

# Park Avenue Downtown District Study



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## Existing Conditions

The Park Avenue Downtown District (PADD) Study provides a comprehensive analysis of the existing conditions within the Park Avenue Downtown District, focusing on historical and current land use patterns, economic activity, transportation, and infrastructure components. The study aims to inform future development and planning efforts to enhance urban density and support a vibrant community.

### Key Findings:

#### 1. Land Use:

- The district primarily consists of commercial, multifamily, and single-family residential buildings, with several vacant properties and institutional uses.
- The PADD zoning designation generally permits a density of 48 dwelling units per acre (du/acre) and a Floor Area Ratio (FAR) of 3.0 for non-residential use, with potential height bonuses for parking garages.
- The district's parcels are generally small, limiting large-scale development unless adjacent parcels are consolidated.

#### 2. Housing:

- Housing typologies include single-family homes, duplexes, and small apartment buildings, maintaining a relatively low density.
- The district's aging building stock presents opportunities for preservation and redevelopment.

#### 3. Environment:

- There are no major dedicated open or civic spaces within the district, though a new pocket park has been developed.
- The district is free from wetlands and flood zones, facilitating development.

#### 4. Wastewater:

- The district faces a shortfall in wastewater capacity, requiring infrastructure improvements to support any significant increase in development.

#### 5. Transportation:

- Traffic analysis indicates varying levels of service under different development scenarios, with potential delays and congestion at key intersections.

#### 6. Demographic Overview:

- The district has a younger population with lower educational attainment and median income compared to surrounding areas.

- Population growth is expected to be minimal over the next five years within the PADD, however development pressure outside of the PADD may have larger influence than expected

#### 7. Economic Conditions:

- The district's employment is dominated by health care, social assistance, public administration, and educational services.
- Consumer spending is below the national average, with growth potential in food, entertainment, and apparel sectors.

#### 8. Future Local Market Demand:

- Residential demand forecasts indicate modest growth, while retail and office space demand is limited.
- The district could support limited mid-scale hotel facilities due to regional tourism growth.

#### 9. Existing Plan Review:

- A review of comprehensive plans, land development regulations, and the CRA master plan highlights inconsistencies and areas for improvement to align with the Town's goals.

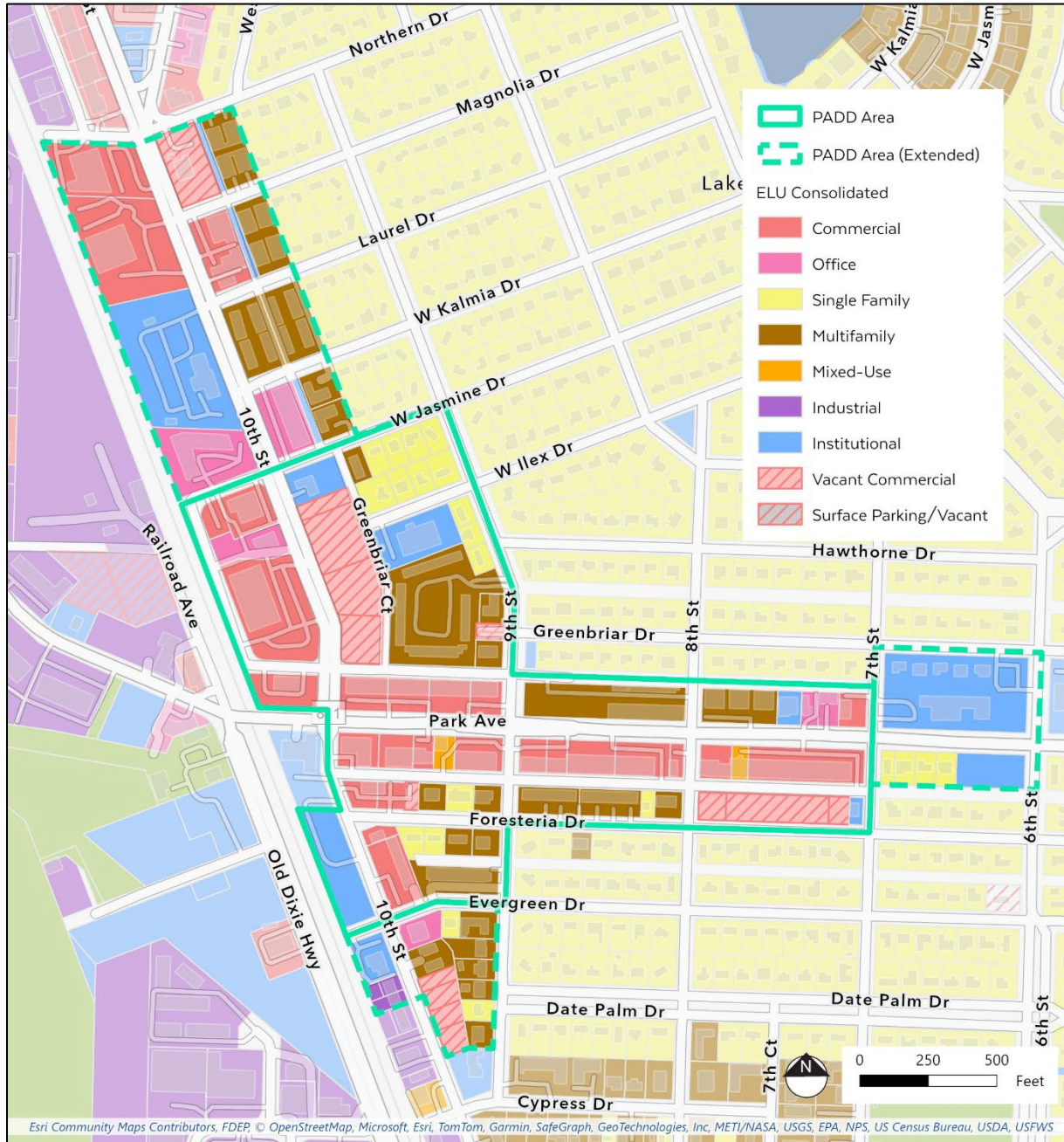
#### 10. SWOC Analysis:

- Strengths: Strong community character, traditional street grid, diverse housing typologies, and local businesses.
- Weaknesses: Lack of functional open space, transitions to surrounding residential neighborhoods, missing middle housing, lack of sanitary sewer capacity, and reliance on uncertain transit infrastructure.
- Opportunities: Vacant town-owned parcels, land assembly and infill development on commonly owned or adjacent parcels, multi-modal transportation, and alternative parking strategies.
- Challenges: Height incompatibility with surrounding neighborhood, unclear intensity and density provisions with vague waiver standards, limited regional visibility, and uncertain economic conditions.

The study underscores the need for strategic planning to address infrastructure constraints, enhance community character, and support sustainable growth within the Park Avenue Downtown District.

## Land Use and Zoning

Existing land uses within the Park Avenue Downtown District (PADD) consist mainly of commercial, multifamily, and single-family residential, most of which are low-scale buildings at one and two stories. There are several vacant properties, and several institutional uses such as a fire station and church.

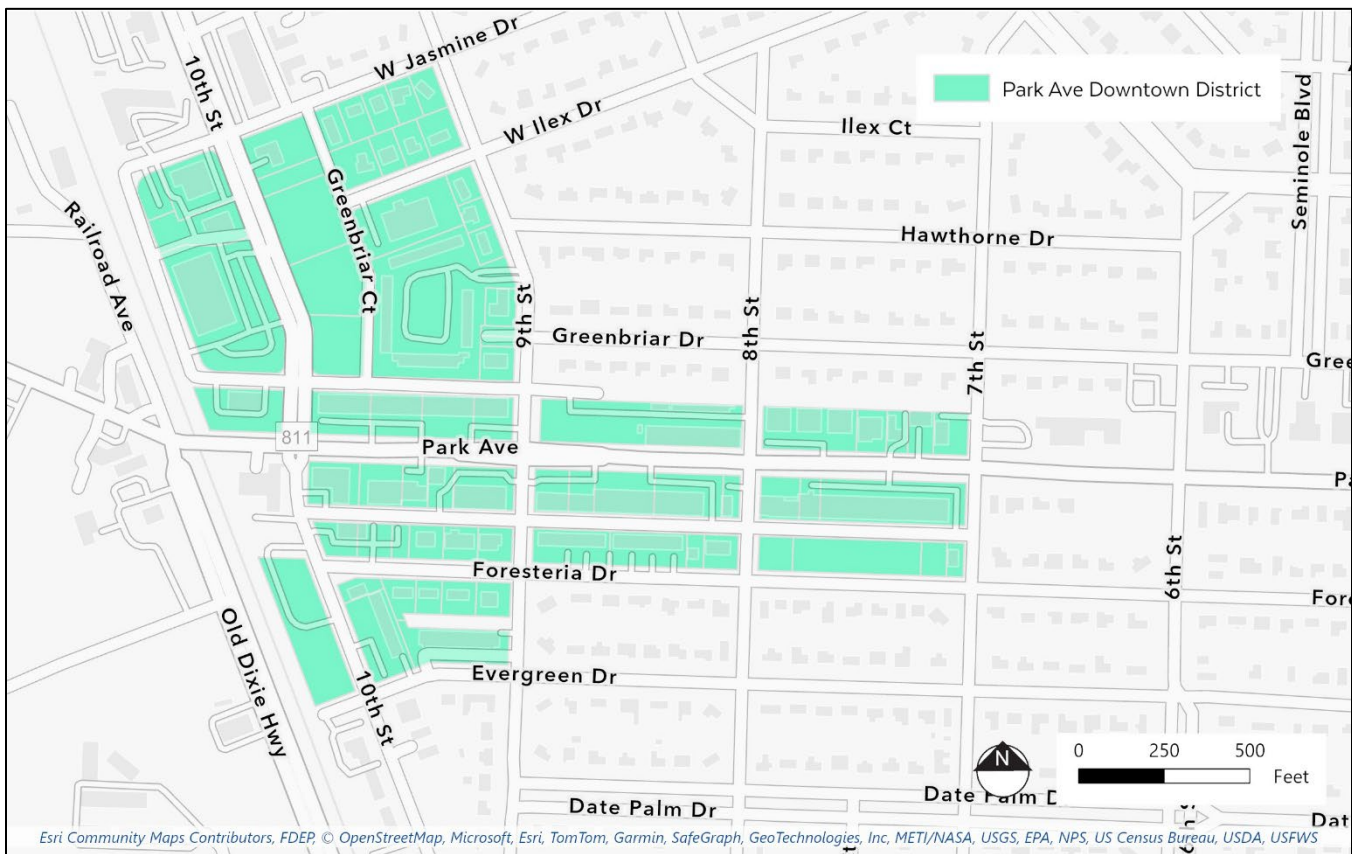


Map 1: Existing Land Use



### Future Land Use

All properties within the Park Avenue Downtown District (PADD) have a future land use designation named after the district. According to Policy 12.2 of the Comprehensive Plan, this designation allows for a residential density of up to 48 dwelling units per acre (du/acre) and a Floor Area Ratio (FAR) of 3.0 for commercial development. Individual sites may be allowed to exceed these limits if specific conditions are met and approved by the Town Commission. The intent is to limit the total number of residential units within the entire district to no more than 1,590, including existing residential units. This figure represents the maximum number of units that could be accommodated if each parcel within the PADD were developed at a density of 48 dwelling units per acre,.



Map 2: Future Land Use Map of PADD

### Zoning

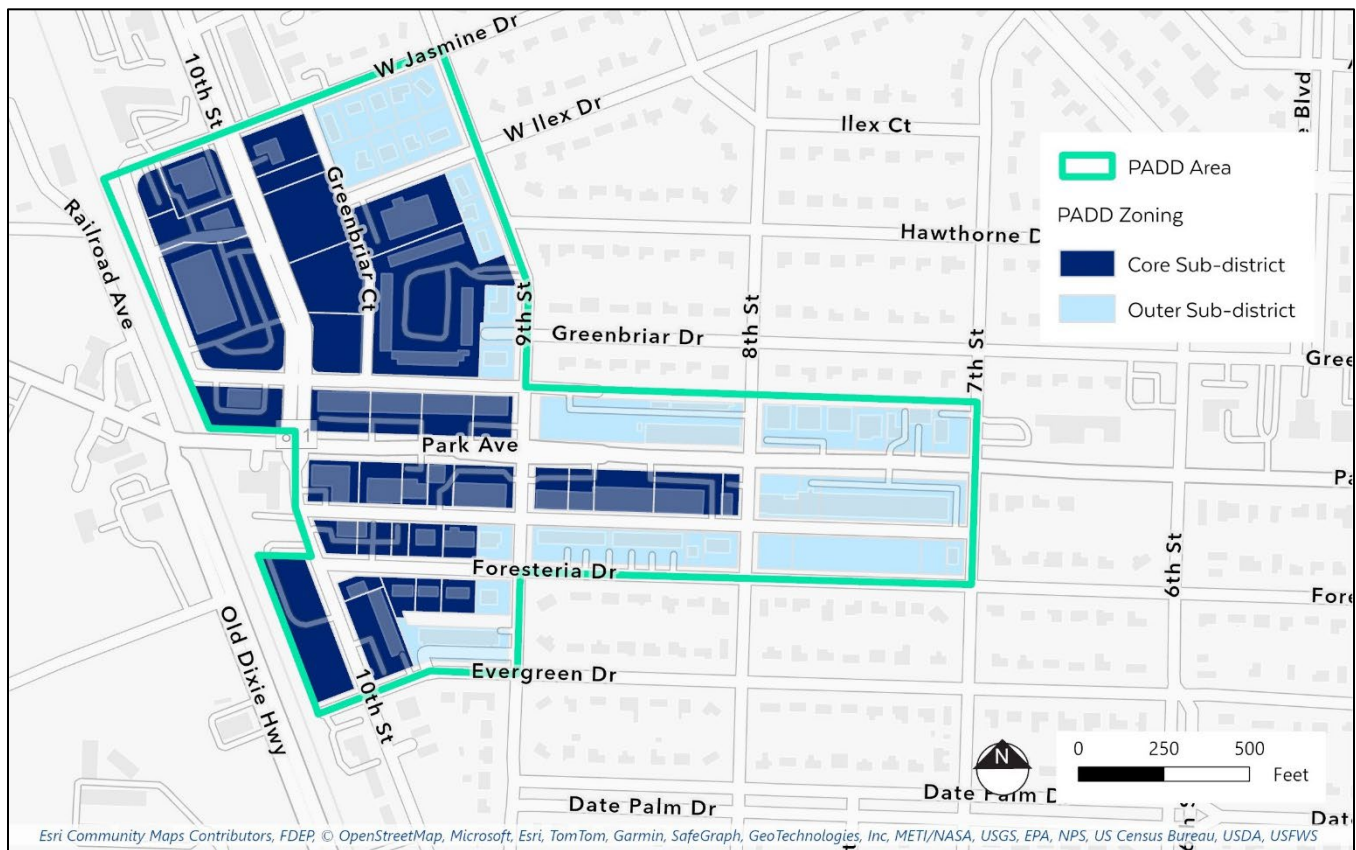
All properties located within the Park Avenue Downtown District (PADD) fall under the zoning district that shares its name. This zoning district is divided into two subdistricts: the Core and the Outer. The Core subdistrict primarily spans 10th Street and extends eastward along Park Avenue to 8th Street. The Outer subdistrict encompasses the areas situated along the eastern edge of the district.

The entire PADD zoning corresponds to the PADD future land use designation in regard to the allowed density of 48 dwelling units to the acre. The zoning district does not discuss intensity or floor area ratio

(FAR). Similar to the future land use designation, the district also notes that individual sites may be allowed to exceed this limit if specific conditions are met and approved by the Town Commission.

The regulations for the two subdistricts differ primarily in building height and setback requirements. In the Core subdistrict, buildings may reach a maximum height of 12 stories, with the possibility of a waiver allowing up to 4 additional stories (bringing the total to 16) if structured parking includes designated public parking equal to at least 10% of the total parking provided. In contrast, the Outer subdistrict permits a maximum building height of 4 stories. Both subdistricts may also be granted a waiver allowing up to a 20% increase in building height for architectural features.

Regarding setbacks, the Core subdistrict requires a maximum front setback of 15 feet and a 15-foot setback when adjacent to existing buildings. In contrast, the Outer subdistrict mandates a minimum front setback of 15 feet, as well as a 15-foot setback when adjacent to any single-family residential use.



Map 3: Zoning Map of PADD

### Parcel Characteristics

The scale of the Downtown District is based upon the Kelsey City Plat. Most of the parcels within the district are less than an acre, with only six parcels greater than 1 acre. The largest parcel is approximately 3 acres and includes the largest multifamily development in the district. All vacant lots in the district range from 0.13 acres to 1 acre, limiting the potential for large-scale development unless adjacent parcels are

consolidated, and providing an opportunity for infill development which complements the existing buildings.

### *Housing*

The PADD district primarily features low-density housing, with massing designed to complement the surrounding residential neighborhoods. Housing typologies include a mix of single-family and multifamily homes, with multifamily options ranging from duplexes to small apartment buildings.

Within the district, there are 15 parcels with single family homes, and 14 parcels with multifamily. Of the multifamily parcels:

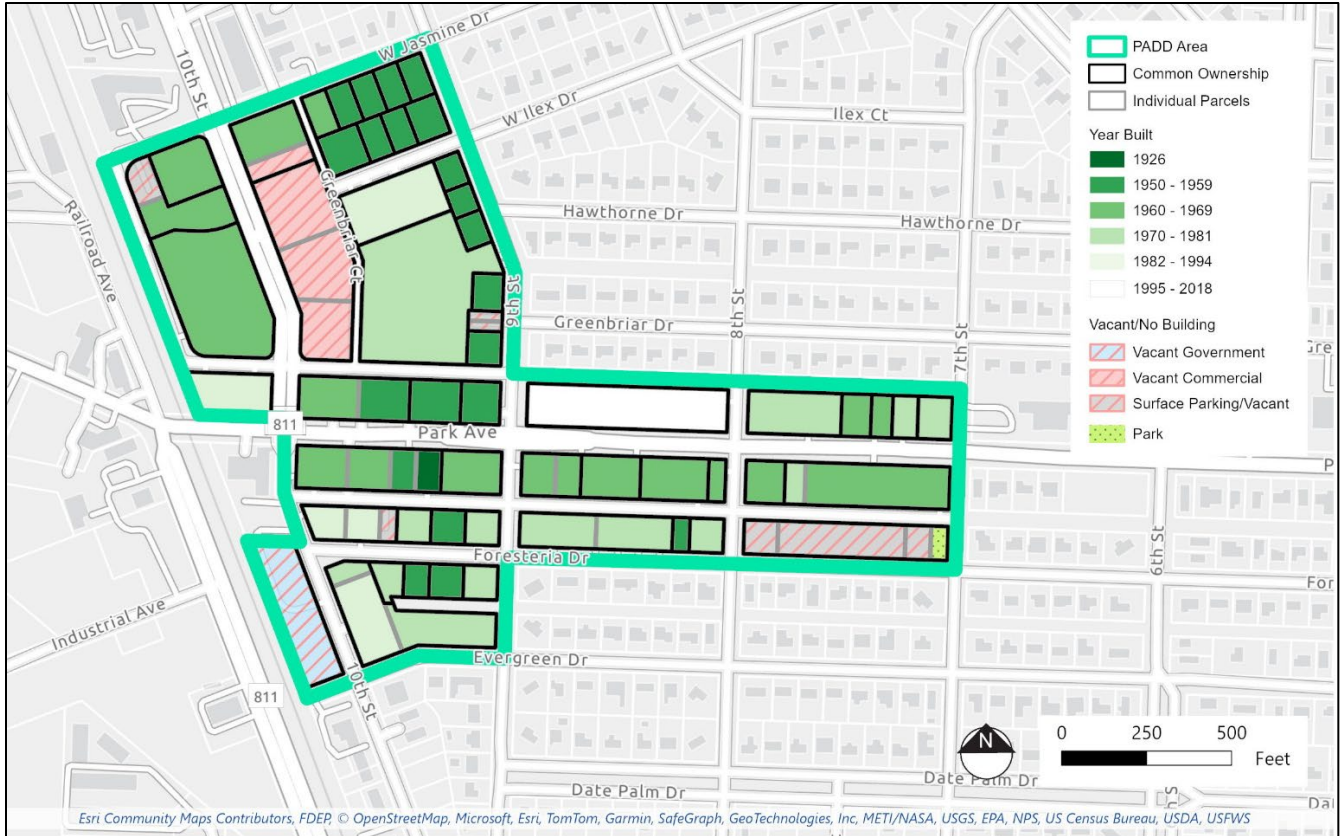
- 6 parcels include an apartment with 10 or more units, typically 2 stories high, with only one reaching 3 stories.
- 3 parcels are multiplexes with 5 to 10 units.
- 5 parcels have multifamily at a density of less than 5 units, many of which are duplexes.

Even with a mix of housing typologies, the district remains relatively low density.

The PADD is surrounded by single family residential to the north, south, and east, with lower densities than the district. The Future Land Use for this surrounding area is Single Family Residential, with a density of 6 dwelling units per acre, and takes up the most land within the Town. West of the district includes institutional and industrial uses, as well as a natural preserve. Most of this land is designated as Commercial and Light Industrial Future Land Use, with an FAR of 2.0.

The PADD has an older building stock, with one structure having been built in 1926 and a significant percentage of the other housing units having been built between 1950 and 1959 (35.0%). Housing structures within the district built between 1960 and 1981 make up much of the stock (53.3%), particularly in the Core Subdistrict. Only a few housing structures were built between 1982 and 1994 (8.3%), and just one new structure has been built since 1995. This aging inventory presents the opportunity of redeveloping underutilized sites to support infill that aligns with the district's long-term vision.





Map 4: Average Year Built

## Comparable Jurisdictions

When considering changes to local zoning regulations, it is important to carefully evaluate the densities, intensities, and maximum building heights permitted in **mixed-use and downtown districts** of neighboring and comparable jurisdictions in the region. By doing so, development patterns remain suitable for the local community while also aligning with regional objectives, which supports broader planning goals and helps minimize potential conflicts.

Additionally, shared infrastructure—such as roads, utilities, and public transit—benefits from consistent planning standards, reducing inefficiencies and improving service delivery across municipal borders. Traffic and transportation planning depend heavily on regional coordination. Higher densities in adjacent jurisdictions can significantly impact traffic volumes, transit demand, and parking needs within the town. Coordinated planning allows for the development of integrated mobility strategies, including regional transit systems, pedestrian networks, and bicycle infrastructure, which are essential for efficient and sustainable transportation.

Finally, legal and policy alignment is crucial. Significant disparities in regulations between jurisdictions can lead to legal challenges or disputes, especially if they result in perceived inequities. Many regions have adopted overarching planning frameworks or interlocal agreements that encourage consistency in land use policies. Aligning with these frameworks helps the town avoid conflicts and reinforces its role as a cooperative regional partner.

## Neighboring Jurisdictions

As part of this evaluation, review of the zoning regulations in the three jurisdictions adjacent to the Town of Lake Park was conducted: Palm Beach Gardens, North Palm Beach, and Riviera Beach. Maximum allowable densities, intensities, and building heights were reviewed, as outlined in each municipality's land development code, specifically their mixed use and downtown districts that are most comparable to the PADD. The findings from this review are summarized in the following sections.

### North Palm Beach

While the C-3 Regional Business District technically allows buildings up to 14 stories tall (not counting parking levels hidden behind other structures), any project in this district must be a large-scale, master-planned development. To qualify, the site must be at least 10 acres and include at least 90,000 square feet of non-residential space. This district is not comparable to the PADD because development in the PADD is not required to adhere to the Planned Unit Development process and there is no minimum acreage requirement.

The **C-MU US-1 mixed use district** in North Palm Beach is the most intense mixed-use zoning classification within the Village without the utilization of a Planned Unit Development. This C-MU US-1 mixed-use district encourages the redevelopment of the US Highway 1 corridor into a vibrant mixed-use place for businesses, visitors, and residents of North Palm Beach. A Citizens Master Plan envisioned the US Highway 1 corridor evolving into a better working and living environment with walkable and bikeable streets, compact mixed-use buildings, and convenient access to many forms of transportation. The C-MU zoning district is a form-based code that uses clear and predictable standards to guide redevelopment into this pattern.

According to the Village's land development regulations, the key development standards for the C-MU zoning district are as follows:

- **Maximum Building Height:** 4 stories with the opportunity for a waiver to allow 5 stories with approval by village council.
- **Floor Area Ratio (FAR):** Not applicable.
- **Residential Density:** 24 dwelling units per acre with opportunity for 36 units per acre provided development is consistent with the workforce housing density bonus policies.

### Palm Beach Gardens

The **Transit Oriented Development District (TOD)** in Palm Beach Gardens is the most intense mixed-use zoning classification. The purpose of the TOD is to promote compact, walkable, and mixed-use development centered around a regional train station within the Transit-Oriented Development (TOD) district. It aims to reduce automobile dependence by encouraging higher densities and a mix of uses within a quarter-mile radius, in alignment with the city's comprehensive plan policies that support vibrant, transit-friendly communities.

According to the city's land development regulations, the key development standards for the TOD district are as follows:

- **Maximum Building Height:** Up to 135 feet (approximately 11 to 13 stories) with an opportunity to increase to 180 feet (approximately 15 to 18 stories) in exchange for 15% more open space, with approval of the city council.
- **Floor Area Ratio (FAR):** Not applicable
- **Residential Density:** 15 dwelling units per gross acre, with opportunities for density bonuses up to 21 units per acre based on specific development criteria including the requirement of workforce housing restricted for 30 years.

It is important to note that some developments within the City exceed the current regulatory limits; however, these projects were previously approved through a Development of Regional Impact (DRI), a state-administered process that is no longer in effect.

### Riviera Beach

The **Downtown Core (DC)** zoning district in Riviera Beach is the most intense zoning classification within the city's downtown area and mixed-use districts. These standards are designed to support high-density, mixed-use development that contributes to a vibrant, walkable downtown environment. The DC district is intended for large-scale redevelopment projects and is subject to additional design and public realm requirements, particularly along designated Primary Streets and Marina Way.

According to the city's land development regulations, the key development **standards** for the DC district:

- **Maximum Building Height:** Up to 4 stories with an opportunity to increase to 8 stories in specific locations, in exchange for public benefit (civic open space) with approval of city council.
- **Floor Area Ratio (FAR):** Up to 2.0

- **Residential Density:** The maximum number of residential units is limited by the overall floor area ratio allowed in the Riviera Beach Comprehensive plan and the regulations in the city's code that direct building form, story height, and the required number of parking spaces.

### *Comparable Downtowns*

As part of this evaluation, we conducted a review of the zoning regulations in two jurisdictions that have comparable historic main streets or downtown districts to the PADD in the Town of Lake Park: Downtown Lake Worth and Downtown Delray Beach. It should be noted that the study areas are larger in both population and land area than the PADD area.

Specifically, we examined the maximum allowable densities, intensities, and building heights as outlined in each municipality's land development code, specifically their mixed use and downtown districts that are most comparable to the PADD. The findings from this review are summarized in the following sections.

### *Delray Beach*

The Commercial Core future land use designation and the corresponding Central Business zoning district in Delray Beach are the most comparable land use and zoning classifications and cover most of the land area along Atlantic Avenue, the historic downtown within the City. The Central Business District (CBD) is established to preserve and protect the cultural and historic aspects of downtown Delray Beach and simultaneously provide for the stimulation and enhancement of the vitality and economic growth of this special area. The CBD is comprised of five sub-districts, each with regulations to support their distinctive characteristics.

According to the city's land development regulations, the key development standards for the CBD district are as follows:

- **Maximum Building Height:** 35 feet to **54 feet** (4 to 5 stories) depending on the subdistrict.
  - Building height is limited to 38 feet on a portion of East Atlantic Avenue to help maintain the unique character of the City's historic main street.
  - Building height is limited to 35 feet in certain areas in the West Atlantic Neighborhood and 48 feet in South Pairs Neighborhood Sub-districts to encourage compatible transitions to the surrounding single-family neighborhoods
- **Floor Area Ratio (FAR):** Up to **3.0**
- **Residential Density:** 12 to **30 dwelling units** per acre depending on the subdistrict.
  - Projects proposing increases in density from the base amount allowed shall provide workforce housing units, equal to at least 20% of the total units between the low- and moderate-income levels.
    - South Pairs Neighborhood - up to 50 du/ac
    - Railroad Corridor Sub-districts - up to 70 du/ac

### *Lake Worth Beach*

The "downtown (DT) district" zoning district in Lake Worth Beach is the most comparable zoning classification and cover most of the land area along Lake Avenue and Lucerne Avenue, the historic downtown within the City. The DT district is intended to provide the establishment and expansion of a

broad range of office and commercial uses, including higher density residential use. The district implements in part the downtown mixed use land use category of the Lake Worth Comprehensive Plan.

According to the city's land development regulations, the key development standards for the DT district are as follows:

- **Maximum Building Height: 30 ft.** (not to exceed 2 stories)
  - Additional 15 ft. of height under Sustainable Bonus Incentive Program (not to exceed 4 stories).
  - Additional 35 ft. of height under Sustainable Bonus Incentive Program (not to exceed 6 stories) east of Federal Highway with the provision of a hotel or mixed use hotel project of at least 50 rooms, requires conditional land use.
- **Floor Area Ratio (FAR):** Maximum is **1.7**.
  - Maximum FAR is 2.2 east of Federal Highway with provision of hotel or mixed use hotel project, conditional land use required.
  - An additional 0.50 of FAR shall be granted under the Sustainable Bonus Incentive Program and an additional 0.50 of FAR for hotel or mixed use hotel project east of Federal Highway, conditional land use required.
- **Residential Density:** 40 dwelling units per gross acre

### In Summary

As part of the evaluation of the Park Avenue Downtown District (PADD), a review of zoning regulations in neighboring jurisdictions—North Palm Beach, Palm Beach Gardens, and Riviera Beach—was conducted to understand how comparable areas manage mixed-use and downtown development. North Palm Beach's C-MU district allows up to 5 stories and 36 dwelling units per acre with workforce housing incentives, focusing on walkable, mixed-use redevelopment along US Highway 1. Palm Beach Gardens' Transit-Oriented Development (TOD) district permits the most intense development, with building heights up to 180 feet (15–18 stories) and densities up to 21 units per acre, centered around a future regional train station. Riviera Beach's Downtown Core (DC) district supports high-density, mixed-use redevelopment with building heights up to 8 stories and a floor area ratio (FAR) of 2.0, contingent on public benefits like civic open space.

The Commercial Core in Delray Beach and the Downtown (DT) district in Lake Worth Beach serve as key examples of how South Florida cities manage growth in their historic downtowns through tailored zoning. Delray Beach's Central Business District (CBD), covering much of Atlantic Avenue, is divided into five sub-districts with building heights ranging from 35 to 54 feet (4–5 stories), and residential densities from 12 to 70 units per acre depending on location and incentives like workforce housing. Lake Worth Beach's DT district, centered on Lake and Lucerne Avenues, allows a base height of 30 feet (2 stories), with potential increases up to 6 stories through a Sustainable Bonus Incentive Program tied to hotel or mixed-use hotel development. FARs range from 1.7 to 2.2, with additional bonuses available. Both districts aim to balance economic growth with neighborhood compatibility, using height limits, density controls, and incentive-based programs to guide development in a way that respects each city's unique character and infrastructure capacity.

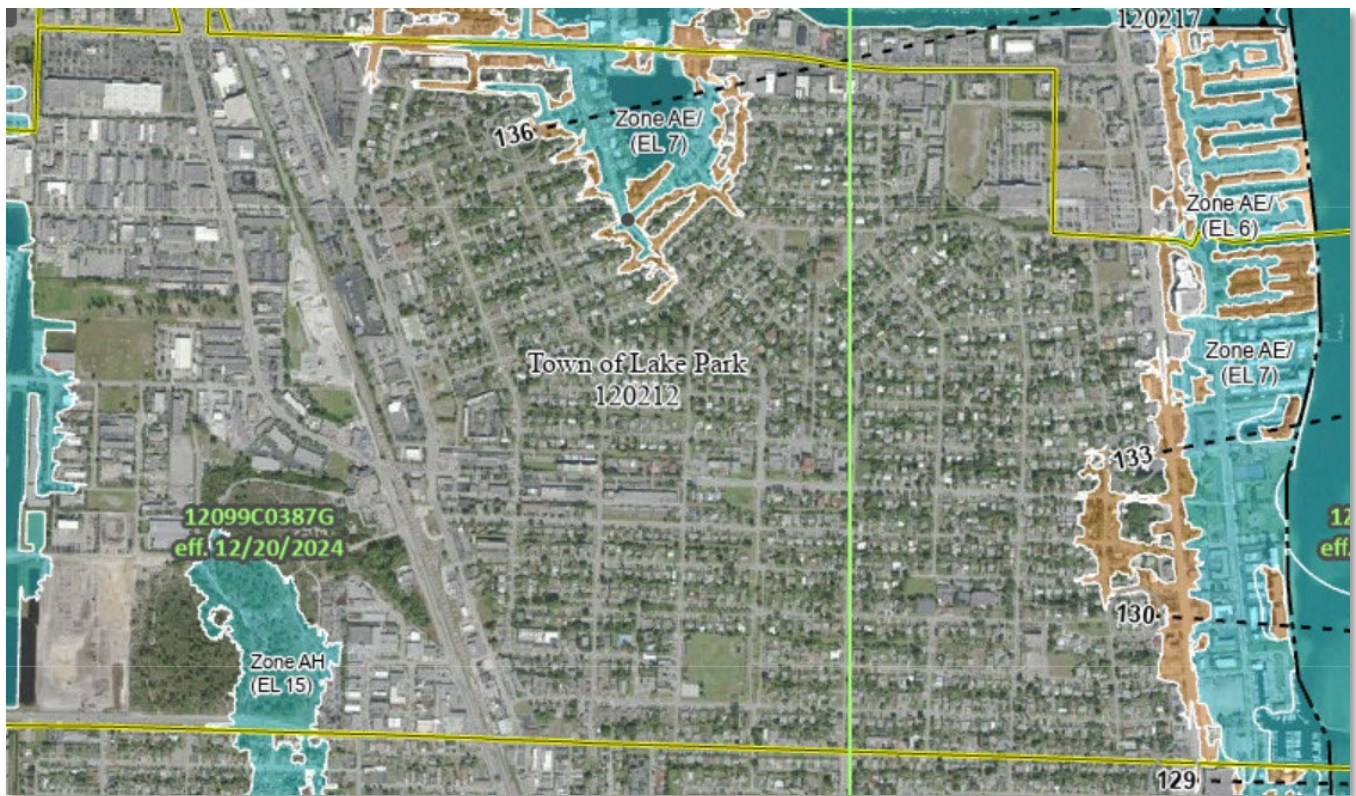
These comparisons highlight the varying approaches to intensity, height, and density in nearby communities, offering context for shaping Lake Park's future development standards.



## Environment

There are currently no major dedicated open or civic spaces in the Park Avenue Downtown District, the provision of which is outlined as a goal for the district in the Comprehensive Plan. There is a new 5,000 sq. ft. pocket park with a gazebo, owned by the Community Redevelopment Agency, adjacent to the public parking on Foresteria Drive. Directly to the west of the district across Old Dixie Highway is the Palm Beach County-owned Lake Park Scrub Natural Area – currently, there are no trails through the preserve, limiting accessibility for the public. However, the County has developed a plan for trails and limited parking.

There are no wetlands or flood zones in the district, which is beneficial for development as there are no concerns for wetland impacts or mitigation.



Map 5: FEMA Flood Zones

## Wastewater

The Park Avenue Downtown District (PADD) is a designated zone intended for substantial residential and non-residential development within the Downtown area. This district aims to enhance urban density and support a vibrant community by accommodating a significant number of residential units and commercial spaces. However, the successful implementation of the PADD's development plans hinges on the availability of essential infrastructure, particularly wastewater services. Ensuring adequate wastewater capacity is crucial to support the anticipated growth and maintain environmental standards. This section sets the stage for understanding the current limitations and necessary investment in wastewater infrastructure to achieve the PADD's full development potential.

There is only a limited amount of Equivalent Residential Connections (ERCs) available for redevelopment in the PADD. If the PADD is developed to the maximum capacity of 1,590 residential units, before consideration of the non-residential square footage, a total of 1,361 ERCs will be required for wastewater service. According to Seacoast Utility Authority (SUA), the Town's utility provider, only 229 ERCs are available in the PADD area, resulting in a shortfall of 1,132 ERCs needed to support the overall density permitted today in the PADD. It is important to note that the 229 available ERCs is an estimate, this number may rise and fall in the future based on on-going needs in the PADD.

In discussions with Seacoast during the time frame of this study, the utility provider indicated that no infrastructure improvements are planned for the PADD study area, however they have confirmed that additional flows will necessitate increased lift station capacity, as well as replacing the existing 18-inch gravity sewer with a 24-inch sewer on W Jasmine Drive. All wastewater flow currently leads to lift station LS-21 at the southwest corner of W Jasmine and Northlake. The lift station will require improvements if the PADD reaches its maximum density of 1,590 residential units, resulting in approximately 397,500 gallons per day (ADF) and 922 gallons per minute (PHF). However, Seacoast advised that a new lift station should be built within the PADD boundary, or within closer proximity, to accommodate future development to meet the need. Best practice is to locate lift stations within the same property of the development they are intended to serve to ensure efficient service, reduce costs, and minimize strain on the broader system. If a new lift station were placed outside the PADD boundary, or farther away, it could negatively impact surrounding communities by creating inequities in service and potentially leading to infrastructure deficiencies outside the overlay district. To best serve the planned growth of the PADD and maintain system integrity, the recommended approach is to site the new lift station within or in immediate proximity to the PADD.

It should be noted that the Town owns property within the PADD. These parcels were analyzed to determine whether they could be utilized for future infrastructure. In discussions with Seacoast, these Town owned parcels would require significant improvements and investment for lift station infrastructure due to complex topography and the need for undergrounding. To evaluate the feasibility of these sites for wastewater infrastructure needs, collaboration with the Seacoast Utility Authority is required.

All future development requiring water and wastewater service within the PADD should be coordinated with Seacoast Utility Authority directly as the utility provider, to ensure capacity before development approval is issued by the Town. Seacoast will work with the developer and the Town to determine the infrastructure improvements required for the individual development proposed.

## Transportation

A detailed traffic analysis was performed in the PADD and the downtown Lake Park area to compare the existing traffic conditions to those that could be expected if the PADD were fully built out. The following scenarios were examined:

- Existing conditions
- Full buildout of the PADD as residential use at 48 dwelling units per acre.
- Full buildout of the PADD as non-residential use at allowable 3.0 floor area ratio (FAR)
- Reasonable buildout of the PADD as non-residential use at 0.75 FAR, representing ground floor retail

### *Level of Service*

The level of service (LOS) on Park Avenue was determined for each scenario, and a detailed operational analysis was performed at the intersection of Park Avenue and 10th Street, which is the busiest intersection in the PADD. Further analysis was performed at the intersections of Park Avenue & Old Dixie Highway and at Silver Beach Road & Old Dixie Highway.

Vehicular LOS is a measure of how fluidly traffic flows and how much delay drivers can expect. LOS is graded on a scale of A through F. A description of the levels are as follows:

LOS A: Free flow with very low density and high speeds. Drivers have ample opportunity to maneuver and change lanes without restriction. Incident or minor slowdowns are easily absorbed.

LOS B: Stable, reasonably free-flow conditions. Some minor delays or slowdowns may occur, but generally, the travel experience is comfortable and efficient.

LOS C: Stable flow conditions, but driver speeds are closer to the free-flow speed, and maneuvering requires more focus. Minor incidents or traffic variations can start to impact travel times.

LOS D: Operations near capacity, with some delays and reduced maneuverability. Driver frustration may start to increase, and small increases in traffic volume can cause significant delays.

LOS E: Unstable flow conditions at or near capacity. Vehicles may stop and go in queues, and long delays are common. Driver frustration and reduced maneuverability are significant.

LOS F: Forced flow or breakdown conditions. Queues form and extend significantly, with stop-and-go waves and extreme delays. This is the most congested level of service.

Level of Service D is typically the standard that is accepted by most municipalities. Achieving better grades, while seemingly desirable, may result in overbuilding roadway facilities at the expense of pedestrian and bicycle facilities, and can negatively affect the urban downtown feel of the area. Therefore,

the decision can be made to maintain lower levels of service to allow and promote other users who contribute to downtown environments such as downtown Lake Park.

### *Existing Conditions*

The existing conditions analysis accounts for the current trips within the regional network, as well as trips from constructed development within the Town of Lake Park and adjacent municipalities. Traffic volumes were developed using available Palm Beach County and FDOT count data, supplemented by field observations to reflect typical operating conditions. This approach was taken to ensure that both local and regional traffic patterns influencing the PADD were represented in the analysis. Based on the existing conditions analysis, Park Avenue currently operates at a level of service C in the AM peak hour and level of service E in the PM peak hour.

- The intersection of Park Avenue & 10th Street operates at level of service C in the AM and PM peak hours.
- The intersection of Park Avenue & Old Dixie Highway operates at level of service C in the AM and PM peak hours.
- The intersection of Silver Beach Road & Old Dixie Highway operates at level of service C in the AM peak hour and level of service D in the PM peak hour.

Although the analysis indicates that these intersections operate at level of service C, the overall level of service on Park Avenue suggests that the cumulative volumes and coordination along the corridor contribute to higher delays, as confirmed by field observations. Furthermore, the level of service is near the level of service D threshold.

The analysis was performed with and without the extension of Park Avenue west of Old Dixie Highway. This extension is included in the County's plans, but a definitive construction date has not yet been determined. While the extension will provide more route options for motorists, it is expected to have minimal effect on the subject intersections. Most of the traffic anticipated to use the new segment currently utilizes Silver Beach Road and enters the Town from the south on Old Dixie Highway or 10<sup>th</sup> Street. These trips would be redistributed east-west trips at the intersections of Park Avenue with Old Dixie Highway and 10<sup>th</sup> Street, but the overall volumes likely won't decrease significantly.

A detailed traffic model was not developed for this study, as the scope for work was limited to planning-level evaluation intended to assess relative impacts under different development scenarios. The purpose of this effort was to identify general mobility trends and intersection performance, rather than to perform a full operational simulation. A more detailed simulation or corridor analysis may be warranted in future phases to support specific roadway design or capital improvement projects within the PADD.

### *Full Buildout as Residential Use*

Analysis was then performed assuming that all properties within the PADD are developed to their maximum density as residential development. The densities described in this analysis were utilized for the traffic analysis, 48 dwelling units per acre for each parcel within the PADD (1,590 residential units).

The resulting additional traffic from full buildout of the residential density results in a level of service C in the AM peak hour and level of service E in the PM peak hour for Park Avenue. The intersection of



Park Avenue and 10th Street will operate at level of service C in both peak hours. The delay at the intersection will increase, but minimally.

The intersection of Park Avenue and Old Dixie Highway will operate at level of service C in the AM peak hour and level of service D in the PM peak hour, and the intersection of Silver Beach Road & Old Dixie Highway will operate at level of service C in the AM peak hour and level of service D in the PM peak hour.

Compared to commercial development, residential development has a lower impact on the transportation network. It was assumed at the planning level that residential development was spread throughout the PADD, and the impacts were spread throughout the network. If the residential development is concentrated at a limited number of locations within the PADD, the impact locally to nearby intersections could be more significant. Furthermore, depending on the overall mix of commercial and residential development, the traffic impact of residential development could be reduced due to proximity of services within biking and walking distance.

Similar to the existing condition, the overall level of service on Park Avenue indicates that the combination of volumes on Park Avenue combined with the network of traffic signals in the area is likely to create extensive delay, compared to the specific intersection level of service, which is confirmed in field observations. Furthermore, the level of service is near the level of service D threshold.

#### *Full Buildout as Non-Residential Use*

An analysis was then performed assuming full buildout of non-residential development at a 3.0 floor area ratio (FAR) within the PADD (4.3 million square feet). While it is unrealistic to believe that commercial development will occur at this intensity over the broad area, the analysis was performed for comparison purposes.

The resulting additional traffic from full buildout of the non-residential intensity at full 3.0 FAR results in a level of service F in the AM and PM peak hours for Park Avenue. The intersection of Park Avenue and 10th Street will operate at level of service F in both peak hours, with significant delay in the PM peak hour. If the entire PADD was redeveloped at the allowable commercial intensity, the intersection would operate with significantly deteriorated conditions and with impacts to roads and intersections nearby. The intersection of Park Avenue & Old Dixie Highway will operate at level of service C in the AM peak hour and level of service F in the PM peak hour, and the intersection of Silver Beach Road & Old Dixie Highway will operate at level of service C in the AM peak hour and level of service F in the PM peak hour.

#### *Reasonable Buildout*

An analysis was then performed assuming a lesser buildout of non-residential development at a 0.75 FAR within the PADD (1 million square feet). Commercial development within the PAD is most likely to follow the existing pattern, occurring primarily at ground level. This approach is also supported by the zoning code regulations for the PADD. While multi-story commercial buildings are common in the professional office market, there has been little interest in this type of development within the PADD. The 0.75 FAR is a reasonable representation of either ground-floor retail in a mixed-use building or a dense, single-story commercial development with structured parking.



The resulting additional traffic from partial buildout of the commercial intensity at 0.75 FAR results in a level of service E in the AM and PM peak hours for Park Avenue. The intersection of Park Avenue and 10th Street will operate at level of service C in the AM peak hour and level of service F in the PM peak hour due to impacts from rush hour traffic. The intersection of Park Avenue & Old Dixie Highway will operate at level of service F in the AM and PM peak hours, and the intersection of Silver Beach Road & Old Dixie Highway will operate at level of service D in the AM peak hour and level of service F in the PM peak hour. Although these intersections will still operate at level of service F, the delay will be significantly less in this scenario than at full buildout at 3.0 FAR.

The actual operating conditions of Park Avenue and at the intersection of Park Avenue and 10th Street are dependent on the actual location of the future development, and the location of driveways service the sites. Furthermore, this analysis assumes that the development is located throughout the PADD, and the maximum development for each parcel within the PADD is limited to the maximum development density or intensity permitted per acre.

Note: Each of these scenarios and associated analysis is based on normal traffic conditions without interference from rail operations. The subject intersections are impacted by periodic closure due to trains passing. Longer freight trains have the most impact on operations. The impact from closures near the analyzed intersection can last for many minutes after the train passes, as the intersections can only process a finite amount of traffic during each signal cycle.

### *Recommendations for Enhancing Mobility and Intersection Functionality in the PADD*

1. Coordinate with Palm Beach County on Intersection Improvements. The Town should work closely with Palm Beach County to evaluate potential intersection improvements. However, due to right-of-way constraints—such as existing buildings—adding new lanes may not be feasible at certain locations. The Town should prioritize context-sensitive solutions that align with the vision of an urban downtown environment, rather than focusing solely on vehicle level of service.
2. Avoid Widening Intersections That Undermine Urban Design Goals. In cases where additional lanes would compromise the pedestrian-friendly character of the area, the Town should avoid such expansions. Maintaining a high level of service for vehicles should not come at the expense of creating a vibrant, walkable downtown.
3. Partner with Regional Agencies to Improve Network Mobility. The Town should collaborate with Palm Beach County and the Palm Beach Transportation Planning Agency (TPA) to identify broader roadway network improvements that enhance overall mobility without increasing car dependency.
4. Optimize Signal Timing as Development Progresses. As the PADD continues to develop, the Town should coordinate with Palm Beach County to regularly review and optimize traffic signal timing to improve traffic flow and reduce congestion.
5. Continue Implementation of the Town's Mobility Plan. The Town should actively pursue the projects outlined in its Mobility Plan, with a focus on enhancing infrastructure for pedestrians and cyclists. These improvements will support multimodal transportation options and reduce reliance on automobiles.

## Limited Market Study

The Park Avenue Downtown District (PADD) represents a unique opportunity for revitalization and strategic growth within a historically rich and culturally diverse community. This market study aims to provide a comprehensive analysis of the demographic, economic, and real estate trends shaping the downtown area. With a younger population, modest income levels, and evolving consumer preferences, Lake Park's downtown is poised for thoughtful development that balances economic opportunity with community character. By understanding the current market conditions and identifying key opportunities and challenges, this study will inform planning efforts, guide investment decisions, and support the Town's vision for a vibrant, inclusive, and economically resilient downtown.

## Demographic Overview

Lake Park has a younger population with lower levels of educational attainment and a lower median income compared to the surrounding county, state, and nation. The town's median age is 35.5, with a median household income of \$69,274. Among residents aged 25 and older, 83.8% have at least a high school diploma or equivalent, while 31.9% hold a bachelor's degree or higher. The town also has a 14.5% poverty rate compared to only 11.1% in the county. The gender composition is also notable, with only 47% of the population being male, which is significantly below the national average.<sup>1</sup>

Compared to Lake Park overall, the Park Avenue Downtown District (PADD) has a median age of 36.4 and a median income of \$50,323.<sup>2</sup>

	<b>PADD</b>	<b>Lake Park</b>	<b>Palm Beach County</b>
Population	517	9,005	1,507,453
Median Household Income	\$ 50,323	\$69,274	\$81,115
Average Household Size	2.39	2.81	2.48
Labor Force Participation Rate	n/a	59.7%	64.7%
Unemployment Rate	9.1%	5.1%	3.2%
Family Poverty Rate	n/a	14.5%	11.1%
Educational Attainment – Population 25 years and over with a High School Diploma or Equivalent	69%	83.8%	89.1%
Median Age	36.4	35.5	45.4

<sup>1</sup> ACS 5-Year Estimates Subject Tables

<sup>2</sup> Esri Business Analyst, 2025

Source: ESRI Business Analyst, 2025 and 2023 ACS 5-Year Estimates Subject Tables

## Population Forecast

Population in the State of Florida has grown at incredible rates over the past five years during and post-COVID19 pandemic, growing at an average of over 1.6% per year. Much of this growth occurred in the highly populated cities across the state, but smaller cities saw significant growth as well. The population projections for the state continue to show a trend of major growth over the next 20 years and Lake Park will be part of this growth.

At 2,578 square miles in total area, Palm Beach County is one of the largest counties in the eastern United States and the largest among Florida's 67 counties. The population is estimated at almost 1.45 million. Population increased approximately 3.1% annually from 1990 through 2000, compared to double and triple that rate in the 1980s. The area's population is projected to reach over 1.56 million by 2025 and nearly 2 million by 2050<sup>15F</sup>. While residential demand in Lake Park alone is not expected to increase significantly, Palm Beach County's growth poses an opportunity to capture some of the growth within the boundaries of Lake Park and by extension the PADD.

	2020	2024	2025	2030	2035	2040	2045
<b>Town Population</b>	9,047	9,014	9,116	9,557	9,886	10,133	10,319
<b>Town Growth Rate<sup>3</sup></b>	-	-0.36%	1.13%	4.84%	3.44%	2.50%	1.83%
<b>Palm Beach County Population</b>	1,492,191	1,545,905	1,567,500	1,643,400	1,700,000	1,742,500	1,774,400
<b>Palm Beach County Population</b>	-	3.60%	1.40%	4.84%	3.44%	2.50%	1.83%
<b>Florida Population</b>	21,538,187	23,014,551	23,292,200	24,698,500	25,815,000	26,682,000	27,409,400
<b>Florida Growth Rate</b>	-	6.85%	1.21%	6.04%	4.52%	3.36%	2.73%

Source: Population projections calculated using data from the Bureau of Economic and Business Research, University of Florida.

## ESRI Tapestry Segments

ESRI Tapestry is a powerful analytical tool used to cluster households within a geographic area into distinct market segments based on characteristics such as age, income, life stage, household size, ethnicity, market preferences, and numerous other factors. The tool allows demographics to be integrated with market potential indicators to determine what household decisions and preferences are.

<sup>3</sup> Growth rate of the Town is based off of the County and includes the same rate and assumptions.

For instance, middle-aged households with several children are significantly less likely to live in urban multi-family housing compared to highly mobile young singles and couples with moderate incomes.

The top three ESRI Tapestry Segmentation Area Profiles for the Town of Lake Park include:

#### **Old and Newcomers (8F) - 28.4% of Households in 2024**

The Old and Newcomers group is made up of a diverse mix of mostly renters spanning various life stages, including retirees, young professionals, and students. They reside in transitional neighborhoods with housing options that include a blend of older single-family homes and multi-unit buildings, many of which were built prior to 1980. The median age for this group is 39.4 years, and household sizes are typically small.

Old and Newcomers have a median household income of \$44,900. They are budget-conscious and often use coupons but occasionally indulge in impulse purchases. This group values practicality and convenience in their spending habits.

These residents lead a metropolitan lifestyle, balancing modern preferences with a focus on affordability. Dining out for them often includes convenient and economical options. Their lifestyle reflects adaptability and resourcefulness, characteristic of neighborhoods undergoing change.

#### **Rustbelt Traditions (5D) - 23.9% of Households in 2024**

The Rustbelt Traditions group represents a stable, hardworking population primarily found in older industrial cities near the Great Lakes. These households are a mix of married-couple families and singles, often living in modest single-family homes built in the 1950s. The average household size is 2.47, and the median age is 39 years.

This group has a median household income of \$51,800, with many deriving income from wages, Social Security, or retirement accounts. They are budget-conscious consumers who value American-made products and prioritize spending on necessities. Family-oriented, they enjoy time spent at home and have a strong connection to their local communities.

Rustbelt Traditions residents are often long-term members of their neighborhoods, with many having lived, worked, and socialized in the same area for years. Their lifestyle reflects practicality, tradition, and a deep sense of community.

#### **Fresh Ambitions (13D) - 15.8% of Households in 2024**

The Fresh Ambitions group consists of young families, many of whom are recent immigrants, living in urban neighborhoods. These households are predominantly renters residing in older row houses or multi-unit buildings, often built before 1950. The average household size is 3.17, and the median age is 28.6 years.

This group has a median household income of \$26,700, with many supplementing their earnings through overtime work or public assistance. They are price-conscious consumers who prioritize budgeting for necessities but occasionally indulge in brand-name items for their children. Family is

central to their lifestyle, and multigenerational living is common, with extended families supporting one another.

Fresh Ambitions residents are hardworking and focused on providing for their families. They often rely on public transportation or walk to work, reflecting their urban lifestyle. Their spending habits and community-oriented values highlight their resilience and adaptability.

Focusing in on the PADD specifically, there are only two ESRI Tapestry Segmentation Area Profiles that are applicable within the PADD area and include:

- **Rustbelt Traditions (5D) – 61.6% of Households in 2024**
- **Fresh Ambitions (13D) – 38.4% of Households in 2024**

The Tapestry Segments of the PADD do not include the Old and Newcomers segment that makes up a large portion of the overall Town.

## Employment Trends

The Town of Lake Park has a business environment that is largely dominated by retail trade with over 25% of employees working in retail trade businesses which make up for over 16% of the total businesses. Construction has the second highest number of businesses and employees, with 10% and 12.7% respectively.

The PADD is currently quite different, with health care and social assistance having the most businesses and employees, with 8.3% of businesses and 21.9% of employees respectively. Public administration, educational services, and other services make up another 42.2% of the employees in the PADD.<sup>4</sup>

Lake Park also has a high unemployment rate at 7.1% of the population age 20 to 64 being unemployed, well above the natural unemployment rate and federal, state, and county rates<sup>5</sup>. Although an unemployment rate is not available for the PADD, it is assumed that a similar unemployment rate exists within the district. However, the PADD does have a net positive daytime population due to employment and can be considered an employment center in Lake Park.

## Employment Forecast<sup>6</sup>

When considering both total and percent growth, the top five industries projected to see the most employment growth in Palm Beach County are administrative and support services, professional and technical services, ambulatory health care services, food services and drinking places, and specialty trade contractors. These industries also have various subsectors experiencing significant growth, some at much higher rates. Additionally, telecommunications is another industry expected to continue its expansion over the next two decades.

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<sup>4</sup> ESRI Business Summary

<sup>5</sup> ACS 5-Year Estimates Subject Tables

<sup>6</sup> Florida Commerce, Bureau of Workforce Statistics and Economic Research



The Town of Lake Park, particularly the PADD area, is expected to experience similar employment impacts over the forecasted period. However, town-specific variations may arise based on local planning decisions. The primary employment sectors in the PADD and Lake Park align with the high-growth areas across the county. These sectors include construction, health care and social assistance, public administration, and other services. They closely correlate with four of the top five county-level growth industries: administrative and support services, ambulatory health care services, food services and drinking places, and specialty trade contractors. Additionally, there is an opportunity to enhance workforce development initiatives focused on these rapidly growing occupations and other roles that are vital to the community.

## Consumer Trends<sup>7</sup>

Consumer spending in Lake Park falls below the national average, with the Park Avenue Downtown District (PADD) exhibiting even lower spending levels. Despite this, key spending categories—Food, Entertainment & Recreation, and Apparel & Services—demonstrate the highest spending potential within both Lake Park and the PADD. These categories represent the strongest opportunities for retail and service-oriented businesses, suggesting that targeted investments in dining, leisure, and lifestyle offerings could align well with local demand and help stimulate economic activity in the downtown area.

The demand outlook through 2029 shows similar trends, with notable growth expected in apparel, entertainment/recreation, and food. Based on current trends and population, these sectors have the strongest potential for growth.

## Future Local Market Demand

As Lake Park continues to evolve, understanding future market demand in the Park Avenue Downtown District (PADD) is essential for guiding sustainable growth and investment. Demographic shifts, regional economic trends, and changing consumer preferences are expected to shape the types of goods, services, and experiences that will be in demand. With a younger population and growing interest in walkable, mixed-use environments, the downtown area is well-positioned to attract new businesses and residents. This section explores projected demand across key sectors—such as retail, housing, and office—and identifies opportunities to align future development with the needs and aspirations of the community. Residential demand forecasts are based on projected new households, retail demand forecasts are based on projected spending demand, and office forecasts are based on potential future employment.

## Residential Demand

The residential demand projection is based on Shimberg's 2025-2050 household forecasts, which indicates an incremental increase of approximately 10 to 30 households every five years in the Town of Lake Park. The annual growth rate averages 0.3 to 0.4 percent, reflecting stable but modest household formation over time. This pattern suggests that Lake Park is expected to experience steady, incremental growth rather than sharp fluctuations in housing demand.

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<sup>7</sup> ESRI Retail Demand Outlook

<b>Year</b>	<b>Owner Occupied</b>	<b>Owner Percent</b>	<b>Renter Occupied</b>	<b>Renter Percent</b>	<b>Total Households</b>
2025	1,545	44%	1,941	56%	3,486
2030	1,621	45%	1,956	55%	3,577
2035	1,681	46%	1,987	54%	3,668
2040	1,733	46%	2,005	54%	3,738
2045	1,751	46%	2,015	54%	3,766
2050	1,776	47%	2,015	53%	3,791

The overall vacancy rate for housing in Lake Park is 12.9%. As the community transitions toward more owner-occupied units and faces limitations on available land, there may be increased demand for owner-occupied condominiums or similar housing options. Additionally, the ongoing growth in Palm Beach County presents an opportunity for Lake Park—and the surrounding PADD—to attract some of this expansion within its borders.

The projections in this analysis come from the Shimberg Center’s Florida Housing Data Clearinghouse. They use population forecasts from the Bureau of Economic and Business Research (BEBR) and data from the American Community Survey (ACS) about household size, whether people own or rent their homes, and vacancy rates. The model estimates future numbers of homeowners and renters and adjusts for changes in vacancy and occupancy based on past trends. To estimate long-term housing demand for the Town of Lake Park, these projections were applied directly, using local data on households and vacancies.

## Retail Demand Projected

The retail demand growth from ESRI’s Retail Demand Outlook is used in combination with sales per square foot estimates to find the projected increase in retail demand in the PADD in 2029 and 2035. This analysis uses sales per square foot estimates that are projected to grow at rates similar to income growth. On a statewide scale, nearly all retail categories in Florida are reporting record sales per square foot. The increase in retail sales per square foot is a factor contributing to rising commercial rental rates. The higher sales per square foot observed across various retail categories leading to higher rental rates, combined with limited space availability and increased leasing activity in key shopping areas across the U.S., is giving retail landlords the ability to set higher prices for the first time in years.

There is only expected to be 2,798 sq ft of additional retail space demand over the next five years in the PADD, and only 4,760 sq ft over the next ten years. Food services, including restaurants and grocery

stores, household furnishing and equipment stores, and apparel stores show the largest demand growth. The total demand increase for each category is limited to small expansions of existing spaces as opposed to a need for new retail spaces in the community.

<b>Retail Category</b>	<b>Sales Per Sq Ft</b>	<b>Projected Growth 2024-2029</b>	<b>Retail Demand (by 2029)</b>	<b>Retail Demand (by 2035)</b>
Food Services – Restaurants	\$350	\$180,059	514 sq ft	873 sq ft
Supermarkets/Groceries	\$400	\$322,223	806 sq ft	1,367 sq ft
Apparel Stores	\$280	\$108,107	386 sq ft	655 sq ft
Household Furnishings and Equipment	\$180	\$88,099	489 sq ft	830 sq ft
Pharmacies + Drug Stores	\$300	\$54,024	180 sq ft	306 sq ft
Computer/TV/Audio	\$280	\$70,597	259 sq ft	440 sq ft
Pets	\$245	\$41,677	170 sq ft	289 sq ft
<b>Total</b>		<b>\$852,607</b>	<b>2,798 sq ft</b>	<b>4,760 sq ft</b>

The projected increase in retail demand in the Town of Lake Park and Palm Beach County in 2029 and 2035 were also calculated to provide a comparison to the demand increase in the PADD. These tables are shown below.

*Retail Demand Projections for the Town of Lake Park*

<b>Retail Category</b>	<b>Sales Per Sq Ft</b>	<b>Projected Growth 2024-2029</b>	<b>Retail Demand (by 2029)</b>	<b>Retail Demand (by 2035)</b>
Food Services – Restaurants	\$350	\$3,657,542	10,450 sq ft	17,809 sq ft
Supermarkets/Groceries	\$400	\$6,862,430	17,156 sq ft	29,240 sq ft
Apparel Stores	\$280	\$2,234,916	7,982 sq ft	13,599 sq ft
Household Furnishings and Equipment	\$180	\$1,857,812	10,321 sq ft	17,597 sq ft
Pharmacies + Drug Stores	\$300	\$1,168,716	3,896 sq ft	6,641 sq ft
Computer/TV/Audio	\$280	\$1,522,355	5,437 sq ft	9,267 sq ft
Pets	\$245	\$901,742	3,681 sq ft	6,275 sq ft
<b>Total</b>		<b>\$18,205,513</b>	<b>58,922 sq ft</b>	<b>100,429 sq ft</b>

*Retail Demand Projections for Palm Beach County*

<b>Retail Category</b>	<b>Sales Per Sq Ft</b>	<b>Projected Growth 2024-2029</b>	<b>Retail Demand (by 2029)</b>	<b>Retail Demand (by 2035)</b>
Food Services – Restaurants	\$350	\$584,637,492	1,670,393 sq ft	2,784,088 sq ft
Supermarkets/Groceries	\$400	\$1,079,148,985	2,697,872 sq ft	4,496,474 sq ft
Apparel Stores	\$280	\$349,857,490	1,249,491 sq ft	2,083,012 sq ft
Household Furnishings and Equipment	\$180	\$301,091,480	1,672,730 sq ft	2,790,006 sq ft
Pharmacies + Drug Stores	\$300	\$187,002,391	623,341 sq ft	1,038,742 sq ft
Computer/TV/Audio	\$280	\$242,816,309	867,201 sq ft	1,445,263 sq ft
Pets	\$245	\$147,558,259	602,279 sq ft	1,003,439 sq ft
<b>Total</b>		<b>\$2,892,112,406</b>	<b>9,383,308 sq ft</b>	<b>15,641,024 sq ft</b>

Although retail demand is projected to grow by negligible amounts using the projections specifically for the PADD, the Town of Lake Park and Palm Beach County are expected to see significant growth in retail space demand over the next ten years. The PADD has an opportunity to position itself to reap the benefits of this projected growth and outgrow its current projections. This will require intentional planning decisions in the present to set the PADD up for success over the coming years.

## Office Demand

Based on the total employment forecast, office shares were applied to each industry employment projection based on office trends and the fact that national trends indicate declining space per employee. Estimates for office demand are based on 200 square feet per employee until 2030. Professional and Technical Services, Management of Companies and Enterprises, and Public Administration have the highest office-occupying shares.

Similar to the retail space assessment, there is not much need for office space expansion in the PADD based on the forecast growth of the area. Office space expansion across Lake Park and Palm Beach County is expected to increase at a similar rate as the PADD indicating that the opportunity for commercial land uses lies with retail, not office – which could encourage active storefronts throughout the PADD and Lake Park as a whole.

Industry	Office Share	2024 Employees in PADD	2035 Employees in PADD	Net New Office Space (2024-2035)
Educational Services	15%	72	75	90 sq ft
Professional and Technical Services	75%	47	49	300 sq ft
Real Estate and Rental/Leasing	50%	5	5	0 sq ft
Health Care and Social Assistance	20%	117	122	200 sq ft
Construction	15%	3	3	0 sq ft
Transportation and Warehousing	15%	10	10	0 sq ft
Public Administration	60%	54	56	240 sq ft
Accommodation and Food Service	5%	28	29	10 sq ft
Other Services	10%	99	103	80 sq ft
<b>Total</b>		<b>435</b>	<b>452</b>	<b>1,280 sq ft</b>

## Hospitality

Given the increasing growth in the tourism and hospitality industry in the larger metropolitan area, it is believed that the Town of Lake Park could support limited mid-scale hotel facilities if desired. It should be noted that the PADD is tucked away and not near any major thoroughfares or economic driving districts.

## Demand Summary

Residential forecasts are based on the Town as a whole, while the Retail and Office space forecasts focus specifically on the PADD:

Type	Existing Demand	10-Year Demand – LOW	10-Year Demand - HIGH
Residential (units)	3,486	3,237	4,099
Retail (sq. ft.)	9,942	14,142	15,261
Office (sq. ft.)	23,520	24,649	24,950

Demand in the PADD is not expected to grow significantly over the next 20 years. The expected growth in the Palm Beach County may impact growth in Lake Park more than the current estimates project, and proper planning could help incentivize new Palm Beach County residents to choose Lake Park for their homes and businesses.



## Market Summary

The Limited Market Study for the Park Avenue Downtown District (PADD) reveals that both Lake Park and the PADD have lower-than-average consumer spending compared to national benchmarks, with the PADD trailing even further behind. Despite this, spending on food, entertainment and recreation, and apparel and services shows the highest potential, indicating opportunities for targeted retail growth. However, projected retail demand remains modest suggesting that future development should focus on small-scale expansions rather than large commercial projects. Residential demand is also limited, with only 305 new households expected in Lake Park by 2050. While multifamily housing is not currently in high demand due to existing vacancies, there may be future opportunities for ownership-oriented housing such as condominiums.

Office space demand in the PADD is minimal, reflecting broader trends of reduced office space needs. The hospitality sector may support limited mid-scale hotel development, though the PADD's location away from major corridors may constrain this potential. Overall, the market outlook suggests that significant growth is unlikely without strategic planning and investment. However, with Palm Beach County expected to experience substantial population and economic growth, the PADD could position itself to capture a share of this momentum through intentional development policies, infill strategies, and support for small businesses and active ground-floor uses.

## Existing Plan Review

A thorough review of the comprehensive plan, the land development regulations and previous planning studies and documents related to the PADD has been completed. The focus was on relevant documents focusing on Downtown, as well as policy, regulatory documents and standards affecting the Downtown study area. These documents include objectives and policies from the Comprehensive Plan, the PADD zoning district in the Land Development Regulations, and materials from the PADD Density Workshop on October 19, 2024. Through this review, we have identified regulations and policies that may need updates to achieve the town's goals. We reviewed the following document as part of this effort:

- Comprehensive Plan, Future Land Use Element
- Land Development Regulations, PADD zoning district, Section 78-70
- PADD Density Workshop October 19, 2024

EXISTING PLAN REVIEW MATRIX	
Purpose and Intent	
<b>Comprehensive Plan - FLU Objective 12</b>	Objective 12 ...A Downtown Future Land Use Classification is established to facilitate the redevelopment of the historical Park Avenue downtown and the immediate surrounding area. This land use category encourages a dense, vibrant, walkable mixed-use downtown that combines residences, businesses, and civic spaces, and that is well-integrated into the surrounding neighborhoods.
<b>Land Development Regulations, Section 78-70</b>	LDR Section 78-70(a)(1) Purpose and Intent of the PADD: Provide for development which is reflective of early master plans for small scale traditional downtown commercial areas.
<b>Density Workshop</b>	To assess whether current projects and maximum allowable densities align with the Commission's original vision for downtown redevelopment as established in the Comprehensive Plan Amendments and Land Development Regulations.
<b>Consistency</b>	Consider PADD description "small scale traditional downtown commercial areas" compared to density and compatibility regulations.
Use	
<b>Comprehensive Plan - FLU Objective 12</b>	Policy 12.1 ...The Downtown Land Use shall provide for the development or redevelopment of compact residential and non-residential or mixed use buildings to complement the existing buildings.
<b>Land Development Regulations, Section 78-70</b>	Table 78-70-1 <ul style="list-style-type: none"> <li>○ Permitted by right nonresidential uses include a range of retail and commercial services.</li> <li>○ Special Exception residential uses include apartments, townhomes, and live/work.</li> <li>○ Special Exception nonresidential uses include gym and spa's, parking structures, distilleries, hotels or inns, breweries, restaurants, wineries, indoor entertainment and theaters, train station.</li> </ul>

	<ul style="list-style-type: none"> <li>Existing single-family homes within the district may continue to exist as a legal nonconforming use and may be improved or renovated until they are redeveloped into a use other than a single-family home.</li> <li>Airbnb's / Bed and Breakfast - Shall be in existing single-family units.</li> <li>Live/work units nonresidential uses may include retail, studios, personal services and office.</li> <li>Drive-through facilities are prohibited.</li> <li>Grocery stores must be at least 2,000 SF but no more than 10,000 SF and at least 50% of foods must be considered specialty or ethnic in nature.</li> <li>Brewpubs must generate more than 50 percent of total business from food sales. No more than 50% of the GFA may be used for brewery function.</li> <li>Microbreweries are permitted only in conjunction with a restaurant, tasting room or retail sales with no more than 75% of the GFA to be used for brewery function.</li> <li>Breweries and Distilleries must include a public viewing area open to the public.</li> <li>Wineries shall only be permitted in conjunction with a restaurant with no more than 75% of the GFA to be used to produce wine.</li> </ul>
<b>Consistency</b>	The Comprehensive Plan calls for residential development, which is restricted in the LDC by requiring a Special Exception.
<b>Density and Intensity</b>	
<b>Comprehensive Plan - FLU Objective 12</b>	<p>Section 3.4.3 "Future Land Use Classification System" sets the Downtown Land Use density at 48 dwelling units per acre (du/acre) and a Floor Area Ratio (FAR) of 3.0 for the entire area.</p> <p>Residential density- The Commission can approve projects with higher densities if the average density across the Downtown area stays at or below 48 du/acre, follows the policies, and meets land development regulations.</p> <p>Non-residential intensity - Uses have a maximum FAR of 3.0. Individual sites can exceed this FAR, as long as the average FAR for the Downtown area remains at or below 3.0, adheres to policies, and complies with land development regulations.</p>
<b>Land Development Regulations, Section 78-70</b>	<p>Table 78-70:</p> <p>Residential - Maximum density is 48 dwelling units per acre. The Town Commission may approve projects exceeding this limit if the average density for the entire Downtown area remains at or below 48 du/acre and aligns with the PADD's purpose and intent.</p> <p>Building Coverage – 90% max for both districts, regardless of use.</p>
<b>PADD Density Workshop</b>	<p>*Total downtown density: 1,590 units</p> <p>*Current number of units downtown: 250 existing units</p> <p>*Available number of units for redevelopment: 1340 units</p> <p>*Remaining available number of units for redevelopment if the two large projects are approved as proposed: 245 units</p>
<b>Consistency</b>	No mention of FAR (intensity) in LDRs.
<b>Compatibility</b>	
<b>Comprehensive Plan - FLU Objective 12</b>	<b>Policy 12.3.</b> The land development regulations developed to implement the Downtown Land Use shall provide for compatibility of adjacent land uses by establishing criteria to

	address buffering and to control the height and intensity of structures to mitigate the impacts of development on adjacent zoning districts, particularly single-family districts																								
Land Development Regulations, Section 78-70	<p>Table 78-70</p> <p>Building Height:</p> <table><tr><td>Type</td><td>Core</td><td>Outer</td></tr><tr><td>Max Height</td><td>12 stories (160 ft)</td><td>4 stories</td></tr><tr><td>Min Height</td><td>2 stories</td><td></td></tr></table> <p>78-70(7)b.3 Structured parking - For structures in the Core Sub-District, up to four levels (maximum of 40 feet) of structured parking may be excluded from the maximum height of a structure, even if active liner uses are proposed through the waiver process. Additional height shall not significantly impact light, air flow, and aesthetics of any abutting single family or multifamily dwellings.</p> <p>Setbacks:</p> <table><tr><td>Type</td><td>Core</td><td>Outer</td></tr><tr><td>Front</td><td>15 ft maximum**</td><td>15 ft minimum</td></tr><tr><td>Side (interior)</td><td>15 ft when adjacent to existing buildings</td><td>None*</td></tr><tr><td>Side Street</td><td>None</td><td>None*</td></tr><tr><td>Rear</td><td>None</td><td>None*</td></tr></table> <p>* 15 ft when adjacent to single-family districts ** At least 50% of the building of all new and substantial construction shall have a 0 foot front setback.</p>	Type	Core	Outer	Max Height	12 stories (160 ft)	4 stories	Min Height	2 stories		Type	Core	Outer	Front	15 ft maximum**	15 ft minimum	Side (interior)	15 ft when adjacent to existing buildings	None*	Side Street	None	None*	Rear	None	None*
Type	Core	Outer																							
Max Height	12 stories (160 ft)	4 stories																							
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Front	15 ft maximum**	15 ft minimum																							
Side (interior)	15 ft when adjacent to existing buildings	None*																							
Side Street	None	None*																							
Rear	None	None*																							
Density Workshop	<p>Slide 21: The parking waiver was first adopted for the FHMUDO, then included in the C-3, and subsequently the PADD</p> <p>Slide 36: Architectural guidelines were also adopted to allow for additional buffering and step backs, and ground floor amenities that would aim to create an acceptable pedestrian scale.</p> <p>Slide 27: Recommendation for additional architectural requirements should be considered to reduce massing at any height.</p> <p>Heights vary from 5 stories to 10 stories. Building length broken up by varied heights, numerous step backs. Building breaks create variety and break massing.</p>																								
Consistency	<p>Buffers around the entire parcel are addressed in Section 78-253 of the code, but not within the PADD regulations of 78-70.</p> <p>While the compatibility was originally considered, a closer look at the close proximity of the single-family neighborhoods to the CORE sub-district, and small outer core, the outer core may not provide sufficient distance to mitigate the impacts of the CORE.</p>																								
Open Space and Landscape																									
Comprehensive Plan - FLU Objective 12	Policy 12.4 - Development and redevelopment shall be supported by publicly accessible civic spaces, walkable and bikeable streets and served by varied forms of public and private transportation.																								
Land Development	<p>Green space (landscaped) – 10% minimum of lot area excluding parking</p> <p>Landscape:</p>																								

<b>Regulations, Section 78-70</b>	<ul style="list-style-type: none"> <li>○ Street trees – 1 shade tree every 20 ft, or 3 palms every 15 ft, fronting a public right-of-way.</li> <li>○ Foundation planting - 15% of street tree planting area can be reallocated to foundation planting area if ground floor residential is proposed,</li> <li>○ Vehicular areas - One island or diamond per 10 spaces, and at end of each row</li> <li>○ Buffers:</li> <li>○ Parking lots - 5 ft around parking lots, not abutting a building</li> <li>○ 10<sup>th</sup> Street – 5 ft buffer along 10<sup>th</sup> Street</li> </ul> <p>Core Subdistrict – Public or private plaza, or midblock connection, required in interior setback.</p> <p>Outdoor seating – Requires site plan approval and must meet all criteria.</p>
<b>Consistency</b>	<p>Buffers around the entire parcel are addressed in Section 78-253 of the code, but not within the PADD regulations of 78-70.</p>
<b>Design</b>	
<b>Land Development Regulations, Section 78-70</b>	<p>Include the following elements for all uses:</p> <ul style="list-style-type: none"> <li>○ Unified design and character</li> <li>○ Compatibility with surrounding aesthetic</li> <li>○ Building massing should address the street and pedestrian oriented environment <ul style="list-style-type: none"> <li>○ Step-back required over 4 stories, at 5<sup>th</sup> floor, no less than 20 ft in depth</li> <li>○ 40 ft horizontal façade break required after 200 linear feet, if over 4 stories</li> </ul> </li> <li>○ Ground level retail.</li> <li>○ Shade structures for pedestrians such as arcades, awnings, over hangs</li> <li>○ Encroachments generally permitted into all setbacks</li> </ul> <p>Preferred architectural styles</p> <ul style="list-style-type: none"> <li>○ Park Avenue - Mediterranean Revival</li> <li>○ 10th Street – Miami Modern</li> </ul> <p>Residential</p> <ul style="list-style-type: none"> <li>○ Residential proposed for Park Ave or 10<sup>th</sup> St shall have direct frontage on street.</li> <li>○ All residential buildings above 2 stories shall have a minimum of 50% of the 1<sup>st</sup> floor street frontage devoted to nonresidential use available to the public.</li> </ul> <p>Live/Work</p> <ul style="list-style-type: none"> <li>○ Must be accessible from the street or courtyard.</li> <li>○ Façade shall have a clear glazed area no less than 70%.</li> <li>○ Nonresidential must be 25% or more of GFA.</li> <li>○ Residential must be 350 GFA or more.</li> <li>○ Must include 180 SF of open space or more.</li> </ul>
<b>Consistency</b>	<p>No reference of design criteria in the comprehensive plan policies.</p> <p>Additional requirements for new construction and redevelopment of nonresidential buildings in the Town are found in Article XII “Architectural Design Guidelines for Nonresidential Buildings”.</p>
<b>Parking</b>	
<b>Land Development Regulations, Section 78-70</b>	<p>Parking Required:</p> <ul style="list-style-type: none"> <li>• Residential uses – 1 space per unit.</li> <li>• Nonresidential uses –1 space per 500 SF. <ul style="list-style-type: none"> <li>○ Restaurants require 1 space per 100 SF.</li> <li>○ Hotels require 1 space per room + 1 space for each employee + 1 space per 3 rooms.</li> </ul> </li> </ul>



	<ul style="list-style-type: none"> <li>○ Live/Work – One space for residential and no parking for nonresidential if less than 600 SF.</li> </ul> <p>Parking Reduction:</p> <ul style="list-style-type: none"> <li>• 10% max parking may be satisfied by using unallocated public parking.</li> <li>• Market rate contribution for construction of public parking if available within 6 months of C.O.</li> <li>• Additional onsite sheltered bike racks and car share/carpooling spaces must be provided by way of Traffic Management Plan.</li> </ul> <ul style="list-style-type: none"> <li>○ Valet Parking – 50% maximum of required.</li> <li>○ Shared Parking – Joint and cross access easement agreement or shared parking may be proposed.</li> <li>○ Bike racks required.</li> </ul>
<b>Waivers</b>	
<b>Comprehensive Plan - FLU Objective 12</b>	No reference to waivers.
<b>Land Development Regulations, Section 78-70</b>	<p>Waivers for certain development standards within this district can be granted if the applicant meets the criteria set by the town commission, with applications reviewed by the community development department and planning and zoning board, ensuring compatibility with surrounding structures and providing public benefits.</p> <ul style="list-style-type: none"> <li>○ Off-street parking – 10% of required spaces</li> <li>○ Building height – 20% increase in height</li> <li>○ Structured parking height – 4 floors or 40 feet excluded from max height</li> </ul> <p>Landscape – Replacement of species or quantity, quality or height</p>
<b>Consistency</b>	The Comprehensive Plan does not reference the use of waivers for the LDC.
<b>Transportation</b>	
<b>Comprehensive Plan - FLU Objective 12</b>	<p>Policy 5.5 - Develop and redevelop downtown Lake Park in a pedestrian-friendly manner through streetscape improvements, and parking regulations for new construction.</p> <p>Policy 12.5 - Development shall provide for and accommodate various alternative mobility and micro -mobility options, consistent with policies of the Transportation Element, to achieve the safe interconnectivity of vehicular, pedestrian, and other non-motorized movement, and promote sustainability.</p> <p>Policy 12.6 - The Town shall continue to pursue a proposed train station location immediately adjacent to the Downtown future land use area, in support of its redevelopment and mobility goals.</p>
<b>Land Development Regulations, Section 78-70</b>	<p>There are no open/civic space or bike lane requirements specific to the PADD.</p> <p>Sidewalks</p> <ul style="list-style-type: none"> <li>○ 10 ft minimum width</li> <li>○ 10<sup>th</sup> street – 6 ft sidewalk</li> </ul>
<b>Consistency</b>	Standards to address micro-mobility are in the Town Mobility Plan, requiring developers to contribute to a mobility fund.

## Community Priorities and Concerns

Public engagement is a cornerstone of effective comprehensive planning in Florida. When we update our comprehensive plan and planning documents, we're not just adjusting policies and laws, we're shaping the future of our community. Engaging residents in this process ensures that the plan reflects the real needs, values, and aspirations of the people who live and work here. It builds trust, fosters transparency, and helps us identify priorities that might otherwise be overlooked. By actively involving the public we create a more inclusive, equitable, and resilient vision for growth and development. Ultimately, a plan shaped with community input is a plan that earns community support and stands the test of time.

Additionally, under Florida Statutes Chapter 163, which governs local government comprehensive planning, public participation is a key component. Section 163.3181, Florida Statutes, mandates that local governments must provide opportunities for public participation in the comprehensive planning process. This includes the development, amendment, and evaluation of comprehensive plans.

Public participation was a key priority for the Town throughout the Park Avenue Downtown District (PADD) study. To ensure the community's voice was reflected in the planning process, the Town launched a comprehensive public engagement campaign. This included hosting a public workshop to gather direct feedback on the future of downtown and encouraging residents and local business owners to submit written comments throughout the project. These efforts helped shape the study's recommendations and ensured alignment with community values and priorities.

## Public Workshop

The public workshop held on April 26, 2025, focused on the proposed development plans for the PADD area. Key concerns raised by residents included the potential impact of high-rise buildings on the neighborhood's character, privacy, and infrastructure. Many participants expressed a preference for limiting building heights to six stories to preserve the town's "small-town character" and avoid strain on emergency services, traffic, and environmental resources. There was a strong sentiment against high-rise developments, with some residents advocating for smaller-scale projects and townhouses instead. The importance of maintaining sunlight, privacy, and green spaces was emphasized, along with the need for realistic mobility options and careful planning to accommodate the town's growth.

Several residents and business owners acknowledged the necessity of development for economic vitality but stressed the need for a balanced approach. They highlighted the importance of integrating community input into planning decisions and ensuring that new developments align with the town's character. Concerns about increased traffic, the impact on local businesses, and the preservation of existing trees were also discussed. The workshop underscored the community's desire for thoughtful, incremental growth that supports both residential needs and economic development while maintaining the unique identity of the area.

## Written Input

Residents and local businesses have expressed growing concern about the effects of increased population density and ongoing development on the community's character, infrastructure, and overall

livability. Many worry that the construction of taller buildings could alter the neighborhood's unique identity and place additional strain on existing public services and facilities.

There are also significant concerns regarding current land use policies and the limited availability of affordable housing, which many believe are contributing to displacement and socioeconomic imbalance.

Increased traffic congestion and the inadequacy of current transportation infrastructure are additional issues frequently raised by community members. These concerns are often linked to broader anxieties about how higher density might impact environmental sustainability, mobility, and the overall quality of life in the area.

## SWOC Analysis

### *Strengths, Weaknesses, Opportunities and Challenges*

A SWOC analysis is a strategic planning tool used to evaluate the Strengths, Weaknesses, Opportunities, and Challenges of an organization, project, or situation. A SWOC analysis is particularly helpful in urban planning. By conducting a SWOC analysis, the town can create more resilient, sustainable, and well-rounded development plans that address both current needs and future aspirations of the community.

#### Strengths

- **Community Character:** Lake Park has strong character supported by its deep-rooted history, that is valued and celebrated by the residents, businesses and visitors of the community.
- **Street Grid:** The district's traditional grid street network enhances connectivity and provides multiple routes for circulation, helping to diffuse traffic and reduce pressure on key intersections. It also improves pedestrian accessibility and supports a more walkable, navigable downtown.
- **Housing:** Within the PADD, housing types are currently low-density residential characterized by single-family homes, duplexes, multiplexes, and apartments in the core neighborhoods west of US Hwy 1 and relatively low-density residential condominiums east of US Hwy 1 along Lake Shore Drive. This diverse mix of housing creates a gentle residential density, providing relatively modest income housing that facilitates and maintains the existing small-town character.
- **Local Businesses:** There are a range of local businesses, most of which are within walking distance of the residential neighborhoods east and west of US Hwy 1, including a grocery store, restaurants, and other local retail shops, contributing to the local economy.
- **Environment:** There are no wetlands or flood zones in the district.

#### Weaknesses

- **Market Demand:** The market outlook suggests that significant growth within the PADD is unlikely without strategic planning and investment. Consumer spending and demand for retail, residential, office, and hospitality uses are generally low.
- **Wastewater:** Limited ERC's remain available to the PADD with no plans for increased infrastructure to support the remaining build out.
- **Building Height:** The LDRs permit up to 12 stories within the Core subdistrict of the PADD. This potential height is out of scale with the surrounding single-family neighborhoods and existing 1 to 3-story developments in the district, posing a threat to community character and compatibility. The heights allowed in the PADD are also inconsistent with the comparable jurisdictions study within this study.
- **Density:** The policy language allowing densities above 48 dwelling units per acre, subject to Commission approval, lacks clarity and leaves room for interpretation regarding how many units are permitted per parcel. Applying a district-wide density cap instead of per-acre limits may compromise individual property rights and could result in building mass and scale that conflict with the Comprehensive Plan's goals and the surrounding neighborhood character.
- **Intensity:** The policy language allows intensities at 3.0 FAR within the PADD. A full buildout of non-residential development in the PADD at a 3.0 FAR (4.3 million sq ft) would result in severe traffic congestion, with Level of Service F during peak hours at key intersections, highlighting the unrealistic nature and significant transportation impacts of such intensity.

- **Waivers and Public Benefit:** The LDRs allow the Town Commission to grant waivers at its discretion, potentially increasing building height by 4 stories for structured parking, and therefore increasing density and building massing. However, the LDR lacks clear criteria for approving waivers, and the term “public benefit”—required in exchange for a waiver—is undefined, leaving decisions vulnerable to perceptions of arbitrariness.
- **Permitted Uses:** Although the Comprehensive Plan encourages residential use within the district, all housing types currently require a special exception in the LDRs. This added process may discourage residential development and limit opportunities to introduce diverse housing options downtown.
- **Compatibility:** There are no land development regulations or future land use policies that address transitions between higher-intensity development and adjacent low-density residential neighborhoods.
- **Open Space:** Downtowns thrive on publicly accessible spaces that support gathering, recreation, and a vibrant public realm. There is a pocket park in the PADD, however this is limited and does not provide meaningful or functional open and civic spaces. This is inconsistent with the Comprehensive Plan, which prioritizes the creation of such spaces within the district.
- **High Rental-to-Ownership Ratio:** The district has historically had a high proportion of renters compared to owners, highlighting the need for more balanced housing choices and incentives to support homeownership.

## Opportunities

- **Economic Development:** With Palm Beach County expected to experience substantial population and economic growth, the PADD could position itself to capture a share of this momentum through intentional development policies, infill strategies, and support for small businesses and active ground-floor uses. There is modest potential for small-scale retail growth—particularly in food, entertainment, and apparel—and future opportunities for ownership-oriented housing and limited hotel development.
- **Vacant Parcels:** The vacant lots in the PADD range from 0.13 to 1 acre, creating an opportunity for infill development in line with the existing character of the community, providing for additional uses needed to generate more economic interest in the PADD or civic open space opportunities.
- **Parcels Under Common Ownership:** The presence of commonly owned parcels within the district could further support infill and redevelopment. Policies encouraging lot aggregation in the downtown could further facilitate this potential.
- **Publicly Owned Parcels:** The parcels adjacent to the potential train station site and the CRA parcel present an opportunity for alleviation of the parking shortage without relying on LDR incentives that allow additional building height, especially on the underserved western edge targeted for more intense redevelopment. These parcels should also be considered for civic open space opportunities for the benefit of the entire PADD.
- **“Missing Middle” Housing:** Regulations for development within the PADD should encourage a mix of housing typologies through flexible site design standards, including housing that can encourage homeownership by supporting a range of incomes and household needs.

## Challenges

- **Limited Regional Visibility:** The area is not along a major regional thoroughfare and may be overlooked in terms of economic activity and development interest.



- **Multi-modal transportation:** While the Comprehensive Plan calls for multi-modal transportation options within the PADD, there are no provisions in the LDRs requiring the development of bike lanes or other infrastructure that could enhance micro-mobility within the PADD.
- **Transit:** The Future Land Use policies bases for the downtown land use classification on the potential development of a future Tri-Rail station. This reliance is problematic, as the station remains uncertain and is not currently included in any planned Tri-Rail expansion.
- **Access Restrictions:** The railroad along the western edge of the PADD limits access to only two east-west connections, restricting circulation in and out of downtown. This constraint decreases opportunities for dispersing traffic and may lead to congestion and delays at the railroad crossings, particularly during peak times.

## Development Scenarios

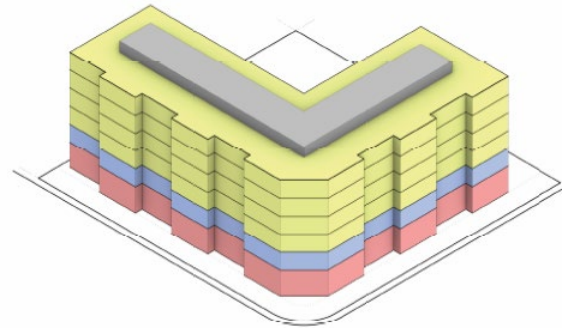
As part of the study, the town conducted parcel-level development scenario modeling to evaluate how various regulatory frameworks in the Core subdistrict would influence achievable density and intensity outcomes within the PADD. Each scenario was developed based on a one-acre parcel. While this analysis provides a general framework, it does not account for several site-specific variables that could influence the final design. The calculations were guided by industry standards and include the following assumptions:

- A mix of 1-, 2-, and 3-bedroom units, averaging 1,100 square feet per unit
- 60% building lot coverage and 40% open space
- 70% of each residential floor allocated to units with the remaining areas allocated towards common areas including amenities and back-of-house functions.
- 75% of the commercial floor (ground floor) allocated towards leasable space with the remaining areas allocated toward back of house functions.  
50% of each parking structured parking level allocated towards parking spaces with the remaining areas allocated towards drive aisles, connectivity and back-of-house functions.

The exhibit outlines three development scenarios, each representing a different scale and intensity of urban form.

### Scenario 1: 6-Story Development

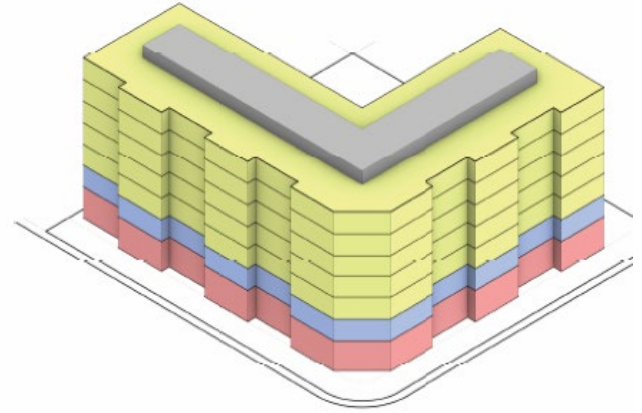
This scenario represents the current adopted maximum density of the PADD of 48 dwelling units per acre. This scenario demonstrates that 48 units can be developed in a 6-story building, including one level of structured parking and ground floor commercial use. Scenario one emphasizes a moderate urban form, just under a 3.0 FAR, that aligns with the existing one to three story buildings in the downtown area. This scenario supports a more gradual transition from current conditions and may be more compatible with surrounding low-density neighborhoods.



6-Story Development	Site Data	Parking
<b>Commercial Area (ground floor)</b>	14,343 SF	29 spaces
<b>Residential Units</b>	48 units	48 spaces
<b>Total Required Spaces</b>		77 spaces
<b>Structured Parking Provided</b>		85 spaces
<b>Density</b>	48 du/ac	

## Scenario 2: 7-Story Development

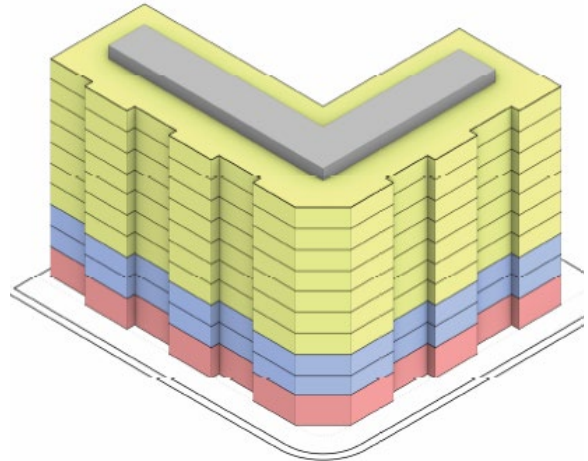
Scenario two was developed by adding one floor, for a total of seven (7) stories. The increase in building height allows for 12 additional units, increasing the maximum density to 60 units per acre. Scenario two continues to allow for 1.5 levels of structure parking and ground floor commercial use. This scenario allows for greater residential and commercial capacity, just over a 3.0 FAR, while still maintaining a relatively human-scale environment.



7-Story Development	Site Data	Parking
<b>Commercial Area (ground floor)</b>	12,500 SF	25 spaces
<b>Residential Units</b>	60 units	60 spaces
<b>Total Required Spaces</b>		85 spaces
<b>Structured Parking Provided</b>		85 spaces
<b>Density</b>	60 du/ac	

## Scenario 3: 10-Story Development

Scenario three features 10 stories, adding three (3) more floors to the prior scenario. This scenario increases the density to 100 units per acre and a 5.0 FAR. Scenario three incorporates two (2) levels of parking structure and commercial ground floor area. Although this building is two stories less than what the PADD allows for today, it yields 52 more units above the maximum density currently permitted. Scenario three demonstrates that additional building height will in turn increase density and intensity.



10-Story Development	Site Data	Parking
<b>Commercial Area (ground floor)</b>	14,343 SF	29 spaces
<b>Residential Units</b>	100 units	100 spaces
<b>Total Required Spaces</b>		129 spaces
<b>Structured Parking Provided</b>		170 spaces
<b>Density</b>	100 du/ac	

## Development Scenario Summary

The three development scenarios outline varying building heights and densities for the downtown's redevelopment. Scenario 1 proposes a 6-story structure with 48 dwelling units per acre, emphasizing moderate urban form and compatibility with existing low-density neighborhoods. This scenario complies with the PADD's current height and density regulations. Scenario 2 increases the building height to 7 stories, allowing 60 units per acre and offering greater residential and commercial capacity while maintaining a human-scale environment. This scenario meets the PADD maximum building height but surpasses the residential density by 12 units. Scenario 3 features a 10-story building with 100 units per acre. This scenario also meets the maximum building height in the PADD as of the date of this report, but exceeds the residential density by 52 units per acre.

The development scenario exercise demonstrates that the PADD's maximum density of 48 dwelling units per acre can be achieved with building heights lower than the currently allowed 12 stories.

## Policy and Code Recommendations

The following recommendations are directly informed by both the data-driven analysis in this report, as well as the community feedback summarized in the "Community Priorities" section.

### Infrastructure Constraints (Wastewater & Transportation):

**Data Insight:** The report identifies a significant shortfall in wastewater capacity (1,132 ERCs needed) and traffic congestion risks under full buildout of 3.0 FAR.

**Community Input:** Support for development that aligns with town character and infrastructure capacity. Worries about increased traffic and lack of realistic mobility options.

**Recommendation Response:**

- Revise the intensity and density framework so that density cannot be exceeded per acre, to avoid overconcentration and to reduce traffic delays.
- Promote infill development, adaptive reuse, and small-scale projects at a 0.75 FAR, rather than full buildout of 3.0 FAR and "basket of units" to be used by any property owner until empty.
- Use mobility fees and multi-modal infrastructure guidelines with a focus on mass transit such as bus stops and micromobility such as biking, walking and scooters.

### Limited Market Demand:

**Data Insight:** Modest growth in residential, retail, and office demand; only 2,754 sq ft of retail demand projected by 2029.

**Recommendation Response:** Focus on infill and redevelopment; encourage incremental growth and adaptive reuse of code compliant buildings.

### Housing and Land Use:

**Data Insight:** Low-density housing dominates; multifamily and "missing middle" housing is limited and requires special exceptions.

**Community Input:** Concerns about displacement, affordability, and vague waiver processes.

**Recommendation Response:** Allow multifamily housing "by right" by revising the use table to support diverse housing types like apartments, duplexes and multiplexes. Implement incentives for home ownership.

### Open Space and Recreation:

**Data Insight:** Lack of functional civic spaces; only one pocket park exists.

**Community Input:** Emphasis on sunlight, privacy, and green space.

**Recommendation Response:**

- Incentivize creative application of recreation use on private property.



- Allow for “short term” outdoor recreation uses on private property that is in transition to foster activity in Downtown.
- Leverage Town owned property for recreation purposes and include programming in Town Master Parks plan.
- Consider drafting an Art in Public Places ordinance requiring public art for all new development.

### **Design and Compatibility:**

**Data Insight:** The Core sub-district building height (12-stories) and waiver provisions (4 additional stories) risk incompatibility with surrounding single-family neighborhoods, other low-scale buildings within the PADD, and Lake Park’s character.

**Community Input:** Strong opposition to high-rise buildings; preference for 6-story max to preserve Town character.

#### **Recommendation Response:**

- Lower maximum building heights in the Core sub-district with Outer Sub-District to remain at 4 stories.
- Remove height waiver for parking structures.
- Add clear compatibility standards when adjacent to residential uses.
- Provide clear waiver standards including better defined public benefits.
- Allow for a payment in lieu of parking program so that on-site parking does not negatively impact future development.

### **District Boundary**

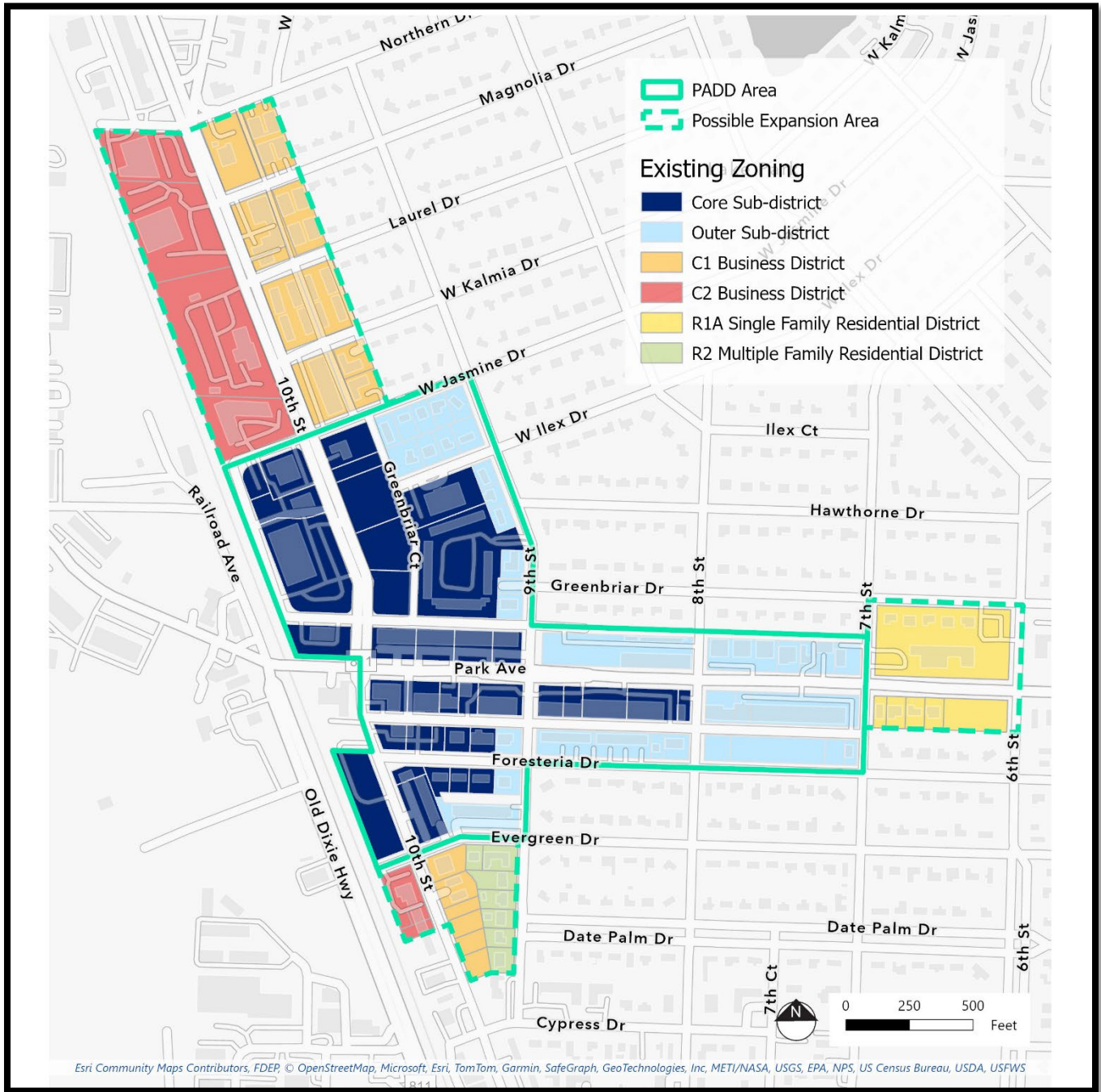
**Data Insight:** Expanding the downtown district boundary may allow for a more cohesive approach to future development during the next planning horizon (25 years), helping to accommodate anticipated growth while ensuring that transitions between higher-density and adjacent lower-scale neighborhoods are managed through clear compatibility standards. This expansion could also provide greater opportunities for public benefits and improved infrastructure, aligning with community goals for a vibrant and well-integrated downtown area.

**Community Input:** Residents have expressed a desire for a walkable, vibrant downtown that offers a mix of uses, public spaces, and amenities while maintaining a balance with existing neighborhoods. Expanding the district boundary is seen as a way to enhance connectivity, increase access to community resources, and support future growth in a manner that reflects shared values for a thriving and inclusive town center.

#### **Recommendation Response:**

- During the upcoming 25-year planning horizon, the Town should thoughtfully evaluate expanding the PADD boundary through collaborative engagement with affected property owners. The following areas are recommended for consideration as potential expansion zones:

- Extending the district boundary to the north and south along 10th Street to include existing commercial properties, thereby strengthening commercial activity within the district.
- Expanding the boundary eastward along Park Avenue to encompass institutional uses, which will create a transition zone between the Outer district and the traditional single-family neighborhoods.



Map 6: PADD Possible Future Expansion Areas