become the preferred land use form around existing and proposed transit stations. TOD is also a consideration for federal funding, and the federal rating criteria relies heavily upon land use patterns (both existing and anticipated) around proposed stations and along transit corridors.

#### OVERVIEW OF STATION TYPOLOGY

The 85-mile segment of FEC corridor under consideration in the SFECC Study includes an incredibly varied array of land use patterns, densities, development conditions, and destinations. The corridor includes internationally prominent downtowns such as Miami, Fort Lauderdale, and West Palm Beach; international ports of call; three international airports; major sports stadiums; and several universities. It also includes hospitals, business parks, lifestyle centers, multi-story residential buildings, and shopping venues. In addition, the FEC transverses quaint historic downtowns, small-scale residential communities, parks, nature preserves, and even a few undeveloped properties. Accordingly, with the variety of station area conditions, eight different station types have been identified for the FEC Corridor, including: City Center, Town Center, Neighborhood, Employment Center, Local Park-n-Ride, Regional Park-n-Ride, Airport/Seaport, and Special Event Venue. Two of these station types are recommended for development within the Lake Worth TOD Study Area.



## CREATION OF THE CITIZENS' MASTER PLAN - THE CHARRETTE PROCESS

### *Meaning of Charrette*

Charrette means "cart" in French. An architectural school legend hold that at the Ecole des Beaux Arts, in 19th Century Paris, work was so intense that students continued to sketch even as carts carried their boards away to be juried.

Today charrette refers to a high speed, intense, and focused creative session in which a team works with citizens on design problems and presents solutions.

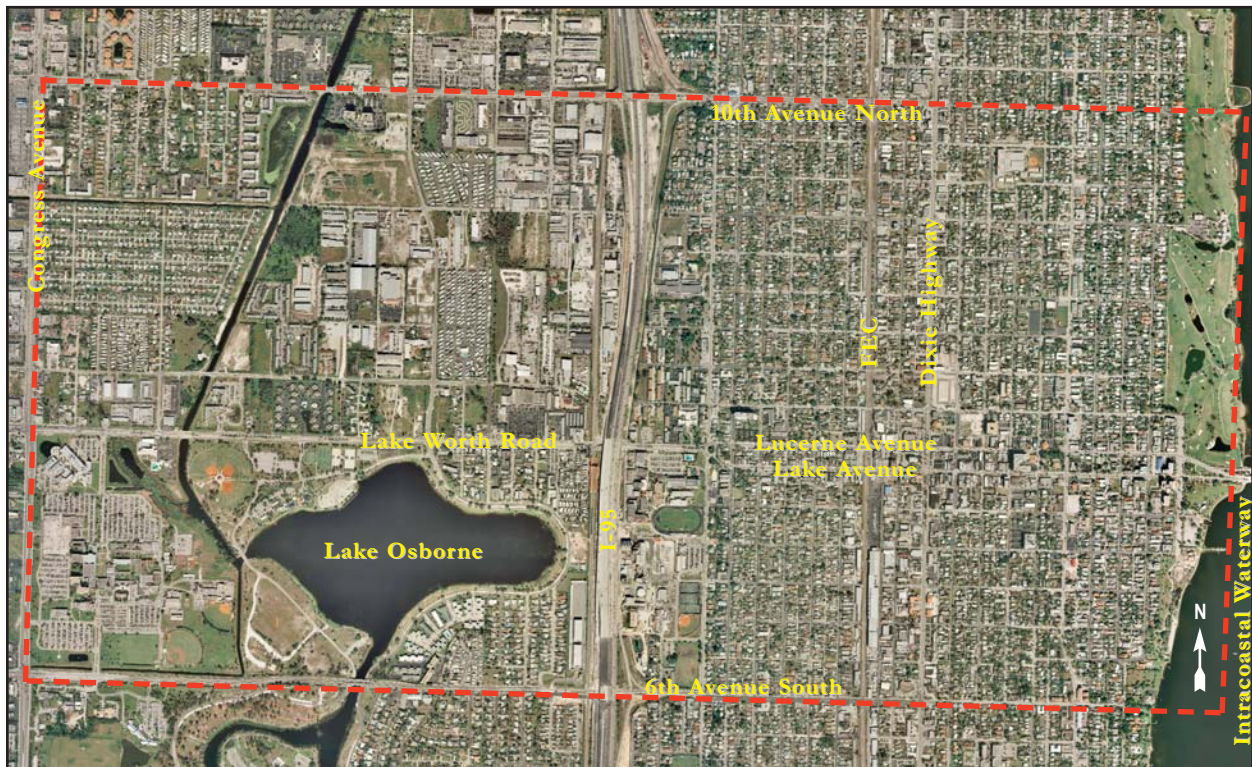


*Community participating in the public design process held to craft a new Master Plan for downtown Lake Worth.*

### **The Charrette Process**

On June 21 - 27, 2008, the Treasure Coast Regional Planning Council (TCRPC), the South Florida Regional Transit Authority (SFRTA), the Lake Worth Community Redevelopment Agency (CRA), and the City of Lake Worth conducted a seven-day public design charrette. The charrette was held at the City's shuffleboard courts, where the TCRPC set up its design studio throughout the week. The charrette was attended by over 50 residents, property and business owners, community leaders, and elected officials, who participated in crafting a new Master Plan for the City's downtown and surrounding areas. The design team assisting the community consisted of fifteen professionals including urban designers, architects, engineers, economists, retail experts, and graphic consultants.

This new Citizens' Master Plan addresses strategies for mass transit, transportation, neighborhood revitalization, economic development, and historic preservation and complements and furthers previous public planning efforts for the area.



*The Lake Worth TOD Charrette study area: bounded by Congress Avenue to the west, the Intracoastal Waterway to the east, 10th Avenue North to the north, and 6th Avenue South to the south.*



# CREATION OF THE CITIZENS' MASTER PLAN - THE CHARRETTE PROCESS

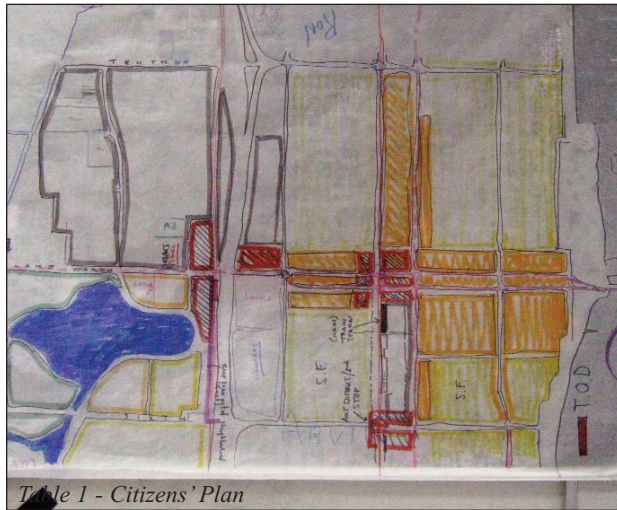


Table 1 - Citizens' Plan

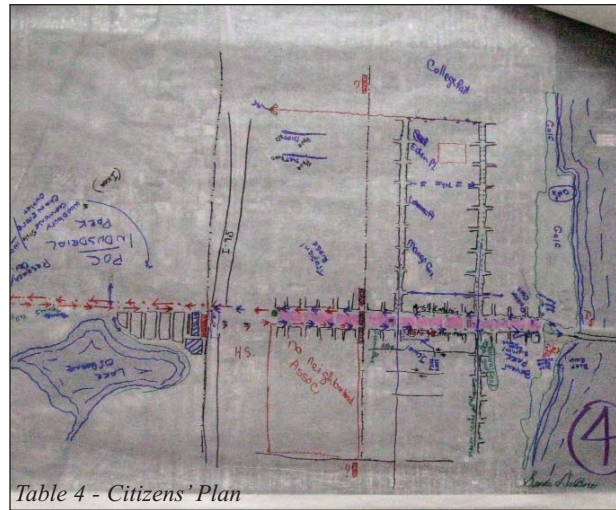


Table 4 - Citizens' Plan



Table 2 - Citizens' Plan



Table 5 - Citizens' Plan



Table 3 - Citizens' Plan

## Public Design:

Charrette participants divided into five groups and, with the help of a design team member, embedded their ideas and hopes for the future of their community on an aerial of the study area. These plans crafted by the community become the basis for the creation of the Citizens' Master Plan described in this report.

## Public Presentations:

At the end of a half-day design session, a representative from each table presented the ideas to other charrette participants. The main ideas, designs, and development considerations expressed by charrette participants were documented by the team, and subsequently explored and further developed during the week-long process by the team of professionals.

*Citizens' plans created during an intense public design session*

## CREATION OF THE CITIZENS' MASTER PLAN - THE CHARRETTE PROCESS

### The Community's Requests

- Build new FEC stations at some or all of the following locations: downtown, 6th Avenue South, 10th Avenue North
- Make bicycling through downtown, and to and from destinations like Palm Beach Community College (PBCC), John Prince Park, and the beaches, a comfortable and safe experience
- Develop the corridor between City Hall and the Lake Worth Road roundabout with mixed-use buildings similar in scale and character as historic downtown Lake Worth
- Preserve the downtown height limit
- Improve the safety of the Lake Worth Road roundabout
- Create a linear park along the FEC corridor with trees and bike paths
- Calm traffic on Lake Osborne Drive to protect the Lake Osborne neighborhoods
- Redevelop the mobile home park near the Tri-Rail station in a way that does not displace the current residents and does not overburden neighborhood traffic
- Create additional incentives for home ownership to stabilize the neighborhoods
- Create a commercial center to better serve and integrate the immigrant population
- Expand public transportation, both within the City as well as with surrounding communities
- Establish an attractive east-west public transportation system that connects PBCC with the beaches and other intermediate destinations.
- Redevelop the light industrial along the FEC as an arts district with housing
- Offer incentives to encourage industrial businesses along the FEC corridor to relocate to the Park of Commerce
- Relocate City Hall to the shuffleboard court location and create an inviting civic campus
- Integrate the historic main street character throughout the City to create continuity and a recognizable identity
- Create more neighborhood parks
- Allow retail outlet area for chain stores at the Park of Commerce and maintain local stores in the downtown
- Attract a new grocer to the downtown
- Pave dirt roads; upgrade and maintain the alleys; use alleys for garbage collection; and convert unused rights-of-way in neighborhoods into "green fingers" to create interconnected park and bike trail systems
- Create a downtown program to organize, assist, and promote local businesses
- Beautify the Federal Highway corridor
- Landscape city streets



*The images above depict community involvement during the half-day public input session.*

## CREATION OF THE CITIZENS' MASTER PLAN - THE CHARRETTE PROCESS



*Charrette participants presenting their ideas*

- Improve the drainage area adjacent to the I-95 sound wall to incorporate a bike route
- Reuse the city's historic buildings to serve the community after building a new city hall and civic campus
- Develop the new FEC stations as mixed-use nodes with structured parking
- Increase the density along transit routes to make transit sustainable and buffer residential neighborhoods from noise

## CREATION OF THE CITIZENS' MASTER PLAN - THE CHARRETTE PROCESS

### Design Studio and Continued Public Input

After the Saturday workshop, the charrette team set up its design studio at the city's shuffleboard courts. The team tested and documented the community's ideas and prepared a master plan that reflects the community's vision and follows traditional planning principles consistent with those that made Lake Worth the authentic and recognizable city it is today.

The design studio remained open to the public each day, between 9:00 am and 9:00 pm, to allow for additional community input and participation as well as to provide a fully transparent process.



*The team of professionals set up the design studio at the City's shuffleboard courts. The studio remained open to the public throughout the week.*

**CREATION OF THE CITIZENS' MASTER PLAN - THE CHARRETTE PROCESS**

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**Work-in-Progress Presentation**

A “Work-in-Progress” presentation was held on Friday, June 21, 2008, at the City’s shuffleboard courts. The initial recommendations and results from the charrette process were presented to the public to provide an update of the progress and to obtain additional feedback. Residents, property and business owners, local government staff, and elected officials were in attendance.



*Dana Little, TCRPC Urban Design Director, presented some of the charrette recommendations during the Work-in-Progress presentation.*

## PRINCIPLES OF URBAN DESIGN

Every place is different. Each city, town, and neighborhood has a unique set of circumstances and conditions. There are general principles of good urban design that can be applied almost everywhere. These are time-tested fundamental principles that have shaped great cities for centuries. These are the underlying principles the Treasure Coast Regional Planning Council used during the charrette.

### Building Blocks of a Community

#### Neighborhoods

Traditionally, towns and cities are comprised of neighborhoods. Each neighborhood typically ranges in size from 40 to 125 acres. In larger towns, several neighborhoods may be clustered around a central business district or main street shopping area. Ideally, each neighborhood contains a diversity of uses and housing affordabilities. The residential density of a neighborhood typically averages between 6 and 10 units per acre, providing a wide range of housing options including houses on large lots, houses on small lots, attached townhouses, and multifamily apartments. Cities typically have much higher average residential densities, given the larger occurrence of multifamily buildings. With higher densities, a greater variety of services are possible within close proximity to homes.

#### Well-Defined Center and Edge

Towns and cities have a strong sense of place and identity. They do not sprawl and merge into one another, and they have recognizable centers. The center is the place people go to shop, conduct business, get news, and see neighbors. The center usually occurs at an important intersection (main street and main street) where shops have maximum access and exposure. The town center is typically anchored by some important community civic building such as a town hall, library, or community church. The civic building is usually situated on a public green or plaza that serves as a recognized gathering place for residents.



*Portland, Oregon: Friendly environment for people, cars and mass transit.*

#### Hierarchy of Interconnected Streets

Great towns have a diversity of street types serving the different community needs and providing strong interconnections among a range of land uses. Streets range in size and scale: streets in business districts usually have dedicated on-street parking lanes and wide sidewalks, accommodating street furniture, formal landscaping and a large number of pedestrians; local streets in residential areas may have smaller travel lanes, accommodating slower vehicular speeds with sporadic, informal parking arrangements and narrower sidewalks. All streets end at intersections with other streets, forming a fine network of alternative transportation routes. Communities should never undermine the power and value of the grid by closing streets to public use or gating off neighborhoods.

## PRINCIPLES OF URBAN DESIGN

### Beautiful Streets for Cars and Pedestrians

Streets should be designed and considered as part of the public realm to be used equally by both cars and people. The design of streets reflects greatly on the character and identity of a place. Equal attention should be given to designing for attractiveness, as well as for functionality for pedestrians, cyclists and vehicles. Great towns accommodate all forms of transportation and recognize that large portions of the community do not have independent access to an automobile but still need to be able to move comfortably.

### Two Patterns of Development

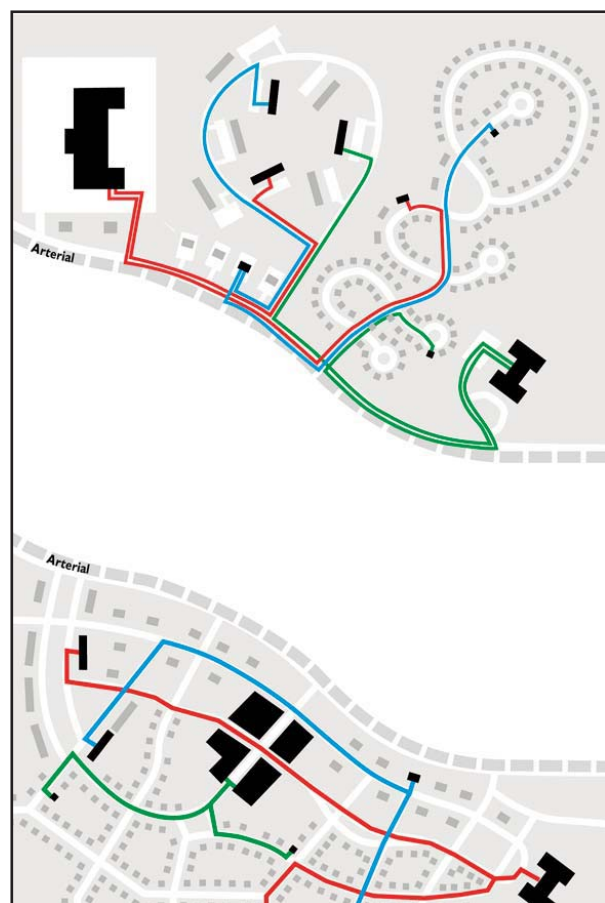
#### Suburban Pattern

The suburban pattern of development segregates uses from each other by creating areas comprised of single uses and disconnecting the uses from each other. The tops of both figures below illustrate a suburban of development. As indicated below, the mall is separated from the apartments. In turn, the apartments are separated from the houses and the school. Without a direct connection, the distances are too great for residents to easily walk to shopping or the school; the car is needed for every errand. In addition, a parking space is needed for each trip at each location. Instead of parking in one place and walking to several destinations, the resident must drive and park at each location.



**Top:** Conventional suburban pattern of development. Uses are strictly separated.

**Bottom:** Traditional pattern of development. Uses coexist and form multi-use neighborhoods.



**Top:** Conventional suburban pattern of development. All traffic collects on one road.

**Bottom:** Traditional pattern of development. A street network creates many ways to get from one location to another.

Additionally, all cars must travel on a collector road or arterial highway, for all of these locations are forced to share one road to get from one destination to another. The more the area develops, the worse the traffic. Since the sole connecting thoroughfare has to accommodate all of the traffic volume, the environment for pedestrians and cyclists will continue to degrade. Often the road is widened such that the roadway itself becomes dangerous and unpleasant. Within Palm Beach County, Okeechobee Boulevard, Southern Boulevard, and SR 441 are local collector road examples of this undesirable condition.

With a growing population, it is unreasonable to assume that these collector roads can carry all the traffic. They may have the capacity to handle regional traffic passing through the area, but when every local trip requires using one of these roads, they become overburdened and begin to lose efficiency.

### **Traditional Pattern**

In contrast to the suburban pattern, the traditional pattern of development mixes the uses and interconnects them, making it possible to easily walk from one place to another. The bottom half of the figures on the previous page represent a traditional pattern. A fine-grain street network connecting a mix of uses is a fundamental ingredient in establishing a successful community.

Neighborhood streets that link uses together reduce demand on the arterial road. A person could easily travel from his or her apartment to school and stop at the mall on the way, without using the arterial. As a result, the arterial accommodates primarily through traffic and semi-local trips and maintains efficiency.

The traditional pattern of development allows multiple uses within an area. Shopping, employment, schools, and residences are located in close proximity to each other, linked by smaller streets carrying less traffic. This pattern affords residents the option to walk, ride a bike, or drive short distances using multiple routes. With a dense and connected network of streets, residents have choices in transportation mode and routes, and do not have to go onto the collector or arterial roadways to meet their daily needs.

### **Transportation and Mobility**

In order for a community to be sustainable, people need to move about efficiently to get their daily needs met. All people should be able move about their community: people with cars, people without cars, people who do not want to drive, residents who cannot drive, children, and the elderly. A community should offer a full range of transportation choices: walking, driving, biking, and mass transit wherever feasible.

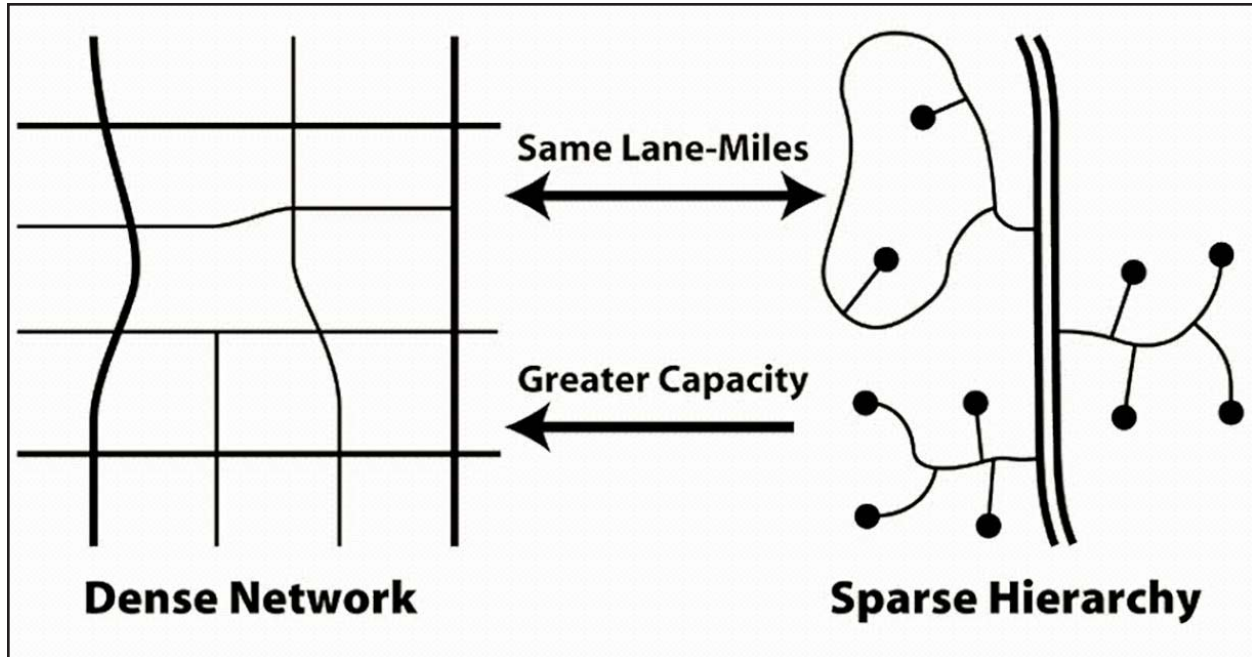
### **Grid**

The grid is the most efficient system of street planning. A dense network of streets provides more options for drivers. Traffic jams and bottleneck patterns of circulation are avoided when every driver has an increased number of ways to get from point "A" to point "B".

The image to the left on the following page has the same amount of pavement as the image on the right. The difference is that everyone who drives in the town on the right must use the same road regardless of their destination, even if they want to travel from east to west instead of north to south. If a tree or power line blocks a person's path, the pattern on the left allows the resident to use another route.

A grid should be predictable. If roads do not connect or do not continue for great distances, they become less efficient, and people will not use them because they do not know where the road will end. A grid can have variations and irregularities in it, as the diagram on the left suggests, but it must contain predictability.





Both diagrams show the same amount of streets. The diagram on the left creates more efficient and user-friendly circulation.



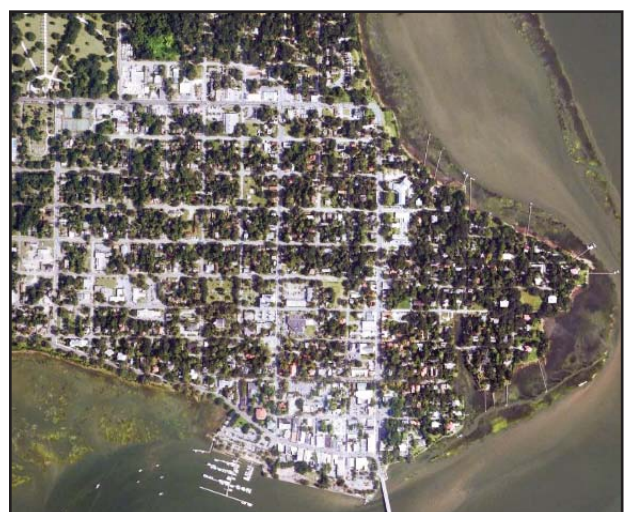
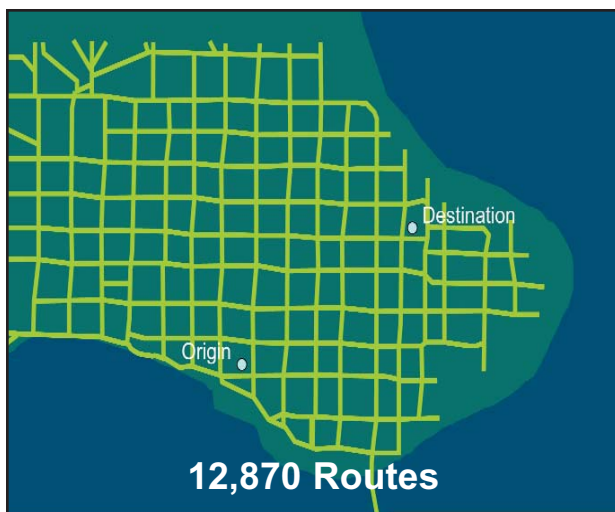
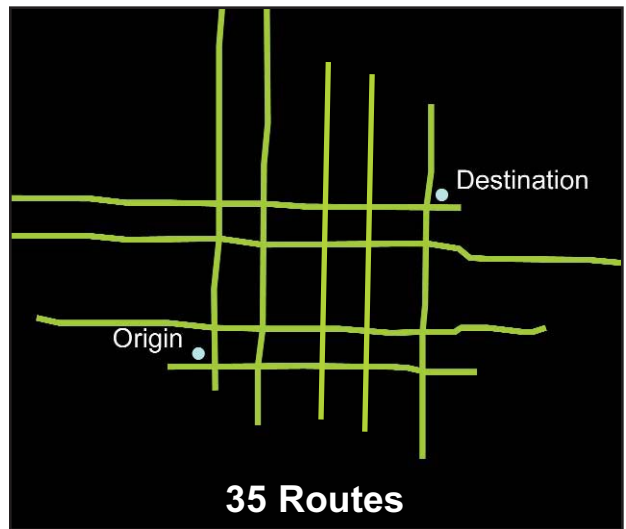
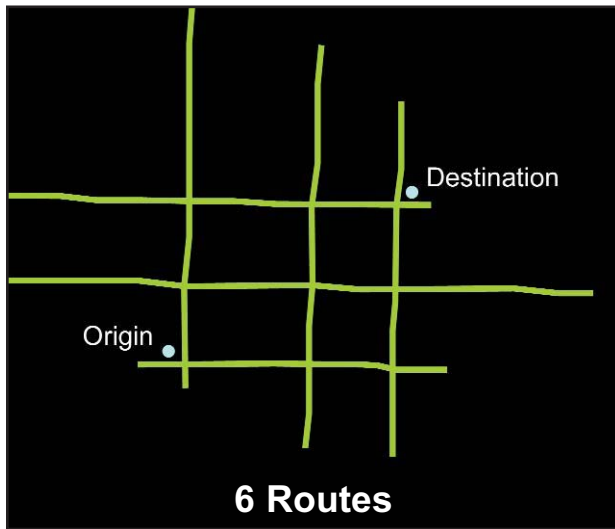
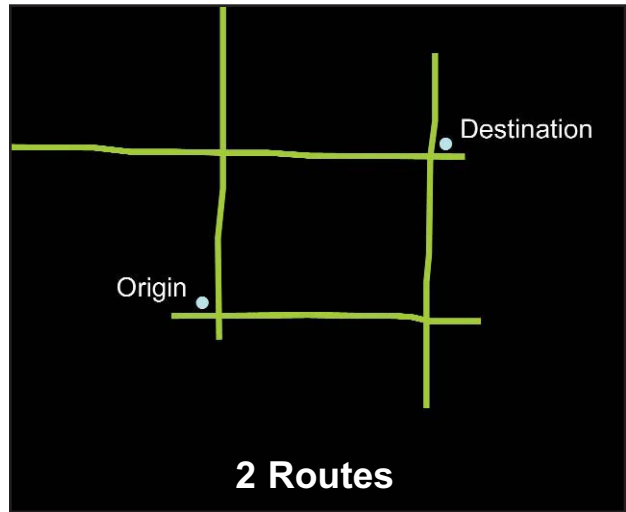
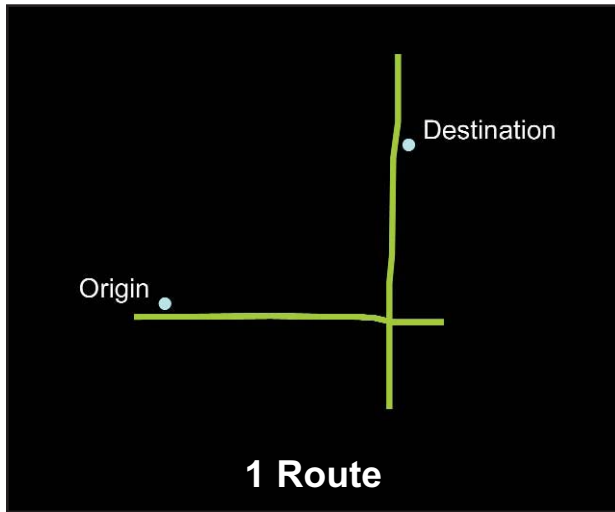
Traditional: Dense and predictable street network for all modes of transportation.



Sprawl: Streets do not often connect, and all trips are forced on a collector road.

### The Power of Streets

The following analysis by Dover Kohl & Partners illustrates the importance of an interconnected street network. (Please refer to the following page) With one origin and one destination point and two roads, one route exists. If two roads, parallel to the first are added, two routes are possible. With a grid of six roads, there are six routes. With a grid of nine roads, there are 35 routes. The number of routes increases exponentially as new roads are added. The ultimate grid results in 12,870 routes. While this analysis appears theoretical, the it is a study of the street and block configuration of Beaufort, South Carolina within approximately on square mile.



The street grid in Beaufort, South Carolina, within about one square mile. There are approximately 12,870 different routes on 31 roads.

Beaufort, South Carolina

## PRINCIPLES OF URBAN DESIGN

### Block Size

Blocks should be sized to accommodate appropriate development, contribute to the development of a dense street network, and encourage walking. Typically, the shorter side of the block should be between 250 to 350 feet in width. Anything less will result in the longer sides of blocks lined with lots without sufficient space for private parking or alleys. Anything more will produce excessively deep lots, and land will be wasted.

The length of blocks is also very important. Block lengths should range from 500 to 800 feet. If the block is too long, the efficiency of the grid is diminished, reducing the number of routes available and making distances between blocks too great for walking.

### Mass Transit

The focus of the Citizens' Master plan is on mass transit. Every transit trip begins and ends by walking and/or biking, so every effort should be made to ensure that pedestrians feel safe and welcome during all parts of the trip. There are five keys to transit success: safety, convenience, efficiency, comfort, and welcome.

### Safety

People tend to feel safer and more comfortable when in the presence of others. By properly mixing uses and designing roadways and pathways with visibility from surrounding uses, settings are made safer through “natural surveillance” by (literally) increasing “eyes on the street”. Naturally increased safety discourages crime, thereby increasing the attractiveness of transit for uses.

### Convenience

With regard to transit, the concept of “convenience” includes ease of payment or other access into the transit system. New technologies allow people to pay and enter transit without searching for coins. Instead, transit users can utilize season passes, prepaid cards, prepay kiosks, and service areas offering free access.

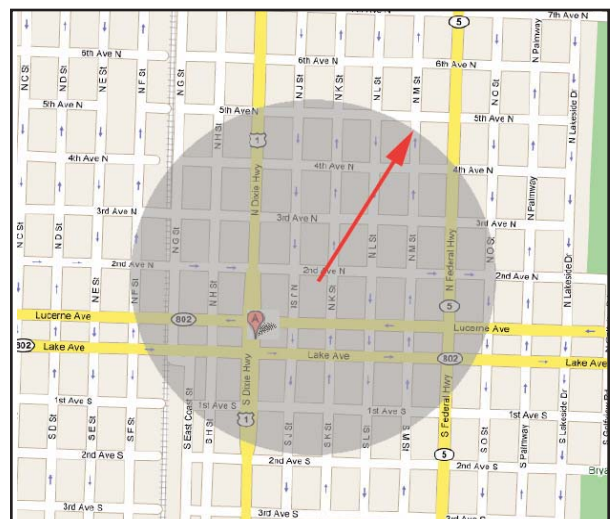
People need to have easy access to information that is quickly and easily understood. If people do not understand how the transit system works or feel intimidated by it, they will not use it. Transit systems should provide easy-to-read schedules and maps. Time is always of the essence in modern life. Accordingly, transit patrons need to know how reliably the transit schedules are

### *Five Keys to Transit Success*

1. Safety
2. Convenience
3. Efficiency
4. Comfort
5. Welcome



*Easily understood information and ways of paying encourage transit ridership*



*Most people will walk 1/4 mile to their destination*



*Transit should be reliable and run frequency so people will trust and depend on it. If they miss a bus, they know they will not have to wait long for the next pick up.*

maintained. Schedule information can be communicated by placards, kiosks, Internet, and cell phones. Real-time information is important to assure riders that the transit service is provided as expected. This information can be communicated at the stop and/or on the vehicle.

**Efficiency**

Anything that hinders a pedestrian from efficient access to the transit service can discourage ridership. Often, the transit services take longer than driving, or drop off locations require additional walking to reach a final destination. Transit routing and stops need to be in desired locations or correspond to higher density areas. Routes should include transit connections to other destinations that are easy and efficient to make.

Frequency is essential to successful transit and different types of transit operate with different frequencies of service. Some system, such as regional rail, can be successful with service on an hourly basis, but hourly service might not be sufficient for commuter rail or bus service. Other transit modes require more frequent service (10 or 15 minutes between pick-ups), with every minute counting for uses to catch the next service at a transfer station.

Ideally, transit stops should be located with a focus of how people walk. People will tend to comfortably walk a quarter-mile, which is a five-minute walk for the average person. Accordingly, stops should be located within a quarter-mile of key destinations to create the most comfortable pedestrian connectivity. Further distances can be workable if integrated with other transit nodes (e.g. train to bus or trolley stop).

**Comfort**

Comfort for the transit users can also increase ridership. People need to feel comfortable and sheltered from elements. At transit stops, riders should have shelter from the sun and rain with a transit shelter along with seating and lighting. Bicyclists need secure bike racks or lockers if bikes cannot be accommodated on the transit vehicle. Basic amenities, such as transit schedules and trash receptacles are necessary. Convenient services (vending machines, news, coffee shop) are desirable, if possible. Restrooms should be

## PRINCIPLES OF URBAN DESIGN

provided, where possible. Street trees and building features such as awnings and arcades provide protection along roadways to extend the reasonable pedestrian capture area (“pedestrian shed”) for transit stops.

All facilities need to be clean, well-maintained, and fit within the context of the city. Cities can use shelters as a way to promote civic pride and reinforce the community’s character. In some instances, especially in downtown settings, cities have designed unique shelters or allowed the shelters to become subjects of art and design competitions.

### **Welcome**

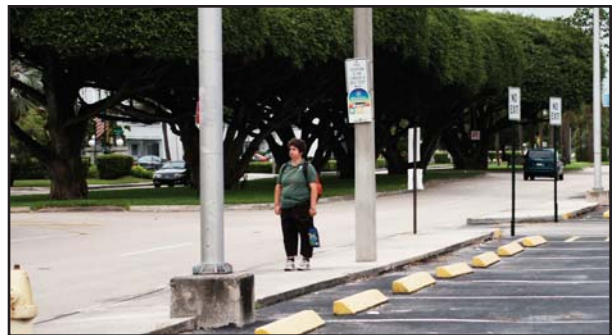
Having comfortable, respectable facilities demonstrates that transit riders are considered valued customers. Transit employees should be helpful, informed, and courteous. The fleet and facilities should be clean, well-maintained, and attractive. Amenities create a welcoming environment. Some transit organizations offer free newspapers and television at transit stops and on transit facilities. Welcoming the rider helps remove the stigma of riding public transit.

### **Transit Station Types**

There is not a “one-size-fits-all” station type for the existing Tri-Rail system or for the future transit system envisioned for the FEC corridor. Instead, there is an array of station types to help local governments and agencies plan and locate stations appropriately. Throughout the region and within individual cities as long the rail corridors, there are a variety of conditions, destinations, and needs to be addressed with proper station placement. Accordingly, there is a general station typology of eight different station types that has been developed for the SFECC study that can generally be applied to any transit system. This typology is described on the following pages.



*The City of Plantation has designed unique transit shelters that provide the necessary functional elements within a signature piece of city architecture.*



*Providing proper shelters lets residents know that the city would like them to ride transit. This woman at the barren transit stop probably does not feel welcome in the system - the sign is the only indication this space is a transit stop.*



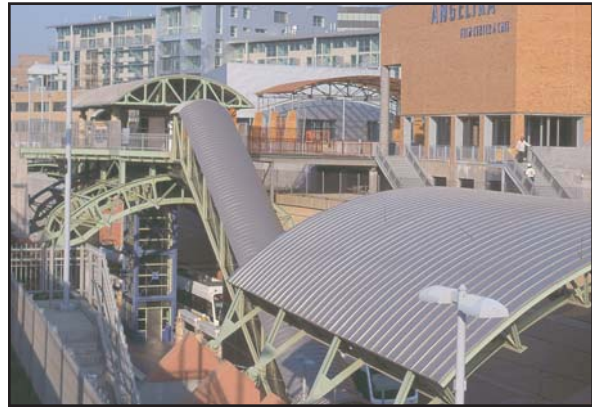
*Buses that offer clean facilities and conveniences help make the rider feel comfortable and welcomed*



*Grand Central Station, pictured above, is an iconic “city center” station type, which is appropriate only in the downtown areas of major cities.*

### **City Center Station**

The city center station should be located as close to the core of a downtown as possible. These stations should be signature or iconic symbols, and one each will be located in Miami, Fort Lauderdale, and West Palm Beach. Ample room should be provided for pedestrian activity, commuter conveniences, and spillover retail and restaurants; however, very little parking will be necessary in the dense, urban settings.



*Mockingbird Station in Dallas, shown above, is an example of a town center station. It is smaller in scale than the city center station but still establishes a strong community identity.*

### **Town Center Station**

The town center station also could be an iconic symbol of the city, yet smaller than the city center station. It would reflect the scale and character of smaller downtowns, such as Delray Beach, Boca Raton, and Lake Worth. Consideration should be given to commuter conveniences, such as coffee shops and newsstands, as well as housing and a moderate amount of parking.



*This neighborhood station in Beverly, New Jersey includes a simple platform next to the tracks with a small parking lot.*

### **Neighborhood Station**

The neighborhood station type is for residential neighborhoods. These stations can be located within a neighborhood or at the conjunction of several neighborhoods. They should reflect the character of the surrounding neighborhoods and be carefully designed to properly integrate with the surrounding scale. Neighborhood stations should be easily accessible by neighborhood pedestrians and may offer limited park-and-ride spaces.



*This employment center station in Dallas serves the medical center located next to the rail line.*

### **Employment Center Station**

The employment center station can be urban or suburban in form and is located in or near a major employment center (e.g. hospitals, universities). While providing parking for the nearby job source is not required, these stations may offer some parking for local residents, who may also utilize the rail station. The quantity and location of parking should be carefully considered, ensuring alternative modes of transportation to the automobile are encouraged.



*Local park-and-ride stations can fit seamlessly into surrounding neighborhoods. When designed properly, these stations can also offer ground-floor retail and other use.*

### **Local Park-and-Ride Station**

The local park-and-ride type is a small station with commuter parking (surface lot or structured garage). It may be located as a neighborhood park-and-ride station with facilities (restrooms and seating) or slightly expanded retail uses to complement riders' needs.



*This port station offers travel conveniences to travelers and easy multi-modal connections.*

### **Airport/Seaport Station**

The airport/seaport station is used at the beginning or end of a longer journey. Special accommodations should be made for quick and efficient junctions with other modes of transportation such as buses and taxis, yet walkability should remain the highest priority in the design.



*Regional park-and-ride stations contain large-scale parking, which is often structured, especially in urban areas.*

### **Regional Park-and-Ride Station**

The regional park-and-ride station is larger than the local park-and-ride with significantly more parking. These stations are usually located with convenient access to an interstate or major highway to efficiently capture commuter drivers. The design must ensure the surrounding neighborhoods are not overwhelmed by commuter traffic. Some retail and restaurants are appropriate, and restroom facilities should be provided.



*Special event venue stations are designed to hold and move large numbers of people during events, and they must also accommodate local riders year-round.*

### **Special Event Venue Station**

The special event venue stations are for stadiums and convention centers. They should have minimal parking to encourage transit use and pedestrian safety. While this station type is designed to move and hold large numbers of people at one time, they also provide access for surrounding neighborhoods, creating design challenges.

Parking



On-street parking provides quick, convenient access and helps calm traffic

Parking is essential for every successful type of district. Providing access to buildings and the needs and comfort of the pedestrian must be balanced. Sufficient parking should be provided in reasonable proximity to the destination it serves. These objectives can be provided using on-street parking, shielded surface parking, and/or parking garages.

On-street parking should be provided whenever possible. It shields pedestrians from moving cars and allows quick, convenient access to buildings. On-street parking lanes also calm traffic by creating an environment where drivers recognize they must be more careful. In a retail district, on-street parking has been proven to increase a retailer's revenue significantly, allowing customers to drop in quickly to make purchases. Employees within the district should never use on-street parking, and the district may need to use metered parking to ensure the proper turnover of on-street parking.



Buildings shielding parking provides convenient access by car and helps the street by creating a street facade for pedestrians

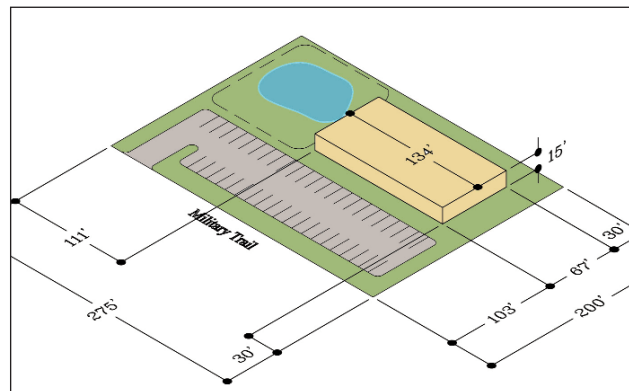
Off-street surface parking should always be shielded from the street, to create an attractive pedestrian realm; buildings provide the best shield. Other strategies for shielding include landscaped buffers or walls, but these are not preferred. Landscaping offers little of interest to engage the pedestrians' attention, and walkers tend to hurry past walls, worrying about what may be hiding behind them.

The test-case scenario below is an example of how on-site parking can undermine walkability. A commercial building 134 feet by 67 feet (8,978sf) typically must provide one parking place per 200sf. The developer will be

Building vs. Parking

Building sq. ft	134 x 67 = 8,978 sq. ft.
Parking Requirement	1 space per 200 sq. ft.
	8,978 / 200 = 45 spaces
Parking sq. ft	8 x 18 = 144 sq. ft per space
	144 sq. ft. x 45 spaces = 6,480 sq. ft

Aprox. 3/4 land required is for parking  $\frac{6,480}{8,978} = .72$





## PRINCIPLES OF URBAN DESIGN

required to provide 45 spaces. The average size for a parking space is 9 x 18 feet or 162sf per space. Multiply the quantity by the size of the space, and 7,290sf of the site must be dedicated to parking, not including necessary drive aisles or accessways. By introducing expansive surface lots, site-specific parking requirements erode the walkability of an area, which reduces the viability of other transportation modes (walking, biking, transit). In most zoning codes, parking is calculated in a similar way, on a parcel-by-parcel basis.

Instead, parking requirements should be determined using a district-wide strategy, rather than a parcel-by-parcel basis. For areas intending to become or maintain “park once” environments, meaning that once parked, a shopper will likely visit multiple destinations within the pedestrian-friendly environment, reduced individual requirements and districtwide solutions are possible. In this way, land can be more efficiently utilized.

Shared parking can more efficiently utilize land. For example, a mixed-use building with commercial on the ground floor and residential on the upper floors can share parking at different times of day. Residents generally vacate parking spots during working hours, opening spots for businesses. In the evening, residents return. An added benefit of the mixed-use building is residents are able to observe the property and street in the hours after businesses are closed. In this way, mixed-use districts do not empty at 5:00 p.m., but stay vibrant with people.

*The right to access every building in the city by private motorcar in an age when everyone owns such a vehicle is actually the right to destroy the city*

Lewis Mumford (1895 - 1990), American historian of technology and science



*An active commercial street with wide sidewalks with space for pedestrians, bicycles, strollers, and outdoor cafés*



*An ideal commercial arterial*

**Commercial Streets**

Thirty to forty percent of all developed areas are dedicated to streets, and streets are always a community's front door. Street development should be undertaken with the same care that is given to creation of any other important public or civic space. Streets should be viewed as centers of human activity and designed to be inviting and comfortable places for people whether they are in a car or walking.

The most critical issues in designing beautiful and active commercial streets are the height of buildings relative to the width of the street space, the placement and alignment of buildings along the street, sidewalk widths, street trees, landscaping, adequate parking, street furnishings, and lighting.

**Height-to-Width Ratios**

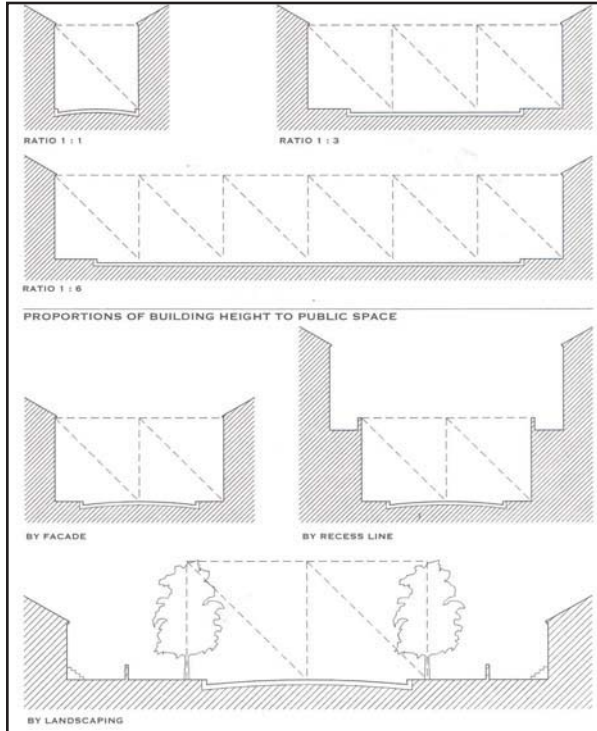
Adequate building height relative to the width of the street is important to provide a sense of enclosure and definition to the street space. According to *Architectural Graphic Standards* (Published by the American Institute of Architects), a ratio of one-to-three is the minimum to create a sense of spatial enclosure. The smaller the ratio is the better. Consequently, recommended heights will vary with the width of the street and sidewalks, but for four-lane boulevards like Lake Worth's Dixie Highway, building heights should range between three to five stories. Smaller commercial streets can be lined with smaller buildings.

**Building Placement and Alignment**

A continuous façade of appropriately scaled buildings set close to the street is essential for encouraging walkability and transit usage. Pedestrians and bicyclists feel safe when building continually line the route instead of parking lots and landscape buffers.

**Sidewalk Widths**

Sidewalks should be very wide on commercial streets. The minimum sidewalk width for a commercial street should be 14 feet wide, but in important commercial areas that are anticipated to have a great deal of pedestrian traffic, sidewalks may be up to 40 feet wide. Wide sidewalks provide space for pedestrians, bicycles, tables, chairs, street furnishings, lighting, and street trees.



Examples of ideal street sections showing height-to-width ratios from *Architectural Graphic Standards* by The American Institute of Architects



According to *Architectural Graphic Standards*, a ratio of one-to-three is the minimum if a sense of spatial enclosure is to result. The smaller the ratio is, the better.



Example of an active commercial street with wide sidewalks with space for pedestrians, bicycles, strollers, and outdoor cafés

## Street Trees and Landscaping

The most beautiful streets include strong alignments of formal, regularly placed street trees. Trunks should be clear visibly to a minimum of 12 feet so that retail is easily visible from the street. Palm trees can be used in combination with arcades, but where arcades are not provided, it is preferable to use shade trees such as oaks or sycamores. In retail areas, palm trees are preferred to not block the view of signage and windows from the street. Street plantings at regular and small distances from each other is also an effective traffic-calming device.

## Parking

Whenever possible, on-street parking should be at storefronts as discussed in the “Parking” portion of this section. Parking lots and garages should be provided at the rear of buildings and hidden from street view. Parking lots should not front the street in a commercial retail district.

## Street Furnishings and Lighting

Benches, shelters, fountains, and signage should be detailed and designed as furniture to be placed within the outdoor room of the city that constitutes the street. Lighting should be pedestrian in scale and full spectrum.

### Residential Streets

The most critical issues in designing beautiful residential streets are similar to those for commercial streets and include the height of buildings relative to the width of the street space, the placement and alignment of buildings along the street, sidewalk widths, street trees, landscaping, adequate parking, and how the street is furnished and lighted.

## Height-to-Width Ratios

In high density residential neighborhoods where buildings sit close to the street, adequate building height relative to the width of the street is important to provide a sense of enclosure and definition to the street space. Where streets are wide, as in the case of boulevards, the sense of enclosure can be accomplished by tall, formally aligned street trees planted in medians. In lower density single-family neighborhoods where homes may be



*An example of an ideal residential street in a single-family neighborhood*



*An entry feature and waiting place*

set back from the street, the proper enclosure can be provided with a continuous alignment of street trees as illustrated in the image above.

## Building Placement and Alignment

Regardless of the setback, it is beneficial to have buildings align to a “build to” a single line. In higher density areas, this might be at or close to the sidewalk, and for single family areas, it might include a generous setback to provide front yards.

## Sidewalk Widths

Sidewalk width, even in lower density residential areas, should be sufficient so that two people can comfortably walk beside one another.

## Street Trees and Landscaping

The most beautiful streets include strong alignments of regularly placed street trees. Trunks should be clear to at least 12 feet so that vehicles can easily pass and pedestrians are clearly visible. On residential streets, tall shade trees such as oaks, or sycamores are recommended.

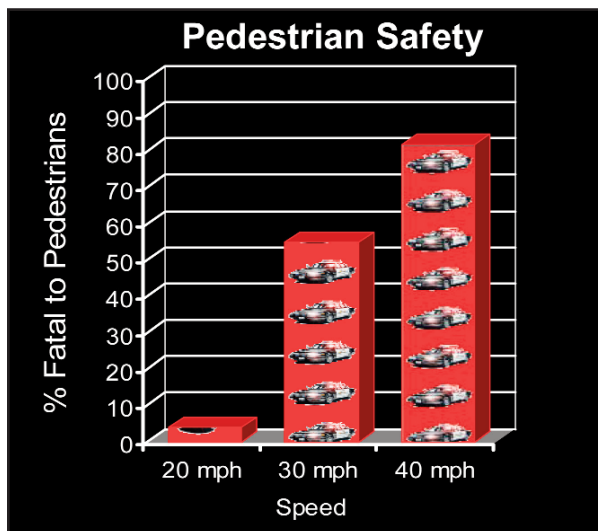
**Parking**

Wherever possible, on-street parking should be provided. Within urban residential neighborhoods, on-street parking calms and slows traffic. Parking lots and garages that support higher density multifamily buildings should be provided at the rear of buildings and hidden from street view. Parking lots should never front the street.

**Street Furnishings and Lighting**

Benches, shelters, and signage should be detailed and designed as furniture to be placed within the public street space. Lighting should be pedestrian-scale and full spectrum.

Within residential areas, street furnishings can include architectural features that differentiate neighborhoods or streets such as the street entry feature illustrated on the previous page, which includes a shaded sitting place for children to wait for the school bus.



*Pedestrian Safety Graph. Pedestrian safety decreases as vehicle speeds increase*



*Portable signs are ineffective as a long-term traffic calming strategy*

**Traffic Calming**

**Speed is Key to Safety**

Speeds of vehicles is paramount to pedestrian safety. The chart to the right shows the increase in pedestrian fatalities as vehicles travel faster. Fatality rates decrease significantly around 30 miles per hour and rise significantly at 40 miles per hour. Most state roads are posted for 45 miles per hour, yet most people travel faster since the design speed of a road does not reflect the speed limit posted. Neither pedestrians nor bicyclists feel safe on roads where drivers travel more than 30 miles per hour.

**Roadway Design Speed**

The most effective way to keep traffic slow is to design the road for the speed vehicles are desired to travel. Many drivers go over the legal speed limit because the road is designed for a higher speed. The lanes are wide, and there are multiple lanes so the driver can become impatient, speed, and pass. There are no parked cars to watch for and nothing interesting to slow the car except parking lots and traffic lights.

The best and most efficient roadway is a low speed road. It requires thinner laneage, fewer lanes, and parking on the street. As lanes are added to move more traffic volume, speeds are increased since there are fewer impediments. Efficiency decreases because the follow-

## PRINCIPLES OF URBAN DESIGN

ing distances between cars increase with the higher rates of speed. The cars on lower speed roads are moving more slowly and more compactly through an area. Cars on higher speed roads are moving more quickly but not as compactly.

Some local governments have realized the importance of design speed. The *Seven Cities Charrette* in 2004 called for the narrowing of US 1 in northern Palm Beach County. Other communities have limited the number of lanes by policy or acquiring right-of-way adjacent to the road.

### ***Horizontal Traffic Calming Devices***

Most drivers find horizontal traffic calming devices such as speed bumps and speed tables undesirable. Residents plagued by fast-moving cars have asked local governments to install them only to request their removal later.

### ***Vertical Traffic Calming Devices***

The Citizens' Master Plan recommends vertical traffic calming devices such as mini circles, chokers, and medians. If designed properly, they effectively slow traffic and can become small civic embellishments to help beautify a city.

#### *Mini-Circles*

Mini circles are small roundabouts usually within a neighborhood. They calm traffic by placing an obstacle in the middle of the road and direct traffic through an intersection. They can be elegantly and creatively treated with landscaping, sculptures, and monuments. Properly designed mini-circles do not require "Yield" signs. It does not require a lot of money to install properly designed mini-circles.

#### *Chokers*

Chokers temporarily narrow the roadway forcing drivers to slow and be careful. They can also be treated with landscaping or a bench.

#### *Medians*

Medians discourage drivers from driving through the intersection without stopping or slowing. Medians can also be used along a street without an intersection to redirect and slow traffic (see images to the right). They



*Roads designed for higher speeds encourage speeding and discourage pedestrians.*



*Speed tables are not an effective traffic calming device.*



*Mini-circle and textured crosswalk in downtown West Palm Beach.*



*Chokers narrow the lane. This choker in downtown Stuart provides two benches under shade trees.*



*This median in downtown West Palm Beach makes drivers slow at a “T” intersection.*



*This median in downtown Stuart provides drainage. A bridge has been donated by a local business. Trees continue to define the street space and calm traffic.*

can also add civic character and beauty to a city. The medians in the photos in the City of Stuart allow the median to serve three functions: calm traffic, beautify and shade the street, and provide drainage. Medians also help pedestrians cross the street by giving them a break between conflicting lanes of traffic.

#### *Textured Crosswalks*

Textured crosswalks give the driver visual and textured clues that the cars need to slow. Textured crosswalks also beautify the street.

# PRINCIPLES OF URBAN DESIGN

## Retail

### Sustainability

Sustainable communities offer ways for their residents to get all their wants and needs met without traveling long distances. People need clothing, food, beverage, hardware, furniture, restaurants, pharmacy, pet stores, medical care, etc. The closer the uses are to work and employment, the more sustainable a community is.

### Accessibility

Retail should always locate on the ground floor; other uses go on the upper floors. Window-shopping is encouraged with a canopy or colonnade that invites people to the store to escape the sun or rain. However, the colonnade or canopy should not block visibility from the street.

The storefront or entrance should never be separated from the sidewalk. Obstacles in the pathway to the store impede the shopper. The pathway to the store should be as accessible and as inviting as possible.

### Visibility

Retail must attract drivers' attention. Large unglazed pane-glass windows should call attention to the merchandise inside.

### Parking

Parking spaces in front of the store should be turning over many times per day, to provide customers with quick and convenient spaces. Metered parking helps regulate the parking and stimulates retail sales by ensuring the user of the parking spot turns over periodically. Employees within the district should never park on the street in front of retailers for it will reduce visibility and access, subtracting substantially from sales.

### Anchors

The majority of the national population shops at regional and national chains. National and regional retailers serve as anchors to a retail district. The anchors can afford to spend thousands of dollars per month or more on advertising through flyers, newspapers, radio, and television. They draw in people. Local retailers can take advantage of the anchors' draw. The locals can capture foot traffic that would not otherwise come to



*This photo of Rosemary Beach shows clear storefront windows, a wide arcade to shelter pedestrians, and on-street parking.*



*Example of an anchor in Cambridge, Massachusetts. Crate & Barrel helps support 22 local retailers.*



*This home furnishings store is supported by foot traffic generated by the Crate & Barrel.*

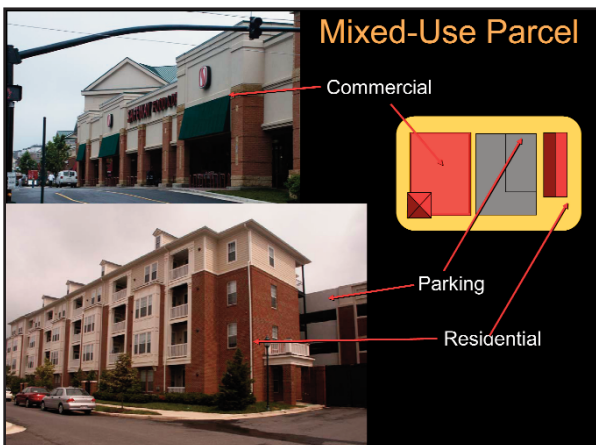
## PRINCIPLES OF URBAN DESIGN



Mixed-use along the street in downtown Delray Beach. Retail lines the street on the ground floor.



Mixed-use along the street in downtown Delray Beach. Retail lines the street on the ground floor.



Mixed-use can occur on a single parcel.

the local's store. Furthermore, the chains offer a wide variety of many different types of goods allowing, the local retailer to spin-off and specialize in a thorough selection of a particular type of good.

Some communities have chosen not to allow or limit the number or type of regional or national chains into their community and have been successful. Most of these places have an organized and effective retail organization to create an identity and market the area.

### Mix of Uses

Mixed-use districts involve the combining of uses to create a diversity of functions in an area. The mix can be a combination of residential, commercial, industrial, office, institutional, or other land uses. A mix of uses helps the sustainability of a city. It allows easy connections and continuity of all spectrums of community life: employment, medical care, school, shopping, entertainment, work, hobbies, and recreation. The more residents can get their needs and wants satisfied within close proximity to their homes and workplaces, the more sustainable a community is. Mixed-use also allows residents to own fewer or no cars.

The built form of mixed-use communities is generally compact. Compactness allows the community to more efficiently use resources such as water, electricity, pipes, sidewalks, and street furnishings. Land is more efficiently utilized, and less parking is required. Mixed-use and its compactness also makes the community more prepared for mass transit.

Mixed-use can occur within a building, on the same parcel, or within a district. Buildings can be compatible in form and scale with each other yet diverse in function.

### Mixed-Use Buildings (vertical mixed-use)

Mixed-use can occur within a building. Ideally, the ground floor offers retail; the second floor offers office space; and upper stories offer residential. Consideration should be given to the compatibility of uses. Residential is more appropriate over retail. When residential is placed over a bar or loud restaurant, conflicts are more likely.



# PRINCIPLES OF URBAN DESIGN

## Parcel Mixed-Use (horizontal mixed-use)

Mixed-use can occur on a parcel. Differing buildings of a single use should be buffered if one of the uses is residential. Like uses should front each other. Rears of building can accommodate transitional uses such as parking lots, alleys, and out-buildings to transition between residential and commercial uses.

## District Mixed-Use

Mixed-use can occur within a district. Buildings can offer different uses. Buildings should be compatible in scale, and appropriate buffers should be used with residential and industrial uses. Transitional devices such as "A", "B", or "C" streets and parking may be used for otherwise incompatible uses. When between areas with different scales or in an edge condition, care should also be given to provide better transitions between the building height and scale appropriately.

### Transitions between Uses and Scales

Generally, compatible and complimentary uses and buildings similar in height and massing should be located next to one another. Incompatible uses and buildings different in height and/or massing should not be adjacent to each other.

For example, adjacent incompatible uses would be a heavy industrial use next to a residence. A compatible use could be a neighborhood retail store next to a residence or office. However, an area with only a single use is not desirable either. One of the main problems with sprawl is the idea of pods of single uses that create the need to travel distances for services. A careful balance residential, employment, office, and workplace uses should be considered in each neighborhood, particularly among urban environments.

Buildings have fronts and backs, and the massing, scale, and use of what is fronting a building is often more important than what is behind it. This is why scale and use transitions are best handled in alleyways or rear

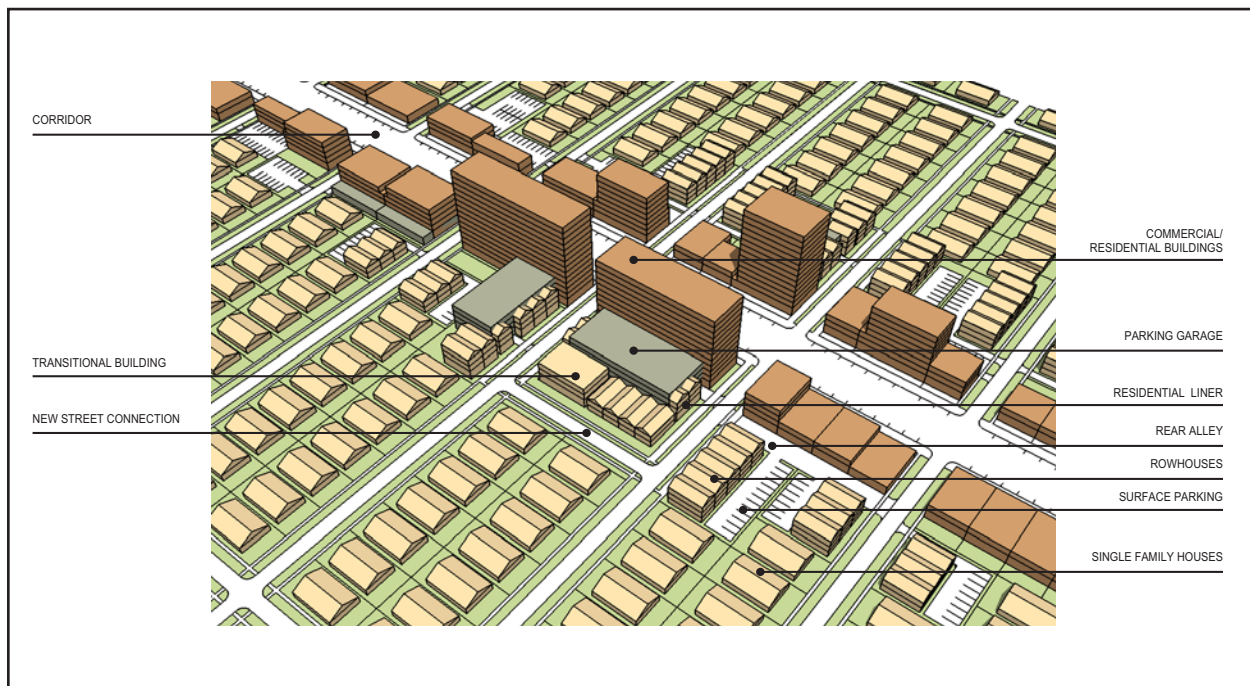
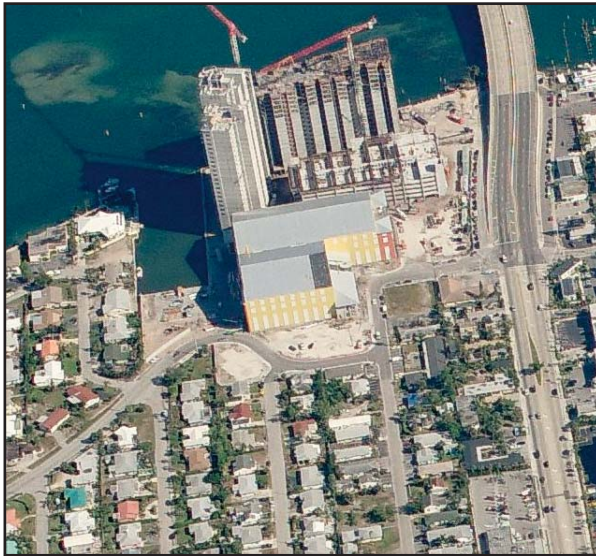


Illustration of transition of uses, scale, and massing from *Transect Theory* by Duany Plater-Zyberk & Company. Note the uses of roads and alleys as part of the transition.



*An example of a transition problem in Riviera Beach. The tall and heavily massed buildings dwarf the surrounding single-family residences.*



*Outbuildings offer affordable housing to young people*



*Ft. Lauderdale: Walter E. Peele Dixie Water Treatment Plant*

property lines.

Further, a ten-story building next or across from a one-story building is not only physically incompatible, but it also creates stress on real estate values and the general notion of physical predictability.

The diagram on the previous page is from *Transect Theory* by Andres Duany and Elizabeth Plater-Zyberk. This drawing illustrates how bigger buildings along a commercial corridor (which is completely appropriate) can quickly transition down to one or two-story single-family homes within the space of a half block. This has been achieved successfully throughout traditional neighborhoods and cities in America by paying close attention to the fronts of buildings and what they face.

### Mix of Housing

A sustainable community should offer a palette of building types: single-family homes, townhouses, multi-family buildings, mixed-use buildings, outbuildings, and estate homes. How they are arranged is paramount to sustainability.

When housing types are separated into single-type neighborhoods, the community is segregated. A balanced community requires all types of individuals earning a spectrum of incomes to create a healthy community. Wealthier people provide important services to the community and are able to donate time and money. Other people serve the community as teachers, bankers, mechanics, and janitors. When the people are separated by housing type, it becomes costly move about the community.

When there is a mix of housing types and densities, people can stay in one community all of their lives if they choose. For example, a college graduate returns home and gets his first job. He lives in a neighbor's garage apartment. He marries and moves into the multi-family apartment. As his family grows, he moves into the single-family house. When his children leave home, he and his wife move to the townhouse. His children, in turn, are able to repeat the cycle. Another important component is differing price points. The example shown above also shows the need for varying prices. The local government should have policies and/or programs to ensure attainable housing for populations that create a healthy and sustainable communi-

## PRINCIPLES OF URBAN DESIGN

ty. More information about attainable workforce housing can be found in the *Workforce Housing Toolkit* at [www.tcrpc.org/special\\_projects/Toolkit12-06LoRes.pdf](http://www.tcrpc.org/special_projects/Toolkit12-06LoRes.pdf).

### Civic Buildings

Public buildings such as schools, churches, and temples are important to have in neighborhoods. These buildings help give identity and orientation to a place and can create a sense of pride for many who live nearby. Public buildings should be special and contribute to the overall composition of a neighborhood. Furthermore, public buildings should be the most special of all buildings. Other civic buildings such as city halls, libraries, courthouses, and larger schools can serve as centerpieces for a downtown or the municipality. These buildings should evoke civic pride and be accessible to all.

The city should make a commitment to its public infrastructure. Beautiful bus stops, walls, pylons, and gates symbolize civic pride throughout the city. The city's commitment should be applied to all public buildings in the city including schools, post offices, town halls, community centers, and police and fire facilities. Public buildings should always be different from other buildings. Their function should be able to be recognized without a sign. Rules regarding height, setbacks, and parking should be waived for public buildings. An excellent example of this special treatment of public buildings is Fort Lauderdale's water treatment plant (illustrated on the previous page). It sits back from the street and presents a front yard to the city. The yard allows the entire building to be viewed without any obstruction.

### Public Open Space

Parks and open space are critical for the success and livability of any community. All agree that parks are important and desirable to have, but if they are not designed properly or located in the right place, they can fail. The park needs to be naturally monitored without the constant patrol of police and security. By placing people around and in the park the eyes of the people ensure safety, for people in the park know someone is around. In neighborhoods, this is done by surrounding the park with fronts of residential buildings. People living and visiting will naturally observe and hear what



*Church in town green in New Haven, Connecticut.*



*Example of a regional park.*



*Example of multi-use play fields.*

occurs. In civic open spaces, a mix of retail, workplace and/or residential observe the space. The following defines open spaces from more rural to more urban.

**Regional Parks**

Regional parks have acres of preserved land with room for active recreation. The land for this type of open space should coincide with a natural feature in the area. Bryant Park is an example of a regional park.

**Multi-Use Play Fields**

Multi-use play fields are large enough to play baseball and soccer and are needed in communities. If possible, these fields could be incorporated into land dedicated to the existing schools. The possibility of sharing these fields with the public when the school is not using them could be explored.

**Greens**

Greens are a third type of public open space. A green is an urban, naturalistic open space surrounded by buildings. Trees are typically informally planted. Greens are landscaped with trees at the edges and sunny lawns at the center. Greens may contain benches, pavilions, memorials, and paths.

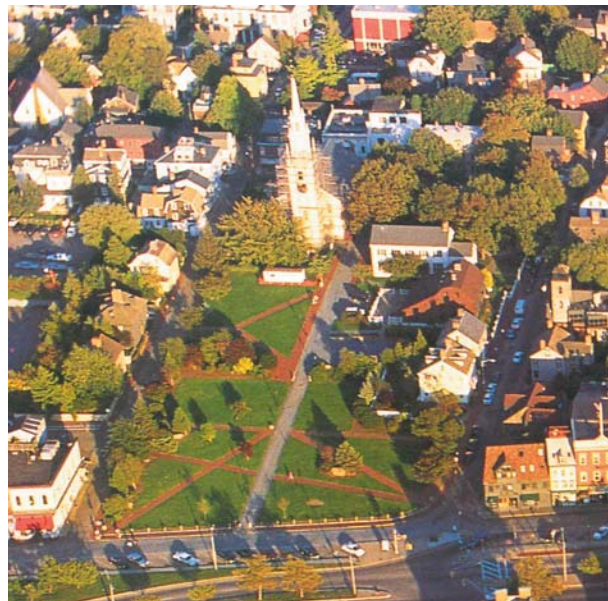
**Squares**

Squares are smaller and more formal than greens. A square is a public open space that provides a setting for civic buildings and monuments. Civic buildings should be located at the center or edge of the square. The space is defined by formal tree plantings and should be maintained to a higher standard than parks or greens. Squares can either be attached or detached meaning the square can either be part of the block or surrounded by streets on all four sides.

All of the mentioned types of public open space should be considered in the planning of the charrette study area. A good variety of all the types will produce a more desirable and livable neighborhood.



*Example of a green.*



*Example of a square.*



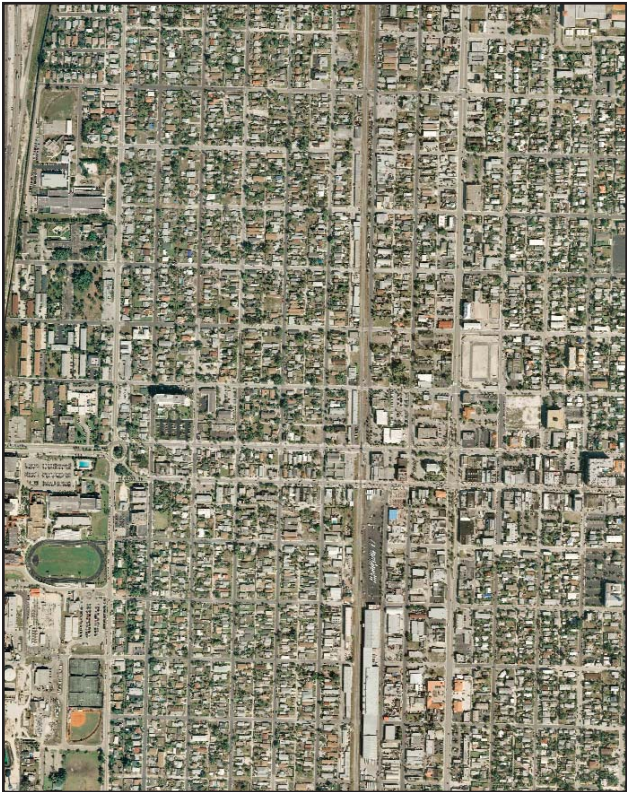
**Street Network**

The City of Lake Worth has one of the most complete network of streets in the Treasure Coast Region. Each of the City’s downtown neighborhoods has a fine-grained grid of narrow streets, complemented by a system of alleys that allow for ideal transition between building types, exceptional connectivity, and equal participation and use of the existing infrastructure by motorized vehicles, pedestrians, and bicyclists.

Most of the City’s streets are appropriately detailed with sidewalks, on-street parallel parking, and, in commercial streets, regularly spaced street trees and pedestrian-scaled lighting. The availability of on-street parking and appropriately dimensioned streets contribute to naturally calm traffic throughout many areas.

The pedestrian-scaled environment resulting from the combination of these elements, together with wide sidewalks lined with buildings housing an appropriate mix of uses, have made of downtown Lake Worth a regional destination. Visitors and locals enjoy walking, shopping, and accessing entertainment along Lake and Lucerne Avenues and the vibrant urban environment that this fine grid supports.

However, during the charrette the community identified some problems with the existing network. Like in many coastal Florida cities, this fine street and block system disappears as development moves west. Some roads within the downtown neighborhoods have been closed off. Others are not paved. Many have been converted to one-way arteries and consequently attract speeding traffic. Some key arterials have been widened and suburbanized (i.e. Lake Worth Road between I-95 and Avenue A), affecting pedestrian safety, particularly in an area as critical as this one which is the address to Lake Worth High School.



*The City of Lake Worth has a great interconnected street network that helps to reduce congestion by dispersing traffic and offers many transportation options.*



*Most of the city’s streets are appropriately scaled, with on-street parking that acts as a natural traffic calming device.*



*Street trees line the sidewalk, contributing to frame the street and providing shade.*

## EXISTING CONDITIONS

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*As development extends west, the street becomes more suburban and dangerous for pedestrians*



*Some of the roads within the study area are not paved, resulting in an uninviting environment for pedestrians and bicyclists.*



*Road closures interrupt the street network.*



*Looking east at Lake Worth High School along Lake Worth Road. The suburban nature of this roadway section results in an environment that is not conducive to pedestrian activity.*

### Transit

Lake Worth residents have access to a variety of transportation modes readily available within close proximity: driving, walking, biking, bus service, and Tri-Rail. However, while all these transportation options are available, certain interventions are necessary for them to achieve their full potential and provide equally dignified travel alternative. These interventions include calming traffic to create a safer environment overall, addressing connectivity (particularly in the western areas), ensuring an authentic and balanced mix of uses, providing proper connections between uses, and increasing densities and intensities where appropriate to warrant a successful mass transit system.

Currently, the City is faced with the opportunity to embed mass transit within its fabric with the development of a new downtown train station, as well as to address the properties surrounding the Tri-Rail station to come up with a community-supported vision that enables mass transit in a manner that is consistent with the principles and vision expressed by the community during the public charrette.



*Lake Worth residents heavily rely on bicycles as a mode of transportation. Infrastructure needs to be upgraded and increased to appropriately address the needs of this mode of transportation.*



*The area around the Tri-Rail station is currently designed following an auto-oriented pattern of development that discourages walking and biking.*

### Urban Form

The City of Lake Worth continues the tradition of great urbanism and design as new development occurs. A wide variety of building types and lot sizes - most notable is the large amount of 25-foot lots within the neighborhoods is consistent throughout the downtown. The City's main east-west corridor is home to main street, linking several regional destinations like the Palm Beach Community College (16,000 students, 1,500 employees) and Tri-Rail station, and provides access to the beach.

### Density

Sustainable transit requires relatively high densities within a five-mile radius of the station. Despite the single family residential nature of the downtown neighborhoods, high densities are achieved through the utilization of relatively small lots. To minimize external trips, TOD projects should be located in higher density, mixed use, urban pedestrian districts with high quality transit service..



## EXISTING CONDITIONS

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The city has a large number of 25 foot lots and has written design guidelines on how to build and add on to homes on this size lot



The city's main street terminates at a public beach



The city has a tradition of quality buildings and architecture



Palm Beach Community College main campus at the intersection of Lake Worth Road and Congress Avenue is a major employer and has approximately 16,000 students per semester

**EXISTING CONDITIONS**

**Mix of Housing** The City’s downtown neighborhoods offer a wide a variety of housing opportunities to accommodate varying housing prices. The neighborhoods provide home-ownership as well as rental housing opportunities in an integrated manner. While some rental housing is concentrated in certain neighborhoods, it is generally dispersed and filtered into the neighborhood fabric in a compatible way. The use of accessory or “out” buildings to provide dispersed rental housing is generalized throughout the city.



*The area has a wide variety of housing types and price points*



*Higher priced homes are in close proximity to lower priced home making a healthy and sustainable community*

**Neighborhoods** The City’s downtown neighborhoods are properly structured and generally have well-defined edges. Adjacent neighborhoods are linked with a series of streets that encourage connectivity. Most of the City’s neighborhoods have all the components necessary for a healthy, stable and sustainable environment: an appropriate mix of uses and building types, proper parking placement, proper building placement, public open space, and an abundance of civic buildings.



*Some parts of neighborhoods have fallen into disrepair*



*Some houses rent by the room with six or more unrelated people in one house*

## EXISTING CONDITIONS

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While most of the City's neighborhoods are stable, certain areas have a concentration of poorly maintained rental units inhabited by multiple, non-related adults, negatively affecting the perception of the environment.

### Mix of Uses

The City of Lake Worth was designed in accordance to traditional town planning principles. Its neighborhoods accommodate a mix of uses that, while varied and extensive, do not necessarily support all the daily needs of the community. Downtown Lake Worth is a regional destination for entertainment (restaurants, cafes, bars, specialty shopping), forcing locals to leave the downtown to satisfy their daily shopping needs.

### Employment

The city has a good employment base in services (retail), industrial, and government jobs. The proximity and employment possibilities within the Park of Commerce and the in-town industrial park along the FEC corridor provide a strong work-base within close proximity to the City's main commercial district.



*Different views of mixed-use buildings within the study area.*



*Municipal services and public sector jobs are generally concentrated within the downtown.*



*Industrial areas provide employment within close proximity to the commercial district.*

**EXISTING CONDITIONS**

**Education** The Palm Beach Community College has over 16,000 full-time students, approximately 580 full-time employees, and almost 900 part-time employees. The college is an important educational institution to the city and the entire county. Additionally, adjacent to the Tri-Rail station on Lake Worth Avenue is Lake Worth High School, and the city contains several elementary schools.

**Open Space** A public road circumscribes Lake Osborne, and the land on the lake lacks private development. However, traffic speeds make the road hostile.

**Architecture** The city has a rich history and a reputation for great architecture in both old and new buildings. It has a high concentration of Art Deco. Historic buildings fill the downtown and offer new development an example to follow. However, some newer building stands out of character. The city should define its vision on whether or not it wants a character in keeping with tradition or a character of city that evolves with time and offers a wider variety.



*The city has a complete education system, offering education from elementary through college degrees.*



*Lake Osborne is an outstanding amenity, but fairly disconnected and hard to access.*



*Examples of different architectural styles found throughout the City*

## EXISTING CONDITIONS

### Transit

**Tri-Rail** The existing Tri-Rail station is on the CSX rail line at the intersection of Lake Worth Avenue and the highway CSX, directly under the I-95 highway. There are no on/off ramps at this location, forcing those driving to the station to use through neighborhood streets to reach it.

**FEC** Lake Worth is unique in that the CSX and FEC lines are significantly close. The two rail lines (and potentially future stations) are approximately ½ mile apart. A series of studies are being conducted to determine future types of service on each line and how to better link them.



Major area attractions and station locations (existing and proposed)

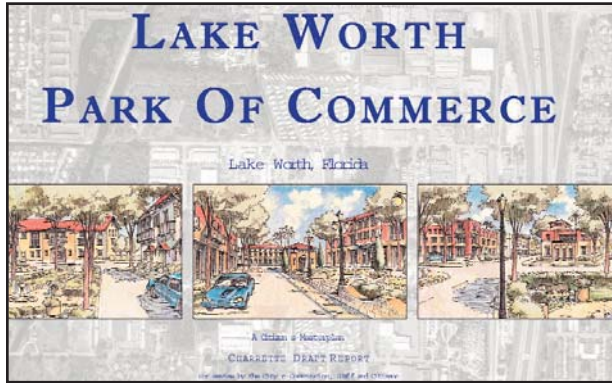
**Lake Worth Roundabout** While the Lake Worth roundabout effectively manages traffic at this complicated, five-legged intersection, certain improvements are necessary to avoid collisions and make it easier to traverse while on foot.

**Palm Tran** Palm Tran provides bus service throughout Palm Beach County, and uses three different routes to serve the study area. Following is a list of roadways and notable destinations with bus stops:

Congress Avenue	City hall
10th Avenue North	Lake Worth Beach (Sunday Only)
Dixie Highway	Palm Beach Community College
Lake Worth Road	John Prince Park
Tri-Rail station	

Most route schedules range from an hour to twenty minutes during the week. Many of the bus stops do not offer minimal facilities such as a shelter, bench, waste receptacles, or bus schedules. Despite this and the scheduling, many people in the city use Palm Tran.

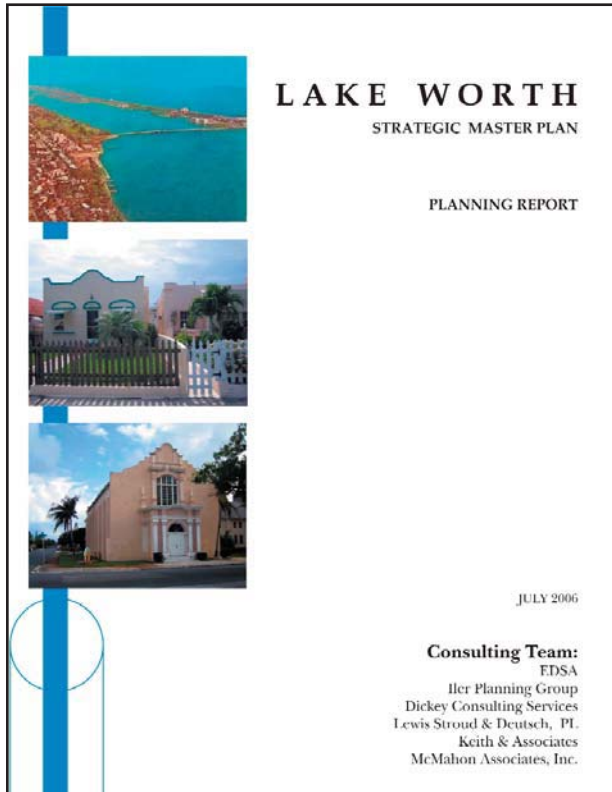




Previous Plans

The City has a strong tradition of planning in the public and using charrettes as an effective way to gather community input.

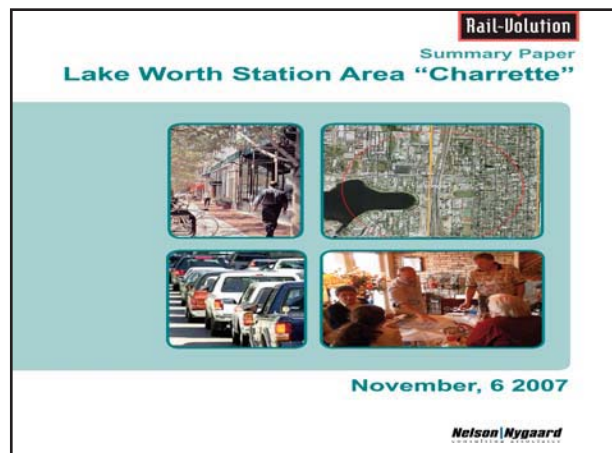
The first charrette, conducted in 1995 by the TCRPC and the City of Lake Worth, triggered the downtown's redevelopment. Other charrettes conducted include *Lake Worth Beach Charrette* (City of Lake Worth, TCRPC - 2000), the *Lake Worth Park of Commerce Charrette* (City of Lake Worth, TCRPC - 2001). Other planning studies include the *Lake Worth Strategic Master Plan* (City of Lake Worth, EDSA & others - 2006), the *Design Guidelines for Old Town Historic District and Major Thoroughfares* (City of Lake Worth), and the *Lake Worth Station Area Charrette* (City of Lake Worth, Nelson Nygaard - 2007)



Design Guidelines for  
Old Town Historic District and Major Thoroughfares  
City of Lake Worth, Florida



Historic Postcard





**MARKET OVERVIEW**

The charrette process involved an analysis of the current economics of the study area and the City of Lake Worth within the context of Palm Beach County. The market overview provides the information needed to promote sustainability in the community. It illustrates the needs, demands, and potential of the community and realistic ways to meet the identified needs, demands, and potential. The full economic analysis is located at [www.tcrpc.org](http://www.tcrpc.org). The summary findings of the economic analysis are presented in the following pages of this charrette report.

**Demographics**

Since 2000, the city's population increased by 3,100 residents to equal a total of 41,000 residents in 16,600 households. These figures rely on census data documented by US residents. Accordingly, these figures may be somewhat low as they do not include undocumented residents who appear to add population in the city's neighborhoods within the study area.

An economic analysis project the city will gain approximately 1,800 new residents by 2013, suggesting a demand for 125 new housing units each year.

The current median household income is \$37,372, which is a third lower than Palm Beach County's total. Data projects the city's median income to climb to \$45,680 by 2013. A median is the midpoint between the lowest and highest numbers in a list of data, which in this case represents median incomes.

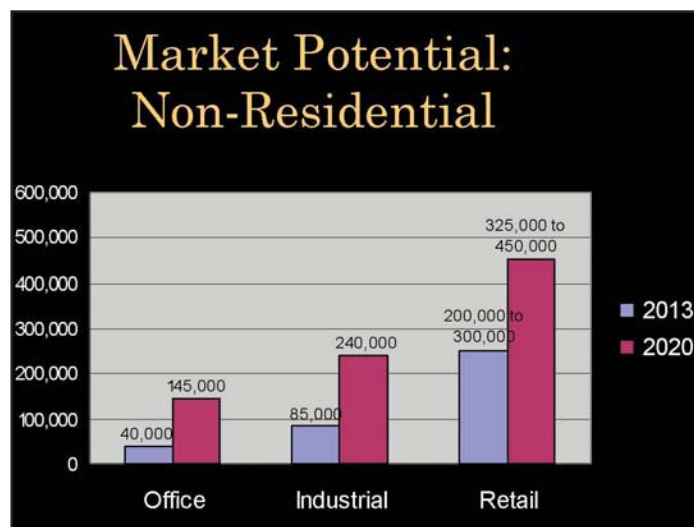
The median age in the city is 36 years old. While Palm Beach County's median age is 45 years, reinforcing observations during the charrette of Lake Worth's many young families with children.

Discretionary household spending for retail totals \$17,390 per year in Lake Worth. Discretionary spending is the amount of an individual's income available for spending after the essentials such as food, clothing, and shelter have been acquired

**Economic Profile**

The city's job base is 14,400 jobs, which is 2.6 percent of Palm Beach County's total 552,000 jobs. The 2.6 percent is lower than the city's fair share of employment, given the city's population is roughly 3.4% of PBC's total. This indicates that the city does not have as many jobs as it should as a functional share of population )

Palm Beach County added 53,000 new jobs during the past seven years, and data projects the county will add 114,000 new jobs in the next 13 years. Data projects the city should add 1,950 new jobs by 2020.



The city's historic downtown is a sub-regional destination. It holds more than 20 restaurants located in a row. The city provides beach access for residents and visitors, yet the city lacks lodging facilities to expand upon the potential economic yield often associated with beach access.



## MARKET OVERVIEW

The market potential for non-residential uses is shown in the graph to the right. The city does not appear to be reaching its potential market share of non-residential uses.

### Housing Market

Lake Worth contains 16,600 housing units with 46 percent of the units as rental units. In comparison, 23 percent of Palm Beach County's units are rented. As this statistic shows, the city contains a disproportionate amount of rental units at about twice the county's percentage. In other words, approximately one quarter of the county's units are rentals while almost half of the city's units are rentals. Closer analysis indicates some neighborhoods in the western areas of the city - west of Dixie Hwy. but east of I-95 - have a higher percentage of rental units indicating these are neighborhoods in transition.

The city issues an average of 39 residential permits (both multi-family and single-family) annually, which is less than 1 percent of permits issued in Palm Beach County. Forecasts suggest 600 to 700 new housing units in the study area through 2013. The timing of the recovery of the current market decline will determine demand for new housing.

### Office Market

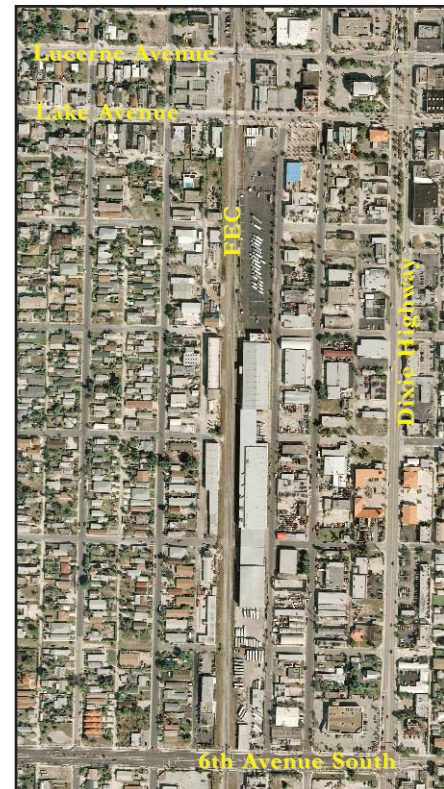
The City of Lake Worth has a small office submarket with approximately 4 percent of Palm Beach County's total office space, representing approximately 500,000 square feet of office space in the study area. This statistic illustrates that the city holds slightly less than the city's fair share of the county's office space inventory.

Looking forward, it appears that office demand within the study area will be an additional 40,000 square feet through 2013, with demand for an additional 145,000 square feet through 2020. These figures are in addition to the current office space. However, the city's existing office space inventory is older and ill-suited for modern users. Outdated office space is expensive to retrofit. The unsuitability of current office space in the city creates stagnant leasing activity, and the city has a vacancy rate of about 14 percent. As the city's population continues to grow, it will create more demand for office space, which represents a potential economic opportunity.

It is important to note that office market success will require strategic public investment such as infrastructure, land regulatory assistance, and marketing.

### Industrial Market

Market analysis estimates a demand of 85,000sf of industrial space in the city through 2013 and 240,000sf through 2020. These two demand figures do not include demand from industrial businesses which will likely be displaced by increased land values due around the transit stations ( this point is discussed in more detail below). Similar to office space condition, the city's existing industrial uses are older and obsolete. Most industrial businesses are more oriented to local demands such as auto repair shops. Like existing office space, it is expensive to retrofit or renovate existing industrial buildings for modern users.



*Existing industrial uses around the future town center FEC station will be displaced as land values around the station increase*

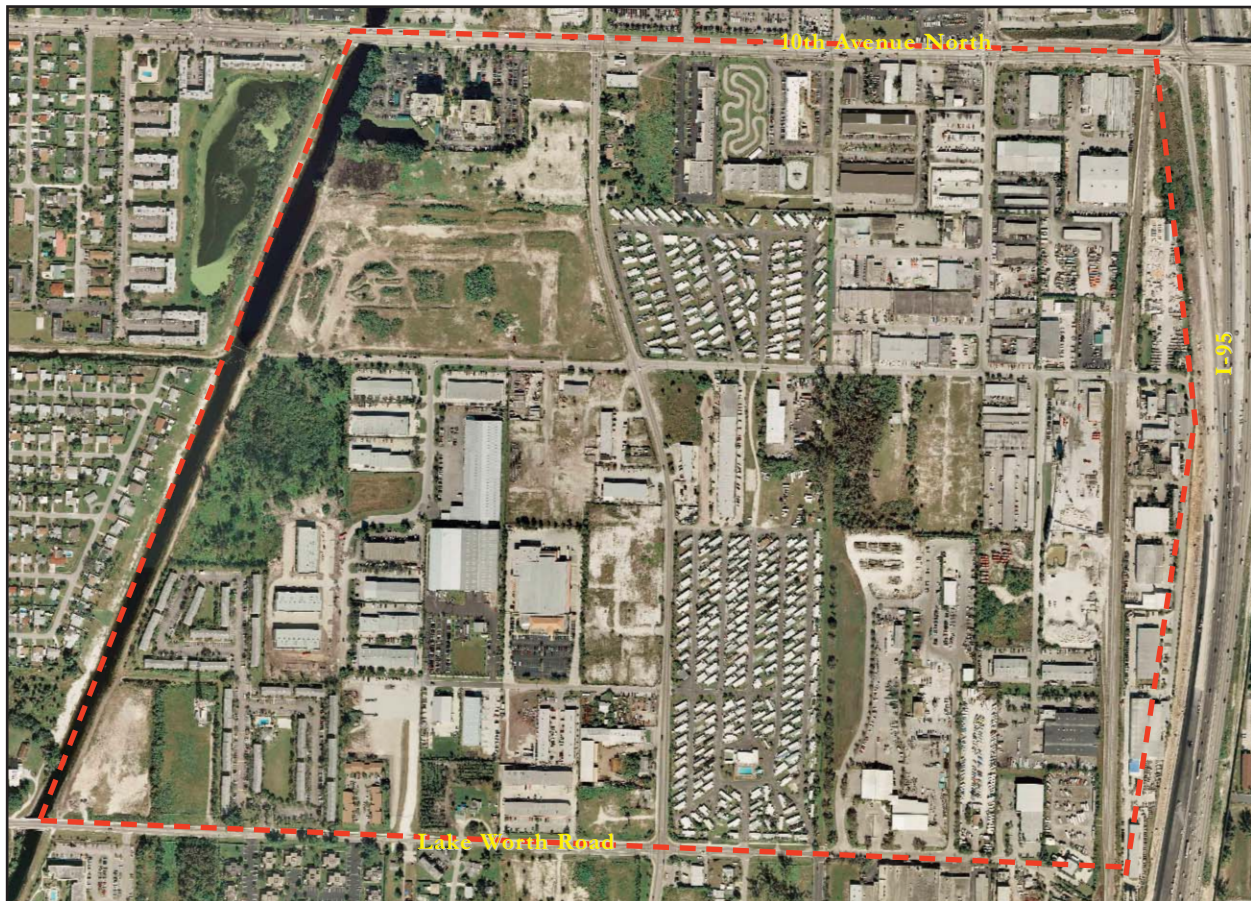
## MARKET OVERVIEW

Industrial uses around the recommended town center transit station will be displaced as property values around the station rises. Existing businesses within these locations will not likely be able to renovate their existing space, and further, many lack the funds necessary to move to a new space. The city should create a public policy to help these users to relocate.

Southeastern Florida possesses a large demand for industrial uses, but Palm Beach County is losing industrial lands to other uses. The Park of Commerce is a unique opportunity to capitalize on the increasing demand for industrial uses and has the potential to be a regional destination for industry.

Within the Park of Commerce, there is abundant vacant land with proximity to I-95, the CSX rail corridor, and a nearby train station. The Park of Commerce is near the Fort Lauderdale and West Palm Beach airports, Port of Palm Beach, and the Florida Turnpike.

The community will benefit from a further developed Park of Commerce through jobs and increased tax base. The city should provide a framework to encourage industrial users around existing and proposed stations to move to the Park of Commerce. It should also provide leadership for infrastructure improvements and promote organization and management of the industrial park.



*The Park of Commerce is a unique opportunity for Lake Worth to capitalize on the increasing demand for industrial uses and has the potential to become a regional destination for industry.*

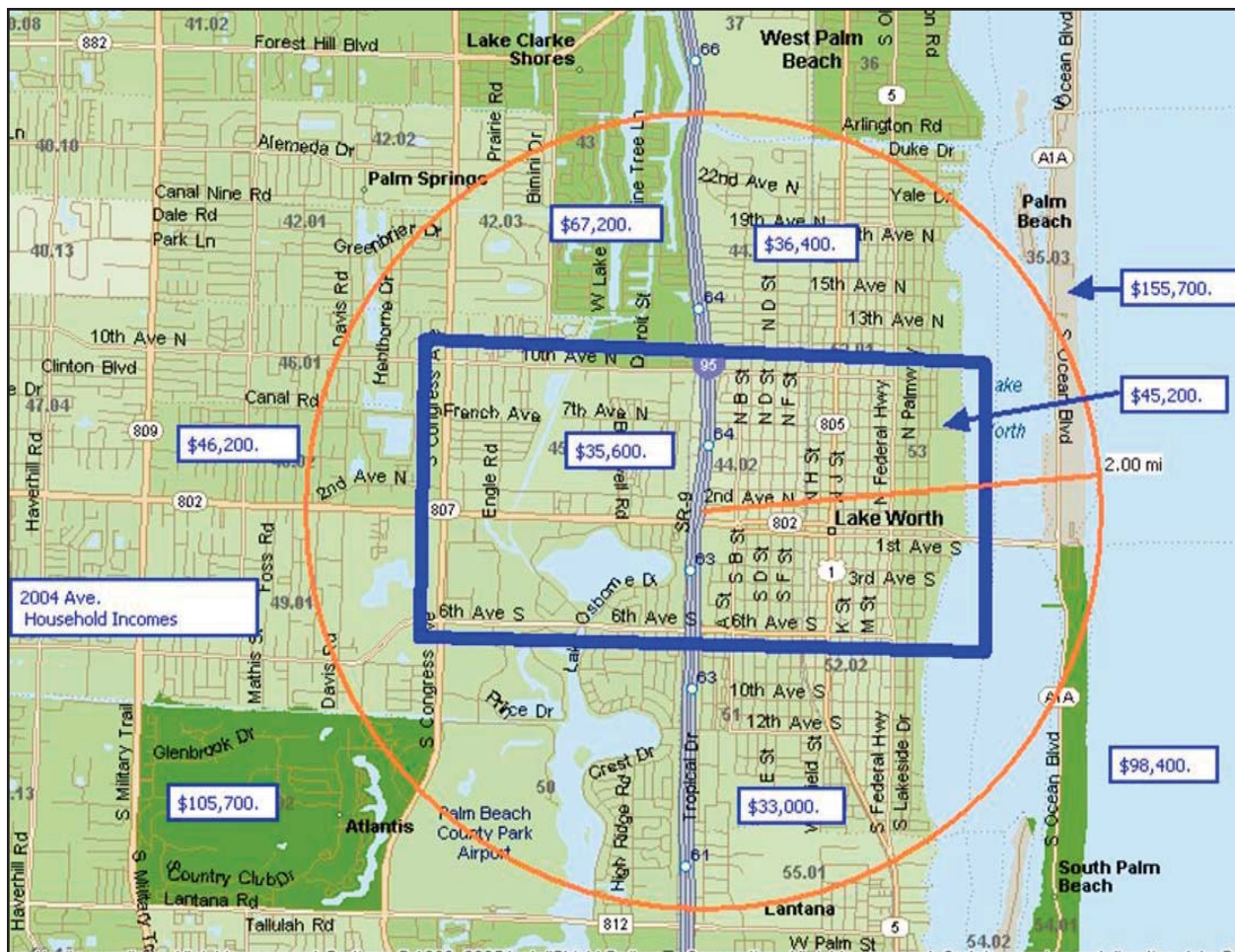
## MARKET OVERVIEW

### Macro Retail Market

Currently, there is roughly 1.6 million square feet of retail in the study area. The city has a well-established main street known throughout the region. Retail tenants are primarily local businesses with a few regional and national franchises.

The city's consumers come mostly from central Palm Beach County, the city, and the barrier island. Retail within the city is in a desirable position because of higher discretionary incomes from residents on the barrier island.

In the downtown, there is a strong retail demand with a significant amount of vacant inventory, indicating a demand for retail without an adequate supply. Requested rents are higher than rents asked for at CityPlace, West Palm Beach, which is a high-end regional destination. CityPlace has a common and well-organized marketing, maintenance, and infrastructure program to help its retail tenants. High rent requests and the lack of a common and organized program to help retail appears to be a key cause for high retail vacancies within the city. Retailers go outside of the city to open a business. Residents cannot buy their needed items in the city. This



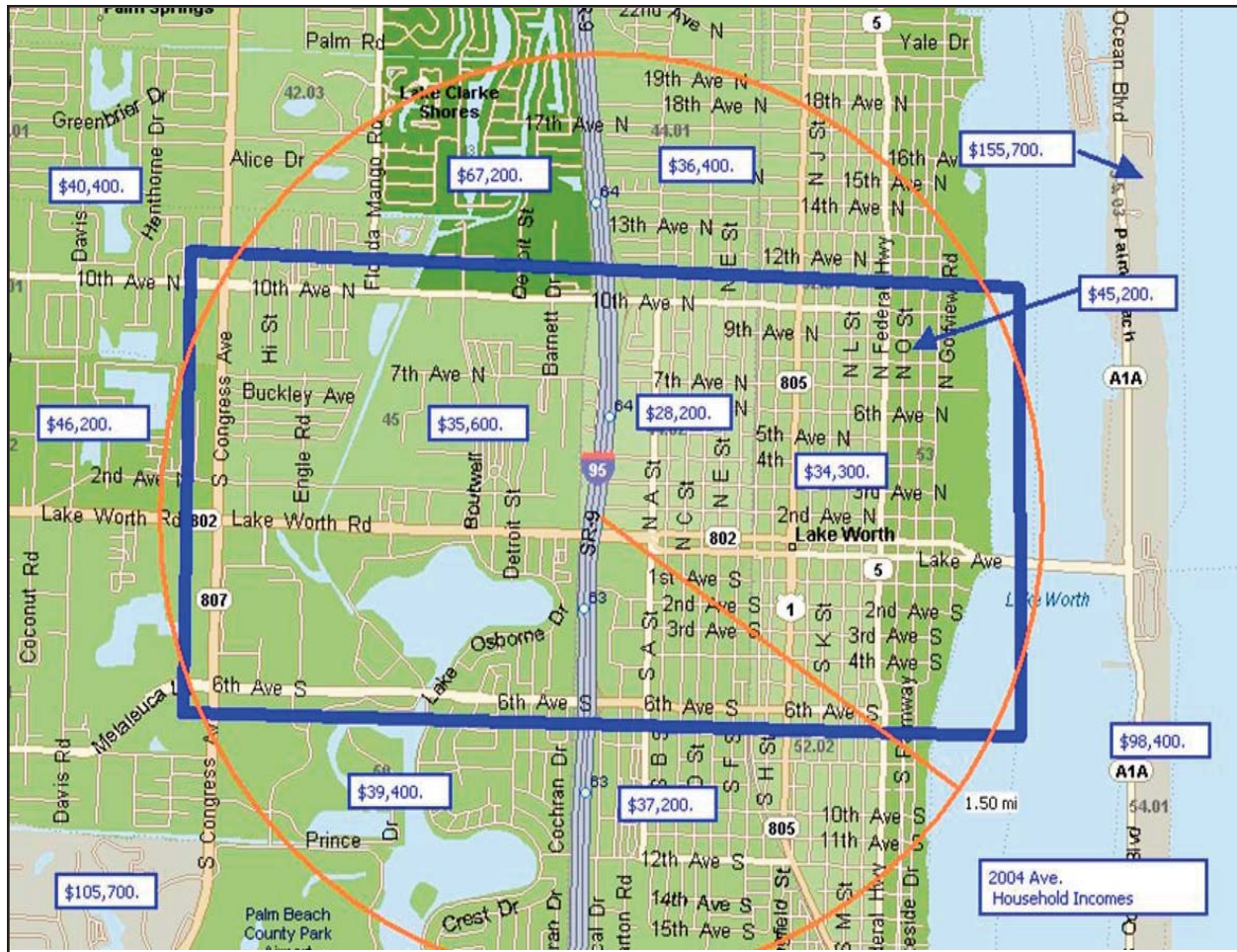
The map above, which indicates average household incomes surrounding the study area, helps illustrate the potential consumer base spending power within the area.

situation creates "retail leakage" in the city, where retail outside the city is consumed by city residents.

Data estimates city-wide retail demand to be 200,000 to 300,000 square feet through 2013 and 325,000 to 450,000 square feet through 2020. The additional square footage is for services necessary for the residents.

Retail in close proximity to residents is essential to sustainability. Downtown Lake Worth is a restaurant district and not a shopping district. City residents are underserved for core goods and services such as groceries and clothing. Residents drive, walk, bike, and ride the bus out of the city to buy essential items. Some of the in-demand items include groceries, food and beverage, hardware, and apparel, which will be discussed later in the report. Existing retail does not adequately serve the city's population, for it only captures 5 to 10 percent of its residents' spending.

A sustainable community conserves resources by offering a variety of ways to satisfy its residents' needs and wants in close proximity to where its residents live and work. By requiring its residents to leave their community, residents face a greater cost of living. More time and money is spent traveling. The following analysis will help the community choose the types of retail services it needs and wants and give them the tools to create a retail vision.



The map above provides a closer look at average household incomes in the Lake Worth area.

## MARKET OVERVIEW

### Micro Retail Market

Successful communities should decide their vision for retail. Understanding current retail trends will empower the community and give the city leverage.

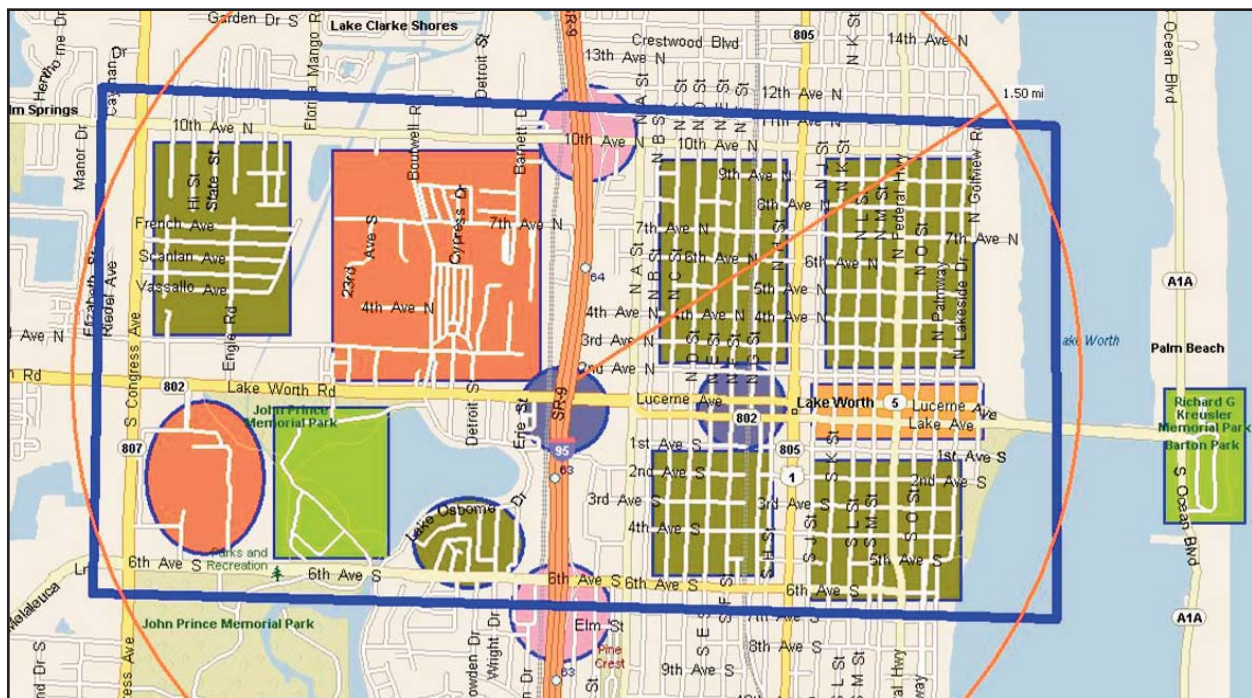
#### History

From the 1960's through the end of the century, retail anchors that used to be in downtowns moved to the suburbs, following a flow of money and residents with disposable income. However, since the 1950's in many redeveloping communities, retailers are returning to cities' downtowns as a result of aggressive redevelopment programs, residential resurgence in downtown living, and more recently, to provide "green" retail opportunities near residential districts (with less transportation requirements).

#### Retailers Like the City of Lake Worth

The city has a great network of interconnected streets that create the density needed for retail, provide great walkable streets for shoppers, and make it easy for shoppers to get to their stores. The commercial areas quickly turn into residential neighborhoods off the main corridors, with potential shoppers surrounding the retail.

The image below shows a 1.5-mile radius from the intersection of I-95 and Lake Worth Road. This area holds several dense neighborhoods, and beach residents are just outside of the radius. Island residents must drive through Lake Worth to reach new outlying shopping destinations to the west. As shown on the previous pages, the study area's incomes are lower than the average county's median income of \$35,000. However, the area is surrounded by neighborhoods and communities with higher than the median income for the city.

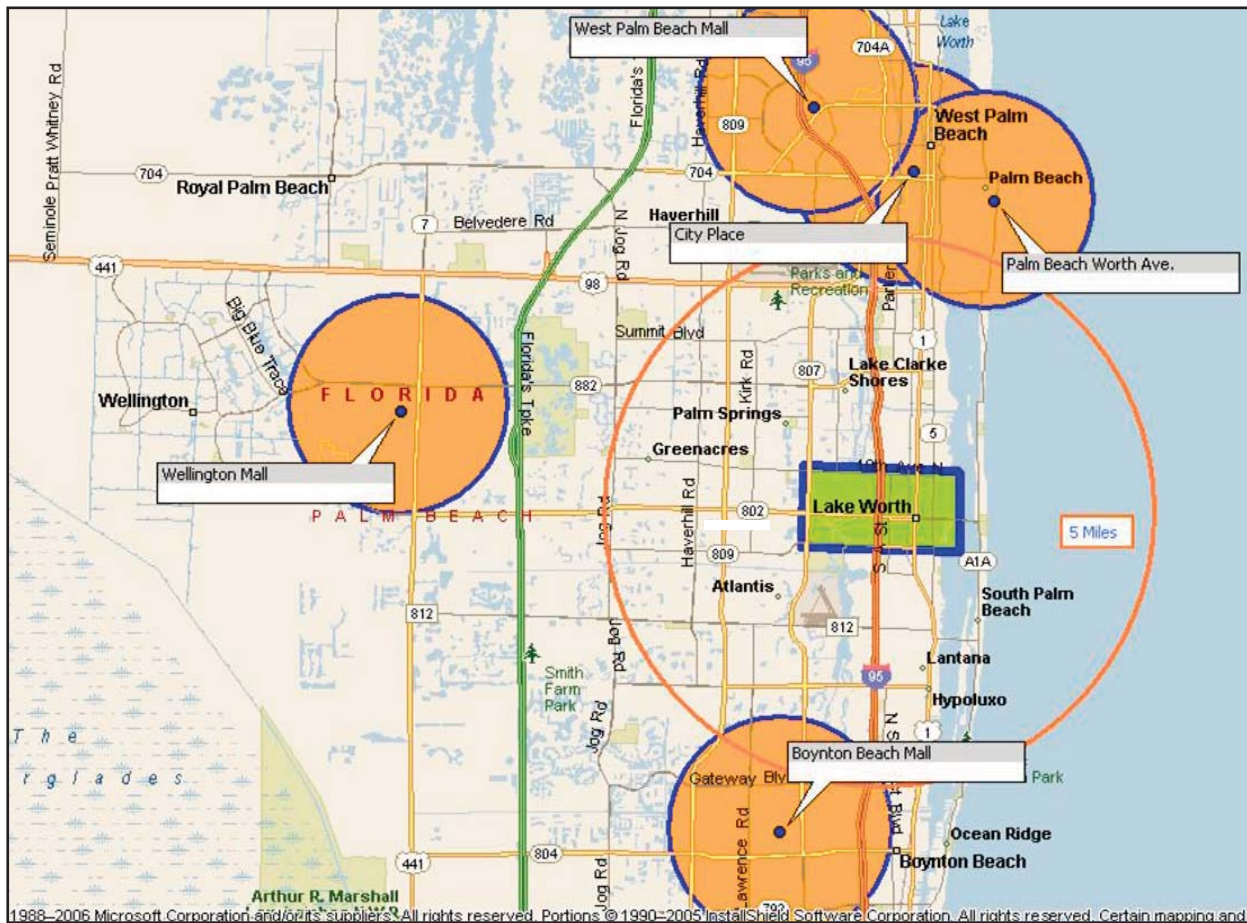


The map above illustrates a 1.5 mile radius centered around I-95 and Lake Worth Road, that is filled with dense neighborhoods. Just beyond the neighborhoods to the east are the beach residents who are currently passing through the city to get to other shopping destinations that lie to the west.

**Hole in the Doughnut**

The map below illustrates how investors analyze the city by looking at market absorption. The orange circles This graphic illustrates why residents are leaving the city to shop. Portions of Lake Worth are captured in the primary trade areas for some of the surrounding retail nodes, but there are virtually no strong retail nodes within the city. Seventy to ninety percent of all shopping money leaves the city.

Lake Worth residents are consumers of a variety of goods, and because they cannot buy them conveniently in the city, they leave the city to shop at national chains (Muvico, Shoe Carnival, Family Dollar, TJ Maxx, Kohl's, Wal-Mart, Sears, Super Target, Old Navy, Sports Authority, Stein Mart, etc.). As the population continues to increase, both within and outside the city, demand for retail will continue to increase as well, creating opportunity or “leverage” as discussed below.



Primary trade areas for major shopping destinations are shown in orange. This illustrates a large demand within the City of Lake Worth for goods and services.

**Leverage**

Understanding its retail potential gives the city leverage with retailers and provides for the sustainability of its community. With leverage on their sides, cities can ask retailers to follow the form and architecture the community wants. These images show that current retail developers are not doing the traditional strip mall or big-box retail. Instead, they are pursuing other building forms.

**Market absorption** - the rate at which a market can absorb additional units of supply without causing market saturation and severe price distortions

## MARKET OVERVIEW

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A recent retail study shows that Palm Beach County ranks in the top five places for national investors along with Los Angeles, New York City, and Washington D.C. This bodes well for retail prospects in Lake Worth.

### Supportable Retail

The table on the following page offers the summary of retail demand that appears to be supportable within the city and breaks down demand into retail store types.



*McDonald's in Key West*

### Top Ten Reasons Retailers Like Lake Worth

1. in the Sunbelt
2. historic downtown that is very walkable
3. transit with multiple stops
4. two interstate (I-95) exits within 1.5 miles of each other
5. public beach
6. college with 27,000 annual students
7. major employment center
8. established local businesses
9. affordable housing
10. surrounded by wealthy communities



*JC Penney in Coudersport, Pennsylvania*



*Talbots apparel in Massachusetts*

Detail of Retail Demand in the City

<b>Summary of Retail Demand</b>		
Current retail inventory:	1.6 Million SF in study area (source: ERA)	
City-wide retail demand:	200,000 - 300,000 SF thru 2013 (source: ERA)	
<b>Detail of Retail Demand</b>		
Business Type	New Supportable square footage (gap)	Number of Stores
<b>Apparel</b>		
Footwear	14,400 sq. ft.	8 – 10 stores
Jewelry	2,700 sq. ft.	1 – 2 stores
Men’s Wear	4,600 sq. ft.	2 – 3 stores
Women’s Wear	3,000 sq. ft.	1 – 2 stores
Optical Goods	2,900 sq. ft.	1 – 2 stores
Total Apparel	27,600 sq. ft.	13 – 19 stores
<b>Restaurants</b>		
Full Service Restaurants	10,300 sq. ft.	3 – 4 restaurants
Limited Service Restaurants	16,600 sq. ft.	10 – 12 restaurants
Total Restaurants	26,900 sq. ft.	13 – 16 restaurants
<b>Home and Garden Retail</b>		
Home Center	69,130 sq. ft.	1 store
Hardware	10,200 sq. ft.	1 store
Lawn and Garden	21,000 sq. ft.	4 – 5 stores
Total Home and Garden	100,300 sq. ft.	6 – 7 stores
<b>Groceries</b>		
Grocery	69,200 sq. ft.	1 – 2 stores
Total Groceries	69,200 sq. ft.	1 – 2 stores
Apparel	6,300 sq. ft.	3 – 4 stores
Books	10,200 sq. ft.	1 store
Cameras	1,400 sq. ft.	1 store
Computers	1,700 sq. ft.	1 store
Cosmetics	1,500 sq. ft.	1 store
Department Stores	106,400 sq. ft.	1 – 2 stores
Home Furnishings	37,000 sq. ft.	4 – - 5 stores
Restaurants	26,800 sq. ft.	5 -6 stores
Sewing and Knitting	2,000 sq. ft.	1 store



## MARKET OVERVIEW

Shoes	14,400 sq. ft.	5 – 6 stores
Supermarket (Groceries)	69,200 sq. ft.	1 – 2 stores
Toys and Hobbies	94,00 sq. ft.	3 – 4 stores
Totals	286,300 sq. ft.	22 – 34 businesses

The stores may vary in size. The smaller store increments (1 - 3 stores) are for smaller retail spaces.

The city is already known for its restaurant district in the historic downtown, and in addition, it appears Lake Worth could support an additional 13 - 16 more restaurants given the density, demographics, and income levels of the city's trade area.

“Home and Garden” retail could be housed in a larger building type of approximately 100,000 square feet. This could a store such as a Lowe’s or Home Depot.

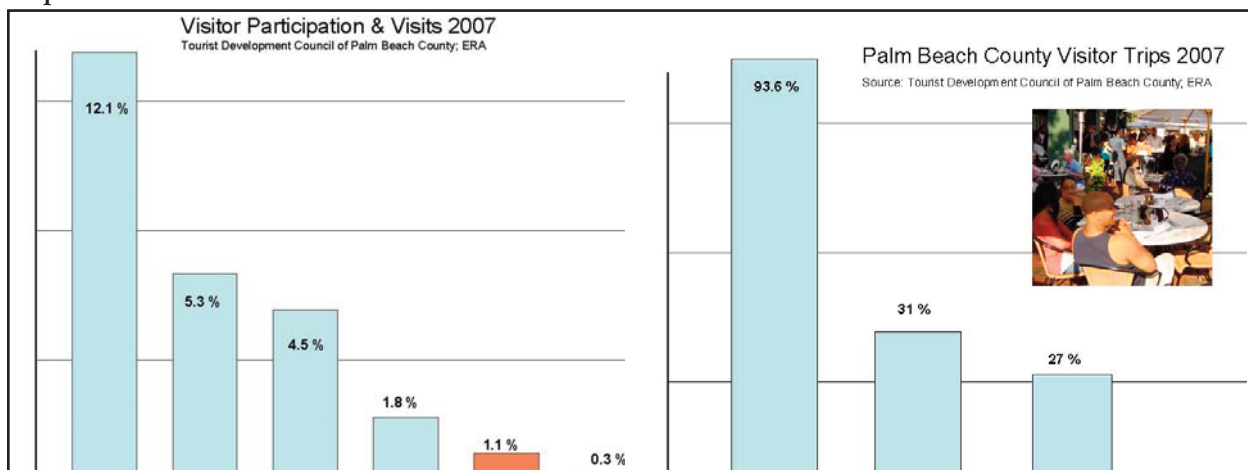
Charrette participants identified a need for a downtown grocery store. The market analysis shows a strong demand for 70,000 square feet of grocery. The demand could be accommodated with one larger store (such as a large Publix or Winn Dixie) or several 40,000 to 42,000 square-foot grocery stores (such as the Publix at CityPlace). Both the single larger grocer or the two smaller grocery stores would leave enough demand for a some in-line shops that may offer ethnic foods or organic foods, or a “greenwise”-type facility (that specializes in organics while offering main-line products) could be appropriate.

A summary of retail stores and services where city is oversupplied and undersupplied is shown on the graph on the following page.

### Visitor’s Survey

A Visitors Survey was conducted by the Tourist Development Council of Palm Beach County. The survey format was to ask passengers at Palm Beach International Airport where they were visiting. Select results of the survey are shown in the graphics below. As reported by survey participants, only 1.1 percent of Palm Beach visitors go to Lake Worth. The visitors that went to Lake Worth ate at restaurants, shopped, and swam. The city has the potential to capture more tourist dollars if it chooses, but it will take focused effort, careful planning, and dedicated implementation to do so.

### Impediments to Sustainable Retail



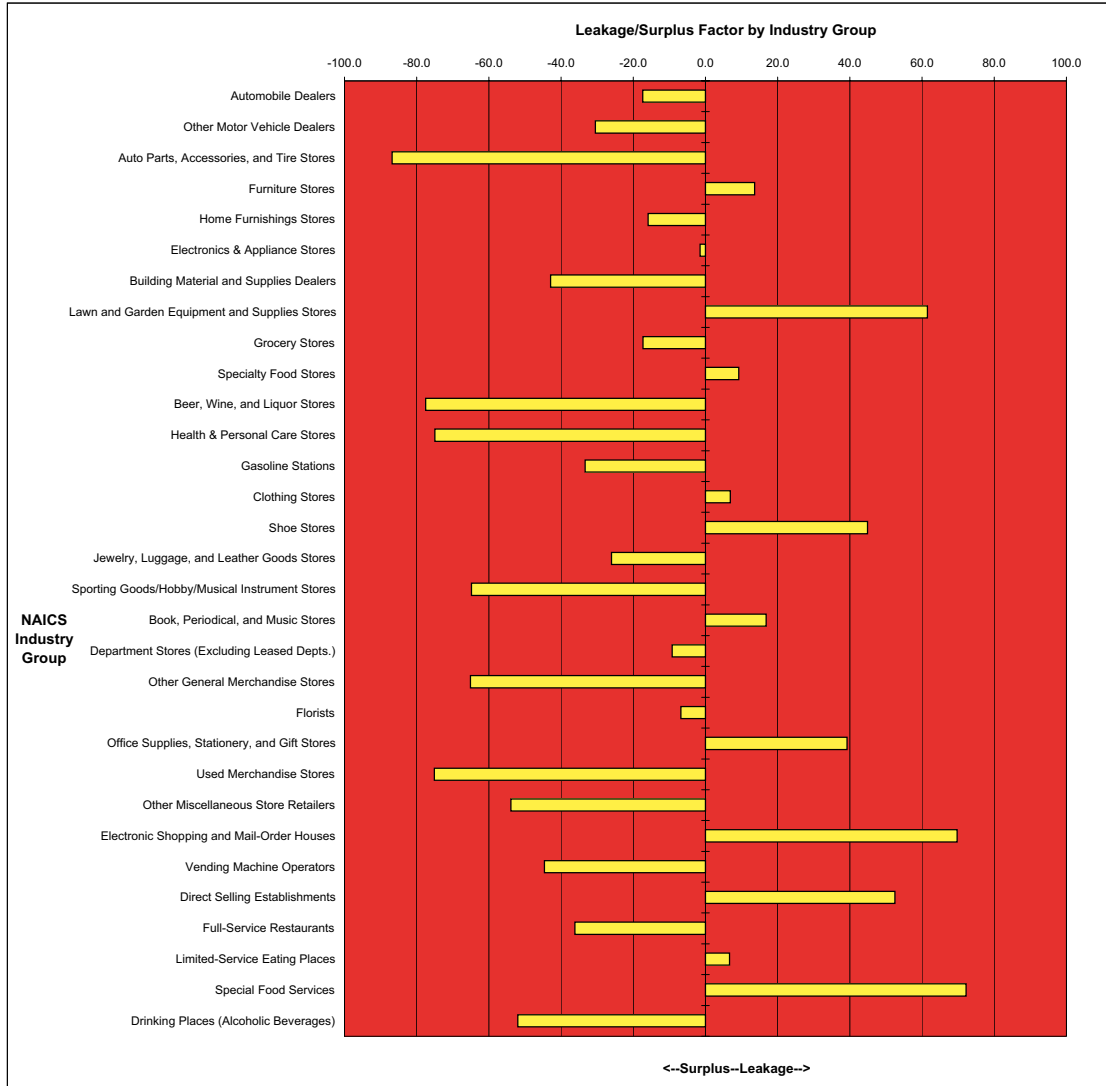
*The Visitors Survey shows that the city is not capturing its fair share of tourist dollars*

Retail MarketPlace Profile

Prepared by Gibbs Planning Group, Inc.

Lake Worth, FL, Area 1 Rev

Study Area: Custom Shapes



Source: ESRI and info USA®.

6/25/2008

## MARKET OVERVIEW

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### ***The city lacks a vision***

To achieve a sustainable retail inventory, the community needs to decide how much retail and the types of retail it would like to provide within the city limits. This will help Lake Worth create a retail vision and plan.

For example, Hurricane Hugo decimated the City of Charleston, South Carolina in 1989. With strong leadership, Mayor Joseph Riley articulated a clear vision with the goal not to lose market share to anywhere. In other words, residents were not going to have to leave the city of Charleston to shop. The city used national retailers to help local businesses thrive and offer diversity of goods, helping Charleston re-establish itself as a successful, sustainable community serving its residents as well as drawing a large tourist population.

### ***Insufficient and inadequate retail space.***

The city lacks an adequate supply of appropriate retail space. (insufficient land zoned commercial/retail?). Existing buildings are outdated and inappropriate for new retail tenants. Many of the rents requested for existing buildings rival rents at CityPlace, which is an indicator of this concern.

### ***Lack of organization and management***

Most successful retail districts have a centralized management/recruitment/marketing program. An association actively recruits tenants and helps create an identity and market it. Infrastructure such as parking, lighting, and transportation are coordinated and managed for the benefit of the retailers.

In contrast, the city communicates a cumbersome and unwelcoming business atmosphere. Most likely, this communication is unintentional and stems from a lack of a dedicated, centralized, and coordinated effort. With populations growing throughout the southeast, potential tenants will go to the community where the local government is willing to offer a predictable outcome in a reasonable amount of time.

After the community creates its vision for retail, it should create a frictionless way for the retailer to become part of that vision. Then the city can market and communicate the vision.

## **Role of Regional and National Retailers**

### ***Attraction***

Local independent retailers are significantly more successful with regional and national anchors to attract customers.

### ***Marketing***

The anchors have the resources to advertise with a professional message. They publish ads in newspapers and magazines. They mail weekly flyers and post their message on television and radio. The anchors have the resources to actively reach a large number of customers on a regular basis.

### ***Spin-Off for Local Retailers***

Local retailers can capture foot traffic by locating in the same area or district as the anchor. Furthermore, anchors offer a wide array of goods that appeal to many people. Local retailers can take advantage of the anchors wide array by offering more of a selection in one type of good.



*Crate and Barrel is one of many national retailers who go into local markets and main streets, and through their reputation and resources, they will actually supplement other like-niche, local retailers.*

The Crate & Barrel store in Cambridge Massachusetts, is an example of the spillover benefits of a national retailer to smaller, independent local retailers. This Crate & Barrel helps support 22 other local home furnishings stores. The retailer spends \$100,000 a week in national advertising, and people shop at Crate & Barrel. It is two-dimensional in its retail offering, meaning that Crate & Barrel offers a wide array of goods but not a lot of specialty in one particular product class.

Note the Bowl & Board store adjacent to Crate & Barrel. They sell every conceivable type of bowl and cutting board. Crate & Barrel acts as a large retail magnet, driving shoppers into the retail district who intend to purchase an array of goods. As local retailers establish themselves, they are able to capture a market niche. In this way, an area can create thriving shopping district with a mix of national anchor tenants along with smaller, more specialized local/regional retailers.

### ***People Shop at Discount Stores***

The majority of the US population shops at Target or Wal-Mart once a week. The city may not want a Target or Wal-Mart within its city limits. Consequently, city residents will leave the city to shop at these destinations. One of the reasons Wal-Mart is considered detrimental to many cities and good urban design and sustainability because thousands of people have to drive to get to the store. With a vision, the city can use leverage to get an urban form discount store appropriate for Lake Worth if the city decides to accept this type of retailer.

### ***Define a Community Vision***

To be successful communities need to decide on what they want to be. A vision and a plan give communities control and further their leverage.

### ***How Much and Where***

The city can expand its retail or keep the status quo. Currently, the city's retail appears to be performing adequately despite the large amount of vacancies, and will probably continue without assistance. If Lake Worth wants to grow its retail, the community should articulate how much it is willing to grow and in what categories. The community may only want to provide shopping for essential services, or it may want to attract residents outside the city and tourists. The community may want to concentrate in one category such as apparel or home furnishings or spread its retail across many categories.

### ***How Quickly***

The community should also decide how quickly and aggressively it wants to grow the retail. It may actively recruit regional and national retailers or simply create a streamlined process for approval.

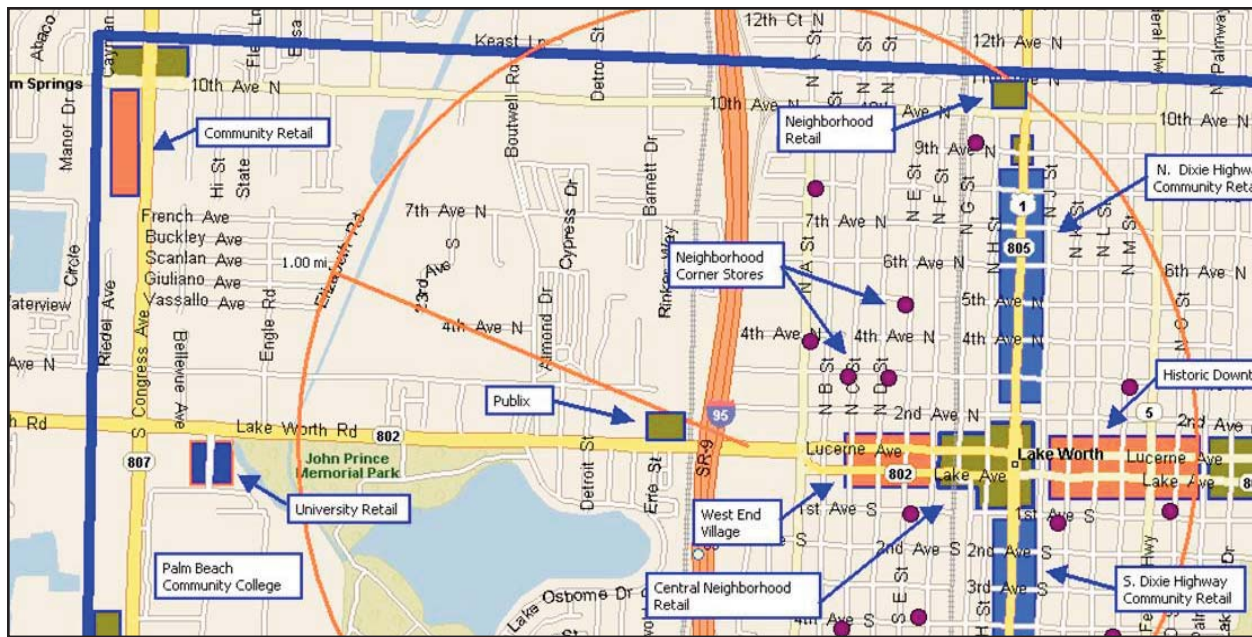
### ***Form and Architecture***

## MARKET OVERVIEW

The city has a great heritage in good urban design and architecture. The community should decide if it wants to continue its tradition and how. The city could encourage a wide variety of architecture styles, or it could strictly regulate the architecture. The community should articulate the urban form it wishes for its community.

### *Merchandising Plan*

The Citizens' Master Plan suggests a merchandising plan appropriate in scale and character and consistent with accepted retailing principles. The merchandising plan is intended as one of many visions based upon professional knowledge and experience with regional and national retailers all over the world. The "do nothing" scenario is feasible for the city as well.



The map above indicates the appropriate locations for retail. The core and center of the retail base should be located at the intersection of Lake Avenue/Lucerne Avenue, Dixie Highway, and the FEC. This is indicated in the brighter colors in the graphic. The west end of the shopping district would be an appropriate location for corner stores (but not a convenience store). An example of an appropriate store would be a specialty food store or an ethnic grocery that caters to the surrounding neighborhoods.

Neighborhood retail, such as grocery, bank, and hardware, should be located at the intersection of Lucerne Avenue/Lake Avenue and Dixie Highway and toward the beaches just before Bryant Park (shown in green). A superior location for a grocery store is close to the existing CVS drugstore at the intersection of Lucerne Avenue and Dixie Highway. This location would allow synergy to occur between the two stores and creating a strong anchor.

Community retail is illustrated in blue. Shops should include stores that have a broad attraction beyond essential items and services. Stores could include restaurants, home furnishings, and large-format retail. A regional or national anchor would be appropriate here as well as a medium-sized national retailer such as a bookstore.

Downtown retail, illustrated in orange can encourage walking between the different areas. It would be attractive

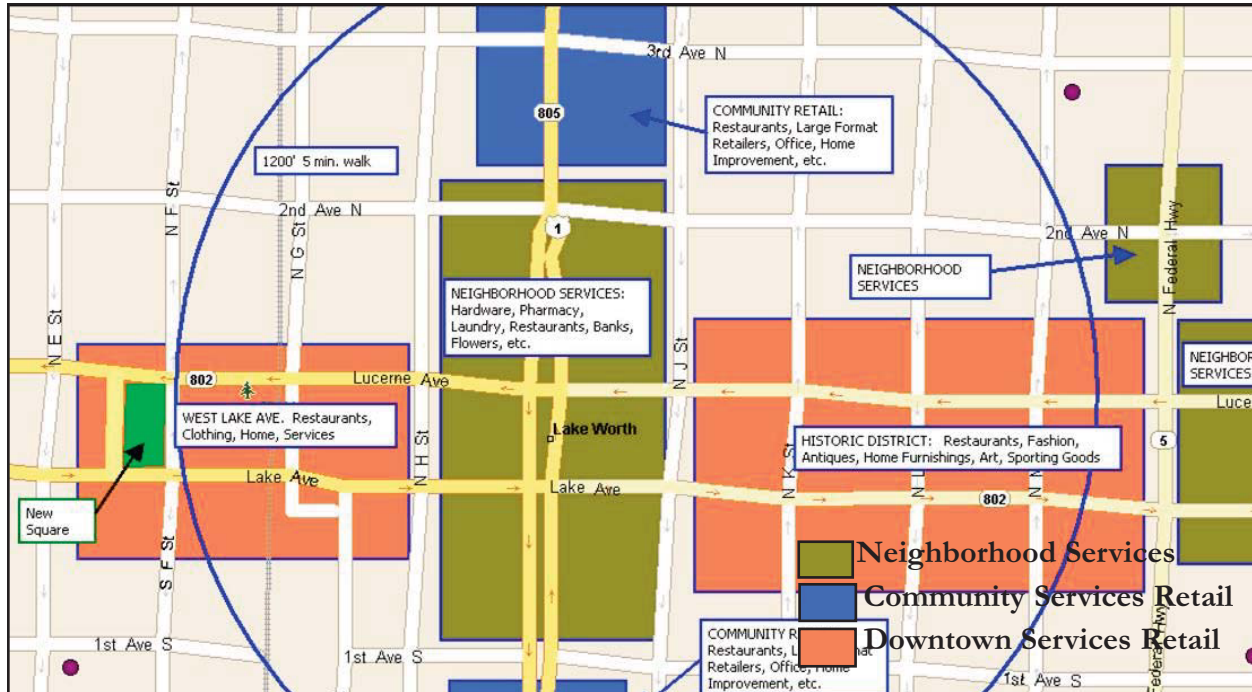
## MARKET OVERVIEW

to both residents and visitors to the area. Restaurants, fashion apparel, home furnishings, and antiques would be appropriate in these areas.

### *Central Business Area Detail*

Within the core central business district is the historic district that currently houses several restaurants. The area could expand with more restaurants, a hardware store, a pharmacy, and laundry.

## Conclusion of Market Overview



*Detail of the City of Lake Worth's suggested merchandising plan*

The city has a history of providing well-executed public improvements and infrastructure including landscaping, public plazas, and open space. Whatever the community chooses as its retail vision, Lake Worth should continue its tradition of providing quality and beautiful public streets. This will help the marketability of the entire city as well as the study area. Improved transit and connectivity will enhance potential uses in every category discussed in the market overview.

## MARKET RECOMMENDATIONS

1. Complete a comprehensive analysis of housing, office, industrial, and retail
2. Using the market analysis, create a feasible and sustainable economic plan to capture the city's fair share of the county's markets
3. Create incentive-based policies to implement the economic plan
4. Assign a team to oversee the implementation of the economic plan

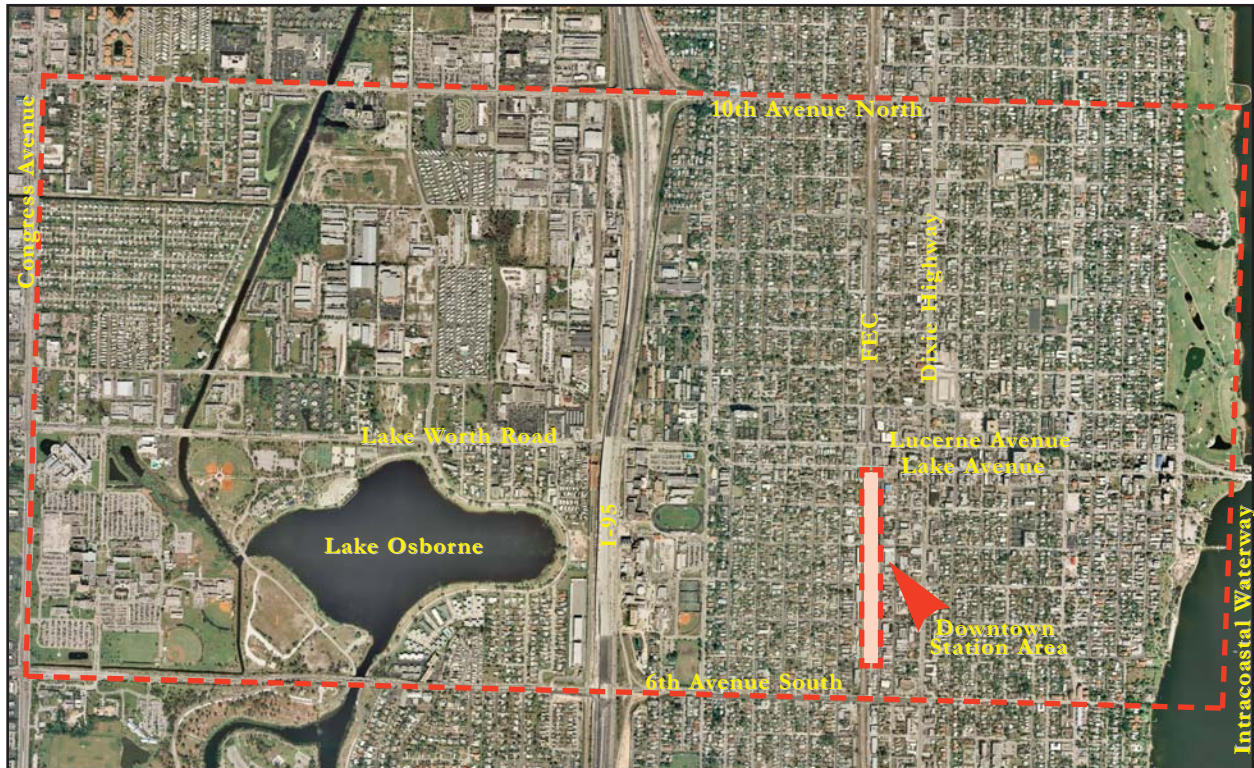






Downtown "Town Center" Station Location

Charrette participants identified Lake Avenue and the FEC corridor as the preferred location for a future downtown station for the future FEC passenger service. The proposed location is in the heart of the downtown and will provide access to civic and cultural uses, downtown businesses, and the existing residential community. The station would be "Town Center", which requires location within a walkable context, pedestrian access to retail, office, and housing, and a moderate amount of parking for transit users. In the image below, the proposed station location is shown within the downtown context. The property suggested for the station is currently under private ownership, housing Thies Distribution, a distribution/warehouse business that



Charrette participants identified the intersection of Lake Avenue and the FEC as the preferred location for the downtown FEC passenger rail station.

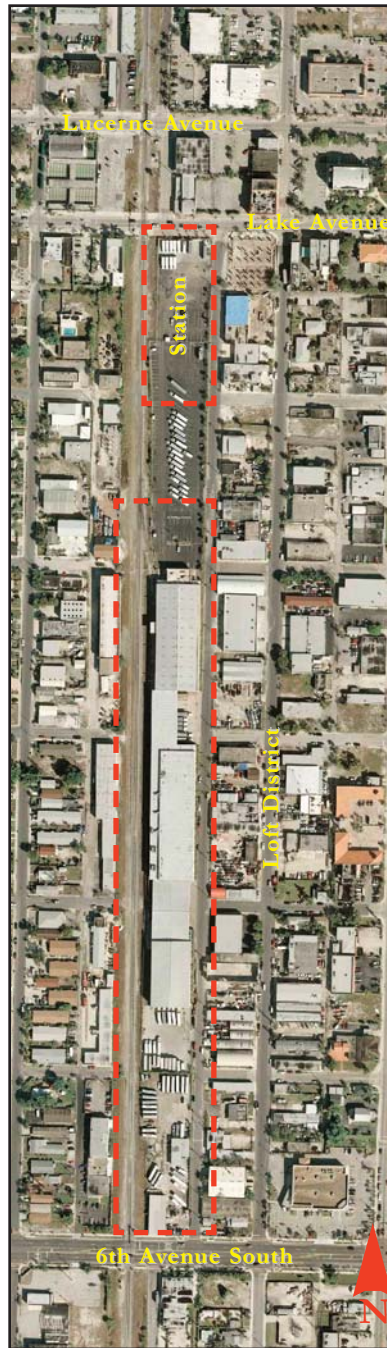


The image to the left is one of the original charrette sketches of the proposed downtown train station. The architecture should have a strong civic presence; it should reflect permanence in its attention to detail and quality of materials; and perhaps most of all the building, like any new civic building in Lake Worth, must symbolize a city uncompromising in its pursuit of excellence.

appears to underutilize the property, particularly at this northern end. The parcel, approximately 150 feet wide and ½ mile long, exceeds the size needed for the station uses and, as such is proposed to include other uses beyond the station itself.

**Station Layout**

The essential components of the station include a boarding platform, ticket office, and support facilities. Located in the north area of the property, east of the rail road tracks, the main entrance, ticket office, and facilities will be accessible from Lake Avenue. To access the boarding platform, transit riders will cross the tracks at-grade on Lake Avenue, then walk south using a pedestrian pathway connecting directly to the boarding platform. A commuter parking garge is proposed south of the station, easily accessible from the existing city street network. The proposal is for



*Aerial image of proposed station location*



*Proposed station plan*

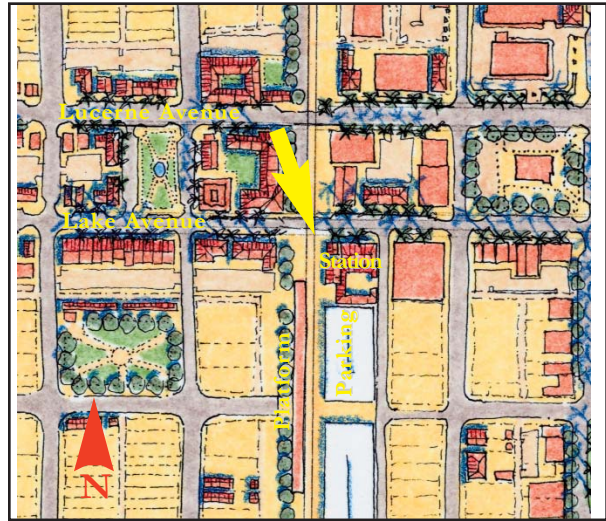
## CITIZENS' MASTER PLAN

250 spaces, which provides adequate parking, without attracting traffic that could overwhelm the downtown. In addition to the essential train station uses, the parcel could house retail and restaurants.

### *Signature Station*

The new train station provides an opportunity to add another signature civic building to the City of Lake Worth. The proposed station location is prominent, anchoring one of the main streets of the downtown area. The architecture of the station building should appropriately reflect its public use and be consistent with the character of the historic structures within the downtown area. For those entering or seeing the city from the train, the station building will be an icon representing the city, and as such, the architecture should illicit excellence and stability.

The image below depicts a recommended station design that was created during the charrette. The perspective is looking toward the southeast. The building should be clearly recognizable as a civic building.



*The arrow above identifies the point of view from which the rendering below is taken; looking southeast towards the new station from Lake Avenue.*



*View of the proposed downtown station. The building should serve as an icon for the new passenger rail service and exhibit exemplary architecture, detailing, and massing.*

*Loft District*

The 2006 Lake Worth Strategic Master Plan identified the area surrounding the FEC downtown station site as a TOD area. That plan suggests creating a Loft District, utilizing existing industrial buildings where appropriate, that would attract mixed-use redevelopment with a focus on the arts. The proposed Loft District is south of Lake Avenue along both sides of the FEC corridor, just south of the proposed downtown station.

*Current Uses*

The proposed “Loft District” area is very active with lower-rent, in-town services and industrial uses such as auto repair, paint shops, construction firms, custom furniture, glass and mirror shops, window tinting, and landscape maintenance.

*Development Pressure*

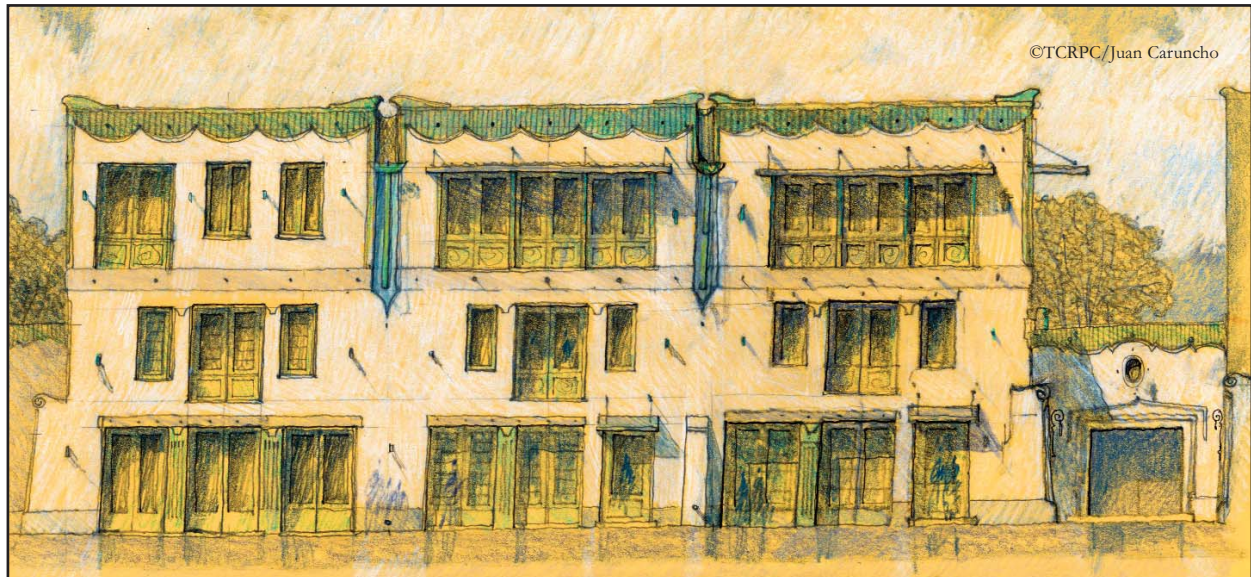
The downtown train station will increase land values around the station and put pressure upon this area to redevelop. A new office building, “EcoCentre”, which is a LEED (Leadership in Energy and Environmental Design) certified green building, has already generated some private sector interest in redeveloping this area. As redevelopment activity intensifies, many of these local businesses may not be able to afford to stay. The



*The new “EcoCentre” building is immediately east of the proposed downtown station fronting Lake Avenue.*



*The area identified as the Loft District in the 2006 Strategic Plan is currently an active, local industrial area.*



©TCRPC/Juan Caruncho

*Citizens' Master Plan proposal for a redevelopment aesthetic in the Loft District. The building type is versatile and can accommodate a number of different uses over time.*

current industrial district continues south several blocks to 6th Avenue South. The most pressure will be felt on the parcels closest to the station and will continue throughout the industrial area. The pace at which existing tenants or business owners would feel pressure to leave the area depends upon many factors. Business owners who also own their property will not be subjected to the same pressure as those who lease. It is important that the city not create unintended consequences by applying its own pressure for these local businesses to leave as they provide desired local services and jobs for city residents. It is perfectly appropriate for the city to have a future vision for the area that differs from the present mix of uses; however, a high degree of sensitivity and attention to detail should be a core component in the discussions of redevelopment policies for the “Loft District”.

**DOWNTOWN STATION AREA RECOMMENDATIONS**

1. Secure site at the FEC and Lake Avenue station location for future service (this could occur through purchase or development agreement)
2. Prepare plan for redevelopment around the station including a detailed strategy for local industrial business retention or relocation
3. Encourage and codify a Loft District building type (with flexible FAR, parking, and use allowances) that can accommodate many different users

*Citizens' Master Plan Proposal*

Many participants during the charrette reiterated the idea of the exolution of the industrial area along the FEC into an arts district. Arts districts have historically emerged in areas with cheap, raw space such as older industrial areas. As these areas become popular and trendy, the artists are often displaced because of increasing land values and rent. The more successful and stabilized arts districts are well-organized and active in their communities. This has enabled them to survive under economic development pressure, occasionally garnering public financial support for their perpetuation.

The Loft District /arts district idea in Lake Worth along the FEC will have a range of challenges for its execution. As discussed in this section, the area is currently a vibrant light-industrial district which accommodates uses that would be difficult to relocate. There were suggestions that these uses could be moved to the Park of Commerce (POC); however, it is not certain that the fine-grained increment of existing industrial parcels along the FEC could be efficiently or effectively moved to the larger parcels of the POC. Additionally, the existing industrial businesses provide a localized service to the community, representing a job base that should not be overlooked. These are in-town jobs close to future transit with a workforce that would typically include transit users.

The recommendation of the Citizens' Master Plan is to create an environment where mixed-use and arts-oriented redevelopment is encouraged and accommodated within the industrial district. Only those few blocks closest to the downtown station and facing Lake Avenue should be considered for requisite relocation.

A Loft District building type is recommended that could accommodate many types of businesses including art space, studios, retail, residential, and light-industrial shops. This loft building type would be raw, adaptable, and attractive on the exterior. Flexible regulations regarding use, floor/area ratios, and parking could be established to provide incentives for Loft District buildings. Incremental redevelopment of this type would allow for an



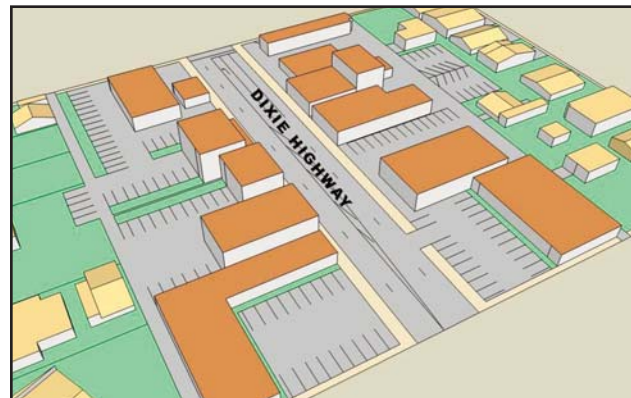
The North Dixie Highway retail area runs along both sides of North Dixie Highway from 10th Avenue North to the intersection of Lake Avenue

arts district to emerge organically and ideally avoid losing an important tax and job base in the city.

### NORTH DIXIE HIGHWAY

The charrette team evaluated the Dixie Highway corridor for retail and redevelopment opportunities. Like most coastal communities in south Florida, Dixie Highway in Lake Worth is a smattering of older, outdated commercial buildings and strip centers. Lake Worth does have a tradition of interesting art deco commercial structures on Dixie Highway, however, and accordingly, the design team took care to preserve these buildings in the master plan.

In addition to looking for infill redevelopment potential, as illustrated in the rendered-roof buildings on the master plan, the team also sought to provide alternate, parallel routes to Dixie Highway. These additional means of connectivity, through new streets and/or reclaimed alleyways, are important to minimized the impact of local trips on the main arterial. Land development regulations should be revised to reflect this strategy through the regulation of building and parking placement. The provision of rear-loaded parking, along with these parallel connec-

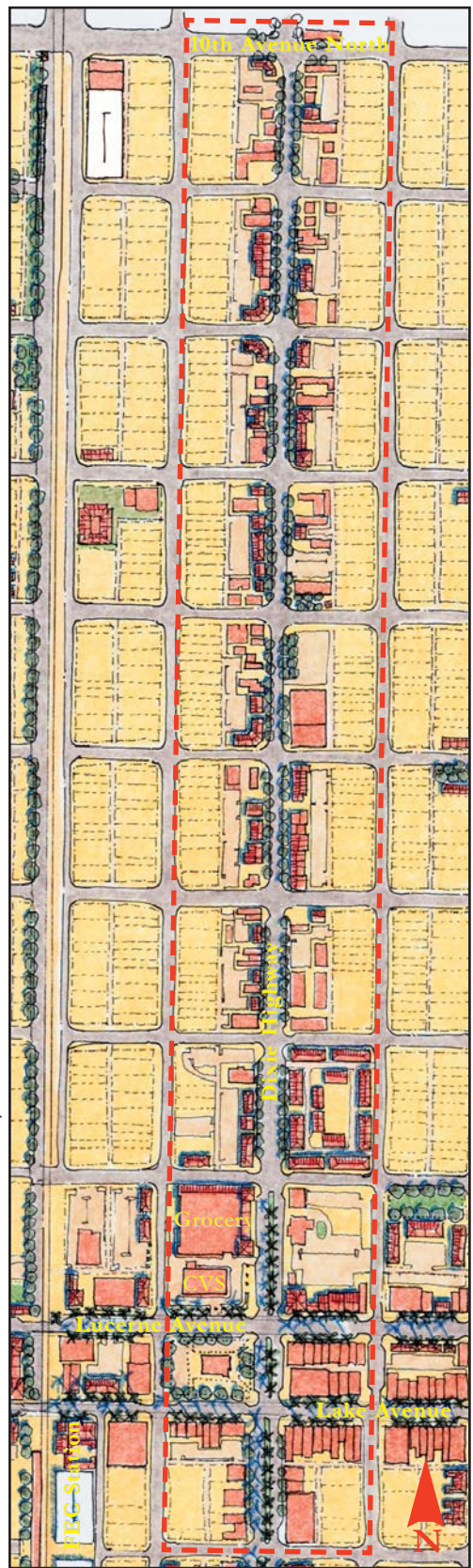


This diagram illustrates existing conditions on a portion of Dixie Highway. Many of the older buildings on Dixie, while obsolete and reaching the end of their life-cycle, were sited in a way that addressed Dixie in an urban fashion (at the sidewalk) with rear-loaded parking continuity. The more recent buildings have larger, front or side-loaded parking lots and are detached from the street and sidewalk, reducing their contribution to the desired “park-once environment.”

tions, will also minimize curb cuts along the corridor, which in turn will improve the pedestrian realm and increase the likelihood of “park-once-environments”.



The aerial image to the left illustrates the existing conditions of the Dixie Highway corridor in Lake Worth from Lucerne Avenue north to 10th Avenue North.

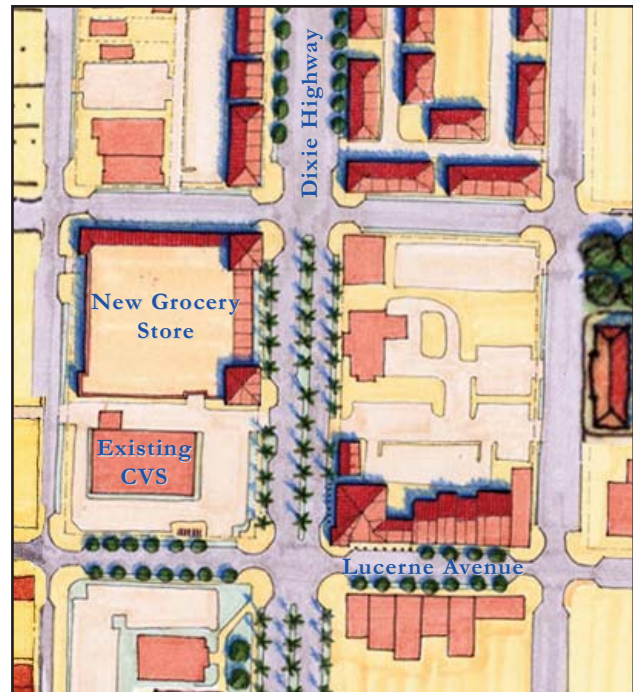


The image to the right is a detail of the Citizens' Master Plan of the same area of Dixie Highway. The plan illustrates incremental, infill redevelopment of mixed-uses along the corridor. In no case does the plan suggest commercial intrusion into the existing neighborhoods. The proposed buildings have hatched, rendered roofs.

**Grocery Store**

Charrette participants expressed the desire for a new, in-town grocery store that would better serve the residents of downtown neighborhoods. In fact, the city was in discussions prior to the charrette with a potential grocery store developer looking to locate a store between Lucerne and Lake Avenues, closer to Federal Highway to the east. Robert Gibbs, a nationally recognized retail expert, participated on the charrette team and provided market observations and analyses. According to Mr. Gibbs, there is demand for at least one urban-sized grocer (35,000 s.f. to 45,000 s.f.) in the downtown, and his recommended location is immediately north of the existing CVS pharmacy at Dixie Highway and Lucerne Avenue (see image to the right).

This location is well situated to serve all downtown neighborhoods equally; it provides strong visibility from Dixie Highway; and its co-location with CVS is ideal for shopper convenience. The recommended form would be a two-story store with parking on the ground level and shopping on the second level, a building form which is becoming a common urban prototype.



*Charrette participants recognized the need for a grocery store in the downtown area. The Citizens' Master Plan recommends locating the store north of the existing CVS Pharmacy on North Dixie Highway in close proximity to all neighborhoods.*

**Park-Once Environment**

The term “park-once-environment” immediately suggests two things: the convenience for shoppers and users and the physical environment needed to support that experience. In a conventional pattern of development, as has dominated south Florida for the last 50 years, it is not uncommon for shoppers to have to drive from one business to another adjacent business, although they may only be yards apart. Office, retail, and commercial uses have been habitually separated and disconnected, resulting in an enormous reliance on the automobile to go only short distances.

The “park-once-environment” is, simply put, good urbansim. Historic Lucerne and Lake Avenues in Lake Worth are both excellent examples of this. Buildings are arranged to frame the street and provide the greatest interest to the pedestrian. Storefronts and business fronts are continuous along ample sidewalks protected by on-street parallel parking, and parking is located in areas within easy and convenient access to shoppers. In downtown Lake Worth, it is possible and common for patrons to park their cars once and visit many businesses, shops, and restaurants in the district. Lake and Lucerne Avenues should serve as examples for all commercial corridors in Lake Worth and likewise be reinforced in the local land development regulations.

**Redevelopment Along the Corridor**

In examining redevelopment opportunities along the Dixie Highway corridor, the design team took a number of conditions into consideration: the commercial parcels are relatively narrow with a relatively consistent system of alleys; in most cases, single-family residential abuts the rear or side of commercial properties; many of the existing buildings facing Dixie Highway appear to be on the verge of obsolescence (which is reflected in



## CITIZENS' MASTER PLAN

the market overview as a lack of built supply but not a lack of market demand); and the patterns of development (building and parking placement) are erratic, reflecting years of development responding to conflicting planning philosophies. For incremental redevelopment to be successful on the Dixie Highway corridor, there must be a clear vision of what is desired along with specific and consistent instructions on how to achieve the vision.

Charrette participants emphasized their desire that Dixie Highway evolve into a healthy, neighborhood-supportive, and aesthetically pleasing commercial corridor. The Citizens' Master Plan illustrates this vision in the form of two- to three-story mixed-use buildings that create a continuous urban environment. The encouragement of mixed-use buildings, with a particular emphasis on residential upper-floors, will help to enhance the overall long-term sustainability of downtown Lake Worth. This proposed development pattern is essentially self-parked; it provides neighborhood services within easy reach of the adjacent neighborhoods; and at build-out will typically yield approximately 1,000 residential units per linear mile, thereby enhancing transit opportunities on the corridor.

The instructions to achieve the vision will come from revised land development regulations and public policies which encourage and reward redevelopment that is consistent with the vision. Zoning incentive programs (with a limited duration so as not to “give away” development rights) have met with great success in many communities. Whether incentives come in the form of parking requirements, building height, density, or stream-lined approval processes, Lake Worth has a wide range of options to be highly creative as it promotes the responsible redevelopment of its city. The first step is clarifying the appropriate and desirable form of that vision.



### NORTH DIXIE HIGHWAY RECOMMENDATIONS

1. Take the necessary steps to recruit and assist in land negotiations to locate a new urban grocery store immediately north of the CVS pharmacy on Dixie Highway.
2. Survey historic and contributing structures on Dixie Highway; develop strategies to keep and enhance the structures; brand Dixie Highway as an historic commercial corridor in Lake Worth.
3. Initiate requisite zoning and land use changes that encourage the desired building form, uses, and parking locations for the corridor.
4. Take strong policy decisions to cease right-of-way and alleyway abandonment; develop alley reclamation strategies to protect neighborhoods from commercial intrusion.

**SECONDARY LAKE WORTH STATION**

(LOCAL PARK-AND-RIDE AT 10TH AVENUE NORTH)

**Evaluation of Local Park-and-Ride Alternatives**

During the charrette, participants expressed interest in additional train station locations. While there was almost immediate consensus that the central, downtown station should occur at Lake Avenue and the FEC tracks, there was much discussion about alternate, supporting station locations. The alternate locations for additional transit stations discussed included (from south to north): A). 12th Avenue South and the FEC, B). 6th Avenue South and the FEC, and C). 10th Avenue North and the FEC. It was made clear to the community early on that the secondary station would need to be a different typology than the downtown station. With the moderately high ridership potential within and around Lake Worth, a secondary station would need to function as a local Park-and-Ride, providing 200-600 parking spaces with easy access for residents and I-95. Accordingly, the design team analyzed each of these alternatives for access, available land, sensitivity to the immediate neighborhood context, and their efficiency in providing an appropriate transit stop.

**12th Avenue South**

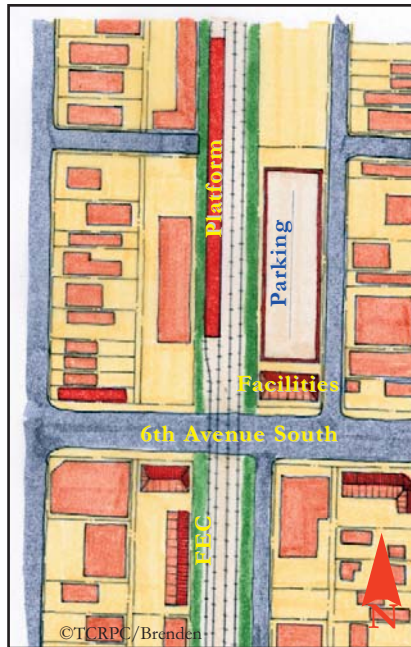
The 12th Avenue South location quickly proved to be the least viable option for the secondary station. There is limited land that could be redeveloped without intrusion into single-family residential fabric. The land that is available is ill-configured with very awkward, non-efficient geometries. Additionally, the 12th Avenue South location is the most difficult to access, without an I-95 interchange, which severely limits its functionality as a viable local Park-and-Ride station.

**6th Avenue South**

The 6th Avenue South location was discussed at length as a possible secondary station. This site is located immediately north of 6th Avenue South, west of the FEC corridor, and is part of the Theiss Distribution parcel. This site has direct I-95 access; it has ample land for station operations and a parking



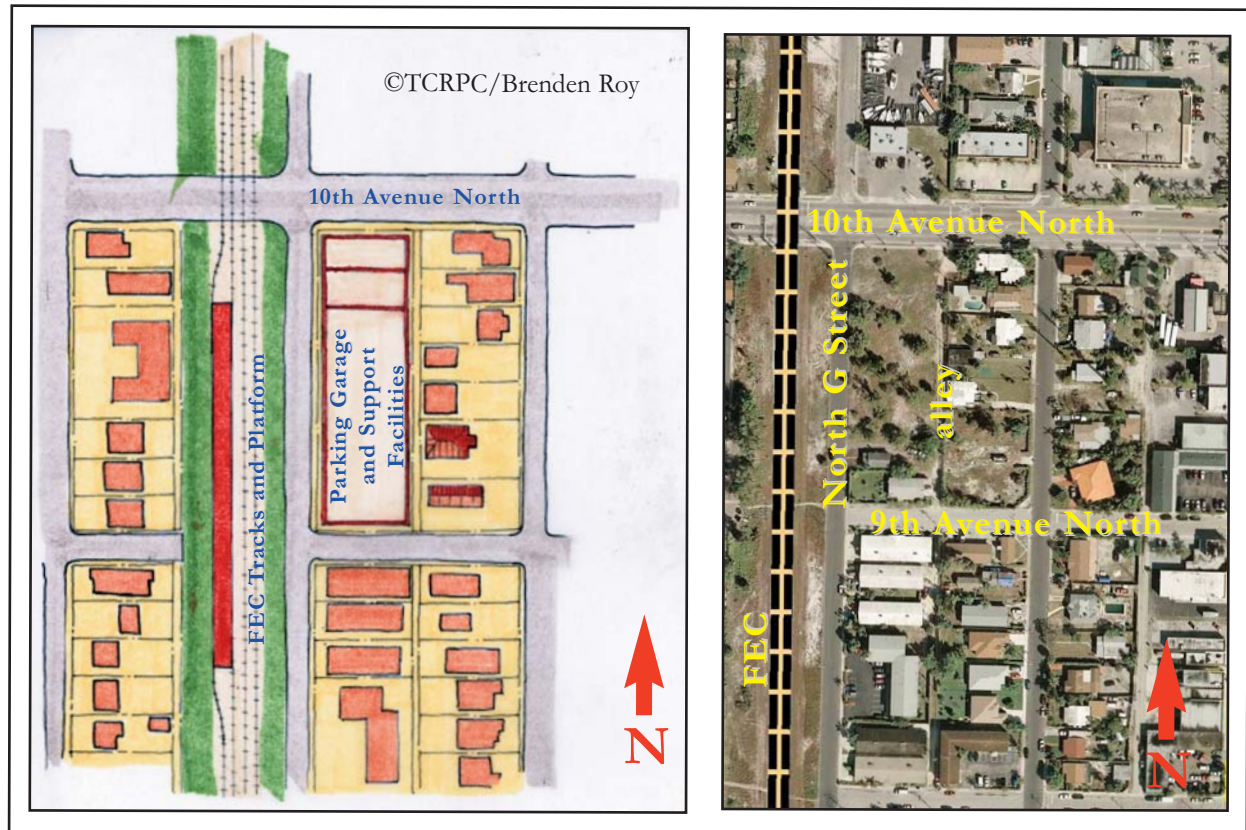
CITIZENS' MASTER PLAN



garage; and its location is at the head of the 6th Avenue South Gateway project that was recently completed. The primary negative to this site as a local Park-and-Ride station is its close proximity to the downtown central station. In fact, considering that each station platform will likely be 500 feet long, and that the downtown platform will extend south of Lake Avenue and the 6th Avenue South platform would extend northward, the two platforms would be roughly 1,500 feet from one another. This is simply too close to consider the 6th Avenue South site for the secondary station.

10th Avenue North (Preferred Station Location)

The 10th Avenue North station location is located at the southwest corner of 10th Avenue North and North G Street, immediately east of the FEC tracks. There is currently a large vacant parcel (approximately 1.25 acres) with only two existing structures at the southern end. The parcel is one-half of a city block, facing the FEC tracks,



10th Avenue North option

and separated from the residential to the east by an alleyway. This feature is important because it allows for a parking garage to have a back-to-back relationship (across the alley) with the existing residential neighborhood. This condition will significantly reduce any negative impacts a parking garage might have on the neighborhood. The design of the site locates ticketing and transit support facilities at the north end of the parcel (facing 10th Avenue North), with an attached three-level parking garage to the south. A station designed in this manner would provide an important civic face to 10th Avenue North, which is a city gateway with direct access to I-95. A 10th Avenue North local Park-and-Ride station is the recommended location and type for the secondary station in Lake Worth.

**Garage Design**

There are many local and regional examples of recently built parking garages that are sensitive to the context, scale, and architectural aesthetics of their surroundings. The image to the right is of the Oak Avenue garage in Coconut Grove, Miami. This five-level garage is located within a residential neighborhood and has been designed to be compatible within that context. The openings are of window proportions; the building addresses the street as any urban office or mixed-use building should; and the ground level is lined with retail and office space that activates the street, significantly diminishing negative impacts at the pedestrian level. When considering the 10th Avenue station and garage, all of these elements should be addressed.



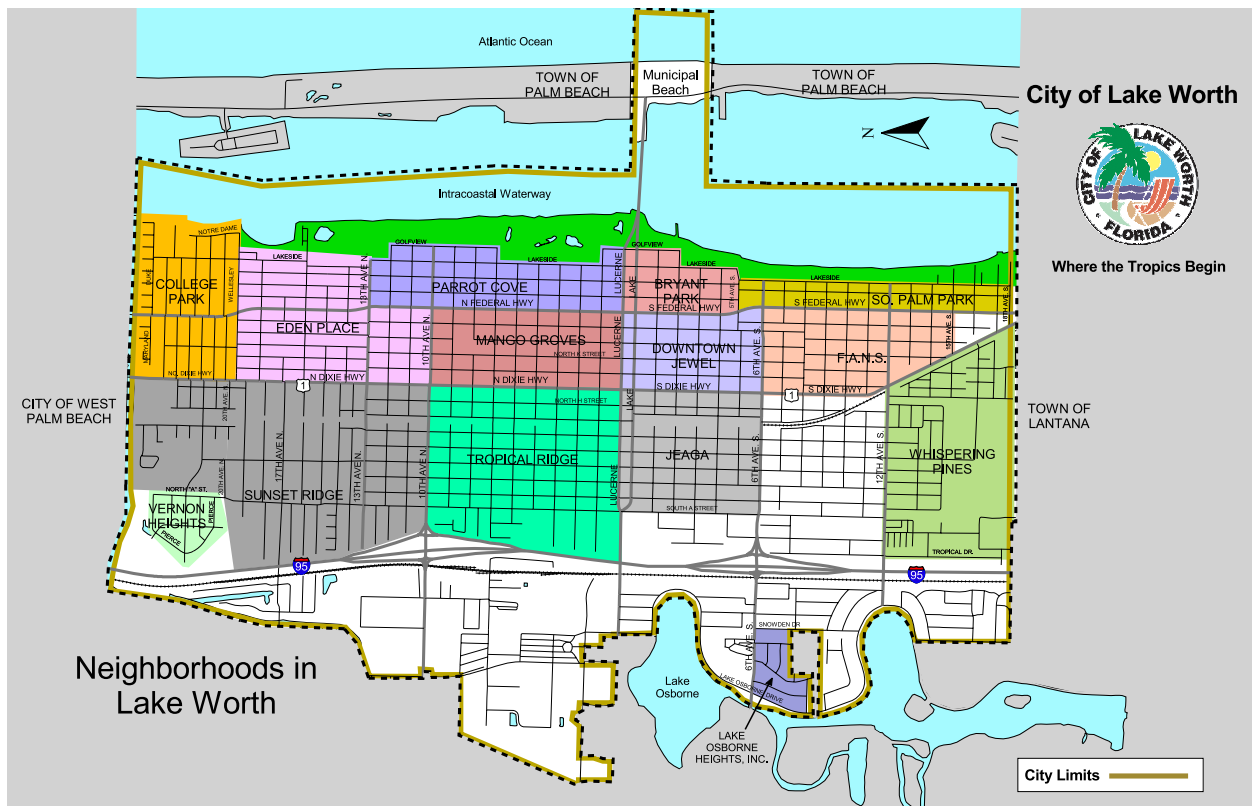
*Parking garages, such as this one in Miami, can be designed in an attractive and compatible way. This garage is lined by retail on the ground floor; it sits on an existing city block which required no right-of-way condemnation; and it is sensitive to ingress and egress circulation relative to the adjacent neighborhood.*

**10TH AVENUE NORTH STATION RECOMMENDATIONS**

1. Reserve the 10th Avenue North property for a future Park-and-Ride station
2. Work with MPO on funding for surface lot aquisition at this location
3. Formalize clear design criteria (as described in this chapter) for the station facilities facing 10th Avenue North and a context-sensitive parking garage.

NEIGHBORHOODS

Strong and healthy neighborhoods are the key to a strong and healthy community. Lake Worth is a city comprised of urban neighborhoods of varying sizes, character, and strengths. Many are stable with active neighborhood associations. Some are not. Within the Lake Worth TOD charrette study area, there are eight different neighborhoods that were examined. During the charrette, each neighborhood was represented and provided input on their particular issues and concerns. The design team made assessments of each neighborhood within the study area and offered recommendations for physical improvements and policy revisions. As illustrated below, the city of Lake Worth TOD charrette study area included eight distinct neighborhoods (including Lake Osborne Heights).



*This map, provided by the City of Lake Worth, illustrates all of the City's neighborhood associations.*

Eastern Neighborhoods

There are five recognized neighborhoods east of Dixie Highway within the TOD study area. These include Parrot Cove, Mango Groves, Bryant Park, South Palm Park, and Downtown Jewel, each of which is formally organized with a neighborhood association and take active roles in the Lake Worth community. The neighborhoods are predominantly single-family with some multi-family, duplex, and neighborhood commercial parcels. These areas maintain the highest percentage of single-family, owner-occupied properties within the downtown area.

Charrette participants voiced interest in establishing additional neighborhood pocket parks, minimizing neighborhood impacts from larger-scaled projects, and preserving and enhancing the character of these mostly his-

toric neighborhoods. There was discussion about creating a “green network” throughout the neighborhoods via the expansion of the few unpaved roads that have been embellished through landscaping by the neighbors. This is a unique feature within the community; however, the design team cautioned against the removal of any existing, paved public roadways to further this effort. The existing street network within the Lake Worth neighborhoods is a vital element to their long-term sustainability.

There was also much discussion during the charrette regarding the one-way streets that are omnipresent in the eastern neighborhoods. Although this topic is discussed at length later in the report, it is important to emphasize the challenges created by this condition. One-way streets, particularly in a neighborhood environment, actually encourage vehicle speeding. They create confusion and risk to visitors, and they greatly increase the number of vehicle miles traveled (VMTs) for residents. It is the recommendation of the charrette design team that this one-way system be seriously reconsidered.

### Western Neighborhoods

There are essentially three neighborhoods west of Dixie Highway within the TOD study area: Lake Osborne, Tropical Ridge, and the neighborhood south of Lake Avenue between I-95 and Dixie Highway. These neighborhoods are not only geographically distinct, they each have unique challenges. The design team canvassed these areas and developed recommendations tailored for each.

The Lake Osborne neighborhood, within the southwestern portion of the study area, extends from Lake Worth Road south to 6th Avenue South and is bounded by I-95 to the east and Lake Osborne to the west. The Lake Osborne Heights Association, while not within the study area proper (it lies south of 6th Avenue South), was represented during the charrette, and their concerns of increased cut-through traffic were addressed by the plan. The primary recommendations for the Lake Osborne area are highlighted in the Tri-Rail Transit Village chapter of this report.



*The image above is a portion of the Citizens' Master Plan that incorporates the existing eastern neighborhoods (Parrot Cove, Mango Groves, Bryant Park, Downtown Jewel, and South Palm Park) into the plan as they exist today.*



*The detail of the eastern neighborhoods illustrates a redevelopment scenario that incorporates a public green immediately north of the Post Office on Lucerne Avenue.*



*This diagram illustrates Homestead Exempt properties in black; multi-family parcels in orange; and all non-Homestead Exempted properties in white in the western neighborhoods between the FEC corridor and I-95).*

The Tropical Ridge neighborhood is the largest of the downtown neighborhood areas and is represented by the Tropical Ridge Neighborhood Association. In fact, neighborhood president Mary Lindsey served as Chair of the Lake Worth TOD Charrette Steering Committee.

Tropical Ridge is approximately 250 acres in size comprised of nearly 80 city blocks. The neighborhood is bounded by I-95 to the west, 10th Avenue North to the north, Dixie Highway to the east, and Lucerne Avenue to the south. Many of the city's 25' single family lots are contained within the Tropical Ridge neighborhood and the residential areas south of Lake Avenue. There exists an imbalance within Tropical Ridge of owner-occupied units to rental units. Estimates indicate that nearly 70% of the neighborhood units are rentals. This perception may more accurately reflect the residential population living within Tropical Ridge versus the ownership statistics of property (that 70% of the people living there are renting). A query conducted during the charrette illustrates single family lots and multi-family buildings. Clearly a high number of properties are either multi-family (shown in orange) or without Homestead Exemptions (shown in white). However, it appears that 30% - 40% of the properties are rental while up to 70% of the population are renters. With either figure, the

high quantity of renters (or rental properties) indicates a neighborhood in distress. Renters and owners of rental properties tend to be less likely to maintain, beautify, or invest in their properties when compared to owners and owner-occupied properties. This renter/owner imbalance needs to be reduced to the extent possible to provide a greater degree of committed investment in the neighborhood. Considering the over-crowding issue that exists with many of the rental properties, minor interventions that convert rentals to owner-occupied units could yield an exponential increase in the neighborhood quality of life.

Only about half of the Tropical Ridge land area lies within the Lake Worth CRA boundaries. One of the traditional roles of community redevelopment agencies is to stabilize neighborhoods through home-ownership, reinvestment assistance, and community maintenance programs. It is a recommendation of the charrette design team that the CRA boundaries be extended to include all residential parcels (west to I-95) in both the Tropical Ridge neighborhood as well as the residential areas south from Lake Avenue to 6th Avenue South. The expansion of existing CRA boundaries is usually a contentious issue between cities and counties, as well as between cities and CRAs. Expanding the CRA boundary to include the entire neighborhoods could assist

in the unification of these areas. While inclusion in the CRA is only one tool the city has for improvement funding and access, it is an important one that deserves further consideration.



*This diagram illustrates Homestead Exempt properties (black) and Multi-family properties (orange) for the entire TOD study area. The charrette team was surprised to discover that the more stable, eastern neighborhoods had significant amounts of multi-family, not Homestead Exempt properties. This would suggest that multi-family rentals, in and of themselves, are not the source of overcrowding and social issues in the neighborhoods.*

Charrette participants expressed great interest in creating more neighborhood parks within the western residential areas. The design team examined every street and residential and non-residential parcel within the neighborhoods to identify appropriate locations for new parks and green spaces. The opportunities exist in a few forms: existing small vacant parcels that could be acquired for green space; larger vacant parcels which through redevelopment could create new public parks that are well defined and supervised by the new development; parcels that are not vacant but appear prime for redevelopment; and existing parking lots that could either be re-configured or re-designed with different materials to provide more neighborhood amenities.

It is common in urban, mixed-use neighborhoods to have a number of neighborhood churches. Sometimes neighborhood churches will increase their congregations even as some original members move out of the neighborhood. Having the stabilizing force of places to worship within the neighborhood is a tremendous

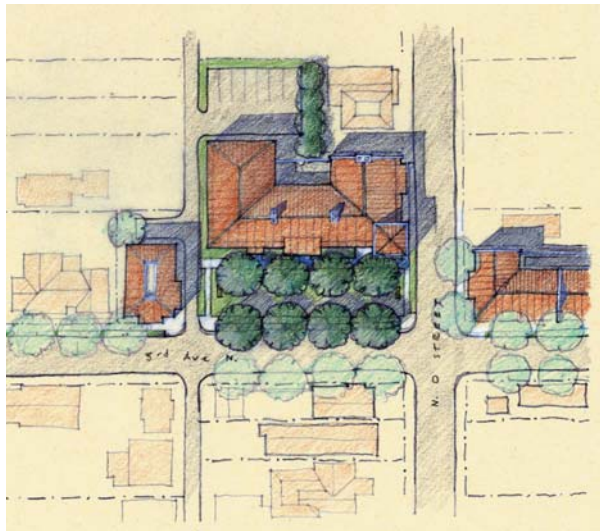


## CITIZENS' MASTER PLAN

asset; however, they may create unintended consequences. An expanding and commuting congregation generates a need for more parking, which can create pressure to expand into adjacent home lots. The design team identified a couple of sample conditions within the neighborhoods where existing parking lots could be re-branded as parks first, parking lots second. This is especially appropriate where there is not a daily demand for peak quantities of parking. Places of worship are perfect candidates for this neighborhood improvement.



*This church in Delray Beach allowed residents to use its empty grass parking lot as open space.*



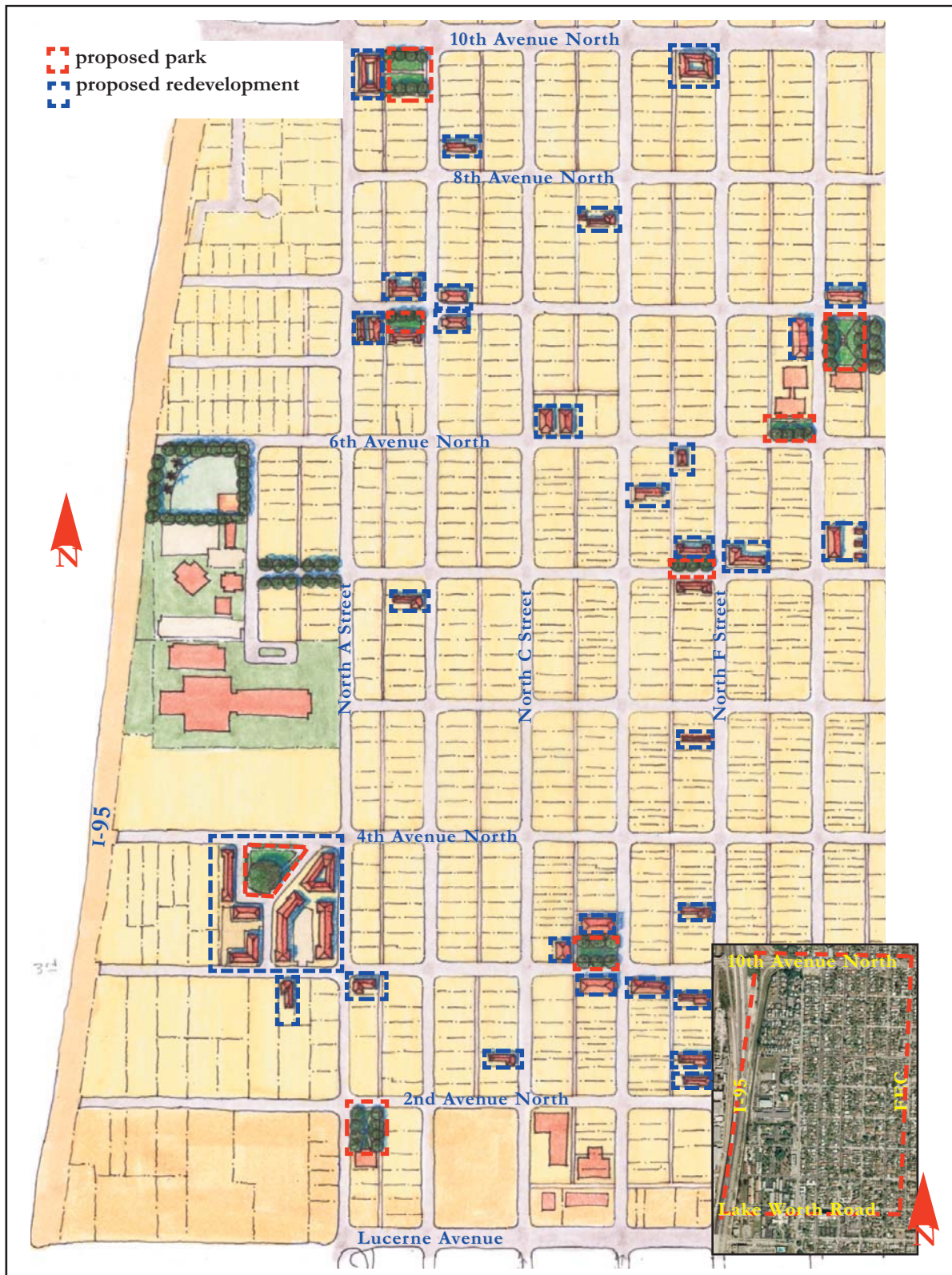
*The detailed plan is one of many produced by the design team during the charrette that illustrates how neighborhood infill projects can be opportunities for providing new neighborhood parks. In the example above (NW corner of N. D Street and 3rd Avenue North in Tropical Ridge), a single-family home and vacant lot could be redeveloped as multiple units facing a new public park on 3rd Avenue. The provision of the public open space would need to be negotiated through the city and CRA. This is an example where specific incentives could be applied (e.g. a City-initiated re-zoning of the property from SF-TF-14 to a conditional category consistent with the MDR Future Land Use to implement the goals and intent of the Citizens' Master Plan).*



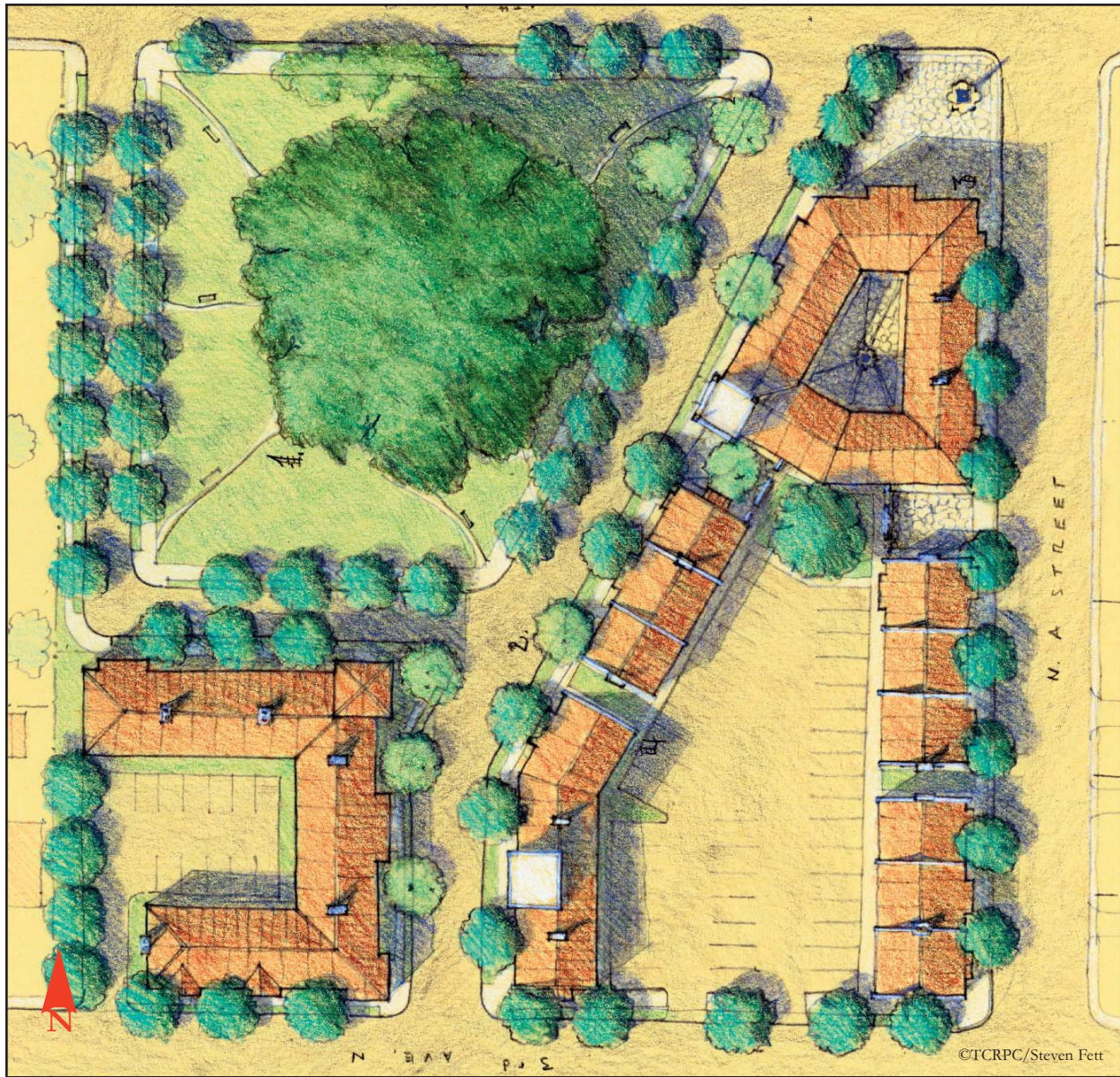
*Aerial of church in bottom middle with the parking lot above the building.*



*Church parking lot in use as parking.*



*This is the Tropical Park Neighborhood as depicted in the Citizens' Master Plan. Surgical interventions are proposed throughout the neighborhood to achieve the public park and infill redevelopment aspirations of the community.*



*This drawing is a detailed charrette design illustrating how future development immediately south of 4th Avenue North and west of A Street could incorporate a needed neighborhood park and protect the Champion Tree.*

Immediately south of the nearly completed Palm Gardens (80 unit apartment complex), is a vacant lot with a magnificent Banyan tree referred to locally as the Champion Tree. The design team developed a concept to locate townhouse and courtyard buildings framing the Champion Tree. This design proposes approximately 60 residential units facing the park, thereby adding value to the units as well as providing natural surveillance. A small amount of neighborhood commercial is suggested along North A Street as well.



*This is the site (outlined in red) of the Champion Tree park and adjacent residential development.*



*This is a street elevation looking south towards the new Champion Tree residential project from 4th Avenue North.*

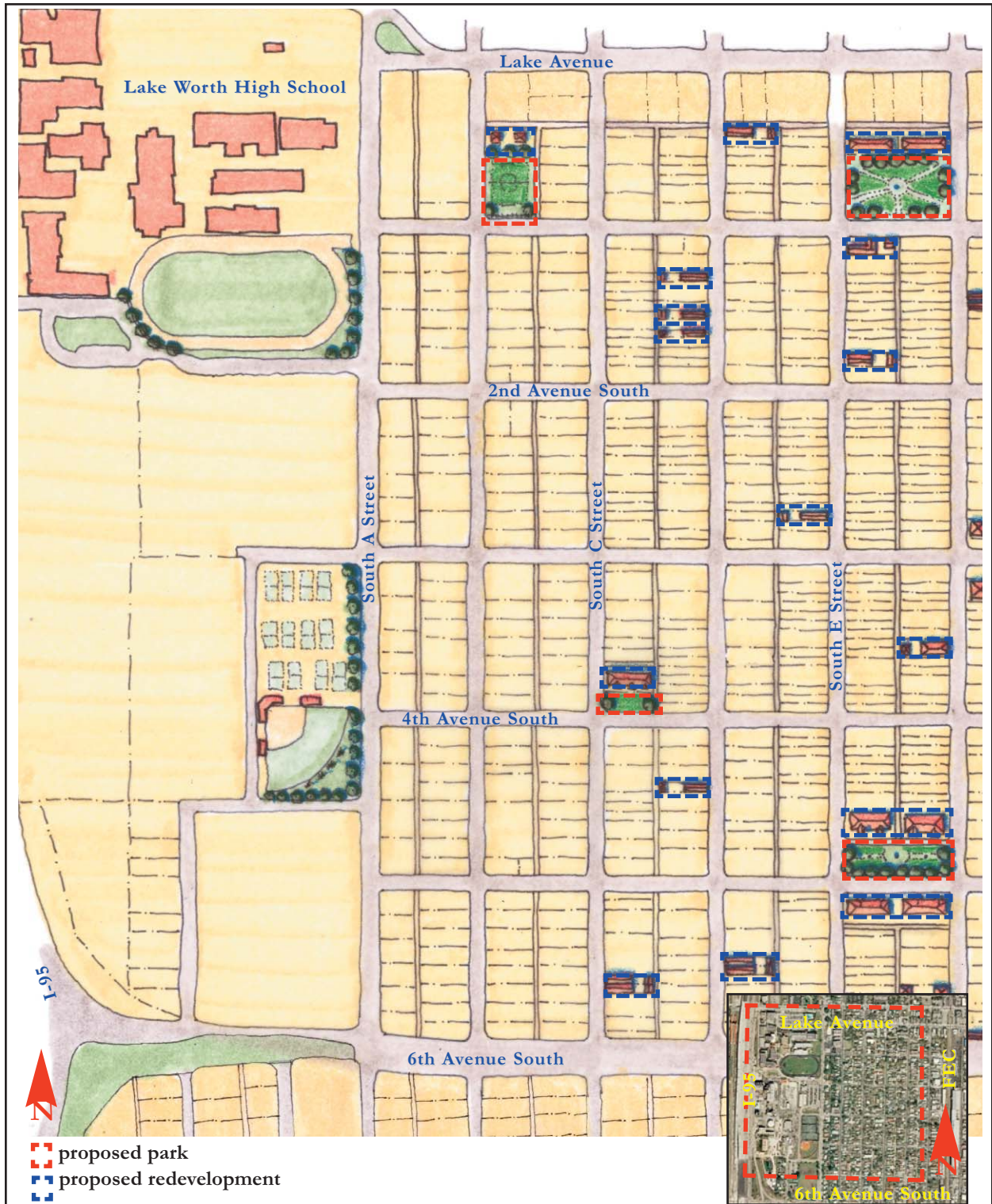
The Tropical Ridge and southwestern neighborhoods have many challenges facing them. Issues of over-crowding, lack of investment, general maintenance, and appearance of properties can all be addressed through code enforcement and city policies. The following is a list of programs that the city and CRA could continue to build upon or start new:

Programs:

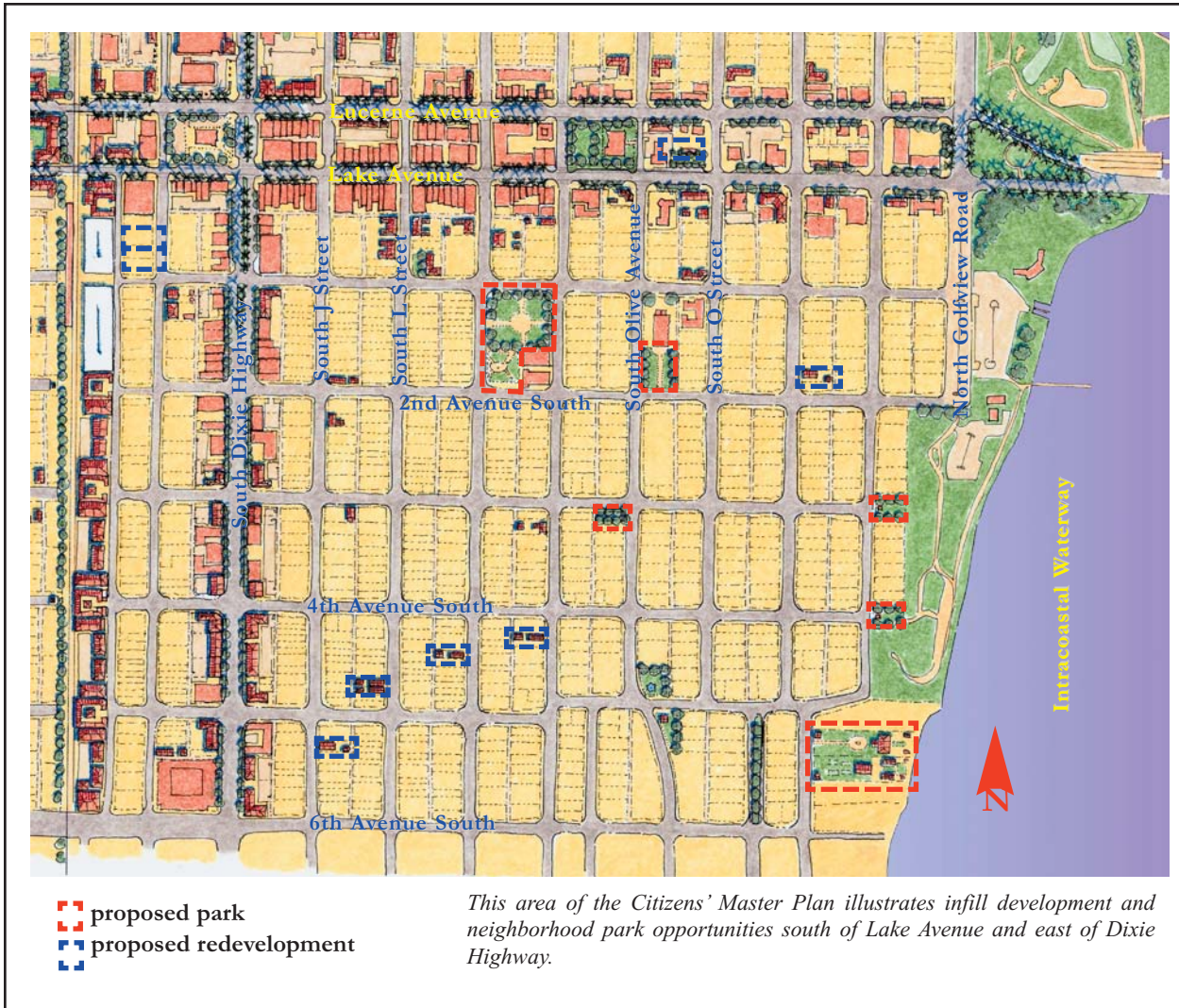
- ~ Facade Improvements (with monetary match)
- ~ Paint-Up/Fix-Up (neighbor assistance)
- ~ Model Home Ownership (low cost homes for police, fire, teachers, and other public servants)
- ~ Residential Rehabilitation Assistance (city/CRA)
- ~ CRA Land Acquisition/Replat (technical assistance in site plan design, approval, Request for Proposals in implementing various components of the Citizens' Master Plan)



*The Lake Worth Community Redevelopment Agency area map is shown above. Only portions of the Tropical Ridge Neighborhood and the southwestern neighborhood are included within the CRA boundaries. The city and CRA should consider the benefits of expanding the area to incorporate these neighborhoods in their entirety.*



The image above illustrates the Citizens' Master Plan proposals for the southwestern neighborhood. This community is bounded by Lake Avenue to the north; 6th Avenue South to the south; the FEC rail corridor to the east; and I-95 to the west. Like Tropical Park, the design team identified areas for infill redevelopment and the creation of new neighborhood parks and open spaces.



### NEIGHBORHOOD RECOMMENDATIONS

1. Contemplate the expansion of CRA boundaries in western neighborhoods
2. Establish a zero-tolerance code enforcement program with strict penalties (particularly for absentee landlords)
3. Build upon the 25' Lot Design Guidelines to further clarify acceptable home additions and expansions
4. Adopt policies and design guidelines to minimize the impact of neighborhood churches
5. Implement new neighborhood parks and infill as illustrated in the Citizens' Master Plan
6. Preserve Champion Tree through infill redevelopment

## Park of Commerce

The Lake Worth Park of Commerce has been the focus of city and county attention for many years. Bounded by 10th Avenue North to the north, Lake Worth Road to the south, I-95 the east, and the Lake Worth Drainage District E-4 Canal to the west, this 318-acre area was also the subject of a 2001 TCRPC public charrette. The Lake Worth Park of Commerce charrette report (available on-line at [www.tcrpc.org](http://www.tcrpc.org)) provided a number of development recommendations based upon city, county, and citizen input. Key recommendations included: putting the entire area under one jurisdiction (in 2001 approximately 50% of the area was within the City of

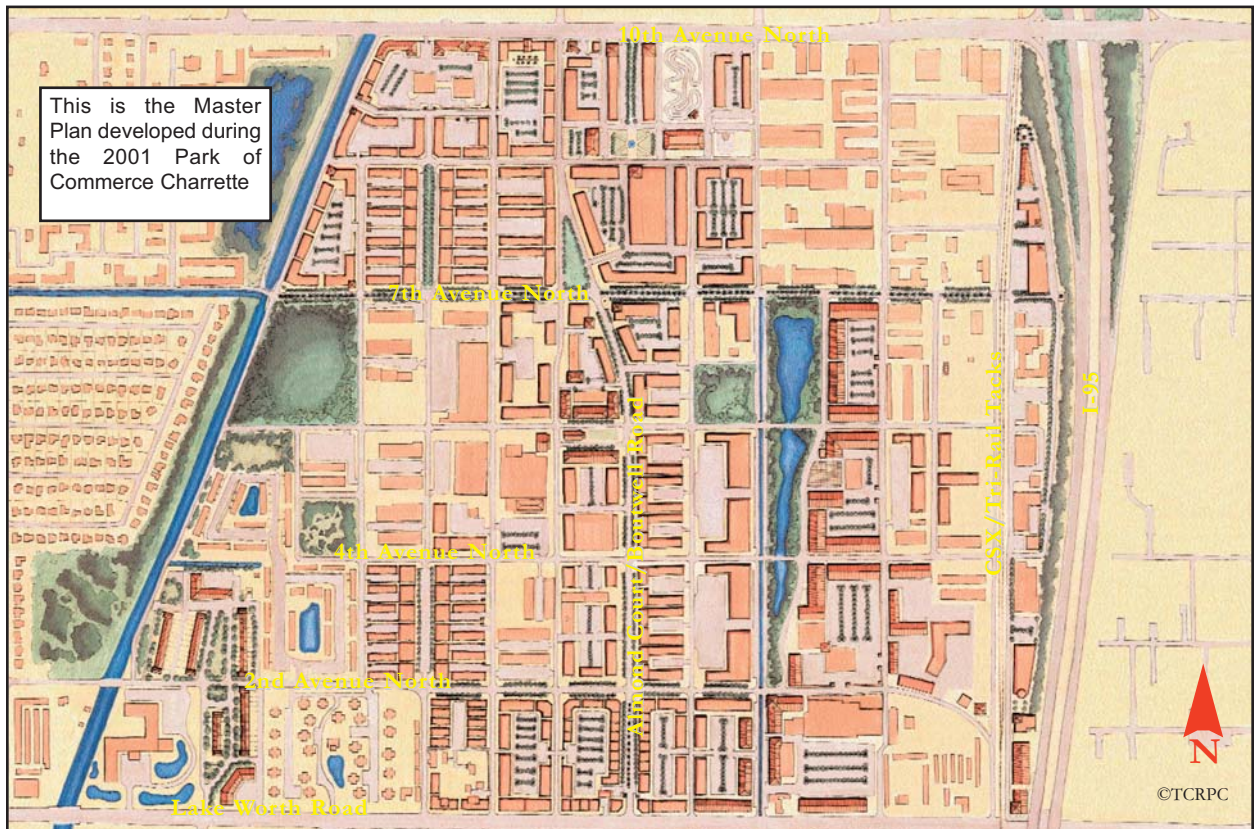
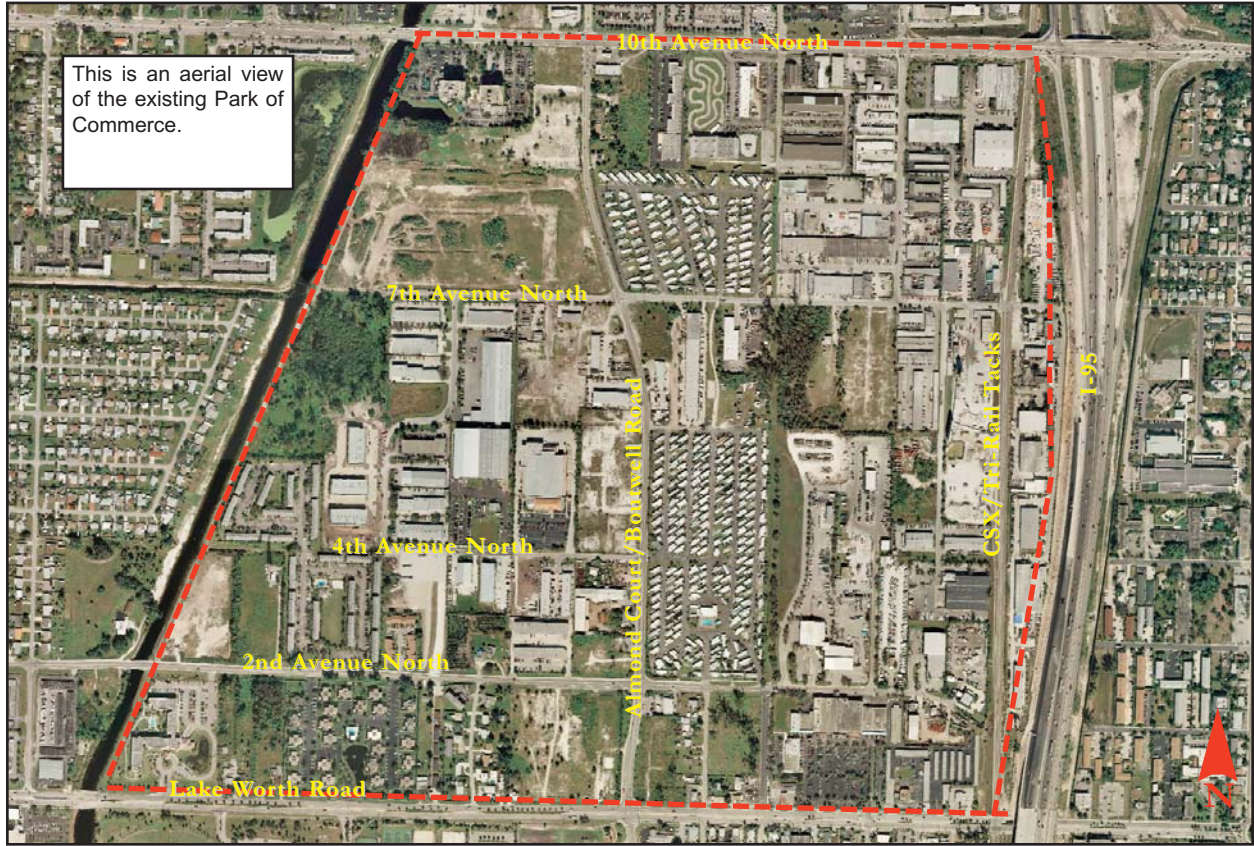


Lake Worth while the balance of the land was in unincorporated Palm Beach County); creating a unified stormwater management system for the entire area; and establishing a finer-grained street network.

In 2006, the City of Lake Worth and Palm Beach County completed their negotiations for annexation, and the entire Park of Commerce area is now under the city's jurisdiction. Additionally, staffs from the city and county have established the Lake Worth Park of Commerce Revitalization Committee. This task force meets regularly to finalize the annexation details, discuss necessary policy revisions to better brand and market the park, and develop strategies for infrastructure.

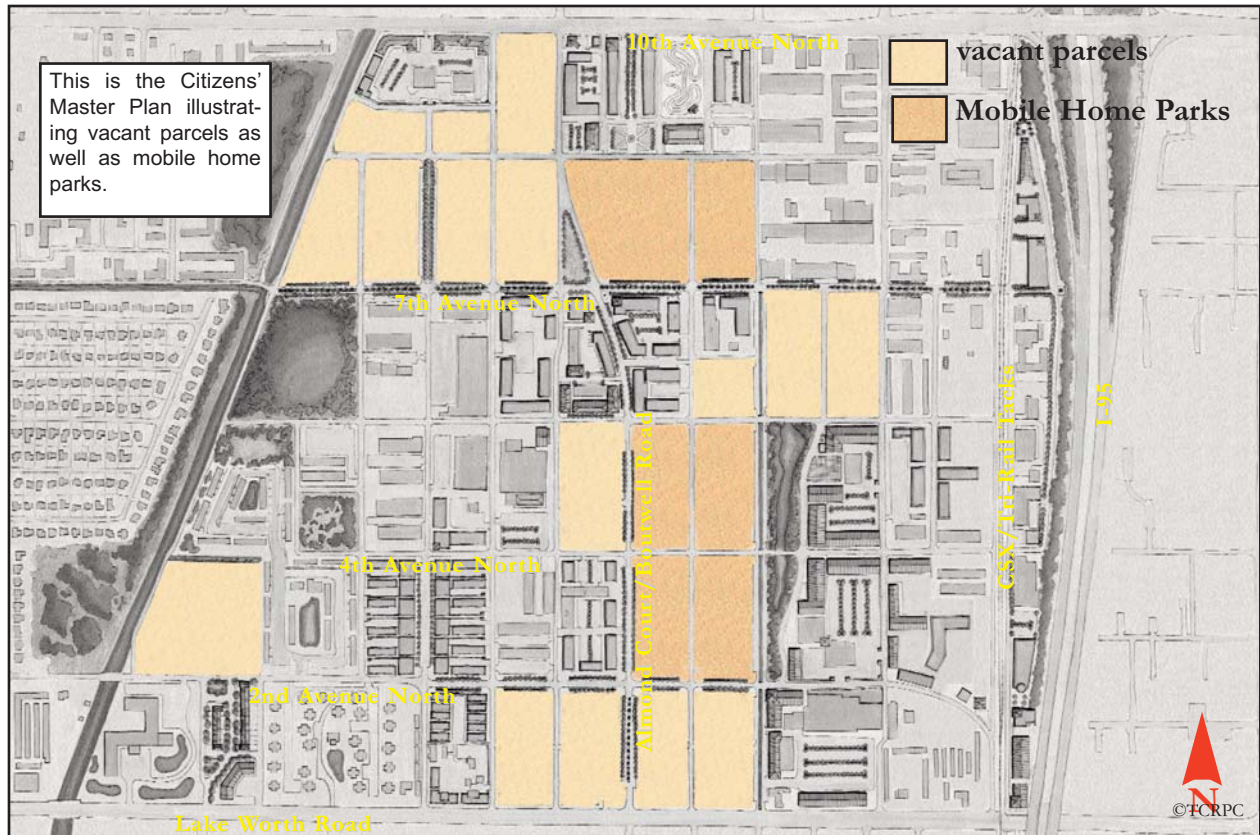
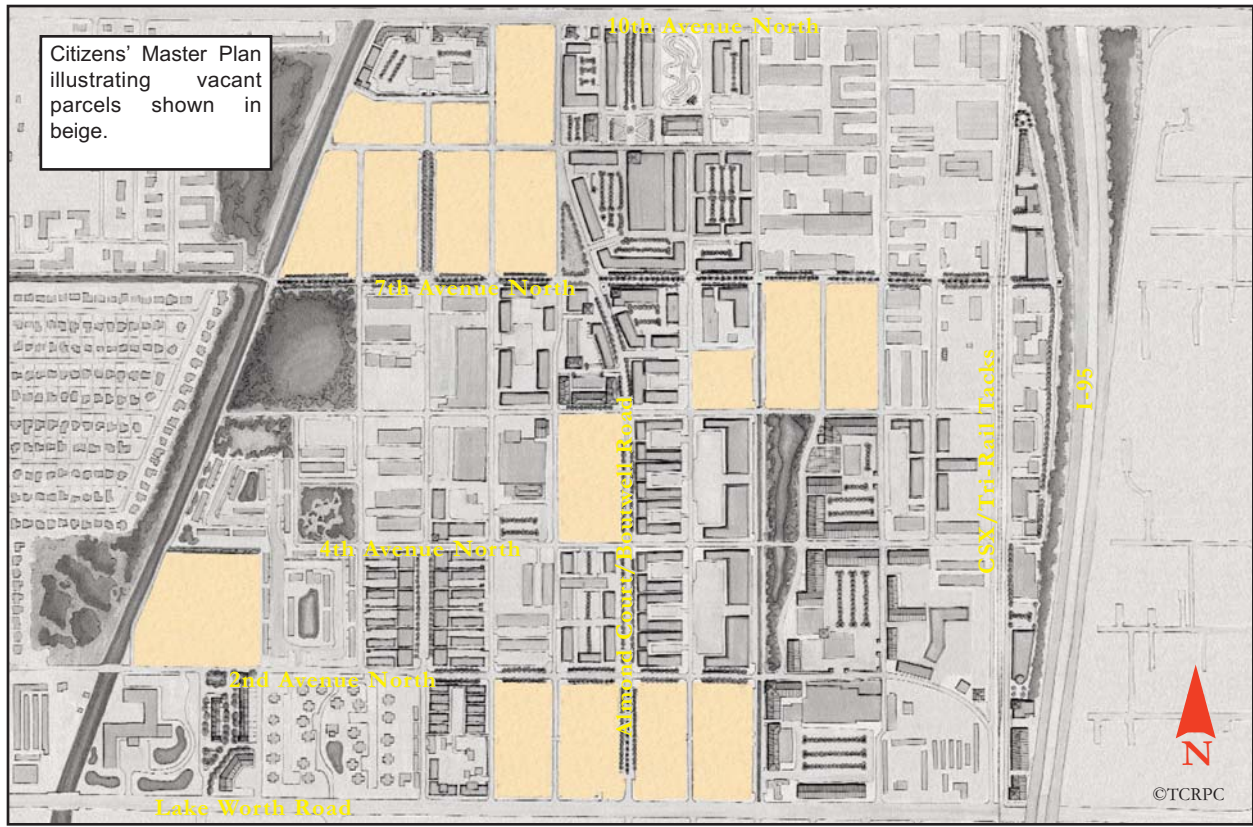
Since the charrette in 2001, not much has changed in the Park of Commerce area. Boutwell Road, which runs north/south through the park, has been improved from 10th Avenue North to Lake Worth Road, and a small amount of new commercial space has been developed. The three single-ownership mobile home parks are still existing and partially occupied, and a vast amount of the area remains vacant. Demand for industrial space has been increasing across Palm Beach County, and the Park of Commerce is perfectly positioned, with its access and single-entity jurisdiction, to capitalize on that demand.

During the recent Lake Worth TOD charrette, participants emphasized the importance of this area remaining





# CITIZENS' MASTER PLAN



industry-oriented and that any new retail or office uses should gravitate towards 10th Avenue North or Lake Worth Road. If the mobile home parks were to sell in the future, the city needs to have a strategy for accommodating displaced renters within the city. The Citizens' Master Plan identifies many redevelopment scenarios, within town and close to transit, that would accommodate new or relocated residents.

The design team reviewed the 2001 Park of Commerce Plan and found the vast majority of ideas and recommendations valid given current conditions in the area. The only substantive change involves



*Example of buildings that would be appropriate within the Park of Commerce.*

provisions for residential and mixed-use within the heart of the area. In fact, one of the key 2001 recommendations, the unifying of the area under one jurisdiction, has been achieved. Accordingly, with very few modifications, the 2001 Park of Commerce Plan has been incorporated into this 2008 charrette Citizens' Master Plan. The Lake Worth Park of Commerce is an enormous opportunity for the city, county, and the region. However, there are a few critical elements for which the city, in partnership with the county, must provide clarity and leadership:

1. Infrastructure

There needs to be a detailed road network, utility, and stormwater strategy. The Citizens' Master Plan illustrates a reasonable and flexible future street and block framework. This level of specificity is necessary to budget for and advertise to future redevelopment efforts. As parcels are planned for redevelopment it will be more of a help than a hinderance for property owners and investors to know what is expected of them (financially and geographically for placement of infrastructure). Also, having a clear vision of what the future street network will be can assure the proper increment and phasing of development.

Storm water management is a constant issue and deterrent to redevelopment in Palm Beach County. Currently, projects provide stormwater detention and retention on-site on a case-by-case basis, which consumes 15% to 20% of the parcel area. There is an opportunity at the Park of Commerce to create a comprehensive, centralized stormwater management system that would remove the burden from individual parcels and centralize and consolidate treatment facilities which in turn, will improve the quality of water treatment. As parcels are developed, owners would pay the utility for the off-site conveyance and treatment of the stormwater. Over time, the utility fees would buy-down the initial infrastructure costs. Not only would this improve the water quality, it is also a selling point to developers who otherwise would have to reserve significant amounts of real estate for stormwater management.

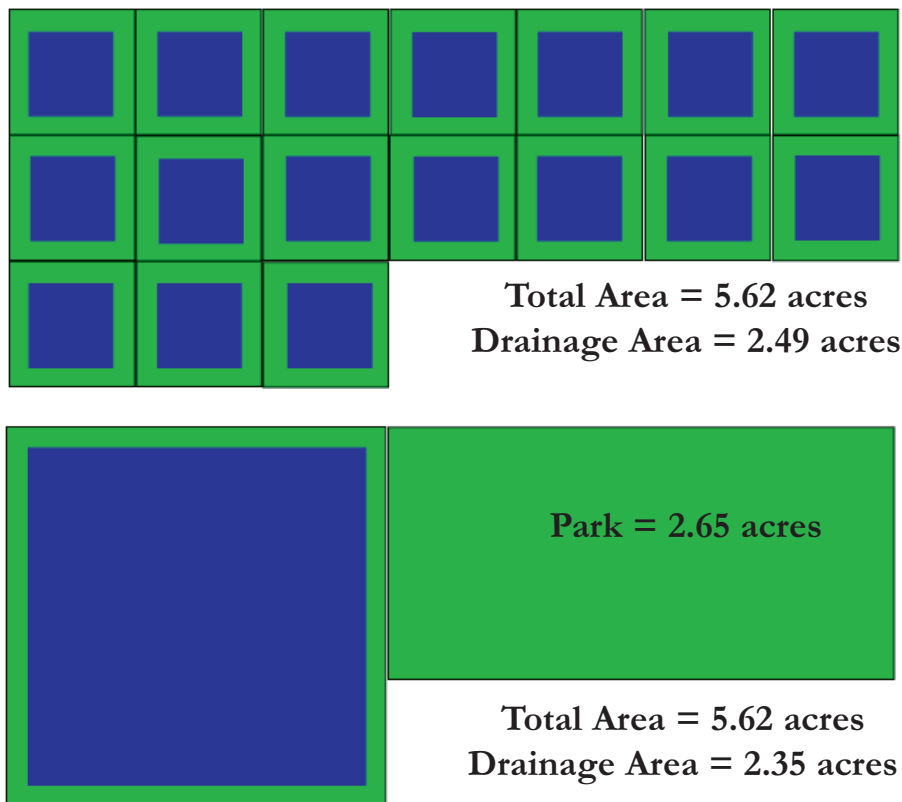
2. Allocation and Increment of Uses

The majority of the Park of Commerce should remain industry-oriented. However, there should be defined districts that accommodate different sizes of users. There was much discussion during the recent charrette regarding the relocation of the industrial uses in the TOD district to the Park of Commerce. This report does not recommend the forcible relocation of those in-town functions; however, there should be areas within the park that could accommodate the smaller operations. In fact, there could be districts platted in very small increments (50 feet of frontage) where a small industrial business could purchase property and build a new business. Of course, there must be districts to accommodate very large, distribution and manufacturing-type uses as well. This variety of types and users underscores the need to establish a predetermined road network.

3. Regional Branding

There are very few, if any, opportunities like the Park of Commerce in Palm Beach County. To have so much industrial potential with such easy access and so close to town is remarkable. The Park of Commerce will be a regional destination and should be marketed as such. If the city can define the predictable expectations of future users through clear district regulations and roadway planning, and offer the certainty of infrastructure and “green” stormwater management, that should complete the components for the area to brand itself.

The diagrams below illustrate the land efficiencies achieved when creating a centralized stormwater management system. There is nearly a 50% reduction in land dedicated to maintenance and access.



*A comparison of the area required to meet storage requirements of 17 individual one-acre parcels versus the area required if the parcels shared a central stormwater facility.*

- PARK OF COMMERCE RECOMMENDATIONS**
1. Continue the efforts of the Park of Commerce Revitalization Committee.
  2. Establish districts within the Park of Commerce that accommodate diversity in uses and parcel sizes.
  3. Provide for larger retail uses along Lake Worth Road near the Tri-Rail TOD District.
  4. Develop a centralized stormwater management system to entice development, improve water quality, and ultimately provide a revenue source for maintenance and improvements.



**Lake Worth Road Corridor**

The Lake Worth Road corridor, as identified in the study area of the Citizens’ Master Plan, extends from Congress Avenue to the west to the Lake Worth Municipal Beach on the Atlantic Ocean to the east. As identified by most charrette participants, this corridor connects many of the vital community activities and uses. There was a strong desire for increased transit, pedestrian, and bicycle facilities along the corridor as well as a unification of these amenities. From west to east, the corridor connects Palm Beach Community College; John I. Prince Park; the Lake Worth Park of Commerce; the existing Publix shopping plaza; the existing Tri-Rail station at Lake Worth Road and I-95; Lake Worth High School; a number of cultural and civic facilities; the historic Lake and Lucerne shopping district; Bryant Park along the Intercoastal Waterway; and the city’s aquatic complex at the beach.

This 3.3 mile corridor is unique in that it does not have direct access to I-95; however, it is the primary link to the beach for Lake Worth residents. The lack of I-95 connectivity has “localized” downtown retail and the public beach. Although direct I-95 access is preferred for maximizing commercial opportunities, the absence of on- and off-ramps to the highway enables east-west multi-modal opportunities on the corridor that otherwise would not exist. Along the parallel corridors that do have direct I-95 access (10th Avenue North and 6th Avenue South), vehicular movements create significant conflicts for pedestrian and bicyclists. The charrette design team assessed opportunities along the Lake Worth Road corridor for multi-modal connections, design and program improvements, and redevelopment at the existing Tri-Rail station.

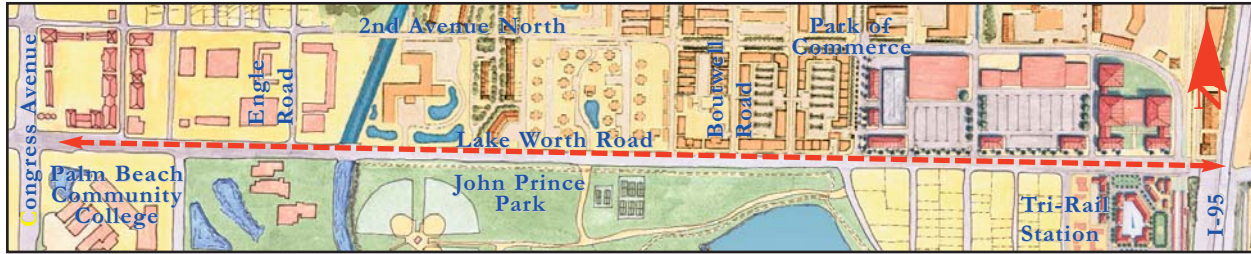
**Palm Beach Community College**

The Palm Beach Community College campus is located on the southeastern corner of Lake Worth Road and Congress Avenue. The college has an estimated 27,000 commuter student population annually and is contemplating future expansion. The campus is approximately 114 acres and is adjacent to John I. Prince Park and Lake Osborne.

# CITIZENS' MASTER PLAN



This section of Lake Worth Road holds major destinations such as Palm Beach Community College, John Prince Park, the southern edge of the Park of Commerce, the Tri-Rail station, and Lake Worth High School.



Citizens' Master Plan showing major destinations along Lake Worth Road

## Research Community Garden

The charrette team looked for opportunities for how urban design could improve collaboration between the different institutions to make the area more sustainable. Ideally, the synergy between different organizations (the city, the college, neighborhood associations, etc) will be maximized utilizing the benefits of a great street network, train stations, and park system. In other words, how may the college, community, and the city work together on a common program, function, and mission to help promote sustainability.

One of the Citizens' Master Plan proposals is for a community garden in the John I. Prince park. Agriculture students could conduct research, and the community could join as a partner to share the work load. It could localize some agricultural products making it less expensive, and educate the community on how to grow and distribute produce. Additionally, as the campus grows, urban design guidelines should be established to direct future growth in a manner that supports multi-modal connectivity between the college, John I. Prince Park, and downtown Lake Worth.



**Tri-Rail Transit Village**

During the June 2008 charrette, participants emphasized the need to redevelop the area around the existing Tri-Rail station at Lake Worth Road and I-95. As Tri-Rail ridership has increased dramatically (nearly 30% since 2007), and as communities familiarize themselves with the benefits of transit-oriented redevelopment (TOD), extensive support has emerged among diverse communities for land uses and amenities that are transit-supportive. The SFRTA has acknowledged these opportunities at its Tri-Rail stations and looking forward, the agency has begun to explore redevelopment that will also provide station-appropriate uses (e.g. housing, retail, office) as well as provide additional parking for Tri-Rail riders. In Lake Worth, the SFRTA recently finalized an agreement with FDOT, and the SFRTA now controls the Tri-Rail surface lot immediately west of the station. Although this additional parking is helpful, ridership demands have surpassed the parking capacity of the expanded total station parking at the Lake Worth station. This highlights the need for increased Tri-Rail station parking in Lake Worth and throughout the system.



*The Tri-Rail TOD District is centrally located along the Lake Worth Road corridor. It includes the existing Tri-Rail Station and parking and represents a significant redevelopment opportunity in Lake Worth.*

The charrette design team developed a detailed plan for redevelopment immediately west of the Tri-Rail station. By analyzing parcels that were likely to redevelop over time, a design was developed that respected the existing street network, provided additional parking for Tri-Rail, and identified alternate routes to the station to minimize impacts on the surrounding neighborhoods.

During the charrette, a number of residents from the Lake Osborne area (due south of the station) expressed concerns of increased “cut-through” traffic from those using the 6th Avenue South and I-95 ramps to access Tri-Rail. While residents were supportive of a more efficient transit system, they feared increased station traffic with increased ridership. An alternate route was identified using South A Street, Alton Road and College Street to provide access to the station’s primary parking area below I-95. These roads already exist and could enable

## CITIZENS' MASTER PLAN

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access to and from the station, 6th Avenue South, and I-95 with minimal disruption to the neighborhoods.

This route is currently used for other purposes; however, it is not accessible to the public. Drivers could exit I-95 onto 6th Avenue South, drive about ¼ mile east to South A Street, turn north onto Alton Road and College Street, and continue College Street underneath I-95 to the Tri-Rail parking lot. The same route could be used to return to I-95 (see diagram on following page).

Additional traffic-calming strategies were discussed for these neighborhoods to address other speeding issues. A compendium of various traffic-calming techniques are discussed in the “Traffic Calming” portion in the *Principles of Urban Design* section of this report.



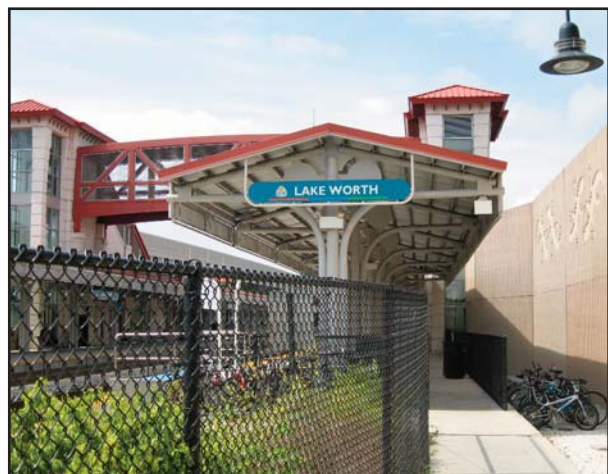
*Parking and buildings along Lake Worth Road are disconnected from each other, forcing cars to use Lake Worth Road for every trip.*



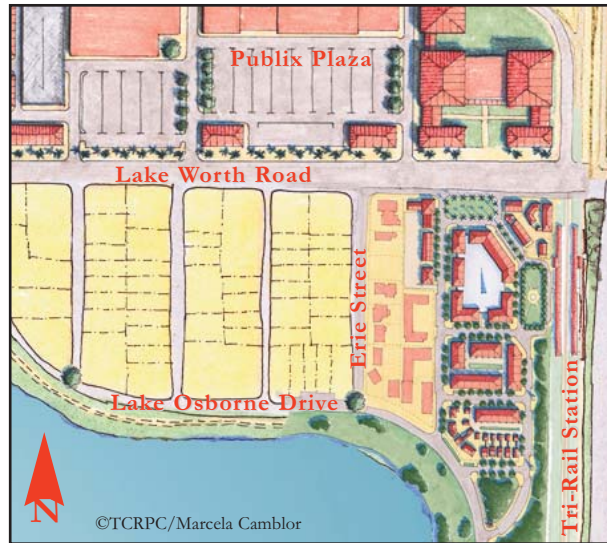
*Despite the large number of pedestrians and bicyclists who travel along Lake Worth Road, the environment can be hostile to these users.*



*This image is looking towards the Lake Worth Tri-Rail Station from the west on Lake Worth Road. The immediate context is a mobile home park that is under single ownership, and it is reasonable to anticipate its redevelopment in the future. The charrette design team developed a TOD plan for the area that would replace this use with new residential uses and integrate the station into the plan.*



*The existing Tri-Rail Station is separated from the proposed TOD district to the west by an FDOT sound wall. The charrette plan proposes a complete integration of the new TOD area with the Tri-Rail functions. The sound wall would need to be significantly modified or partially removed to achieve the TOD goals.*



The existing conditions aerial (above left) identifies the mobile home park immediately west of the Tri-Rail Station. The detailed plan (above right) illustrates a new TOD neighborhood integrated with the transit functions south of Lake Worth Road.

The image to the right identifies the alternate access route for Tri-Rail that was discussed earlier. In response to community concerns of “cut-through” traffic increasing as Tri-Rail ridership increases, this alternate route was explored.



The majority of Tri-Rail parking for the Lake Worth station is located underneath I-95. The goal of the alternate access route would be to easily allow motorists to get to and from I-95 and Tri-Rail parking with the least impact to the neighborhoods.

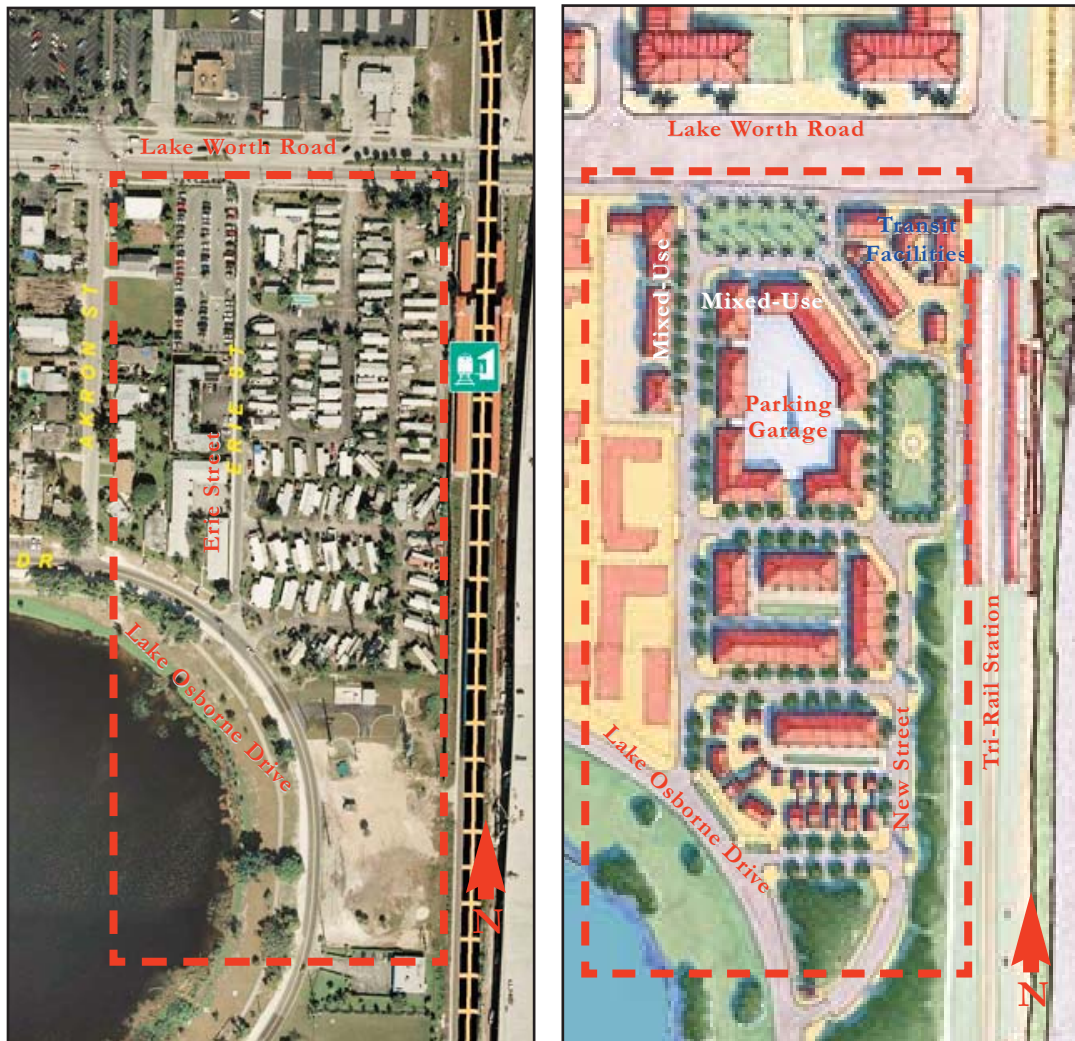




## CITIZENS' MASTER PLAN

The Tri-Rail TOD plan recommends the development of a mixed-use, medium density neighborhood that creates a variety of public open spaces and plazas, is integrated with the existing Tri-Rail Station through parking and access, and will anchor that section of Lake Worth Road.

The plan calls for approximately 110 residential units and roughly 12,000 to 15,000 square feet of retail and office space. A parking garage with approximately 350 spaces would accommodate the residential and non-residential uses on the site as well as provide approximately 100 spaces for Tri-Rail users in a four-level garage.



The garage is imbedded within the primary block (labeled Parking Garage above), with residential and/or commercial uses lining the structure. The nearly nine-acre site is large enough to provide a transition of more urban buildings towards Lake Worth Road to more neighborhood-scaled buildings facing Lake Osborne Drive. In fact, the southern-most block of the site facing Lake Osborne Drive is primarily detached single-family units. There is a clear system of streets, blocks, and alleyways which are essential in accommodating the rapid transition in densities and building types. The majority of the residential units are self-parked as single family or townhouse types. There is even the provision of a new neighborhood park facing Lake Osborne Drive. This idea emanated from a citizen's request during the charrette to consider a place for public events (small concerts, fairs, etc.) that took advantage of the beautiful vista across Lake Osborne.



IMAGE 1: This image depicts the new north-south road along the FEC in the Tri-Rail TOD District. Note the removal of the sound wall that currently separates the tracks from this area.

Images depicting the proposed scale, pedestrian and vehicular environments, relationship to the Tri-Rail station, and project ambience are provided in the following sequence:

Image 1

This view is looking north along the new street towards the Tri-Rail Station. Note the public plaza to the left and the on-street parking near the station. Together these provide a dignified drop-off/waiting area for Tri-Rail and bus riders.

Image 2

This is an intimate view of the interior courtyards and pedestrian paseos (connections). Memorable urban spaces such as these are possible when parking is concealed and urban building types are arranged to form public spaces. Residential is the primary use in this area.

Image 3

This view from Lake Worth Road embodies many of the desires heard during the charrette: create memorable mixed-use, urban environments that are transit-supportive. Hopefully, this image will prompt a paradigm shift for the future of Lake Worth Road.





*IMAGE 2: Memorable urbanism is possible when uses and densities are arranged in an artful way. This courtyard is meant to be similar to those found in Via Mizner and Via Parigi in Palm Beach, both of which are considered world-class settings.*



*IMAGE 3: This is the proposed view from Lake Worth Road. The Tri-Rail TOD District has the potential to become the catalytic project that sets the standard for future endeavors on Lake Worth Road and the Region. It is critical for the City to only accept excellence at this important site.*

**TRI-RAIL TRANSIT VILLAGE RECOMMENDATIONS**

1. Redevelop the area around the Tri-Rail station in a scale and character that is compatible with the surrounding area
2. Make the transit village comfortable for all modes of transportation, especially pedestrians and bicyclists
3. Create new public access roadway(s) to discourage commuter traffic through residential neighborhoods
4. Create a series of public open spaces
5. Ensure an adequate mix and balance of uses (residential, office, and retail) to maximize the use of transit

Lake Avenue West

The central core of Lake Worth, specifically the area of Lake and Lucerne Avenues, from Dixie Highway west to Avenue A and the Lake Worth Road roundabout, was given particular attention during the charrette as it was the focus of many key recommendations. This section of the city, labeled Lake Avenue West during the charrette, will be vital to the healthy and balanced redevelopment of downtown Lake Worth and the Downtown “Town Center” Station at the Lake Avenue/FEC intersection. The block structure is nearly identical to that of Lake and Lucerne east of Dixie Highway, with a central core of lots surrounded by the



The Lake Avenue West area, as identified during the charrette, is the red, highlighted insert within the study area. This portion of the Citizens’ Master Plan extends from Dixie Highway west to A Street.

one-way pair of Lake Avenue (eastbound) and Lucerne Avenue (westbound). The area has a mix of neighborhood uses which are primarily service the minority populations in the neighborhoods (south of Lake Avenue and north of Lucerne Avenue). During the charrette, this seven-block stretch of the city was envisioned as a new civic and cultural center of the city.

A New City Hall

During the charrette, the concept of building a new city hall and municipal facilities was discussed at length. The current city hall is located in the historic Municipal Auditorium which faces Dixie Highway between Lake and Lucerne Avenues. This historic building is an architectural gem for the City. In fact, it is one of the landmark icons of Lake Worth. It does not, however, serve the City well as its city hall. Recognizing the limited functionality and of the building, the City conducted a needs analysis in 2007 to identify an appropriate program (uses, square footage estimates) for a new city hall. During the charrette, the design team reviewed this needs analysis by Song and Associates and incorporated those findings into the plan. The Citizens’ Master plan locates a new, 80,000 s.f. city hall and municipal complex on the site of the existing

Lake Worth Shuffleboard Courts. This parcel is owned by the City; it is in close proximity to the proposed Downtown “Town Center” Station; and it has excellent visibility and accessibility. Additionally, it is strongly recommended that a significant civic investment in this area is needed to aid in the stabilization of the adjacent neighborhoods.

The new city hall design creates an urban campus which, through the provision of multiple buildings surrounding courtyards, will create an inviting, safe, and memorable environment. The council chambers, that portion of city hall where public meetings are held and where policy decisions are made, is a separate, stand-



Above is a close-up aerial view of the Lake Avenue West district.



Above is a detail of the Citizens' Master Plan for the Lake Avenue West district. Note the new public street and square immediately west of the proposed city hall and municipal complex. The rendered roofs represent new construction while the non-rendered roofs are existing buildings to remain.

alone building that anchors the north-east corner of Lake Avenue and the new north-south street. Council chambers are typically buried within a municipal building or complex, which dilutes the symbolic and iconic stature of that use. When included as part of a single city hall structure, the chambers can also create security issues as public access to the chambers is often conducted after regular business hours. In addition, council chambers tend to be one of the least used spaces of a city hall, which creates wasted energy demand in heating, cooling, and lighting. The Citizens' Master Plan recommends a separate council chambers building to achieve the following: reduction of overall energy consumption by municipal services (consistent with the City's green initiatives); direct public access to the chambers without entering the municipal “office” portion of city hall; and cost savings in construction (the smaller chambers building can be architecturally adorned as a civic building while the vast majority of the complex can be of more modest aesthetic).

## CITIZENS' MASTER PLAN



*This rendering is of the proposed city hall and municipal complex on the existing Lake Worth Shuffleboard courts. This view is looking from Lake Avenue looking northeast. The primary building in the foreground is the new Council Chambers building that is connected to the city hall offices building through courtyards and garden architecture.*

The charrette plan for city hall also proposes a new public square immediately west of the new civic complex. As was discussed at length during the charrette, this area west of the FEC corridor lacks public open space and any unifying identity. While a “Mayan Village” theme was discussed during the charrette, this report does not recommend limiting the theme or branding of this public square to any particular ethnicity. In fact, this area of Lake Worth already represents a diaspora of Latin American, Caribbean, and African American cultures, and accordingly, this public square and the recommended redevelopment that surrounds it should reflect this rich variety. This cultural identity, along with the stable and civic presence of a new city hall, could have a profoundly positive effect in the Lake Avenue West district.

Parking for the new city hall and municipal complex would be provided entirely off-site. On-street parking around the complex and public square would satisfy visitors with regular turnover while the majority of parking would be provided in a parking structure adjacent to the “Town Center” station at the FEC and Lake Avenue. The Citizens’ Master Plan illustrates two parking garages immediately south of the “Town Center” station building. The



*This image is a detail of the city hall and new public square plan as it relates to the proposed “Town Center” station and the future parking garages east of the FEC tracks: A). New public square; B). New city hall; C). New redevelopment around public square; D). “Town Center” station; E). Phase I garage; F). Phase II garage for new city hall and municipal complex.*

northernmost garage is intended to be Phase I parking, (350-450 spaces) that will serve passenger rail service on the FEC, or in the interim, it could provide supplementary parking for the Tri-Rail station or other park-and-ride functions in conjunction with Palm Tran. The second, larger garage, (450-600 spaces) is intended to provide parking for city employees, visitor, and shopper parking. These proposed garages are within 800 feet of the proposed city hall, which represents an approximately 2 minute walk. This is not only a healthier solution for downtown workers and visitors (as opposed to providing parking on-site which removes the need to walk a short distance), but it will also energize the streets in this area with pedestrians who have a legitimate purpose for being there. The city hall garage is intended to be part of the later-phase city hall complex construction.



*This view is of the new city hall Council Chambers, looking east from Lake Avenue and across the proposed public square. Note the train crossing bar further down Lake Avenue which helps to illustrate the proximity of the new city hall and the proposed “Town Center” station.*

### District Redevelopment Strategies

The Citizens' Master Plan illustrates an incremental redevelopment of this area. Current Land Development Regulations allow for a maximum building height of 65'. During the charrette, concerns were raised about the wholesale redevelopment of this area, particularly the blocks between Lucerne and Lake Avenues, by one or two large projects that would out be of character and scale. The provision for on-site parking will ultimately drive the form and size of whatever redevelopment occurs here. A simple rule of thumb is that two- to three-story, mixed-use development can occur without the need for structured parking (this varies depending upon block size, local parking requirements, etc.). Once infill redevelopment exceeds four-stories, there is typically the need for structured parking. The Citizens' Master Plan recommends that this area redevelop in a surgical fashion, with two- to four-story buildings that do not provide large concentrations of structured parking. This can be achieved by leasing surplus parking at the two garages proposed at the



## CITIZENS' MASTER PLAN

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“Town Center” station and by allowing for on-street parking to be counted in certain circumstances. Every effort should be made to direct redevelopment in this area to be of a scale and aesthetic that, while not one- and two-story homes, is sensitive to and appropriate for the historic scale of Lake Avenue West.



*This image illustrates a redeveloped Lake Avenue (looking east towards the new city hall). The Citizens' Master Plan recommends two- to four-story, mixed-use buildings in this area. To achieve this scale and not reach the tipping-point of on-site structured parking, the city and CRA will need to establish parking to be purchased off-site.*

### LAKE AVENUE WEST RECOMMENDATIONS

1. Reserve the Lake Worth Shuffleboard Courts as the future site for city hall and the municipal complex.
2. Acquire and or negotiate preservation of the parcels immediately west of the Lake Worth Shuffleboard Courts for the future public square and new street.
3. Negotiate development rights around the new square to achieve the design illustrated in the Citizens' Master Plan.
4. Acquire/reserve space on the Thiess' parcel for the future Phase II parking structure for city hall and the municipal complex.
5. Work with the Palm Beach MPO (and other agencies) on methods and funding for park-and-ride lot acquisition.
6. Establish a common parking pool and program, to provide parking on a “first-come, first-served” basis as an incentive for incremental redevelopment in the Lake Avenue West district that is consistent with the Citizens' Master Plan.

**Mobility**

As stated earlier in the *Existing Conditions* section, the City of Lake Worth has one of the best street networks in the Treasure Coast Region. Charrette participants wanted transit to be as successful as possible and focused on other modes of transportation other than the automobile. In particular, they encouraged expanded use of bicycles, walking, and transit.

**Five Keys to Transit Success**

1. Safety
2. Convenience
3. Efficiency
4. Comfort
5. Welcome

**Walking**

The best way to encourage transit is to make walking safe and pleasant, every transit rider starts and ends his or her trip as a pedestrian. To enhance walking conditions, the city should focus on the strategies in the *Principles of Urban Design* section of this report, such as, wide sidewalks buffered from the street by on-street parking and lined with street trees for shade and further protection. Pedestrians want a safe and interesting walk, and this can be accomplished with well-maintained buildings pulled to the street where parking is not the most dominant feature. Auto traffic must be slowed so pedestrians feel safe; the provision of on-street parking is an excellent technique to slow cars down. As it moves forward, the city should make the pedestrian experience a critical factor when contemplating redevelopment proposals in the area.

**Bicycles**

Charrette participants pointed out that Lake Worth has a large biking community, and accordingly, there was interest in expanding bicycling as a viable mode of transportation. Given the city's demographics, bicycles serve as the main mode of transportation for many people in the community.

Cyclists seek roadways where traffic flows more slowly, and they want shaded and comfortable rides without uncomfortable swaths of surface parking. However, encouraging bicycling requires more than safe and comfortable sidewalks and shady streets.

**Bicycle routes**

There are many types of bicyclists with different levels of comfort biking on roads. Some bicyclists share streets with traffic, and on these streets, it is important that auto speeds are low. Bike lanes should be provided on the busier streets. Bike routes and trails should be provided for those who find the busier roads uncomfortable. These bike routes should be made easily available to the public. The city may consider forming a bicycle advisory committee to gather input on routes and trails, ways to encourage bicycling, and explore strategies to make bicycling safer. The MPO's Bicycle and Pedestrian Advisory Committee may be a good resource in this area.

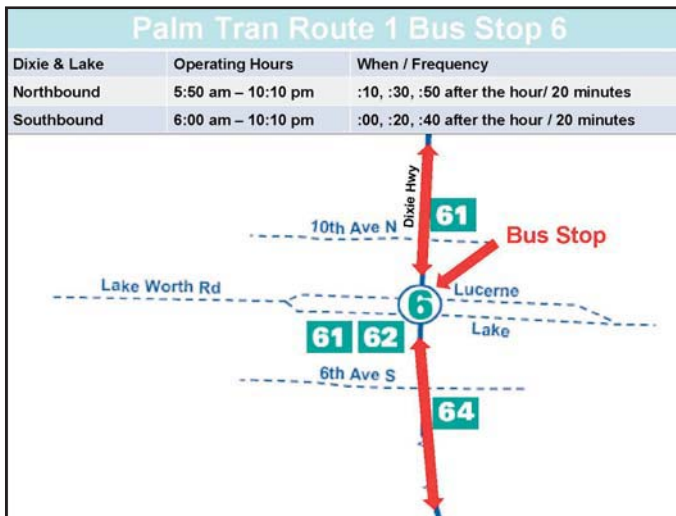


**Bike Racks**

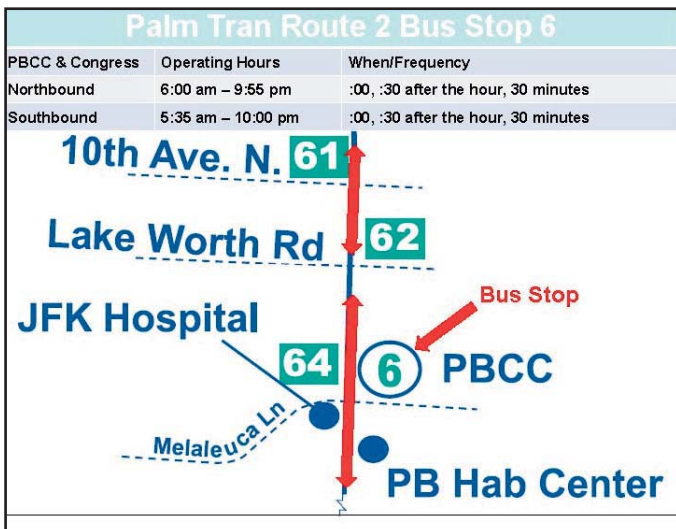
Just as a city plans for parking, the city should plan for bike parking as well. Ample and suitable bike racks *For many in Lake Worth, the bicycle is the main mode of transportation.*



Bike racks are well used throughout the city, and the city should consider them a vital part of infrastructure must like it does for parking.



Palm Tran Route 1 through Lake Worth



Palm Tran Route 2 through Lake Worth

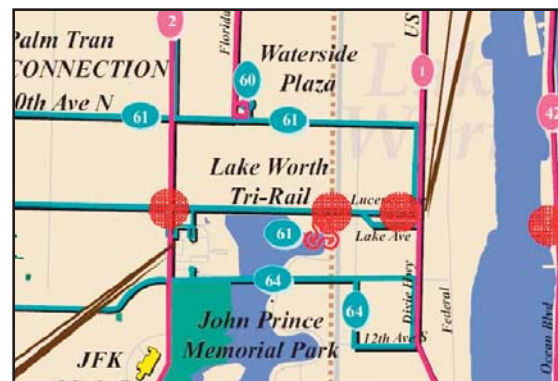
should be provided wherever possible. The city may consider mandatory bike racks at all commercial and multi-family buildings. The city could also consider requiring a minimum number of bike racks when approving a building or development similar to parking requirements.

Charrette participants suggested a sponsored bike-sharing program whereby confiscated bikes are refurbished and painted to be identified as a shared bike. As more residents use bikes, drivers in the community will adjust their driving style to accommodate bicyclists on the road.

### Palm Tran Bus Service

Palm Tran operates Palm Beach County's extensive public bus service, and bus service is currently available in Lake Worth. In the map image below, Palm Tran's main bus stops are indicated with red circles. These include Palm Beach Community College, the Lake Worth Tri-Rail station, the downtown government center (flanked by residential neighborhoods on both sides), and the beach.

Palm Tran's current service through this area consists of five different routes that connect to various places in Palm Beach County. Times of service vary from a bus every hour to a bus every twenty minutes. The frequency is not particularly convenient and does not encourage the level of ridership that might otherwise be expected given the area's demographics and layout.



Palm Tran's primary bus stops in the study area are indicated with red circles on the map above.

**Trolley**

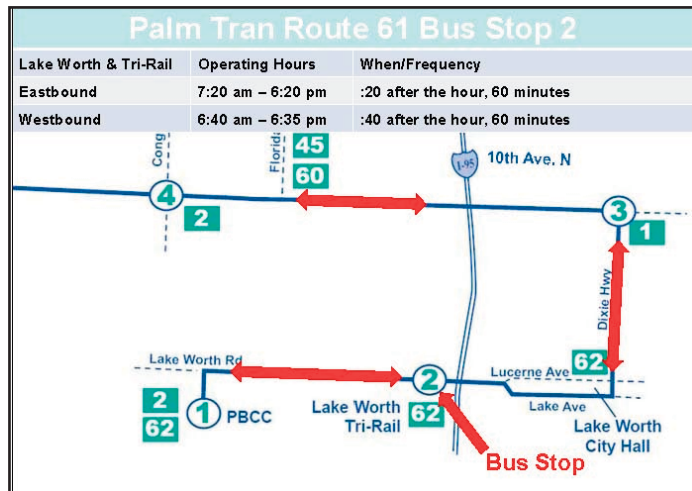
Historically, the city operated “Lolly the Trolley” for nearly two decades. Unfortunately, recent budget cuts lead to the termination of this service. As redevelopment progresses, the city should consider re-establishing local trolley service to augment new and expanded county and regional transit service. The city may decide to investigate trolley service within its town. There are several close systems that the city may investigate. If the city does consider re-establishing local trolley service, there are several existing municipal trolleys operating in the region that may provide useful perspective.

One local service to consider modeling could be the West Palm Beach trolley ([www.cityofwpb.com/trolley.htm](http://www.cityofwpb.com/trolley.htm)), which connects CityPlace to the Clematis Street district. The trolley operates Sunday (Wednesday 11 am - 9 pm) and Thursday - Saturday (11 am to 11 pm). Its ridership is approximately 25,000 to 30,000 people per month, and there is no cost to the riders.

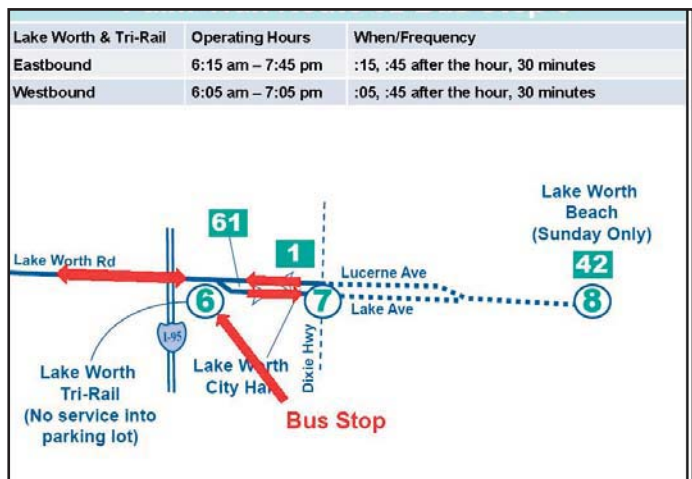
The Boynton Beach CRA operates a trolley as well (<http://www.boyntonbeachtrolley.com/>). This service operates Monday through Friday (7:00 a.m. to 7:30 p.m) and Saturday and Sunday (9:15 a.m. to 5:45 p.m) also at no cost to riders. It transports roughly 13,500 passengers per month.

The Coral Gables Trolley (<http://www.coralgables.com/cgweb/trolley.aspx>) runs from SW 8th Street to the Douglas Road MetroRail station. The original projection was 20,000 riders per month, but as of 2008, the service has been carrying 80,000 passengers per month. The trolley runs 6:30 am to 8 pm, Monday through Thursday, and 6:30 am to 10 pm on Friday. The trolley is also free to riders.

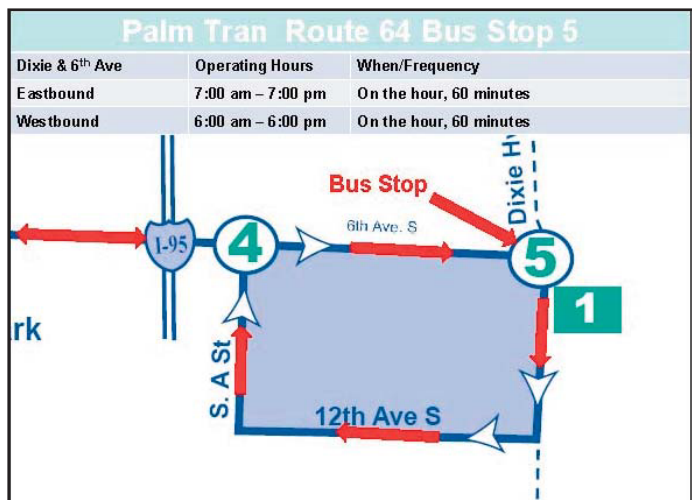
If the city chooses to investigate a future trolley route, Lake Avenue and Lucerne Avenue are the logical primary routes. The graphic on the following page illustrates this route. Charrette



*Palm Tran Route 61 through Lake Worth*



*Palm Tran Route 62 through Lake Worth*



*Palm Tran Route 64 through Lake Worth*

## CITIZENS' MASTER PLAN

participants identified a need for east-west movement due to the linear relationships between Palm Beach Community College, Tri-Rail, downtown, and the beach. Trolley service could take the form of several trolleys running longer routes on frequent intervals or fewer trolleys broken apart on shorter loops.

### Other Alternative Modes of Transportation

#### *Neighborhood Electric Vehicles*

A variety of cities, businesses, and private developments use neighborhood electric vehicles. Many people have begun to find them charming and welcoming when seeing them in the community. They are often operated as an entrepreneurial endeavor, so cities need only license their operation, but not fund it. The vehicle can operate with fares paid to the driver. If the city is concerned about competition with taxis, these vehicles can operate on tips to the driver.

#### *Pedi Cabs*

Pedicabs are also entrepreneurial and generally work on a tip basis. Often a company opens a franchise and provides vehicles to people who want to work to collect tips. It is great source of income for college students and provides a colorful backdrop on city streets. Lake Worth, with its urban neighborhoods close-in to downtown and main street, is a perfect candidate for this alternate mode of transportation.

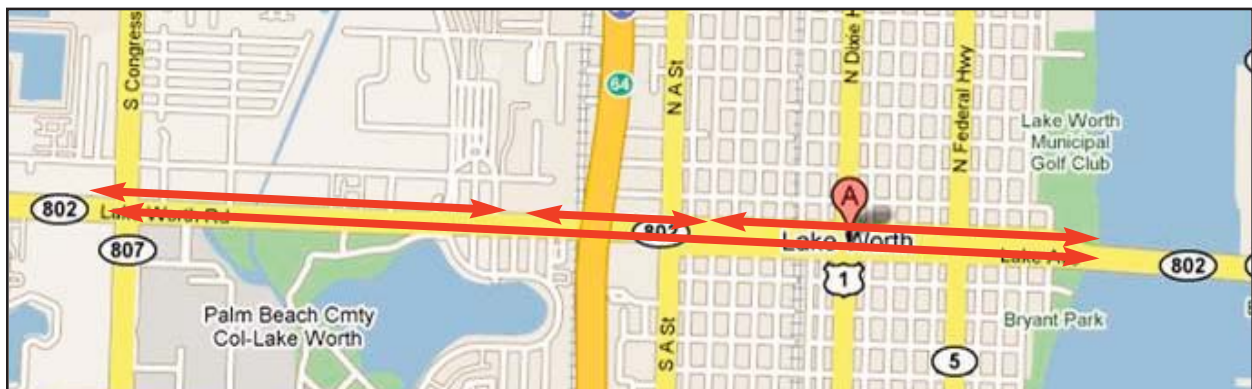


*Neighborhood electric vehicles are becoming increasing popular in-town alternate modes of transportation.*



*Neighborhood pedi-cabs will even service neighborhoods close-in to downtowns and commercial areas.*

As the city examines transit options for its residents, it should determine needs unmet by Palm Tran; particularly routes, stops, and frequency. The city should conduct an analysis to determine if it would be better and more cost-effective to start new transit (bus or trolley) versus working with Palm-Tran for enhanced service in the city. If the city decides to consider trolley service, it should learn how other cities have become successful



*Possible Lake Worth Trolley route. Trolley service could be several trolleys running longer routes on a frequent intervals or fewer trolleys broken apart on shorter loops.*

with their bus/trolley service.

**Streets**

The city has a good network of interconnected streets that help disperse traffic and reduce congestion in the area. The discussion below includes recommendations to further encourage and enhance all modes of transportation.

**One-Way Streets**

During the 1970s, many local governments converted their streets from two-way to one-way thoroughfares as a way to move more cars swiftly through an area. One unforeseen consequence was the negative impact on retail. Over time, retail streets that were converted to one-way circulation lost many shoppers due to excessive speeds, motorist confusion, and a general reduction in vehicles passing their storefronts per day. In Lake Worth, Lake and Lucerne Avenues operate at slow speeds as a one-way couplet surrounding the downtown core. The slow speeds, urban building placement, and general ambiance have allowed Lake and Lucerne Avenues to function well. The findings of this charrette do not include changing Lake and Lucerne Avenues to two-way traffic.

Within neighborhoods, one-way streets tend to encourage faster speeds, which is detrimental to neighborhood safety, and increase daily Vehicle Miles Traveled (VMTs) for residents. Within the downtown neighborhoods, the city should reconsider the one-way street system which allows inappropriately fast speeds, discourages transit, and wastes time and fuel due to unnecessary circulation.

The graphic above (upper right) illustrates a small area condition that is representative of about 300 blocks around Lucerne Avenue, Lake Avenue, Dixie Highway, and Federal Highway. If a resident living at the location indicated with the red star is returning to his or her home, the travel route requires traveling north, east, and back down adding 800 feet, or .15 of a mile, to complete the trip. Multiply the extra distance for five days a week, and it totals about a quarter of a mile of extra driving. Repeating this 49 weeks per year adds an extra 36.75 miles. The average household makes about ten trips per day per household. Half of those ten trips



One-way streets add to congestion and waste time and energy.



One-way streets are inefficient for service and emergency vehicles.



The signage installation and maintenance for one-way streets is costly and unsightly.



This photo is a typical one-way neighborhood street in the City of Lake Worth that measures 30 feet from curb face to curb face, which is sufficient asphalt to carry two-way traffic with on-street parking.



*The study area has several unpaved streets without sidewalks.*



*Roads should connect whenever possible to provide easy and efficient mobility.*



*One side of an alley is usable.*



*The other side of the above alley is overgrown and unusable.*

does not require the circuitous one-way route because when someone leaves, they do not have to go around the entire block. As shown on the previously mentioned graphic, the one-way route adds an additional 183.75 miles per year. Multiply that number by households in 300 blocks for one direction, and it adds a significant cost to the community. People are spending more in gas, and there is more traffic on the road since people are having to make circuitous trips. The city's garbage collection costs are increased as well. For bicyclists that obey the law, it makes it less convenient to get around.

The one-way route causes inconveniences and inefficiencies for service, delivery, and emergency vehicles. One-way streets also create higher automobile speeds since there is no oncoming traffic to cause the driver concern. The signage required for one-way streets costs the city in installation, maintenance, and replacement. The streets will also become more attractive with fewer signs.

### ***Two-Way Streets***

Two-way streets are more efficient since they allow more direct routing. It would be easy to convert the city's one-way streets in its neighborhoods to two-way streets.

The photo on the bottom of the previous page shows a one-way street in typical residential neighborhood in the city. Sufficient room exists for two-way automobile traffic with parking on both sides of the street. All the city's residential streets have a similar street section. The two-way traffic provides natural traffic calming as drivers slow to pass each other.

The community may decide to convert all or some of its one-way residential streets; however, as previously mentioned, it is the recommendation of this report to maintain Lake Avenue and Lucerne Avenue as one-way couplets.

### ***Incomplete Streets***

The city should consider its streets as the skeleton and circulation of its community. Streets that are incomplete interrupt circulation and hinder transit.

*Unpaved Streets*

The study area has a number of unpaved and unconnected streets. Unpaved roads are uncomfortable and inefficient for pedestrians and bicyclists and discourage transit. If the community decides this is important, the city should inventory the streets and create a plan to pave them. Sidewalks should be included when improving the streets.

*Unconnected Streets*

Some closed streets that interrupt the street grid (see “Two Patterns of Development” in the *Principles of Urban Design* section) which create disruptions in the community fabric and exacerbate the VMTs quantities discussed earlier. The closure is much like one-way street section in that it makes it difficult for vehicles, bicyclists, and walkers to move about efficiently. When there is a strong grid, navigation is intuitive. A closed street breaks the continuity of the community and makes mobility more difficult.

*Alleys*

Places with strong urban design have a system of "A" and "B" streets as discussed in “Two Patterns of Development” in the *Principles of Urban Design* section of this report. Alleys further connectivity by allowing a tertiary system of "C" streets. Alleys are used for servicing buildings in a community. Alleys are where waste is set out to be collected and where neighbors can park unsightly service trailers. Alleys also create shortcuts and safe routes for walkers and bicyclists. They also serve as a relief valve for the roadway network.

The City of Lake Worth has a great network of alleys; however, all alleys are not treated the same. For the city to improve this great resource, the city simply needs to upgrade and formalize them into an alleyway system. The two photos on the bottom of the previous page show the same alley from two opposite directions. On one side, the alley is recognizable, but on the other, it is being neglected. The fence sequesters it further. Deviant behavior could occur here with no one to see it or stop it.

*Outbuildings*

In order for alleys to be used as a functioning circula-



*The city could easily restripe its front-angle parking to back-in angle parking.*

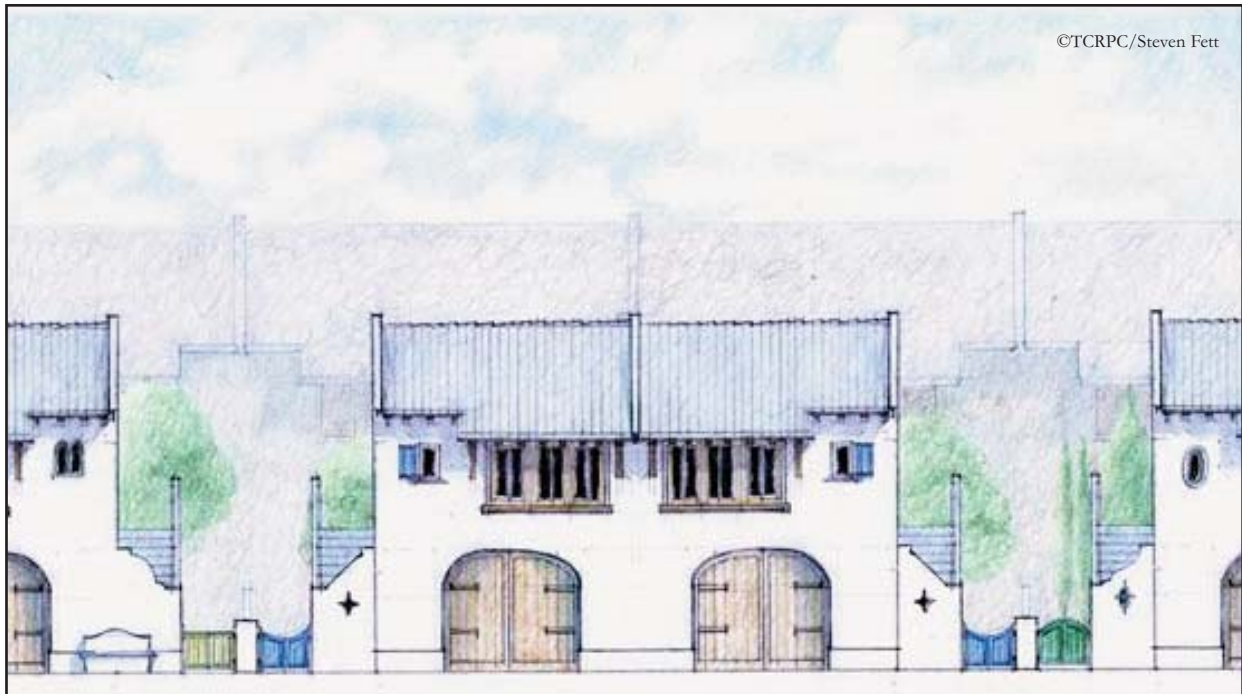


*Back-in angle parking is better for seeing oncoming traffic.*



*Alleys can be an attractive alternative route.*





*Example of a building along the alley with access to the garage and an apartment over the garage to oversee and supervise the alley. Outbuildings that line an alley, like the image above, can become very unique and interesting places for renters, extended family, and even home occupations.*

tion route, the same principles of safe streets apply. Buildings should overlook the alley providing natural surveillance. Outbuildings should be encouraged to provide natural surveillance. They also provide attainable housing and supplementary income to the property owner. The outbuilding helps protect the main house from noise if the alley serves as a transition between residential and commercial uses.

### **Alleys as Tertiary Street System**

As stated in the *Existing Conditions* section, the city has an excellent tertiary street system with its alleys. The Citizens' Master Plan recommends formalizing and utilizing the alley system for services such as waste collection. The plan also recommends that outbuildings be used whenever possible to provide natural surveillance of the alley, attainable housing for the renters of outbuildings, and supplementary income for property owners in the main house. The alley also protects the main house from the noise of an adjacent commercial district and provides an appropriate transition from a commercial area to a residential neighborhood.

**Lake Worth Road Roundabout**

Roundabouts can be very safe traffic control devices if designed properly. The Lake Worth Roundabout was one of the first roundabouts in the State of Florida, and many important lessons have been learned from it. The Lake Worth roundabout was carefully reviewed by the design team for safety, function, and appearance. The team included Billy Hattaway, P.E., a nationally recognized expert in roadway design and traffic calming, especially in urban areas. Based upon that review, the following recommendations are made.

**Pedestrian Crossings**

Lake Worth has a superior street network with generally good pedestrian accessibility. Roundabouts can augment pedestrian circulation if designed properly; however, as is the case with conventional intersections, roundabouts can create unsafe situations for pedestrians as well.

The existing crossings of the Lake Worth roundabout are indicated in the photo at the bottom right. Pedestrian crossings at the Lake Worth Roundabout are not convenient because they are too far from the intersection. As a result, walkers and bicyclists tend to make their own crossings when formal crossings are inconvenient.

All the circles in the photo indicate locations of existing pedestrian crossings. Circles colored yellow show the crossings that should remain. Circles with lines through them show the crossings that should be taken out. Yellow stars show the natural place where pedestrians want to cross.

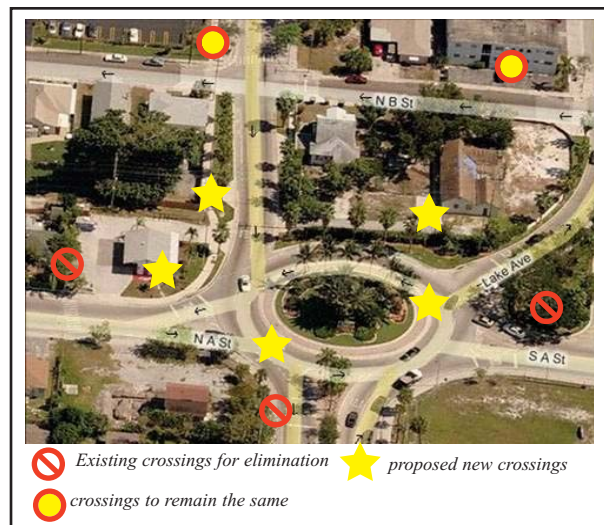
A general rule for the approach side of a crossing is to locate the crossing one- to two-car lengths behind the intersection. This location allows pedestrians to cross behind the first or second car, which has to stop due to the cars ahead of it.

**Speed Control**

Speed control is the reason roundabouts are one of the safest traffic control device when designed properly. As a driver navigates into, through, and exits a roundabout, the car must move slowly. The optimum speeds for a roundabout are between 15 to 23 miles per hour, which is very safe.



The Lake Worth Roundabout controls traffic for four streets and signifies the transition into the downtown area.



All the circles indicate where existing pedestrian crossings are. Circles colored yellow indicate crossings that should remain. Circles with lines through them show crossings that should be removed. Yellow stars show the natural places where pedestrians want to cross.



*Deflection or forcing the car to turn around the roundabout is the key to speed control. As apparent in this diagram, the approaches from the north and east have little or no deflection.*



*Cars approaching the roundabout from the east cannot see oncoming traffic as illustrated by this photo.*



*Back-in angle parking is safer than front-in angle parking for loading and unloading and easier to maneuver.*

Some parts of the Lake Worth Roundabout function properly, and others need improvement. (See diagram on following page.)

The east approach is well designed. The centerline of the road is aligned with the center of the roundabout. Seeing the obstacle in the center of the roundabout makes the driver slow and deflect around the roundabout.

The south approach is also appropriately designed. The centerline of A Street south of the roundabout is left of the roundabout. The driver is required to turn to the right to go through the roundabout. The driver sees the roundabout left of the center and reduces speed, and the car deflects around the circumference of the roundabout.

The approaches from the north and east are problematic and warrant redesign. A roundabout should never design the vehicle approach to be to the right of the centerline. There is nothing to slow the driver and deflect the car; therefore, cars can move faster than 23 miles per hour through the roundabout, causing unsafe and potentially dangerous conditions.

As evident in the photo to the upper left, the approach from the north has limited deflection, and the approach is right of the centerline of the roundabout. There is no visual obstacle to slow the driver, and nothing to deflect the car. The car can make a fast right turn onto Lake Worth Road hardly touching the circumference of the roundabout.

The east approach is the worst approach in the intersection. The centerline of Lucerne Avenue, does not have a sight line to the roundabout. The throughway is tangential to the roundabout, almost forming a straight line. There is no motivation for the driver to slow.

**Visibility**

The photo to the left was taken from a west-bound car approaching the roundabout from Lucerne Avenue, looking south toward the roundabout. This photo illustrates what the driver sees at the yield line: trees. The driver should see roadway and cars instead.

**Parking**

Lake Worth boasts a large amount of angle parking. Angle parking provides an efficient way to supply a lot of on-street parking, which helps calm traffic, encourage walking and biking, and enhance sales for retailers.

The Citizens' Master Plan recommends enhancing the city's supply of angle parking be converted to back-in angle parking. Back-in angle parking is easier for drivers to maneuver. Bicyclists and pedestrians can see drivers and make eye contact. Pulling out is safer since it is easier to see oncoming traffic, and on-coming cars can more easily see cars pulling out. When cars are backed in, the trunk is at the sidewalk, and it is safer for passengers to exit and enter the car since the car doors are directed back toward the sidewalk. Since the city has striped out the corners, the recommendation would be very easy and inexpensive to implement by restriping the parking.

**MOBILITY RECOMMENDATIONS**

1. Make walking and biking the easiest form of transportation to enhance mass transit
2. Identify transit needs unmet by Palm Tran and determine if it is better to work with Palm Tran to enhance their service or start new city service
3. Improve routing to connect Tri Rail to FEC corridor
4. Investigate other modes of alternative transportation
5. Convert one-way streets into two-way streets in neighborhoods to save energy and time, reduce congestion, and increase safety
6. Complete the street and alley systems
7. Formalize the alley system for a tertiary street system
8. Encourage the building of outbuildings to provide attainable housing and the natural surveillance of alleys to buffer residential neighborhoods, and to provide an appropriate transition between differing uses
9. Relocate pedestrian crossings at the Lake Worth Roundabout to make them more convenient
10. Modify the approaches from the north and east to make it safer for vehicles and bicyclists at the Lake Worth Roundabout
11. Improve transit safety by converting front-in angle parking to back-in angle parking



The Downtown Lake Worth Citizens’ Master Plan provides the framework to preserve and enhance the City’s best attributes, while identifying opportunities for growth in a manner that is consistent with the community’s vision.

The Master Plan’s Implementation section is structured as a guide to ensure a strong relation to the goals of the Citizens’ Master Plan is maintained through all development and redevelopment phases.

The Implementation of the Citizens’ Master Plan consists of five major components:

- 1) Transit & TOD Implementation
- 2) Neighborhood Improvements
- 3) Corridor Improvements
- 4) Economic Sustainability
- 5) Regulatory framework

### 1) TRANSIT & TOD IMPLEMENTATION

#### New Transit Stations along FEC Corridor

The Citizens’ Master Plan identifies the most viable sites to accommodate two future transit stations along the FEC Corridor - a Town Center station at the Lake Avenue/FEC intersection and a Local Park-and-Ride Station at the 10th Avenue North/FEC intersection – with their corresponding programmatic needs (e.g., boarding platforms, ticketing facilities, parking). The plan furthers this concept and clearly outlines the design of the two new stations and their relation to the existing fabric.

The Master Plan additionally proposes improvements to the existing Tri- Rail station on Lake Worth Road, and the CSX line to achieve an environment that is more attractive and suitable for rail users, encourages ridership, and improves the link between this station and the one proposed on Lake Avenue. The synergy between these two stations will be a catalyst for economic development, not just for the area in between the stations, but throughout the entire City.

In order to implement these stations (development and redevelopment), the following is critical:

#### ***a) Secure the Theis Parcel on Lake Avenue and the FEC Tracks***

While the future boarding platform can be accommodated within the existing 100’ FEC right-of-way, the station will require additional land area to accommodate sufficient parking and a station building. This building, aside from accommodating basic programmatic needs like ticketing, restrooms, lockers, and waiting areas, plays an important role in defining an identity for the City and could have a tremendous impact in the City’s economic future. An elegantly designed, attractive building will not only create a more appealing environment for transit users, but it will also entice others riding transit to get off at this unique location. This building is also the first link between the transit system and the existing fabric.

Securing this site can be accomplished either through direct purchase or through the establishment of a private-public partnership between the property owner and the City. If neither of these is possible, given that the site is currently zoned for industrial uses, care should be taken at the time of redevelopment of this key location. If changes to the current land use and zoning are necessary to accommodate a redevelopment pro-

## IMPLEMENTATION

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posal for this site, they should be amended to ensure that sufficient space to accommodate the station building and the parking structures is set aside.

### ***b) Develop a TOD Town Center Zoning Overlay in the vicinity of the proposed Town Center.***

The Town Center station identified for Lake Avenue will have a catalytic effect on the surrounding properties, likely encouraging significant redevelopment over time. Accordingly, the City should anticipate redevelopment activity in this area and develop a TOD specific zoning overlay which would address development of parcels surrounding the proposed TOD train station site on Lake Avenue, as well as all properties fronting Lake and Lucerne Avenues, between the FEC corridor and I-95, to ensure new development can respond to the form proposed in the Citizens' Master Plan. This area could be identified as a "Town Center TOD Corridor Overlay", and structured accordingly.

### ***c) Develop a Tri-Rail TOD Zoning Overlay***

Revise the land development regulations for the parcels proximate to the Lake Worth Tri-Rail Station to encourage TOD, as suggested in the Citizens' Master Plan. These land development regulations should be crafted to reflect the form proposed in the Citizens' Master Plan, as well as to protect the surrounding neighborhood from unnecessary traffic impacts. To the extent possible, this overlay zone should also ensure housing opportunities for those currently residing in the park. In addition to the parcel immediately west of the Tri-Rail station, the zone should extend to encompass the existing Publix shopping center site, as this parcel is a critical anchorm providing for the community's daily needs and the storage facility located across the street.

### ***d) Improve Vehicular Access to the Tri-Rail Parking Lot***

The Citizens' Master Plan proposes a new, more direct vehicular access route to the current Tri-Rail parking lot (located under I-95). The proposed new access is on the east side of I-95, just north of 6th Avenue South.. This access is proposed in the form of a two-lane road through publicly controlled lands. Initiating negotiations to secure this right-of-way and access point is a critical step.

### ***e) Secure the Recommended Transit Station Site on 10th Avenue North***

The second new recommended transit station location along the FEC corridor would require the currently vacant property at the southwest corner of 10th Avenue North and the FEC railroad. As illustrated in the Citizens' Master Plan, this property could appropriately accommodate a parking structure to allow the station to function as a Local Park-and-Ride. Development pressures on this site will increase as the 10th Avenue North Gateway project advances, and the City, in partnership with the MPO or perhaps FDOT, could negotiate for a public/private approach to secure parking at this location in conjunction with other uses.

### ***f) Establish Incentives through Zoning***

With new design guidelines in place, the City should establish incentives to attract investment. These incentives should be time-limited and could include the following:

1. increased density/intensity for those breaking ground within the next "X" number of months (city to determine);
2. reduced impact fees (or reimbursement over time) to those building in accordance with the community's vision within the next X number of months; etc.
3. Additional incentives should be provided for adherence to LEED (Leadership in Energy and Environmental Design) and LEED ND (Neighborhood Development) standards as established by the US Green Building Council.

## 2) NEIGHBORHOOD IMPROVEMENTS

The community’s comments regarding the state of certain downtown neighborhoods led the team to conduct a visual survey of the study area. Accordingly, a series of strategies have been outlined to improve overall appearance of neighborhoods, safety (both perceived and actual), and value. The Citizens’ Master Plan recommendations include:

- a) Increase code enforcement and control;
- b) Modify land development regulations (e.g. reduced setbacks, parking requirements) to allow for new units to be built on the City’s unique 25 ft. lots. These modifications should be such that a house that meets current market demands fits on the lot. To further facilitate infill development and redevelopment in select neighborhoods, the City could design and pre-approve a series of building types for these smaller parcels.
- c) Identify and secure vacant parcels that are suitable for small neighborhood pocket parks. Recommended locations have been identified in the Citizens’ Master Plan. This will have a tremendous effect in neighborhood identity, livability, and, if properly designed and maintained, neighborhood value and unity.
- d) Address unpaved roads. These roads should be identified, surveyed, planned, and re-integrated into the roadway grid. These roadways should be paved, preferably with very narrow travel lanes, and heavily landscaped to contribute towards the creation of a system of green “fingers” or routes within the neighborhood. The result will be increased neighborhood identity and property values. A public, private, or combined effort can be conducted for their construction.
- e) Within neighborhoods, convert one-way streets back to two-way streets.
- f) Establish a “clearing-house” for all inter-related city and county programs that are offered and bundled and package them in a manner that is clear and comprehensive for home owners and neighborhood associations
- g) To encourage increased residential home-ownership in neighborhoods, consider CRA funding for programs to encourage model home ownership, downpayment assistance, and scattered site infill housing.

## 3) CORRIDOR IMPROVEMENTS

Land dedicated to roads represents roughly 40% of the total land within any given community. Roads also constitute the first and last part of a community visitors and passers-by see. They are the single, most important element that can define a lasting impression of a community, and that impression may be good or bad. This perception will affect peoples’ decision to return, spend time, or invest in any given place.

The Citizens’ Master Plan makes several recommendations for the City’s main corridors, which should be considered and implemented over time:

***Regarding Lake Worth Road (Including Lake and Lucerne Avenues):***

This corridor is the backbone of the City. While it has no interstate access, it links the City’s major regional and local attractions: Palm Beach Community College (PBCC), the Publix shopping center, the Lake Worth



## IMPLEMENTATION

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Tri-Rail station, the future Town Center FEC station, Main Street, most civic services (City hall, police, fire, library, post office), the municipal golf course, and the beach. Numerous amenities, services, office, and retail are interspersed along this corridor. Given the significance of uses along this corridor, it should physically reflect the important role it plays within Lake Worth. For this purpose, the Master Plan recommends the following:

- a) Install directional/informational signage throughout the corridor;
- b) Improve pedestrian connections between Palm Beach Community College and the Tri-Rail station;
- c) Modify land development regulations to reflect the built form suggested in the plan for the stretch between the FEC tracks and Avenue A;
- d) Work with the owner of the Publix shopping center (west of I-95 across from the Tri-Rail station) towards the redevelopment of this site;
- e) Secure land for an urban grocer, ideally where suggested in the Citizens' Master Plan (Lake Avenue and Dixie Hwy.), or within close proximity of this central area;
- f) Improve pedestrian connections below the I-95 interchange;
- g) Work with FDOT and the County towards suggested safety improvements for the Lake Worth Road roundabout;
- h) Initiate negotiations with Palm-Tran, or another private transit provider, to establish an attractive mass transit system that connects PBCC and the beach (with numerous stops at key locations in between).

### ***Regarding Dixie Highway:***

East of I-95, Dixie Highway plays a key role for north/south travel through Lake Worth. This roadway carries the primary Palm-Tran route through all of Palm Beach County (route #1), which represents nearly 80% of all Palm-Tran ridership in the county. The Dixie corridor is populated with a number of architecturally interesting buildings, relatively good urban form (especially with older structures), and serves as the key interconnection with West Palm Beach to the north and Delray Beach to the south. Accordingly, the following recommendations are suggested for Dixie Highway:

- a) A Dixie Highway Overlay Zone should be drafted to uphold the urban form identified in the Citizens' Master Plan. This code should address building setbacks (or rather a "build-to" line along Dixie) to bring the fronts to buildings close to the roadway, location of parking, maintenance/establishment of an alley system, location of outbuildings, minimum building heights, and architectural details.
- b) Consider transit nodes along Dixie Highway to reinforce its role as a key transit corridor, including clustering of density at specific locations;
- c) Explore the idea of Dixie Highway as an Historic American Highway which would identify contributing structures that reflect the corridor's history and develop architectural and economic development strategies to preserve and market the highway.

#### 4) ECONOMIC SUSTAINABILITY

Cities across Florida and the Nation have been faced with significant economic challenges, especially since 2007. Although development trends have slowed, history indicates a series of upswings and downturns over time, which have trended upwards in Florida in the past century. With the adoption and implementation of the Citizens' Master Plan, the City is faced with important decisions regarding the sustainability of its economic future.

While many during the charrette expressed the desire to maintain only local, mom-and-pop retailers in town, it quickly became evident that most residents satisfy their daily shopping needs (including apparel, school supplies, sporting goods, specialty items, etc.) outside of the City's boundaries. The retail/marketing section of this report clearly explains the imbalance of dollars being spent in other jurisdictions, which is the result of a series of policies, actions, and the perception that the City is not "open for business."

The City is fortunate to have an authentic Main Street along Lake and Lucerne Avenues, which has the potential to function as a sub-regional destination for shoppers and diners. While choosing to maintain and support entrepreneurs and local retailers on Main Street is both an interesting and valid approach towards achieving authenticity, the fact is all shoppers follow certain predictable patterns, that, when not contemplated in a retail environment, inevitably lead to struggling businesses. Preliminary conversations with downtown business and shop owners revealed that most businesses downtown, while authentic and charming, are struggling.

The Park of Commerce represents a different opportunity for the City, with an unparalleled cache of undeveloped or underutilized industrial land in Palm Beach County. While good planning and intergovernmental coordination is underway for this area, it will require a sustained and aggressive effort to fully realize the potential of this potential base of City jobs and revenue.

The City is at a crossroads regarding its economic future, and there are serious implications for the decisions facing the City in this regard. A series of layered, intertwined actions are necessary for the City to be successful in attracting and maintaining a healthy retail inventory. These include the adoption of a series of guidelines (such as those recommended in this implementation section), acquiring a retail consultant, attracting a retail anchor downtown, and creating a branded identity for the Park of Commerce. None of these actions alone will be sufficient to establish and maintain a healthy retail economy, but together, these tools can help the City become more sustainable.

The economic path the City needs to decide to embark upon should be one that is identified and supported by the community. For this, the Master Plan recommends that the City hire a retail/marketing consultant, an economist, and planning professionals, and conduct an Economic Development Summit, with the single objective of providing an answer to these questions: Is the City seeking to take advantage of the buying power of its residents? Is the City interested in aggressively pursuing economic investment? Once consensus is reached (either way), the necessary implementation steps to achieve the agreed-upon goal can be outlined.

#### 5) REGULATORY FRAMEWORK

While regulatory recommendations for specific project areas have been outlined in the previous implementation components, this section details general regulatory recommendations. Over time, the City's downtown land development regulations have resulted in development of a relatively urban form; however, some modi-

## IMPLEMENTATION

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following:

- a) Parking Placement: shared parking, parking reductions, and requirements to interconnect parking lots;
- b) Building Placement: Buildings along commercial corridors, particularly those along Dixie Hwy, should be placed close to the sidewalk. This proximity to the sidewalk is intended to stop the suburban development that has occurred in the last several decades as well as allow for a sidewalk that is slightly wider than that resulting from the historic placement of buildings along the corridor;
- c) Building Height and Density: In order to ensure appropriate ridership, the areas near the train stations (future FEC corridor stations and existing Lake Worth Tri-Rail station) should be designed to facilitate appropriate densities to support transit. Building heights and densities should include minimums and maximums to prevent inappropriate development in these areas.
- d) Mix of uses: An appropriate mix of uses should be mandated and carefully monitored in the areas directly adjacent to the existing and future transit stations. This mix will help ensure these station areas provide basic services for rail users as well as an environment that is naturally supervised both during the day as well as throughout the night. This can be simply achieved by establishing a correct balance and mix of uses.

### Funding Sources

Tax Increment Financing Revenues - Tax Increment Financing (TIF) revenue is typically the major source of funding for redevelopment projects within the boundaries of a community redevelopment agency. Authorized under the Florida Community Redevelopment Act TIF revenues can be utilized for capital projects, land acquisition, as local leverage for public/private partnerships, or for any other purpose authorized in an adopted community redevelopment plan. The procedure for bonding against future TIF revenues is currently being reviewed at the State Supreme Court in the Escambia County vs. Strand case.

Redevelopment Revenue Bonds - Section 163.385, Florida Statutes empowers community redevelopment agencies to issue Revenue Bonds to finance redevelopment projects whereby the security of the bonds is based on the anticipated assessed valuations of the completed redevelopment project. In this way, "tax increment" is used to finance the long-term bond debt.

Interest on Redevelopment Trust Fund - Any interest that may be earned from deposit of Trust Fund monies may become a part of the funds used for redevelopment activities.

Industrial Revenue Bonds - Chapter 159, Florida Statutes, cites the Florida Industrial Development Act, which authorizes the use of Industrial Development Revenue Bonds to finance certain types of capital projects for private development.

General Obligation Bonds - Some jurisdictions have also issued General Obligation Bonds for redevelopment projects similar to particular Citizens' Master Plan recommendations. These bonds are secured by debt service millage on the real property within the city and typically must receive voter approval. For example, sports stadiums are often partially funded by such bonds.

Special Assessment Districts – Under these districts, property owners within the district agree to pay an addi-

tional fee (either a flat fee or or an ad valorem tax) to raise funds for specific capital projects that will benefit them. Funding in these districts can be arranged by either assessed value or linear foot along a corridor, and improvements can be specified by use category (commercial, single-family, residential, multifamily residential) and specific improvement (streetscaping, transit infrastructure).

Land Sales and Leases - Municipalities may acquire and sell land or property for public, private, or joint use.

Contributions and Donations - Voluntary contributions by private companies, service organizations, individuals, or foundations are a potential source of income for special or popular projects, particularly those of a high civic nature such as building parks or perhaps a beautiful bridge or public building.

Foundations - Several communities have researched the purpose and intent of foundations and designed portions of their Plan to attract grants from a particular foundation. Foundation money is often a good source for training and education programs.

Public/Private Ventures and Partnerships - Some redevelopment projects have been designed to stimulate additional private investment and were accomplished through public/private ventures or partnerships. The city or CRA can assist developers regarding the assembly of land for a private development. In return, the developer may be obligated for building renovations or new construction; street, landscaping, sidewalk, and other redevelopment improvements; or programmatic components, such as setting aside a portion of units to become workforce housing. The private contribution may also be through direct contributions or payment to assessment districts.

Community Contribution Tax Credit Program - This program was created by the Florida Legislature to encourage corporate involvement in community revitalization. This program promotes businesses a 50% tax credit of Florida corporate income tax or insurance premium tax for donations to eligible local community development projects. Donations must be made through an eligible non-profit corporation conducting a city-approved community development project such as affordable housing or recreational facilities.

Direct Borrowing – Cities and CRAs are empowered to fund redevelopment projects and programs through direct borrowing of funds. Depending on the particular projects, both short and long-term borrowing can be utilized for these activities.

Enterprise Zone Investment - This program is designed to encourage increased business activity and investment in distressed areas. The state provides property tax credits, jobs tax credits, partial building sales tax refunds, and partial sales tax refunds on business equipment purchased.

Utility Enterprise Funds - Several communities in Florida have used "enterprise funds" to fund infrastructure improvements in their redevelopment areas.

Private Business Development Program with Banks - Banks may incorporate a subsidiary to provide loan assistance not normally permitted for commercial banks. The loans are used to help start or expand business operations as long as the purpose is related to community development and not a conventional commercial loan.

Bank Reinvestment Pools - Many municipalities have developed a cooperative approach with local lending institutions to supplement funding for their community redevelopment programs. The Community

## IMPLEMENTATION

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Reinvestment Act of 1977 requires banks to define a service area, assess local credit needs, and make efforts to meet the community's needs. The Citizens' Master Plan may serve as the basis for the City and/or CRA to initiate a dialogue with local lenders, establish common goals, identify collaborative opportunities with local lending institutions.

Property Improvement Grant Programs - Several communities have established grant programs that are used for facade improvements and building rehabilitation and renovation. These programs are usually directed towards improvements that have a high potential for stimulating additional private development in the area. Several communities have used TIF funds, state programs, and private investments to initiate revolving grant programs. For example, Chapter 80-249 of the Laws of Florida offers a 50% credit against state corporate income taxes for contributions of up to \$200,000 for community development with the contributions used as a direct grant or to start a revolving loan fund.

County, State, and Federal Grant Programs - Funding may be available from several Federal and State agencies, such as the Department of Community Affairs, the FDOT, the Palm Beach Metropolitan Planning Organization, and the Federal Transit Administration. Eligible components of the Citizens' Master plan could include land acquisition, parking improvements, streetscaping, bicycle/pedestrian improvements, and transit-supportive infrastructure.

Economic Development Administration Grants - This federal agency provides grants to fund public works projects. This grant/loan program assists distressed communities with finding for capital improvements to attract industries and encourage business expansions. It primarily focuses on generating long-term, private sector employment opportunities.

Small Business Administration (SBA) - The Small Business Administration is a federal agency that provides low-interest loans to business people who cannot qualify for standard commercial loans. This loan program has been used to encourage economic development by assisting small business start-up and expansion within CRA districts.

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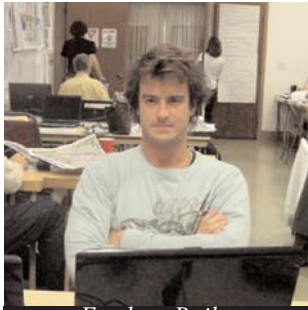
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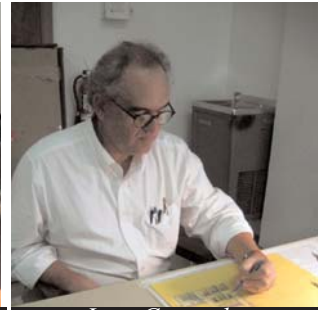
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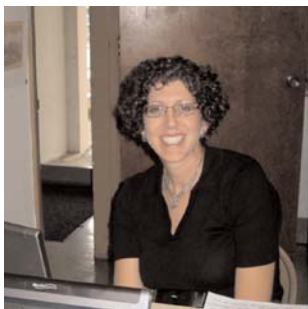
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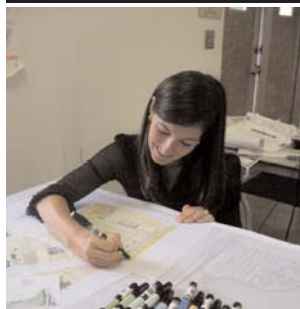
*Robert Gibbs*



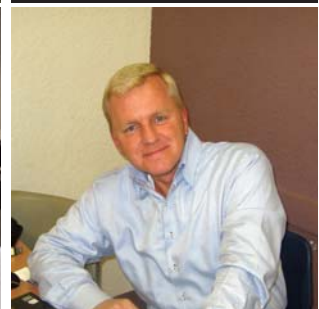
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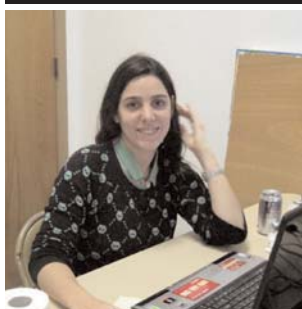
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CSX	Seaboard Coastline Railroad
FAR	Floor Area Ratio
FDOT	Florida Department of Transportation
FEC	Florida East Coast (Railway)
FTA	Federal Transit Authority
LEED	Leadership in Energy and Environmental Design)
MPO	Metropolitan Planning Organization
RTA	Regional Transit Authority
SFECC	South Florida East Coast Corridor (Study)
TAD	Transit-Adjacent Development
TCRPC	Treasure Coast Regional Planning Council
TOD	Transit-Oriented Development



*Residents drawing their ideas about the future of Lake Worth*



*The charrette studio at the Shuffleboard Courts*



*Lake Worth High School*



*Downtown Lake Worth*



## GLOSSARY

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arcade	a covered, unglazed portion of a building extending over the sidewalk, open to the street forming an archway or passageway. Arcades are typically used in front of shops.
attainable housing	dwelling units whose total housing costs are deemed "affordable" to a group of people within a specified income range.
bond	A certificate of debt that is issued by a government or corporation in order to raise money with a promise to pay a specified sum of money at a fixed time in the future and carrying interest at a fixed rate. Generally, a bond is a promise to repay the principal along with interest on a specified date of maturity.
build-out	within a defined plan and/or area, the point that all allowable and potential development has been completed.
bulb-outs	a traffic-calming device on streets whereby a portion of the sidewalk extends to the outside edge of a travel lane, typically capturing the end of an on-street parking lane. Bulb-outs narrow the width of roadways, decreasing crossing distances for pedestrians and expanding sidewalk areas to accommodate landscaping, benches, and/or transit shelters.
Burt Harris Act	a Florida Statute that provides in part that when a specific action of a governmental entity has inordinately burdened an existing use of real property or a vested right to a specific use of real property, the property owner of that real property is entitled to relief that may include compensation for the actual loss to the fair market value of the property caused by the action of government.
civic anchor	a place that serves to attract people to a particular neighborhood or area i.e. church, theatre, shopping district.
civic realm	public place in a community where people can freely gather usually associated with a civic or public use building such as a post office or courthouse.
colonnade	series of columns set at regular intervals, usually supporting a roof or series of arches.
community retail	shops and services providing for the daily needs of the surrounding area.
connectivity	the ability to travel from one destination to another with many choices of routes and/or modes of travel i.e. bicycle, foot, bus, and train, automobile.
Community Redevelopment Agency (CRA)	Florida statutes permit local governments to create a CRA for eliminating and preventing the development of slum and blighted areas or for the provision of affordable housing in areas in need of redevelopment

curb cut	any opening of the stone or concrete curb that surrounds a street; most often refers to driveways and access points to parking lots
density	number of units per given parcel size, most often given in number of dwellings per acre
Enterprise Zone	an area in which businesses are exempt from certain taxes and are given other incentives as an inducement to locate there and employ residents
façade	the wall of a building that faces the street
Floor Area Ratio	a planning method regulating development in an area or parcel based upon the ratio between the floor area of a building and the lot size. Is contrasted in this document with planning based upon traditional community-building concepts.
General Obligation Bond	A municipal bond secured by the taxing and borrowing power of the municipality issuing it, used to raise capital for local government day-to-day activities and for specific projects (usually pertaining to development of local infrastructure such as roads, sewerage, hospitals etc.)
green	a public open space, such as a park, usually designed for passive uses consisting of lawn with either formally or informally arranged landscaping
Industrial Revenue Bond	Bond used to finance the construction of manufacturing or commercial facilities for a private user
infill	building upon or utilizing a vacant or under-used parcel or parcels, usually in redevelopment areas
lending consortium	a group of lenders working collaboratively with a municipality offering specialized terms to facilitate priority community projects.
market absorption	rate at which a market can absorb additional units of supply without causing market saturation and severe price distortions
median	1. term used in statistics to describe the middle number in a series of numbers. 2. strip of land that divides opposing lanes of traffic
mixed-use	more than one use in an area or building, the uses which compliment each other i.e. grocery store next to residential uses

## GLOSSARY

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neighborhood electric vehicle	speed-limited battery electric vehicle used as an alternative to fossil fueled vehicles
neighborhood retail	shops and services providing for the daily needs of the surrounding neighborhood.
neighborhood station	a small transit station located within a residential neighborhood or at the conjunction of several neighborhoods, easily accessible by pedestrians and occasionally offering limited parking.
Palm Tran	public bus transportation provider for Palm Beach County
parcel	a piece of land
park and ride	a facility collocating public parking spaces with transit access
park-once environment	an urban pattern whereby a driver can park in a district and walk to several destinations without needing to drive the car
passive cooling	in pedestrian and public areas, ways to protect pedestrians from the sun and heat without air conditioning i.e. trees, colonnades, transit shelters
plaza	an open public area usually paved and arranged in a formal way
pocket parks	a lot or small parcel of land used as a public park either for passive or playground uses.
primary arterial roads	highways designed for through traffic, usually on a continuous route
promenade	public walking space, usually arranged in formal way
public realm	outdoor areas accessible to the public
public spaces	places the general public has a right to occupy without paying a fee
redevelopment area	an area designated by a local government, usually an older developed area, in which the local government wants to eliminate blight to achieve desired development, reconstruction, and rehabilitation including residential, commercial, industrial and retail
Redevelopment Revenue Bonds	Private bonds issued to finance certain acquisition, clearance, rehabilitation, and relocation activities for redevelopment purposes by a governmental entity in designated blighted areas

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retail anchor	A store (usually a major chain store or department store) in a shopping area or mall whose presence attracts business to smaller shops within the center.
retail leakage	a situation whereby residents of an area are unable to obtain goods and services so they shop at another area to obtain goods and services
Request for Proposals (RFP)	formal procedure whereby an organization asks for proposals for a specific task or project.
roundabout	traffic safety control device that forces drivers to slow and navigate through the roundabout. Optimum speeds for roundabouts are between fifteen and twenty-three miles per hour. Roundabouts can be circular or oval.
Right-of-Way (ROW)	land reserved for public use or benefit such as a road or electrical transmission
Special Assessment District	source of funding for certain capital improvement projects that will benefit a specific designated area
suburban pattern	land use pattern characterized by predominantly low-density residential uses, which are physically separated from limited commercial and civic uses
synergy	combined effort of two or more entities that produce a benefit
Tax Increment Financing (TIF)	Method of financing used by local governments to encourage redevelopment and stimulate the local economy. Taxes derived from increases in assessed values of property within a specified district, typically a Community Redevelopment Area, are used to fund and leverage projects.
traffic calming	the use of certain devices or techniques, such as narrow lanes, trees lining the street, and bulb-outs to slow or restrict traffic, especially in residential areas
Transit-Adjacent Development (TAD)	land use pattern that is next to a transit station. The function of the transit station does not integrate or enhance transit, hence the term "adjacent"
transition area	areas are used between areas of two different and distinct characteristics to allow a smooth transition from one characteristic to another. Oftentimes the transition area is a mix of all characteristics
Transit-Oriented Development (TOD)	land use pattern and built form of development that supports and enhances transit located ¼ to ½ mile around a transit stop
urban pattern	a land use pattern integrating medium or high density residential uses with commercial and civic uses within a concentrated area, i.e. a neighborhood, village or city.