

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 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 significant shortfall in wastewater capacity, requiring infrastructure improvements to support full development potential.

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.

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 and land development regulations 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/buffers, multi-modal transportation provisions, and reliance on uncertain transit infrastructure.

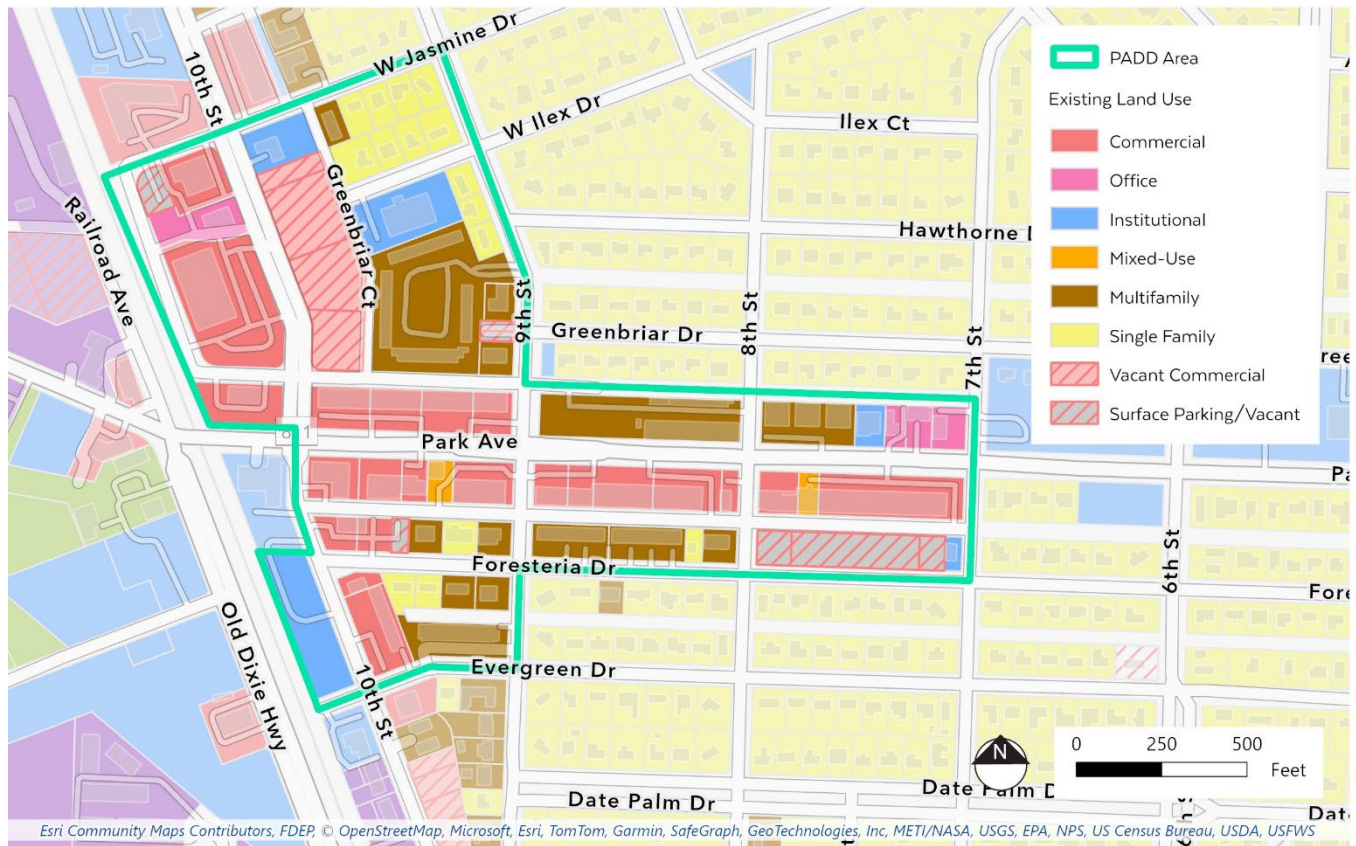
- Opportunities: Historic assets, vacant lots for infill development, missing middle housing, usable open space, future train station, alternative public parking strategies, and common ownership.

- Challenges: Height incompatibility, unclear density provisions, vague waiver provisions, policy gaps in preserving small-town character, 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

Existing land uses within the Park Avenue Downtown District 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.



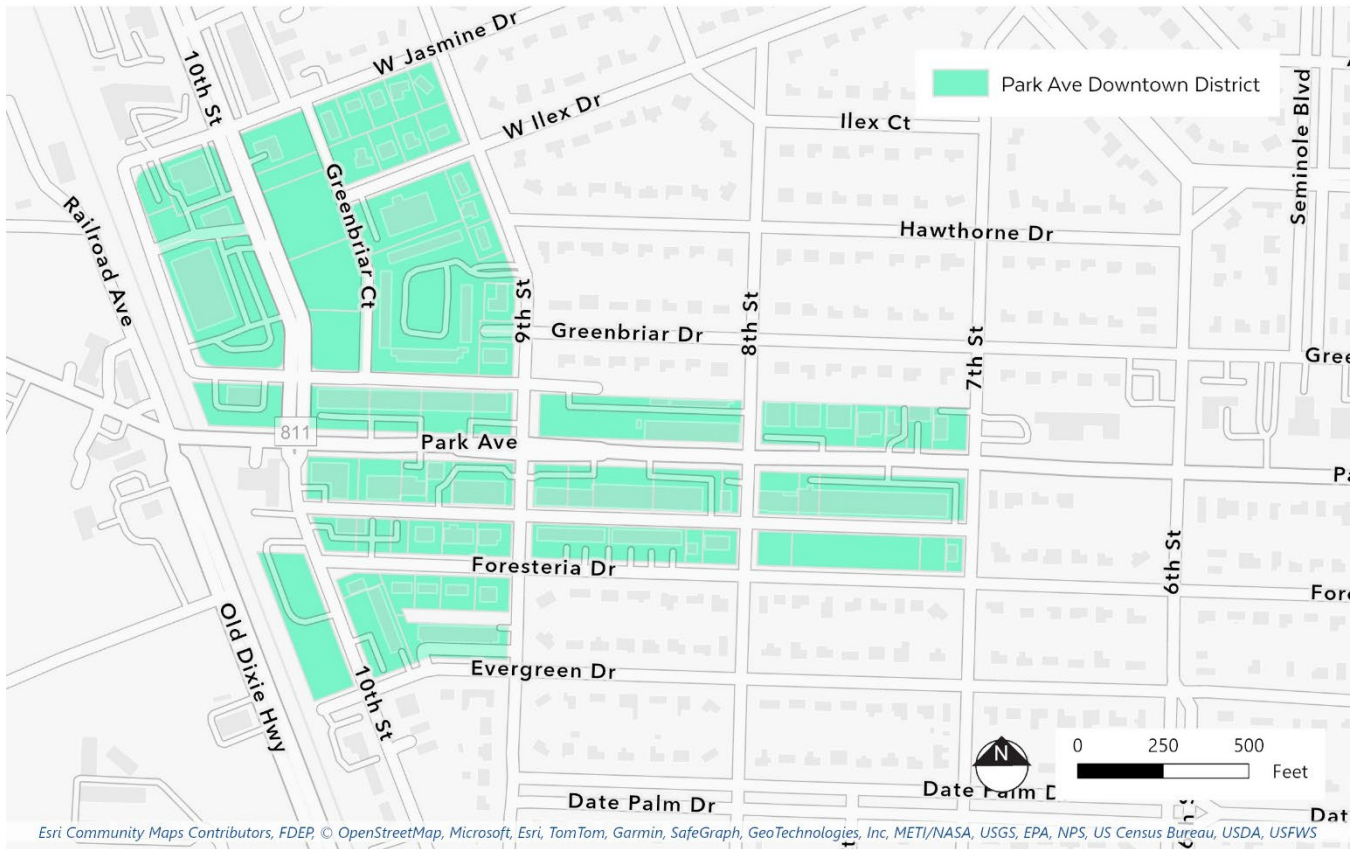
Map 2: Existing Land Use

According to the Future Land Use designation, PADD permits a density of 48 du/acre and an FAR of 3.0; however, individual sites may exceed these parameters if certain conditions are met, and a total of 1,590 units is not exceeded within the district. The PADD Zoning Designation permits a height of 12 stories and provides a waiver for 4 additional stories for structured parking with designated public parking, up to 16 stories, as well as 20% additional building height for architectural features.

Since adoption of the PADD Zoning Designation in 2022, two applications have been submitted proposing the structured parking height waiver and density bonus; these projects have not reached the final approval stage by the Town Commission.

The scale of the Downtown District is based upon the Kelsey City Plat. The majority of 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.



Map 3: Future Land Use Map of PADD

Surrounding Jurisdictions

In Palm Beach Gardens, the maximum residential density within the Transit Oriented Development (TOD) District is set at 15 dwelling units per gross acre, with opportunities for density bonuses based on specific development criteria. The city encourages mixed-use development, particularly near transit hubs, to support multimodal connectivity and economic growth. In Riviera Beach, zoning regulations allow for higher densities in designated mixed-use and redevelopment areas, especially within the Community Redevelopment Agency (CRA) district, where densities can exceed 30 units per acre depending on project specifics and incentives. Meanwhile, North Palm Beach maintains a more suburban character, with residential densities generally capped at 5 to 10 units per acre, though mixed-use developments in designated areas may allow for slightly higher densities under special approvals or planned unit developments.

Other Historic Downtowns

As part of this study, we reviewed density and intensity standards for Downtown Delray Beach and Downtown Lake Worth due to the similar historic characteristics to Park Avenue. However it should be noted that the study areas are larger in both population and land area than Park Avenue.

In Delray Beach, the Mixed Residential, Office, and Commercial (MROC) District allows for densities up to 50 dwelling units per acre for developments located within 1,000 feet of the Tri-Rail Transit station. Other residential zones, such as the RM (Medium to Medium-High Density Residential) district, support moderate densities, while the city's land development regulations encourage transit-oriented and infill development to accommodate growth and workforce housing.

In Downtown Lake Worth Beach, the highest residential density permitted is found within the Mixed Use - Downtown (MU-DW) zoning district. This district allows for a maximum residential density of up to 60 dwelling units per acre, depending on the specific location, project design, and compliance with development standards such as parking, open space, and building height regulations. The MU-DW district is designed to encourage a vibrant, walkable urban environment with a mix of residential, commercial, and civic uses, supporting the city's goals for smart growth and economic revitalization.

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:

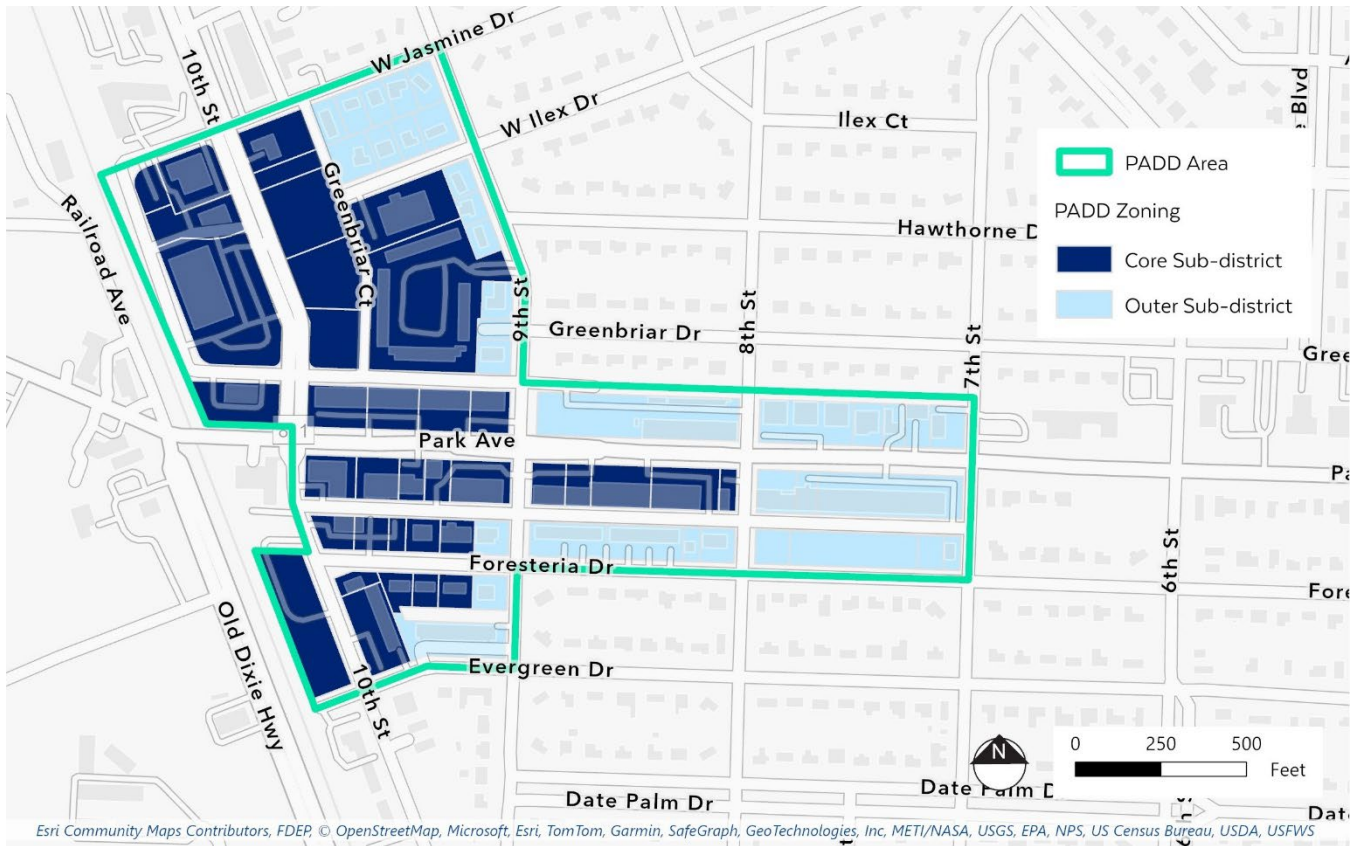
- 6 parcels include an apartment with 10 or more units, typically 2 stories high, with only one reaching 3 stories.
- 3 parcels are multiplexes with 5 to 10 units.
- 5 parcels have multifamily at a density of less than 5 units, many of which are duplexes.

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

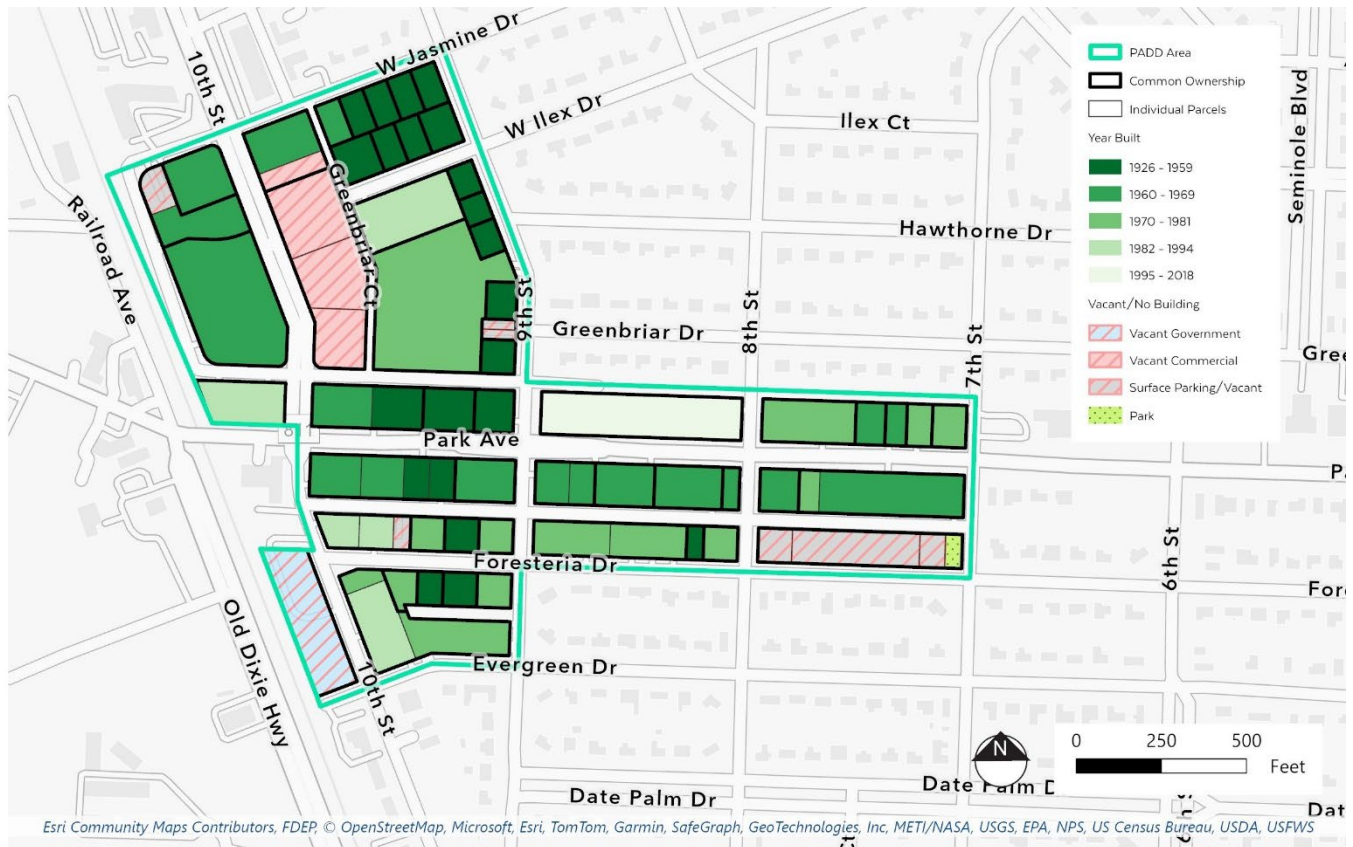
The PADD is surrounded by single family residential to the north, south, and east, with lower densities than the district. The Future Land Use for this surrounding area is Single Family Residential, with a density of 6 dwelling units per acre, and takes up the most land within the Town. West of the district 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, some of which were built between 1926 and 1959. Most buildings within the district were built between 1960 and 1969, particularly in the Core Subdistrict. Several buildings

were built between 1982 and 1994, and only one new building has been built since 1995. This aging inventory presents two key opportunities: preserving buildings with historic or architectural value and redeveloping underutilized sites to support infill that aligns with the district's long-term vision.



Map 4: Zoning Map of PADD

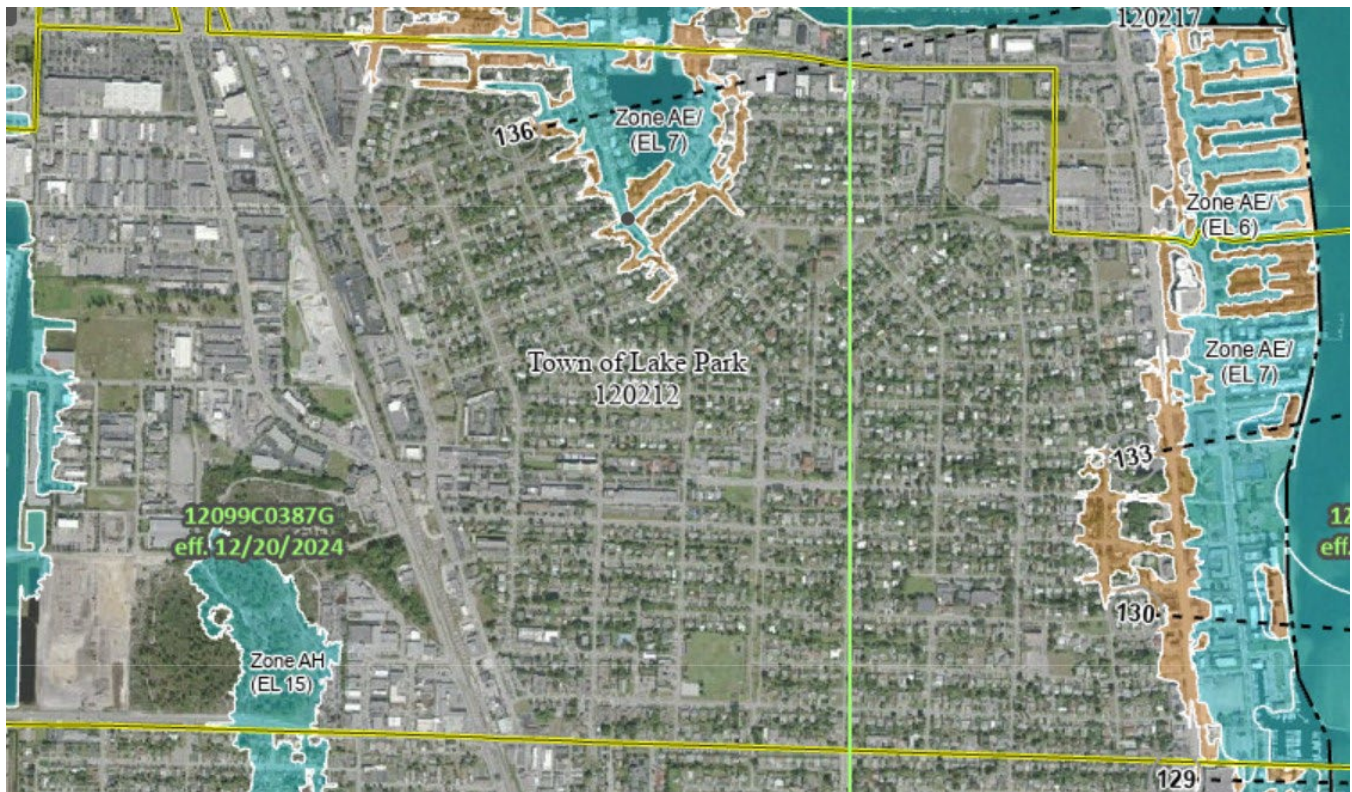


Map 5: Average Year Built

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 6: 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 ERC 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 Equivalent Residential Connections (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 in the PADD. It is important to note that the 229 available ERCs is an estimate that number may rise and fall in the future based on on-going needs in the PADD.

In discussions with Seacoast they have 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, which will require improvements if the 1,590 residential units are added, resulting in approximately 397,500 gallons per day (ADF) and 922 gallons per minute (PHF). However Seacoast would prefer a new lift station to be built within the PADD boundary, or within closer proximity, to accommodate future development.

It should be noted that the Town owns property within the PADD that could be utilized for future infrastructure however in discussions with Seacoast, these properties would require significant 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.

Seacoast Utility Authority also stated that all future development requiring water and wastewater service within the PADD should be coordinated with them directly to ensure capacity before development approval. Seacoast will work with the developer and the Town at this time to determine the infrastructure improvements required for the development proposed.

Transportation

A detailed traffic analysis was performed in 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
- Full buildout of the PADD as non-residential use at allowable 3.0 FAR
- Reasonable buildout of the PADD as non-residential use at 0.75 FAR, representing ground floor retail

The level of service 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.

Level of Service

Vehicular level of service (LOS) a measure of how fluid traffic flows and how much delay drivers can expect. LOS is graded on a scale of A through F. A description of the levels is below:

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

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, and 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.

This is based on the existing traffic conditions and includes the impact of any approved and constructed traffic within Lake Park, as well as the impacts from growth in the surrounding area. Although the analysis indicates that the intersection operates at level of service C, 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 likely 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.

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 this extension will provide more options for motorists in Lake Park, the overall level of service at the subject intersections will change very little. Most of the traffic that will utilize the extension currently utilizes Silver Beach Road, and enters the Town from the south on Old Dixie Highway or 10th Street. These trips would become east-west trips at the intersections of Park Avenue with Old Dixie Highway and 10th Street, but the overall volumes likely won't decrease significantly. It should be noted that detailed modeling was not performed for this planning level exercise.

Full Buildout as Residential Use

Analysis was then performed assuming that the 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.

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 & 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 is lower impact to the transportation network. It was assumed at the planning level that the 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 likely 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 Commercial Use

An analysis was then performed assuming full buildout of commercial development at a 3.0 FAR within the PADD. 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 commercial 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 more reasonable buildout of non-residential development at a 0.75 FAR within the PADD. It is more realistic that a smaller amount of commercial development will occur throughout the PAD. The 0.75 FAR represents ground floor retail in a mixed-use building, or a dense single level 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. However, although the PM peak hour 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 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.

The actual operating conditions of Park Avenue and at the intersection of Park Avenue & 10th Street are highlight 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.

This 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

Intersection improvements, including additional lanes and modifications to turn lanes, would be under the jurisdiction of Palm Beach County. Given the right-of-way constraints at the studied intersections, in some cases being constrained by physical buildings, additional lanes would not be feasible. As described above, maintaining level of service for vehicles can be detrimental to providing an urban downtown environment, which could occur if lanes were added to the intersections to improve level of service.

It is recommended that the Town coordinates with Palm Beach County and its partners, including the Palm Beach Transportation Planning Agency (TPA) to identify improvements to the overall roadway network that may help mobility. It is recommended that the Town coordinate with Palm Beach County to optimize signal timing in the area as the PADD develops,

Furthermore, the Town should continue to implement its Mobility Plan, which identifies projects which help overall mobility, such as pedestrian and bicycle user improvements, to help the overall mobility in the area and reduce the need for car dependence.

Limited Market Study

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 average⁸.

Compared to Lake Park overall, the Park Avenue Downtown District (PADD) has a median age of 36.4 and a median income of \$50,323.⁹

	PADD	Lake Park	Palm Beach County
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

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

⁸ ACS 5-Year Estimates Subject Tables

⁹ Esri Business Analyst, 2025

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. A lot of this growth occurred in the already highly populated cities across the state, but many smaller municipalities saw significant growth as well. The population projections for the state show a continuing trend of major growth over the next 20 years. There is a clear opportunity for Lake Park to take advantage of this growth.

The Town of Lake Park is not expected to see much population growth over the foreseeable future based on data from the Bureau of Economic and Business Research (BEBR). However, there are opportunities for improvement in the town to draw from highly populated and higher-income areas nearby in Palm Beach County that could change these projections.

	2020	2024	2025	2030	2035	2040	2045
Town Population	9,047	9,014	9,116	9,557	9,886	10,133	10,319
Town Growth Rate¹⁰	-	-0.36%	1.13%	4.84%	3.44%	2.50%	1.83%
Palm Beach County Population	1,492,191	1,545,905	1,567,500	1,643,400	1,700,000	1,742,500	1,774,400
Palm Beach County Population	-	3.60%	1.40%	4.84%	3.44%	2.50%	1.83%
Florida Population	21,538,187	23,014,551	23,292,200	24,698,500	25,815,000	26,682,000	27,409,400
Florida Growth Rate	-	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. For instance,

¹⁰ Growth rate of the Town is based off of the County and includes the same rate and assumptions.

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.

Economic Conditions

Employment Trends

The Town of Lake Park has a business environment that is largely dominated by retail trade with over 25% of employees working at 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.¹¹

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 rates¹². 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 Forecast¹³

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

¹¹ ESRI Business Summary

¹² ACS 5-Year Estimates Subject Tables

¹³ Florida Commerce, Bureau of Workforce Statistics and Economic Research

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.

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 Trends¹⁴

Spending in Lake Park is below the national average, and spending in the PADD is even further below the national average. Within Lake Park and the PADD, Food, Entertainment & Recreation, and Apparel and Services are the spending categories with the highest spending potential and the most money being spent on them.

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

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 Shimberg Center for Housing Studies compiles household projections for occupied housing units. Household projections for Lake Park show a slight shift toward less renter and more owner occupancy over the next twenty-five years. Housing unit forecasts are based on average household size and current vacancy rate.

The current vacancy rate in Lake Park is 12.9% across all housing types¹⁵. With existing residential vacancies and lack of residential demand over time, there is not an indicated need for additional multi-family units at this time. However, as Lake Park shifts towards owner-occupied units in an area with land constraints there could be the demand for owner-occupied condominiums or other housing products.

¹⁴ ESRI Retail Demand Outlook

¹⁵ Shimberg Center for Housing Studies

The Town of Lake Park is expected to have growth of 305 households over the projected horizon, with a fairly consistent growth rate across time.

Year	Owner Occupied	Owner Percent	Renter Occupied	Renter Percent	Total Households
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

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 2050¹⁶. 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.

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

¹⁶ BEBR Projections 2024

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.

Retail Category	Sales Per Sq Ft	Projected Growth 2024-2029	Retail Demand (by 2029)	Retail Demand (by 2035)
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
Total		\$852,607	2,798 sq ft	4,760 sq ft

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

Retail Category	Sales Per Sq Ft	Projected Growth 2024-2029	Retail Demand (by 2029)	Retail Demand (by 2035)
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
Total		\$18,205,513	58,922 sq ft	100,429 sq ft

Retail Demand Projections for Palm Beach County

Retail Category	Sales Per Sq Ft	Projected Growth 2024-2029	Retail Demand (by 2029)	Retail Demand (by 2035)
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
Total		\$2,892,112,406	9,383,308 sq ft	15,641,024 sq ft

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
Total		435	452	1,280 sq ft

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.

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	
Comprehensive Plan - FLU Objective 12	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.
Land Development Regulations, Section 78-70	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.
Density Workshop	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.
Consistency	Consider PADD description "small scale traditional downtown commercial areas" compared to density and compatibility regulations.
Use	
Comprehensive Plan - FLU Objective 12	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.
Land Development Regulations, Section 78-70	Table 78-70-1 <ul style="list-style-type: none"> ○ Permitted by right nonresidential uses include a range of retail and commercial services. ○ Special Exception residential uses include apartments, townhomes, and live/work.

	<ul style="list-style-type: none"> ○ Special Exception nonresidential uses include gym and spa's, parking structures, distilleries, hotels or inns, breweries, restaurants, wineries, indoor entertainment and theaters, train station. ○ 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. ○ Airbnb's / Bed and Breakfast - Shall be in existing single-family units. ○ Live/work units nonresidential uses may include retail, studios, personal services and office. ○ Drive-through facilities are prohibited. ○ 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. ○ 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. ○ 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. ○ Breweries and Distilleries must include a public viewing area open to the public. ○ Wineries shall only be permitted in conjunction with a restaurant with no more than 75% of the GFA to be used to produce wine.
Consistency	The Comprehensive Plan calls for residential development, which is restricted in the LDC by requiring a Special Exception.
Density and Intensity	
Comprehensive Plan - FLU Objective 12	<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>
Land Development Regulations, Section 78-70	<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>
PADD Density Workshop	<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>
Consistency	No mention of FAR (intensity) in LDRs.

Compatibility			
Comprehensive Plan - FLU Objective 12	Policy 12.3. 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	Table 78-70		
	Building Height:		
	Type	Core	Outer
	Max Height	12 stories (160 ft)	4 stories
	Min Height	2 stories	
	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.		
	Setbacks:		
	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*
	* 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.		
Density Workshop	Slide 21: The parking waiver was first adopted for the FHMUDO, then included in the C-3, and subsequently the PADD		
	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.		
	Slide 27: Recommendation for additional architectural requirements should be considered to reduce massing at any height.		
	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.		
Consistency	Buffers around the entire parcel are addressed in Section 78-253 of the code, but not within the PADD regulations of 78-70.		
	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.		
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 Regulations, Section 78-70	<p>Green space (landscaped) – 10% minimum of lot area excluding parking</p> <p>Landscape:</p> <ul style="list-style-type: none"> ○ Street trees – 1 shade tree every 20 ft, or 3 palms every 15 ft, fronting a public right-of-way. ○ Foundation planting - 15% of street tree planting area can be reallocated to foundation planting area if ground floor residential is proposed, ○ Vehicular areas - One island or diamond per 10 spaces, and at end of each row ○ Buffers: ○ Parking lots - 5 ft around parking lots, not abutting a building ○ 10th Street – 5 ft buffer along 10th Street <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>
Consistency	Buffers around the entire parcel are addressed in Section 78-253 of the code, but not within the PADD regulations of 78-70.
Design	
Land Development Regulations, Section 78-70	<p>Include the following elements for all uses:</p> <ul style="list-style-type: none"> ○ Unified design and character ○ Compatibility with surrounding aesthetic ○ Building massing should address the street and pedestrian oriented environment <ul style="list-style-type: none"> ○ Step-back required over 4 stories, at 5th floor, no less than 20 ft in depth ○ 40 ft horizontal façade break required after 200 linear feet, if over 4 stories ○ Ground level retail. ○ Shade structures for pedestrians such as arcades, awnings, over hangs ○ Encroachments generally permitted into all setbacks <p>Preferred architectural styles</p> <ul style="list-style-type: none"> ○ Park Avenue - Mediterranean Revival ○ 10th Street – Miami Modern <p>Residential</p> <ul style="list-style-type: none"> ○ Residential proposed for Park Ave or 10th St shall have direct frontage on street. ○ All residential buildings above 2 stories shall have a minimum of 50% of the 1st floor street frontage devoted to nonresidential use available to the public. <p>Live/Work</p> <ul style="list-style-type: none"> ○ Must be accessible from the street or courtyard. ○ Façade shall have a clear glazed area no less than 70%. ○ Nonresidential must be 25% or more of GFA. ○ Residential must be 350 GFA or more. ○ Must include 180 SF of open space or more.
Consistency	<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>

Parking	
Land Development Regulations, Section 78-70	<p>Parking Required:</p> <ul style="list-style-type: none"> • Residential uses – 1 space per unit. • Nonresidential uses – 1 space per 500 SF. <ul style="list-style-type: none"> ○ Restaurants require 1 space per 100 SF. ○ Hotels require 1 space per room + 1 space for each employee + 1 space per 3 rooms. ○ Live/Work – One space for residential and no parking for nonresidential if less than 600 SF. <p>Parking Reduction:</p> <ul style="list-style-type: none"> • 10% max parking may be satisfied by using unallocated public parking. • Market rate contribution for construction of public parking if available within 6 months of C.O. • Additional onsite sheltered bike racks and car share/carpooling spaces must be provided by way of Traffic Management Plan. <ul style="list-style-type: none"> ○ Valet Parking – 50% maximum of required. ○ Shared Parking – Joint and cross access easement agreement or shared parking may be proposed. ○ Bike racks required.
Waivers	
Comprehensive Plan - FLU Objective 12	No reference to waivers.
Land Development Regulations, Section 78-70	<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"> ○ Off-street parking – 10% of required spaces ○ Building height – 20% increase in height ○ Structured parking height – 4 floors or 40 feet excluded from max height <p>Landscape – Replacement of species or quantity, quality or height</p>
Consistency	The Comprehensive Plan does not reference the use of waivers for the LDC.
Transportation	
Comprehensive Plan - FLU Objective 12	<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>

Land Development Regulations, Section 78-70	<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"> ○ 10 ft minimum width ○ 10th street – 6 ft sidewalk
Consistency	<p>Standards to address micro-mobility are in the Town Mobility Plan, requiring developers to contribute to a mobility fund.</p>

What We Heard

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 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 negative 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 historical 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 a strong small-town character that is valued by the existing residents 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.
- Mix of housing typologies: 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 an ethnic grocery store, restaurants, and other local retail shops, contributing to the local economy.

Weaknesses

- Lack of Policy Framework for Functional Open Space: Downtowns thrive on publicly accessible spaces that support gathering, recreation, and a vibrant public realm. While the Land Development Regulations (LDR) for PADD include some landscaping requirements, these are limited to aesthetic enhancements and do not result in functional open or civic spaces. This is inconsistent with the Comprehensive Plan, which prioritizes the creation of such spaces within the district. Currently, there is only a pocket park in the PADD, and the LDR lack a framework requiring or incentivizing the inclusion of additional open space.
- Transitions/Buffers: While Objective 12 and Policy 12.1 of the Future Land Use Element support redevelopment of the historic downtown as a compact residential, non-residential, or mixed-use area, Policy 12.2 allows future urban densities exceeding 200 units per acre and a FAR of 3.0. However, there are no land development regulations or future land use policies addressing transitions or buffers between these potential future intensities and the surrounding low-density residential neighborhoods.
- Multi-modal transportation: While the Comprehensive Plan calls for multi-modal transportation options within the PADD, there are no provisions in the LDR requiring the development of bike lanes.
- Policy Reliance on Uncertain Transit Infrastructure: Objective 12 of the Future Land Use Element bases 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.

- Permitted Uses: Although the Comprehensive Plan encourages residential uses within the district, all housing types currently require a special exception. This added process may discourage residential development and limit opportunities to introduce diverse housing options downtown.
- 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 to disperse traffic and may lead to congestion and delays at the railroad crossings, particularly during peak times.
- 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

- Historic Assets and Urban Form: Investing in the district's historic building stock could present an opportunity for resilient, long-term returns. Older structures have been shown to generate higher rates of economic productivity, support small business growth, and contribute to a unique sense of place—making them valuable assets in the revitalization of the downtown core (e.g., 918 Park Avenue).
- Vacant Lots: Ranging from 0.13 to 1 acre, creates an opportunity for infill development in line with the existing character of the community. Development could consist of commercial, housing, or live/work to create a walkable, mixed-use community.
- Missing Middle Housing: Regulations for development within the PADD should encourage a mix of housing typologies through flexible site design standards. A mix of housing typologies can encourage homeownership by supporting a range of incomes and household needs.
- Usable Open Space: Due to the goal to provide public civic space within the district, the LDR could provide provisions for usable open space, requiring the development of pocket parks, plazas, and squares.
- Future Train Station: The parcels surrounding the potential site for a train station site present an opportunity for vertical mixed-use, walkable site design consistent with Transit-Oriented Development principles and the downtown's character. They could also help alleviate the public parking shortage, especially on the underserved western edge targeted for more intense redevelopment.
- Alternative Public Parking Strategy: Utilizing existing public properties (e.g., the train station site or CRA lot) for public parking presents an opportunity to meet downtown parking needs without relying on LDR incentives that allow excessive building height.
- Common Ownership: The presence of commonly owned parcels within the district could support infill and redevelopment. Policies encouraging lot aggregation in the downtown could further facilitate this potential.

Challenges

- Height Incompatibility: A provision in the LDR permits up to 16 stories within the PADD by waiving the height of structured parking if 10% of the spaces are dedicated to the public. This potential height is significantly 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.
- Unclear Density Provisions: The policy language allowing densities higher than the average 48 du/acre is vague and open to interpretation. Capping the density at the district level, rather than per site, risks enabling building mass and scale that conflict with the goals of the comprehensive plan and undermine neighborhood compatibility.
- Vague Waiver Provisions: The existing Plan allows waivers at the discretion of the commission, which can result in greater densities, height, and massing. The existing regulations in the Plan do not provide any strong standards upon which the requested waivers could be granted. Each project must provide a “public benefit” in exchange for a waiver, but the definition of “public benefit” is not clear. Without these standards, the Town Commission’s decision regarding a waiver is open to arguments that the Town is acting arbitrarily and capriciously.
- Policy Gaps in Preserving “Small Town” Character: While the Town of Lake Park acknowledges its historic architectural styles, it lacks explicit policies and development standards to preserve its "small town" character. The absence of clear design and transition guidelines poses a threat to the town’s identity, particularly as higher-intensity development is considered in the downtown area.
- Limited Regional Visibility: The area is not along a major regional thoroughfare and may be overlooked in terms of economic activity and development interest
- Uncertain economy in near term may impact new construction or business development.

Development Scenarios

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 1,000 square feet per unit
- 20–30% of each floor allocated to common areas including resident amenities, and back-of-house functions.

6 Story Height Limitation – No Structured Parking

Site Data

Building Height	6 stories		
Building Area			
Commercial Area	2,000 SF		First Floor
Number of Units	48 units		2 nd to 6 th levels
Common and Amenity Areas	19,645 SF		30% of first floor 20% of floors 2 - 6
Impervious Area	36,530 SF	85%	Building, Plaza, Parking and Vehicular Areas
Open Space Area	5,148 SF	12%	Buffers, Islands and Planters
Parking Required	52		4 spaces for non-residential 48 spaces for residential
Parking Provided	52		
At-Grade	52		
Structured	0		

Considerations:

- No publicly accessible recreation on-site
- No infrastructure (lift station, etc) on-site
- Parking is 100% for use of residents and tenants

6 Story Height Limitation with Structured Parking

Building Height	6 stories		
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Building Area			
Commercial Area	10,000 SF		1 st to 3 rd floors
Number of Units	60 units		4 th to 8 th floors
Impervious Area	29,250 SF	68%	Building, Plaza, Vehicular Areas
Open Space Area	13,650 SF	32%	Buffers, Islands and Planters
Parking Required	80		20 spaces for non-residential 60 spaces for residential
Parking Provided	80		
At-Grade	0		
Structured	80		1 st to 2 nd floors

Considerations:

- Space for publicly accessible recreation on-site
- Space for infrastructure (lift station, etc) on-site
- Additional parking could be provided for public

7 Story Height Limitation with Structured Parking

Building Height	7 stories		
Building Area			
Commercial Area	20,000 SF		1 st and 2 nd floors
Number of Units	70 units		4 th to 8 th floors
Impervious Area	29,250 SF	68%	Building, Plaza, Vehicular Areas
Open Space Area	13,650 SF	32%	Buffers, Islands and Planters
Parking Required	11		40 spaces for non-residential 70 spaces for residential
Parking Provided	110		
At-Grade	0		
Structured	110		1 st to 3 rd floors

Considerations:

- Space for publicly accessible recreation on-site
- Space for infrastructure (lift station, etc) on-site
- Additional parking could be provided for public

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 "What We Heard" section.

How the Recommendations Reflect the Data

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 scenarios of 3.0 FAR.

Recommendation Response: Revise intensity and density framework to avoid overconcentration and to reduce traffic delays.

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 preservation and encourage incremental growth and adaptive reuse of historic buildings.

Housing and Land Use:

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

Recommendation Response: Allow medium- to high-density housing "by right" and revise the use table to support diverse housing types like duplexes and multiplexes.

Environmental and Open Space Deficiencies:

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

Recommendation Response: Require publicly accessible recreation spaces in new developments and codify open space requirements.

Design and Compatibility:

Data Insight: Core sub-district building height and vague waiver provisions risk incompatibility with surrounding neighborhoods and do not reflect Lake Park's historic character.

Recommendation Response: Lower maximum building heights in the Core sub-district, remove height waiver for parking structures, add clearer buffer and compatibility standards when adjacent to residential uses outside of the PADD, and strengthen definitions of public benefits.

How the Recommendations Reflect “What We Heard”

Concern Over Building Height and Character:

Community Input: Strong opposition to high-rise buildings; preference for 6-story max to preserve small-town feel.

Recommendation Response: Restrict maximum height to 7 or 6 stories in the Core Sub-District and remove structured parking height waiver to ensure public benefit and compatibility. Outer Sub-District to remain at 4 stories as currently permitted.

Desire for Thoughtful, Incremental Growth:

Community Input: Support for development that aligns with town character and infrastructure capacity.

Recommendation Response: 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.

Mobility and Traffic Concerns:

Community Input: Worries about increased traffic and lack of realistic mobility options.

Recommendation Response: Use mobility fees consistent with Town Attorney direction, and multi-modal infrastructure guidelines with a focus on mass transit such as bus stops and micromobility such as biking, walking and scooters.

Need for Green Space and Public Amenities:

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

Recommendation Response: Implement usable open space requirements and prioritization of public-serving uses on city-owned land.

Transparency and Equity in Development:

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

Recommendation Response: Remove waiver for structured parking building height, provide clearer waiver standards including better definition of public benefits, implement incentives for workforce housing, and policies to preserve historic structures.

Comprehensive Plan Amendment Recommendations

The following amendments to Objective 12 of the Future Land Use Element in the Town’s Comprehensive Plan are proposed in response to the findings within the data and community feedback.

Objective 12

- Add language that explicitly supports maintaining the small-town character.
- Include provisions that promote the redevelopment of infill parcels.

Policy 12.1

- Revise language to clarify that new development must respect the character of existing buildings without requiring replication of outdated commercial styles. Encourage use of specific architectural styles.
- Designate residential uses as permitted by right.

Policy 12.2

- Update the density framework to ensure equitable property rights and prevent overconcentration of development intensity. Eliminate “basket of rights” entitlements allowing singular projects, allowing each property owner within the PADD to utilize the established density.
- Implement a partial buildout cap at 0.75 FAR for non-residential use within the PADD to significantly reduce traffic impacts, especially at key intersections like Park Avenue and 10th Street.

Policy 12.3

- Add text that requires the establishment of clear compatibility and scale standards in the land development code (LDC).
- Add a maximum building height of 7 or 6 stories in the Core sub-district and 4 stories in the Outer sub-district, as well as the need for buffer criteria in the LDC.

Policy 12.4

- Require or incentivize the inclusion of publicly accessible recreation spaces in all new developments.

Policy 12.5

- Incorporate language that leverages the existing grid network and alleys, especially for parking opportunities.
- Align policies with the Community Redevelopment Area (CRA) master plan and mobility plan to prioritize multi-modal transportation and recognize the mobility fee as a key tool.
- Mandate site planning and traffic mitigation strategies for all future developments due to traffic sensitivity.

Policy 12.6

- Revise policy to prioritize public-serving uses on city-owned properties, such as a utility infrastructure, recreation and civic space, or public parking.

New Policy Additions

- **Waivers:** Add a policy that governs the use of waivers for public benefit, consistent with the LDC, defining public benefit such as providing publicly accessible recreation and open space or constructing infrastructure with additional capacity.
- **Design Criteria:** Specify that PADD design criteria will be established in the LDC and referenced in the comprehensive plan.
- **Historic Preservation:** Encourage and incentivize preservation of historic buildings and require design standards that maintain architectural integrity.
- **Parking:** Prioritize public parking on public land and in public rights-of-way to eliminate height incentives and support local businesses.
- **Infrastructure:** Infrastructure such as utilities to be paid for or constructed by developers. Developers should have the option to overbuild infrastructure to be considered a public benefit if more than their capacity is available after completion.
- **Economic Development:**
 - Leverage cultural assets for economic growth.
 - Align workforce programs with industry needs.
 - Simplify and reduce development costs for job-creating businesses.
 - Incentivize business retention and expansion.
 - Support creation of a Business Improvement District or Mainstreet organization.
 - Foster public-private collaboration.
 - Implement building improvement grants for structures over 25 years old.

Land Development Code Amendment Recommendation

The following amendments to Sec. 78-70. Park Avenue Downtown District (PADD) in the Town’s Land Development Code are proposed in response to the findings within the data and community feedback.

Table 78-70-1: Permitted and Special Exception Uses

- Permit medium to high-density housing by right, with design standards to ensure neighborhood compatibility.
- Differentiate housing types (e.g., duplexes, multiplexes) to support gentle density.
- Allow neighborhood commercial uses by right.

Table 78-70-2: CORE Sub-District Regulations

- Restrict building height to 7 or 6 stories.
- Cap additional density per property, not by district average.
- Add a maximum FAR of 0.75 for non-residential use, consistent with comprehensive plan policies.

Table 78-70-3: OUTER Sub-District Regulations

- Cap additional density per property, not by district average.

- Add a maximum FAR of 0.75 for non-residential use consistent with comprehensive plan policies.

Sec. 78-70(b)(7): Waivers

- **Specify waiver review criteria** to ensure proportional public benefit. Define eligible public benefits, including:
 - Public parking
 - Utility infrastructure to serve capacity beyond the proposed development
 - Publicly accessible recreation or open space areas
 - Sustainable design
 - Workforce housing

Sec. 78-70(h): Architectural Requirements

- Add standards to preserve downtown’s historic integrity, including massing, placement, and design.
- Clarify applicability of Article XII “Architectural Design Guidelines” to the PADD.

Sec. 78-70(g)(4): Landscaping Requirements

- Reference buffer requirements from other LDC sections to ensure clarity and compatibility, specifically when adjacent to residential development outside of the PADD.

New LDC Sections

- **PADD Sub-District Regulating Plan:** Extend the outer sub-district to improve transition and mitigate CORE impacts.
- **Recreation/Open Space:** Provide standards for usable, publicly accessible open space for residential developments.
- **Mobility:** Include reference to mobility fee requirements.
- **Multi-modal:** Codify transportation alternatives such as bike racks and transit shelters Add design and implementation guidelines for multi-modal infrastructure.
- **Historic Structures:** Add requirements to protect historic assets with adaptive reuse guidelines.