Planning, Zoning & Building Department
PLANNING DIVISION - Staff Report
State Transmittal Report - NOVEMBER 4, 2026

County Initiated Text Amendment

I. General Data

Project Name:	**Urban Redevelopment Area (URA) Text Amendment**
Element:	Future Land Use and Map Series
Project Manager:	Bryan M. Davis, CNU-a, Principal Site Planner/Urban Designer
Staff Recommendation:	Staff recommends ***approval*** based on the findings and conclusions presented in this report.

II. Item Summary

Proposed Text Amendment. The item before the Board is a set of proposed revisions to the Comprehensive Plan related to the Future Land Use Element's (FLUE) Sub-Objective 1.2.2 The Urban Redevelopment Area and corresponding maps in the Map Series of the Plan. The proposal consists of changes to modify policies for clarity and incorporate changes in practice since the policies were originally adopted. The policies are as follows:

- FLUE Policy 1.2.2-b: to address the affordability ranges referenced in the policy clarifying the obligation to provide 15% of all new units as workforce housing; and to make minor corrections to the number of stories allowed in the Urban Infill (UI) future land use designation in conjunction with Policy 1.2.2-f Green Buildings.

- FLUE Policy 1.2.2-f: to expand the "green building" programs allowed, which have not been modified since 2008; and to clarify the number of stories allowed within the Urban Center and Urban Infill future land use designations, consistent with those found in Policy 1.2.2-b.

- Map Series Maps LU 9.1 Urban Redevelopment Area Regulating Plan and LU 9.2 Urban Redevelopment Area Regulating Plan II to address the descriptions of the UC and UI future land use designations, consistent with FLUE Policy 1.2.2-b.

Staff Assessment. The proposed modifications to revise select URA policies are based on real-world approvals since their origination, and are minor revisions clarifying the applicable policy language. The proposed amendments will continue to ensure regulatory predictability, amend the workforce housing program ranges, and afford additional program options for Green Building certifications, and maintain internal consistency within the Plan.

ULDC Implications. The proposed amendment will not require subsequent revisions to the ULDC.

III. Hearing History

Local Planning Agency/Planning Commission (LPA/PLC): ***Approval***, motion by Kara Irwin-Ferris, seconded by Jordania Areas, passed in a 9 to 0 vote at the October 9, 2026 public hearing. Commission discussion included comments regarding increased incentives for the Urban Infill future land use designation, questions regarding whether or not the Priority Redevelopment Areas skewed the density requests possible under the Live Local Act, the role of the TCEA after 2011, and general questions as to the Workforce Housing Program (WHP) units and income ranges, including whether or not the units were applicable to the green building incentive program.

Board of County Commissioners (BCC) Transmittal: ***Transmit***, motion by Commissioner Weiss, seconded by Commissioner Flores, passed in a 5-0 vote (with Commissioner Sachs and Commissioner Marino absent) at the November 4, 2026 public hearing. There was minimal discussion and no public comment.

State Review Agencies:

Board of County Commissioners (BCC) Adoption: Scheduled for February 3, 2027.

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IV. Intent

Proposed Text Amendment. The item before the Board is a set of proposed revisions to existing policies in the Comprehensive Plan related to the County's Urban Redevelopment Area (URA). This is in response to several projects that recently used the regulations, and staff identified areas in need of further clarification. Given that many of the extant requirements in the established policies provide detailed and specific guidance for the land development regulations and regulate the form of development consistent with the URA Master Plan/Addendum, the intent is to provide the same level of regulatory clarity going forward to reduce the need for changes to the Unified Land Development Code.

Unified Land Development Code (ULDC) Implications. There are no text changes needed for the ULDC.

V. Policy Background

This section provides background information regarding the proposed amendment, and consistency of the proposed changes with the Comprehensive Plan.

A. Background

The Palm Beach County Board of County Commissioners (BCC) designated the Urban Redevelopment Area (URA) for a central portion of the County on February 17, 2004. The URA was established in the Comprehensive Plan in 2005. The BCC directed a consultant-led master planning effort study and propose redevelopment strategies and scenarios for the approximately 35-square-mile URA. The Priority Redevelopment Areas (PRAs) within the URA, generally described as the arterial thoroughfares that developed after World War II as commercial corridors, necessitated attention and specific redevelopment strategies as many of the parcels were non-conforming with current regulations and potential redevelopment would be less than the present condition—that is, they were disincentivized from redevelopment. From mid-2006 through mid-2007, the County's consultant, Treasure Coast Regional Planning Council (TCRPC) conducted a study for the URA, which resulted in the URA Master Plan with the following recommendations: 1). Institute a stormwater utility; 2). Establish Transportation Concurrency Exemption Areas (TCEAs) for the PRAs; 3). Create new future land use categories for the PRA corridors; 4). Utilize form-based zoning code to implement the new redevelopment incentives; 5). Further intergovernmental coordination between the County and school district on school sites and prototypes. Although the TCRPC URA Master Plan broadly studied the overall area, most of the focus was on Military Trail and Congress Avenue from Southern Blvd. to Forest Hill Blvd., the two identified PRAs.

The BCC adopted the URA Master Plan in 2007, and during 2007-2009, most of the policies and implementation measures were established in the Comprehensive Plan. Given that there was an enormous economic slowdown around this time, and that redevelopment inquiries were not merely confined to the central portion of the URA Master Plan PRAs, staff engaged in an exercise that studied Military Trail South (from Forest Hill to the municipal limits of Atlantis), Lake Worth Road (from Military Tr. to east of Congress) and portions Congress Ave. south to Atlantis, and the commercial node at Florida Mango and 10th Avenue North, which resulted in the URA Master Plan Addendum, adopted by the BCC in 2009. The Addendum expansion helped to "truth" the original TCRPC concepts (in that they were applicable beyond the original study) and expanded the effort to promote redevelopment to capture similar sites.

Along with the enshrining of the URA in the Plan, the County took an additional step of amending the future land use designations and zoning districts to the newly established Urban Infill and Urban Center

designations/districts, and produced a form-based code, consistent with the TCRPC recommendations. However, the general economic slowdown between 2008-2014 meant that virtually no projects were implemented within the PRA corridors. Slowly, with some experience, changes were incorporated, largely to enable smaller scale redevelopment than envisioned in the URA Master Plan and Addendum (initially the requirements were consistent with the Master Plan recommendation, for mixed-use, vertically integrated redevelopment with a minimum of two stories); including allowing for parcels to essentially "opt-out" of the URA requirements if seeking only minor improvements or changes to a given property; however, nothing since to date has reduced the redevelopment potential nor precluded achieving the original vision established in the Master Plan and Addendum.

B. Proposed Amendment and Revisions

This section of the report provides supporting information for the proposed amendments.

Policy 1.2.2-b established the Urban Center and Urban Infill transect-based future land use designations. The policy describes the urban form, and intended outcome of redevelopment, while also establishing basic requirements. Relative to the County's Workforce Housing Program (WHP), the policy named specific income categories, but erroneously included an Affordable Housing Program (AHP) income range ("very low"). Note that the County's WHP is a mandatory housing program, and the AHP is a voluntary program. The income categories are defined in the Plan's Introduction and Administration Element (I&A, p. 15) with "Very Low" defined as the adjusted gross household income being 50% or less of the median adjusted gross income for households in the County. In the ULDC, the AHP applies to housing for those making less than 60% of the Average Median Income (AMI). Thus, the policy as written requires a compliance with a program that is otherwise voluntary. The intent of the policy had always been to impose the WHP at a fixed rate since the establishment of the UC and UI designations, as the original policy language adopted in 2008 referenced the Low (60-80% AMI), Moderate (80-120% AMI), and Medium (120-140% AMI) ranges, but did not specifically cite the WHP. The proposed amendment would amend the same language in for both UC and UI to simply refer to the program in the ULDC (cf. ULDC Art. 5.G.1.A.2.d.1).a)). The proposed change is as follows (the complete policy is shown in Exhibit 1):

- A minimum of 15% of all new housing shall be provided ~~as very low-, low-, and moderate-income~~ <u>as workforce housing units, as described in the workforce housing program in the ULDC</u>;

The other proposed changes to Policy 1.2.2-b reference the overall maximum intensity of each future land use designation, and (as it is a "form-based" regulation) the process for approving the additional building "height" or number of stories. Prior to this amendment, the Plan allowed Urban Infill to be from one-to-three stories in height, and allowed a fourth story if "green building" strategies in Policy 1.2.2-f were followed. However, the ULDC introduced a "fifth" story in ULDC Table 3.B.16.F-Maximum Building Floors, indicating that four stories were permissible, and a fifth was available if using "green building" provisions. A prior project, which was subject of a FLUA amendment to "opt-back-in" to the URA, Southport Grove (SCA 2021-004, Ord. 2021-019), proposed five stories, but the ground floor was effectively surface parking, with four floors above it. When the project recently returned to add an additional parcel (SCA 2026-004, not yet adopted as of the writing of this staff report), the applicant again sought to build five-stories, but with the additional land area, ground-floor parking under the building was not necessary, and the project could meet all parking requirements with surface parking to the rear of the building. Staff determined that the fifth story was not unreasonable, and that it could obtain a waiver from the BCC (the intent of URA waivers was for the BCC to approve deviations from the ULDC if they met other purposes of the Plan and they were subject to a public hearing to approve the waiver). Thus, the amendment proposal would rectify the apparent discrepancy in Plan policy and ULDC regulation, consistent with recent staff interpretation. Further, this was one of the stated

purposes during the URA Master Plan process, to make the approval standards more predictable, and to allow for a 'safety valve' for issues that were not otherwise foreseen during the planning effort. Thus, the amendment clarifies that the range for Urban Infill is now one-to four stories, with the BCC having the ability to approve a fifth story via the waiver process, so long as the project also meets the green building strategies requirement. The proposed change to the Urban Infill provisions is shown below (the complete text is found in Exhibit 1):

- Urban Infill: …
  …
- A range of ~~one-to-three~~ one-to-four story buildings;
- Additional height may come from the use of "green building" strategies contained in Policy 1.2.2-f (up to ~~four~~ five stories may be allowed if the BCC approves a waiver through the Zoning process);

Given the changes in Policy 1.2.2-b, amendment to the Green Buildings policy (Policy 1.2.2-f) are also necessary. The intent of the Green Buildings policy was to acknowledge that some design creativity may well be necessary in accommodating redevelopment within the PRA corridors based on the standards (or lack thereof) when they developed initially. That is, an acknowledgement that the corridors were developed prior to modern stormwater management requirements, and as a result, retrofitted sites may not be able to fully realize the density and intensity incentives offered under the URA, as they are now obligated to follow the County and water management districts' drainage design requirements. It was an oft-repeated statement by TCRPC staff during the Master Plan process that "to develop, you need to build on a site, park cars on the site, and drain the site, but there's only enough land to do two of those." Or to put it differently, the building and necessary supporting infrastructure under a suburban code are segregated on a site, but in transitioning to an urban code, those uses need to be co-mingled, or integrated.

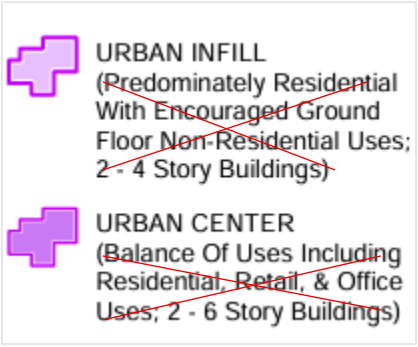
By the early 2000s, a growing environmental awareness resulted in the US Green Building Council establishing the Leadership in Energy and Environmental Design (LEED) "green building" rating system, and by the mid-2000s, this was the globally recognized standard. Staff recognized that benefits such as green roofs (which temporarily store rainwater and filter out environmental impurities before using it for other purposes) temporarily held stormwater in much the same way that stormwater detention areas work—they hold water on-site, temporarily, before discharging it later when the drainage infrastructure has had some time to recover from storm events. Alternatively, if not using a green roof standard, the building could be slightly raised and/or subterranean stormwater vaults could be employed, to much the same result. The LEED standards did not mandate this, but they accommodated such approaches. It was also in 2008, when the Policy was first adopted, the only identifiable standard "on the books," but more were in the pipeline. Thus, the Plan attempted to incorporate the Florida Green Building Coalition's (FGBC) "green" standard that was in-draft at the time, but imminent. Further, staff found that although LEED was and remains the most recognized standard, it was not fine-tuned to the Florida environment, with the high humidity, rainy/dry season extremes, storm resilience needs, and opportunities for mold—effectively it mandates climate-specific adaptations that national/international standards may not otherwise accommodate. Fast forwarding to the present, there are multiple "green building" standards out there in addition to the LEED and FGBS enshrined in the existing policy (ICC 700 National Green Building Standard (NGBS), ASHRAE Standard 189.1/International Green Construction Code (IgCC), and "Green Globes" by the Green Building Initiative, etc.). The Policy is proposed to be revised to allow for the Planning Director to determine that other comparable standards are permissible, without having to regularly amend the policy to enumerate each new approved standard. Additionally, other changes are proposed that would render the policy consistent with the amendments proposed for Policy 1.2.2-b, and one minor change of an omission for the Urban Center where it was not previously amended from "two-to-four" stories but now correctly, and consistently references the normally able to build one-to-four stories, and up to eight stories maximum if

employing green building standards (see Exhibit 1 for the complete text change). Note that no ULDC amendment is necessary due to the existing language for the Green Building Incentive Program referencing LEED, FGBC, "…or other similar standard approved by the County" (cf. ULDC Supp. 32, Art. 3.B.16.F.6.c.3).b), p. 99). The Plan amendment simply designates the Planning Director as the authority approving the standard on behalf of the County.

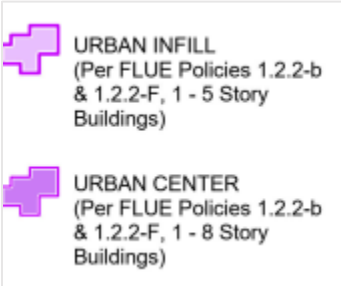
C. Map Series Changes

To ensure internal consistency within the Plan and its Map Series, Maps LU 9.1 and 9.2, the Urban Redevelopment Area Regulating Plans I & II are being revised for consistency with the proposed changes in FLUE Policies 1.2.2-b and 1.2.2-f. The rationale for the changes are as described above, but the changes strike the existing brief descriptions in the map legends that remained unchanged since 2008-2009 when the maps were adopted into the Map Series of the Plan, and replaces them with policy references as well as the overall number of allowable stories for Urban Center or Urban Infill. No other regulatory changes are proposed (see Exhibit 2).

The existing text to be stricken:



Will be replaced with the following legend on both maps:



D. ULDC Revisions

Subsequent amendments to the ULDC are not necessary to implement the revised policies.

VI. Public & Municipal Review

Intergovernmental Plan Amendment Review Committee (IPARC): Notification was sent to the County's Intergovernmental Plan Amendment Review Committee (IPARC), a clearinghouse for plan amendments, on September 17, 2026. At the time of publication of this report, no comments or issues were raised.

VII. Assessment & Conclusions

The proposed modifications to revise select URA policies are based on real-world approvals since their origination, and are minor revisions clarifying the applicable policy language. The proposed amendments will continue to ensure regulatory predictability, amend the workforce housing program ranges, afford additional program options for Green Building certifications, and maintain internal consistency within the Plan.

As such, staff recommends ***approval*** of this amendment.

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Exhibit 1
Proposed Comprehensive Plan Revisions

A. Future Land Use Element

REVISIONS: To revise existing policies within the Future Land Use Element related to the Urban redevelopment Area (URA). The added text is underlined, and the deleted text ~~struck out~~.

REVISED Policy 1.2.2-b: Within the PRAs, two new urban, mixed-use Future Land Use designations are established: Urban Center and Urban Infill. These shall be transect-based land use designations and zoning districts. These transect based land use designations and their corresponding zoning districts will feature a primary emphasis on regulating building form and placement in relation to the public realm, over the regulation of specific uses. The locations of Urban Center and Urban Infill transects are depicted in the Map Series, Map LU 9.1 and LU 9.2, Urban Redevelopment Area Regulating Plan.

- Urban Center: The Urban Center (UC) Transect applies to those areas in the PRAs with the greatest mixed-use development/redevelopment opportunities, based upon physical location and land area. The UC Transect is intended to support redevelopment using the planning strategies documented in the URA Master Plan. The UC Transects are envisioned as urban, mixed-use neighborhoods, located at prominent intersections developed consistent with the pattern illustrated in the URA Master Plan. The UC Transects shall develop/redevelop with the following characteristics, and will be implemented through the ULDC to require:

    - A balance of land uses including residential, office/employment, and commercial within the transect;
    - An interconnected pedestrian-friendly street network, including vehicular connectivity;
    - Vehicular and pedestrian connections to adjacent parcels and roadways
    - Buildings located along the sidewalk with uses that support and enhance pedestrian activity;
    - An emphasis on multi-modal facilities (bike racks, bus shelters, on-street parking, enhanced pedestrian environments);
    - A minimum of 15% of all new housing shall be provided ~~as very low-, low-, and moderate-income~~ as workforce housing units, as described in the workforce housing program in the ULDC;
    - A range of one-to-four story buildings;
    - Additional height may come from use of “green building” strategies contained in Policy 1.2.2-f (up to eight stories may be allowed);
    - Provision for civic and/or institutional functions and spaces: additional density and intensity is permitted in this Transect, in exchange for the allocation of land for public facilities (including but not limited to a public school, significant public recreation facility, or significant component to a stormwater management facility) on portions of the site.

The UC Transect shall be utilized in conjunction with the provisions of TE Policy 1.2-v and the URA regulations in the ULDC.

- Urban Infill: The Urban Infill (UI) Transect should be the predominant land use in the PRAs. The UI Transect are envisioned as urban, mixed-use areas at the edges of existing neighborhoods proximate to an arterial thoroughfare; therefore, the UI Transects are transitional by nature. The UI Transect is intended to support development and redevelopment

using the planning strategies documented in the URA Master Plan. The UI Transects are intended to be flexible allowing residential, office, civic, employment generating, and commercial uses. The UI Transects shall develop/redevelop with the following characteristics, and will be implemented through the ULDC to require:

- Residential and/or non-residential uses;
- An interconnected pedestrian-friendly street network, including vehicular connectivity;
- Vehicular and pedestrian connections to adjacent parcels and roadways;
- Buildings located along the sidewalk with uses that support and enhance pedestrian activity;
- An emphasis on multi-modal facilities (bike racks, bus shelters, on-street parking, enhanced pedestrian environments as appropriate);
- A minimum of 15% of all new housing shall be provided ~~as very low-, low-, and moderate-income~~ as workforce housing units, as described in the workforce housing program in the ULDC;
- A range of ~~one to three~~ one-to-four story buildings;
- Additional height may come from the use of "green building" strategies contained in Policy 1.2.2-f (up to ~~four~~ five stories may be allowed if the BCC approves a waiver through the Zoning process);

The UI Transect shall be utilized in conjunction with the provisions of TE Policy 1.2-v and the URA regulations in the ULDC.

REVISED Policy 1.2.2-f: Green Buildings – The Planning, Zoning, and Building Department shall maintain an incentive program to encourage construction of more environmentally friendly "green buildings," consistent with the URA Master Plan. The Program shall include the following:

- All new development, redevelopment, or rehabilitation projects within the PRAs shall utilize the U.S. Green Building Council's Leadership in Energy and Environmental Design (LEED) Green Building Rating System in order to be eligible for bonus height consideration, ~~or~~ the ~~appropriate~~ Florida Green Building Coalition's designation standards, or other comparable standard as determined by the Planning Director.
- In order to qualify for the height bonus, the development must guarantee a LEED rating at the Silver level or above, ~~or~~ the ~~appropriate~~ Florida Green Building Coalition's designation standards, or other comparable standard as determined by the Planning Director.
- Projects in the Urban Infill Transect, which can normally build one-to-three four story buildings, may build a ~~fourth~~ fifth story, if the BCC approves a waiver through the Zoning process.
- Projects located in the Urban Center Transect, which can normally build ~~two~~ one-to four story buildings, may build up to eight stories.

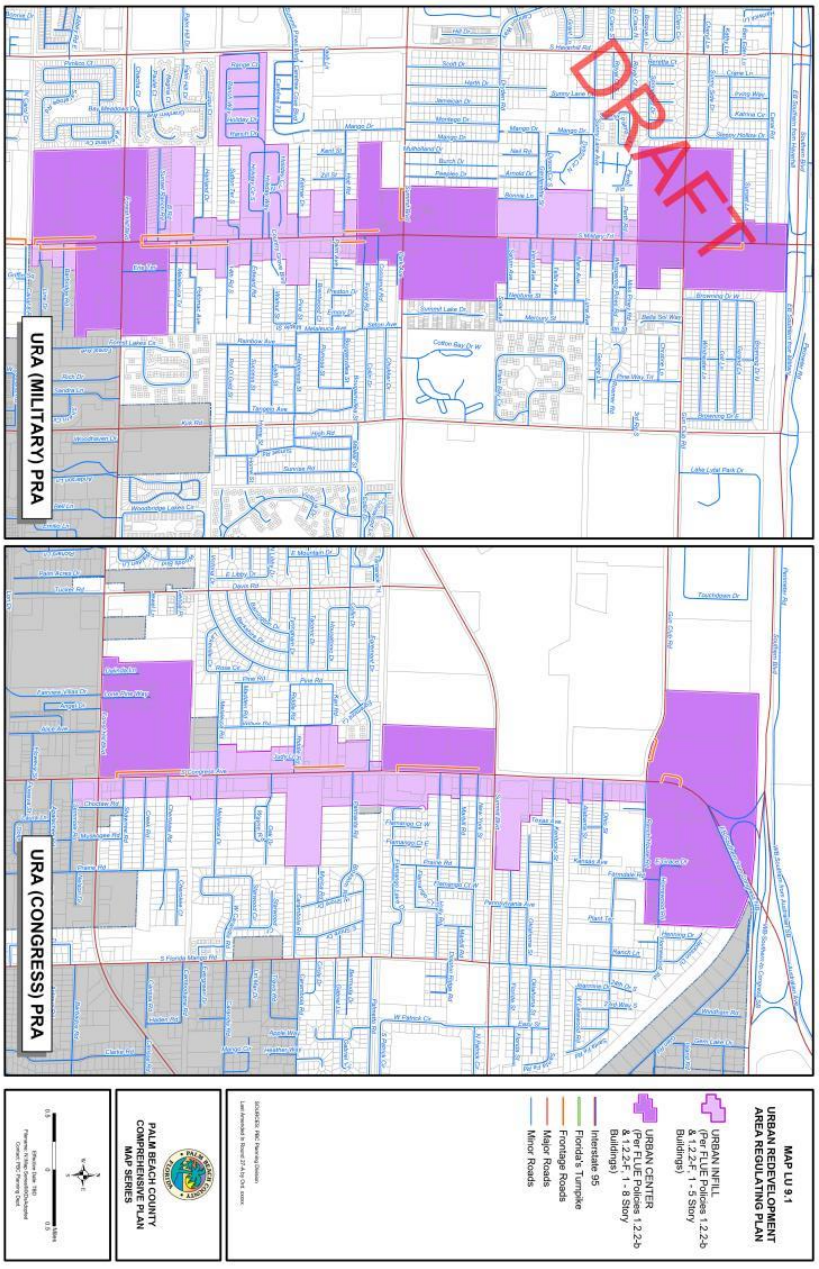
This incentive program shall be implemented in the ULDC.

Exhibit 2
Proposed Comprehensive Plan Map Series Revisions

A. Map Series Map Revisions

REVISIONS: To revise existing Map Series Maps, LU 9.1 Urban Redevelopment Area Regulating Plan, and LU 9.2 Urban Redevelopment Area Regulating Plan II, related to the proposed Future Land Use Element Policy changes, to ensure internal Plan consistency. Note: the municipal boundaries, shown in gray are being updated to reflect municipal annexations since 2009, the last update of this map.

MAP LU 9.1 URBAN REDEVELOPMENT AREA REGULATING PLAN



MAP LU 9.2 URBAN REDEVELOPMENT AREA REGULATING PLAN II

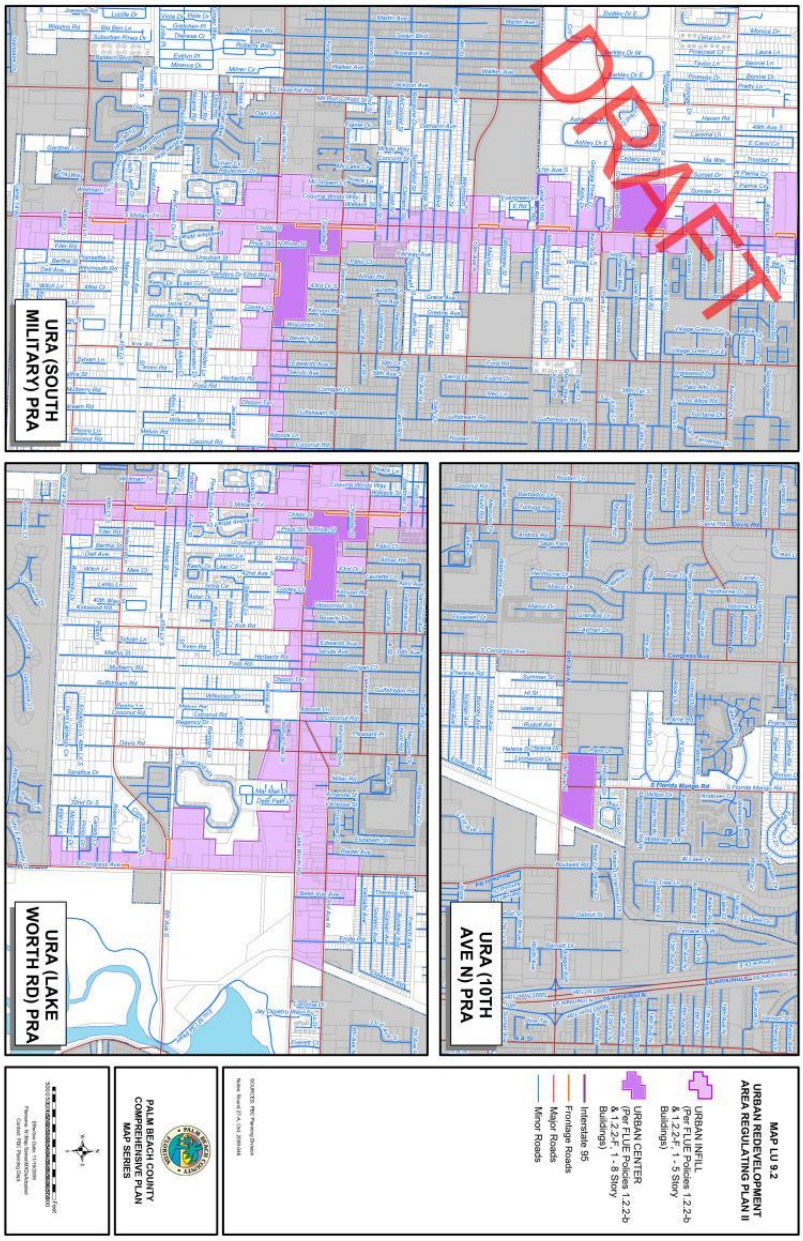


Exhibit 3
Business Impact Estimate

Meeting Date: 11/04/2026 - BCC Comprehensive Plan Public Hearing

Proposed Ordinance Title/Reference:

THE FUTURE LAND USE ELEMENT AND MAP SERIES (TO REVISE THE COMPREHENSIVE PLAN FOR URBAN REDEVELOPMENT AREA TEXT AMENDMENT, MODIFYING EXISTING POLICY LANGUAGE RELATIVE TO THE WORKFORCE HOUSING PROGRAM RANGES, THE GREEN BUILDING STANDARDS TO ALLOW FOR OTHER BUILDING CERTIFICATIONS, AND TO CLARIFY THE MAXIMUM NUMBER OF STORIES FOR THE URBAN CENTER AND URBAN INFILL TRANSECTS (FUTURE LAND USE DESIGNATIONS); THE URBAN REDEVELOPMENT AREA REGULATING PLANS MAPS, LU 9.1 AND LU 9.2 TO ALIGN WITH THE POLICY MODIFICATIONS IN THE FUTURE LAND USE ELEMENT);

Summary of Proposed Ordinance and Statement of Public Purpose to be Served:

This County Initiated amendment would revise existing policies in the Comprehensive Plan's Future Land Use Element's (FLUE) Sub-Objective 1.2.2 The Urban Redevelopment Area and corresponding maps in the Map Series of the Plan. The proposal consists of changes to modify policies for clarity and incorporate changes in practice since the policies were originally adopted. FLUE Policy 1.2.2-b revisions address the affordability ranges referenced in the policy clarifying the obligation to provide 15% of all new units as workforce housing; and to make minor corrections to the number of stories allowed in the Urban Infill (UI) future land use designation in conjunction with Policy 1.2.2-f Green Buildings. The revisions to FLUE Policy 1.2.2-f include expansion of the "green building" programs allowed, which have not been modified since 2008; and to clarify the number of stories allowed within the Urban Center and Urban Infill future land use designations, consistent with those found in Policy 1.2.2-b. Also, the Map Series Maps LU 9.1 Urban Redevelopment Area Regulating Plan and LU 9.2 Urban Redevelopment Area Regulating Plan II are proposed to be modified to ensure internal consistency within the Plan, and address the descriptions of the UC and UI future land use designations, consistent with FLUE Policy 1.2.2-b.

Estimate of Direct Economic Impact on Private/For Profit Businesses:

a. Estimate of Direct Business Compliance Costs: There are no business compliance costs associated with this text amendment.
b. New Charges/Fees on Businesses Impacted: There are no new charges or fees on businesses as a result of this amendment.
c. Estimate of Regulatory Costs: This amendment will not impose any new regulatory fees.

Good Faith Estimate of Number of Businesses Likely Impacted:

No businesses are expected to be impacted by this amendment.

Any Additional Information:

None.

Exhibit 4
Correspondence