1963

Central Business District Study and Development Plan, Lake Worth, Florida

George W. Simons Jr.

Office

LAKE WORTH, FLORIDA

CENTRAL BUSINESS DISTRICT DEVELOPMENT PLAN

Prepared by
GEORGE W. SIMONS, JR., AND ASSOCIATES
Jacksonville, Florida
1963

CENTRAL BUSINESS DISTRICT STUDY

&

DEVELOPMENT PLAN

CITY OF LAKE WORTH, FLORIDA

Prepared By:
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City Planning Consultants
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Jacksonville, Florida

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LYNCH BUILDING • JACKSONVILLE 2, FLORIDA

GEORGE W. SIMONS, JR., A.I.P.
CHAIRMAN OF THE BOARD

GERALD L. DAKE
ASSOCIATE PLANNER

TELEPHONE 355-0641

May 3, 1963

Honorable Richard A. Carpenter, Mayor, and
Honorable Members of the City Commission
City Hall
Lake Worth, Florida

Dear Sirs:

We are pleased and honored to present herewith the report of our study of the Central Business District of Lake Worth made pursuant to the provisions of our contract with you dated August 27, 1962.

In the conduct of our work we received the finest kind of cooperation and assistance from your Honorable Board and from City Manager, Tom Smith and Mrs. Marie Kilgore. And too, we are especially appreciative of the assistance and counselling of the Planning Board under the able direction of Mr. Mauno Nikander. Without the interested participation these official boards and individuals our task would have been more difficult.

During the various stages of the work we were obliged to interview many people. The response we received reflected a keen interest of all citizens in their community and their desires to make it still a greater place.

We hope now that your Honorable Body will authorize us to proceed with other phases of work included in the contract of August 27, 1962.

Sincerely,

George W. Simons, Jr.

GWS/lg

LAKE WORTH, FLORIDA

City Commission

Richard A. Carpenter - Mayor
George Ingersoll
Duane Ledbetter
Hal Lowry
Richard Hoover

Tom G. Smith - City Manager
Zell Altman - City Attorney

City Planning Board

Mauno E. Nikander - Chairman
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John Mc Cranels
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Marie Kilgore - Secretary

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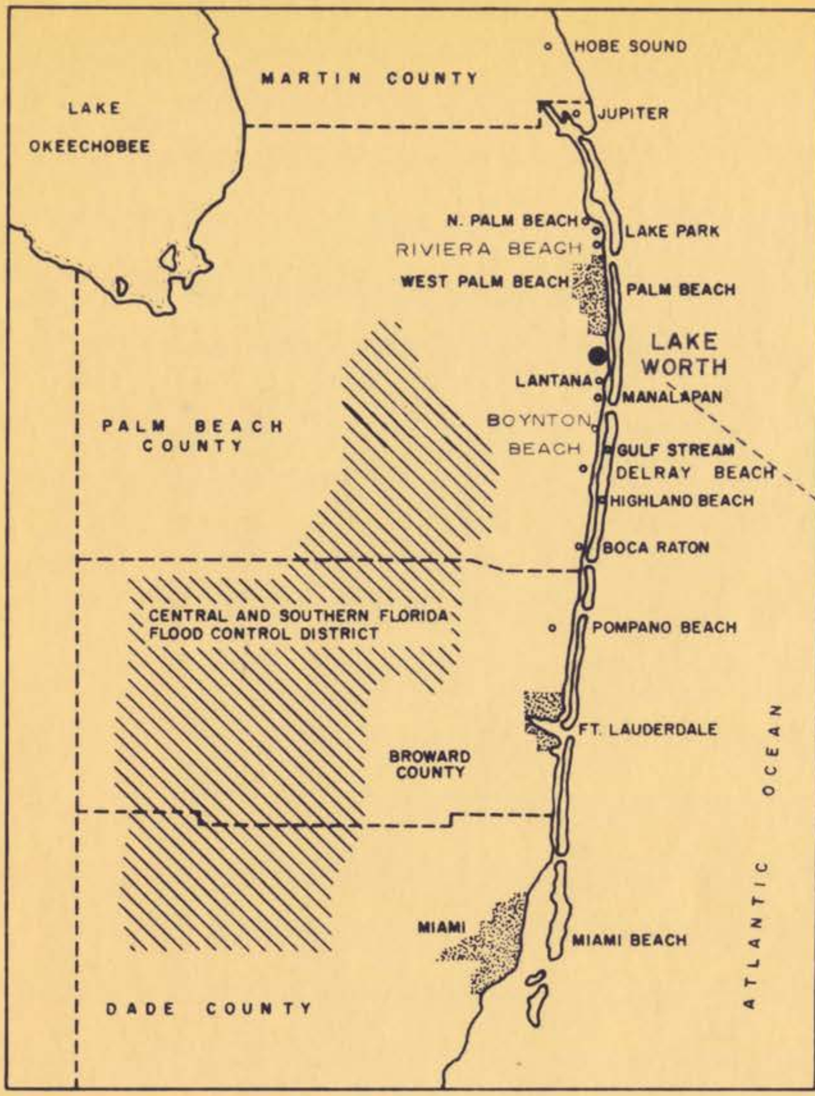
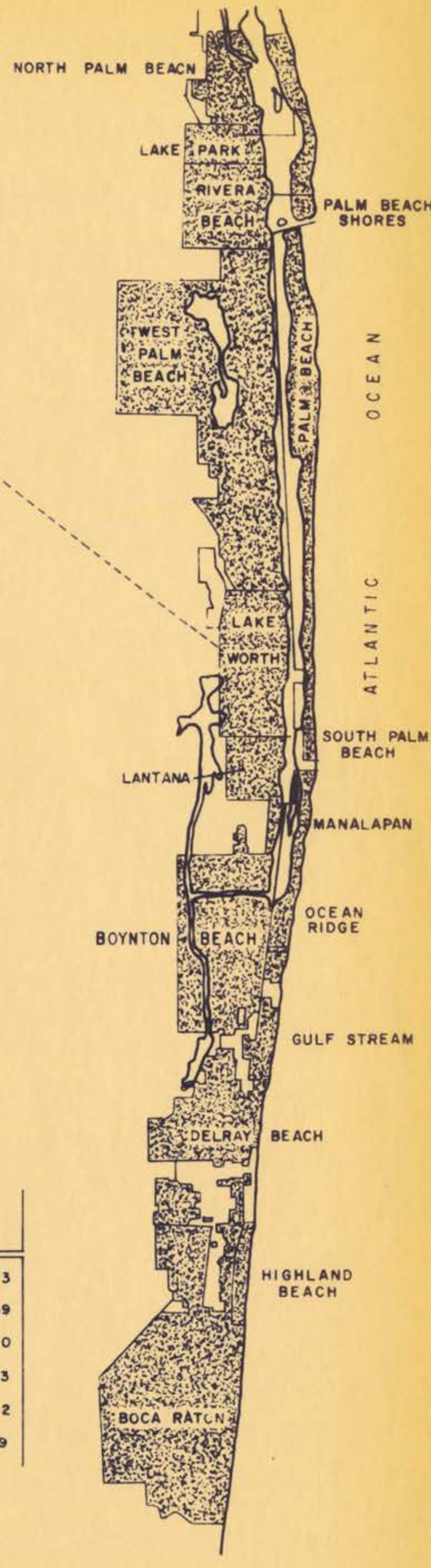


FIGURE 2



POPULATION GROWTH — THE GOLD COAST

YEAR	FLORIDA	BROWARD COUNTY	DADE COUNTY	PALM BEACH COUNTY	LAKE WORTH	WEST PALM BEACH
1910	752 619		11 933	5 577		1 743
1920	968 470	5 135	42 753	18 654	1 106	8 659
1930	1 468 211	20 094	142 955	51 781	5 940	26 610
1940	1 606 842	39 794	267 739	79 989	7 408	33 693
1950	2 771 305	83 933	495 084	114 688	11 777	43 162
1960	4 886 016	329 406	921 625	224 537	20 758	55 539

INTRODUCTION

Forces operative on our cities today are capable of inducing greater dispersion or greater concentration. Improved communication and transportation facilities have lowered the costs of overcoming distances. Someone has said, "for the first time in history it is possible to do away with the Central Business District". Such a statement is disturbing and awesome to the point that the owners of properties and operators of businesses in central areas should be alerted to the necessity of instituting measures of preservation.

THE PALM BEACH COUNTY REGION

The coastal fringe of Palm Beach County is a portion of that unique urban concentration extending southward to the Florida keys. It consists principally of a succession of independent political entities or corporations having much in common socially and economically. In many cases the northern and southern boundaries of the corporate areas are coterminous. Communication between the various places in the area by direct routes simplifies, distributes and expedites traffic movements, bringing the people of the area and their interests into closer working relations. Because of these conditions, problems relating to growth and development in the coastal area must be approached and evaluated from a regional standpoint instead of from the standpoint of a particular isolated community. Each populated city must be looked at as a segment of the whole.

West Palm Beach as the principal governmental, trading and financial center of the coastal area is the "big town" of the region between the north and south county boundaries. Its diversified retail and wholesale outlets and other facilities attract many people from the county area into the city thereby influencing directly the trading patterns elsewhere in the county. This is particularly true where distances between centers of cities is less than 10 miles, but more especially it is true where large shopping areas are existant between the two centers.

The City of Lake Worth lies immediately south of West Palm Beach being separated from it only by the West Palm Beach canal. Located on the west bank of Lake Worth, the city has a length approximating 3 1/2 miles from the West Palm Beach canal to its coterminous boundary with Lantana. The developed land of Lake Worth extends westward from the lake about 2 miles. The corporate area is compactly developed mainly with single family dwellings; there is relatively little vacant, undeveloped land.

Between Delray Beach and the West Palm Beach canal, the Central Business District of Lake Worth, lying 2 miles south of the canal is the principal shopping facility for much of the urbanized area within the region. In addition to the facilities within the district, there are stores and establishments of diverse character located on Dixie Highway for the greater part of its length. But the concentrated area of selectivity and comparison goods and services is the Central Business District. The importance of all the outlets in Lake Worth can be judged by the fact that in the period 1956 through 1961, the total retail sales of Lake Worth increased 51 percent. During the same period the total sales of West Palm Beach and Delray Beach increased 24.6 and 27.0 percent respectively. Although these statistics are interesting they do not yet reflect the influence of the various shopping centers and marketing centers that have been established nor is it possible to anticipate the effect of those still to be provided as the area grows. But these are developments that must be considered.

THE SHOPPING CENTER

The shopping center or marketing center is a product of decentralization, a creation of the mobile age. There are two principal types of shopping centers--the neighborhood center and the district or community center. The neighborhood center is one comprising a small number of outlets usually clustered around a super market. The neighborhood center sells primarily convenience goods, serving a minimum of

750 families. The community or district center on the other hand attracts a greater number of customers from wider area than a neighborhood center. The community center usually caters to several neighborhoods or areas within a one to three mile radius from the site. This type of center will readily serve 15,000 to 30,000 people. Besides the customary convenience goods shops of the neighborhood center, the community center includes specialty goods shops emphasizing apparel, home furnishings in the middle price range, professional offices and centered by a department store and sometimes, a bank. The community center such as Palm Coast is characterized by a greater depth of merchandise and usually is comprised of some 20 to 50 outlets of various kinds.

It is because of the changes resulting from decentralization and the changing marketing habits of people generally that an increased attention is being focused on the Central Business District and its future. Can the Central Business District maintain its position of priority within the marketing structure of the city? Or, stated conversely, what must be done to revitalize and rehabilitate the Central Business District and restore it to a preeminent position as a competitive force? On these questions the present study was predicated.

THE CENTRAL BUSINESS DISTRICT

Every city started with a small central area known as "down town" around which the community expanded and its life revolved. In it was the Post Office to which neighbors walked for their mail, exchanged pleasantries with their friends and incidentally did their shopping or banking on the way. It was also the center of professional services. The City Hall was there to which the citizenry went for governmental discussions or to pay some bills. As the town grew, "down town" became the Central Business District, a center that reflected the spirit of the city and its people. But as we have seen mobility changed the tempo and pattern into the ultimate of change we observe today. No longer does "down town" have the "pull" it had before mobility was introduced and the advent of the shopping center.

EXISTING PHYSICAL CONDITIONS

For the purpose of this study the Central Study Area was delineated as that area bounded by the Florida East Coast Railroad on the west, Fifth Avenue on the north, Fifth Avenue on the south and Lake Worth on the east, (Figure 1). This enlarged central area encompassing the Central Business District at its center was included in this study because past construction trends indicated that it was in a state of flux. In it there have been definite trends toward multiple family uses in recent years and further into it commercial activities have expanded, especially along highways. What happens in this study area henceforth will effect definitely the character and usefulness of the Central Business District. This is one of the original platted sections of the city but unfortunately twenty-five foot lots are predominant throughout and these pose a problem.

LAND USE CHARACTERISTICS

A study of how land is currently used and the extent of land coverage is helpful in determining the amount and extent of change necessary in the future. Land uses are fundamental to any planning study.

The central study area has an area of approximately 388 acres of which more than 50 percent is residential, 6.4 percent commercial and services, 1.7 percent industrial. Paved streets and alleys occupy 21.5 percent of the land, 15.5 percent is devoted to municipal and semi public services, 4.4 percent of land is vacant and undeveloped. This analysis is shown in Table 1.

The spatial distribution of land uses is illustrated in Figure 2. The incidence of ribbon commercial and industrial development along the Dixie Highway and the Florida East Coast Railroad is apparent. Observations made along the Dixie Highway revealed the presence of 269 commercial and service establishments.

CENTRAL STUDY AREA

LAKE WORTH, FLORIDA

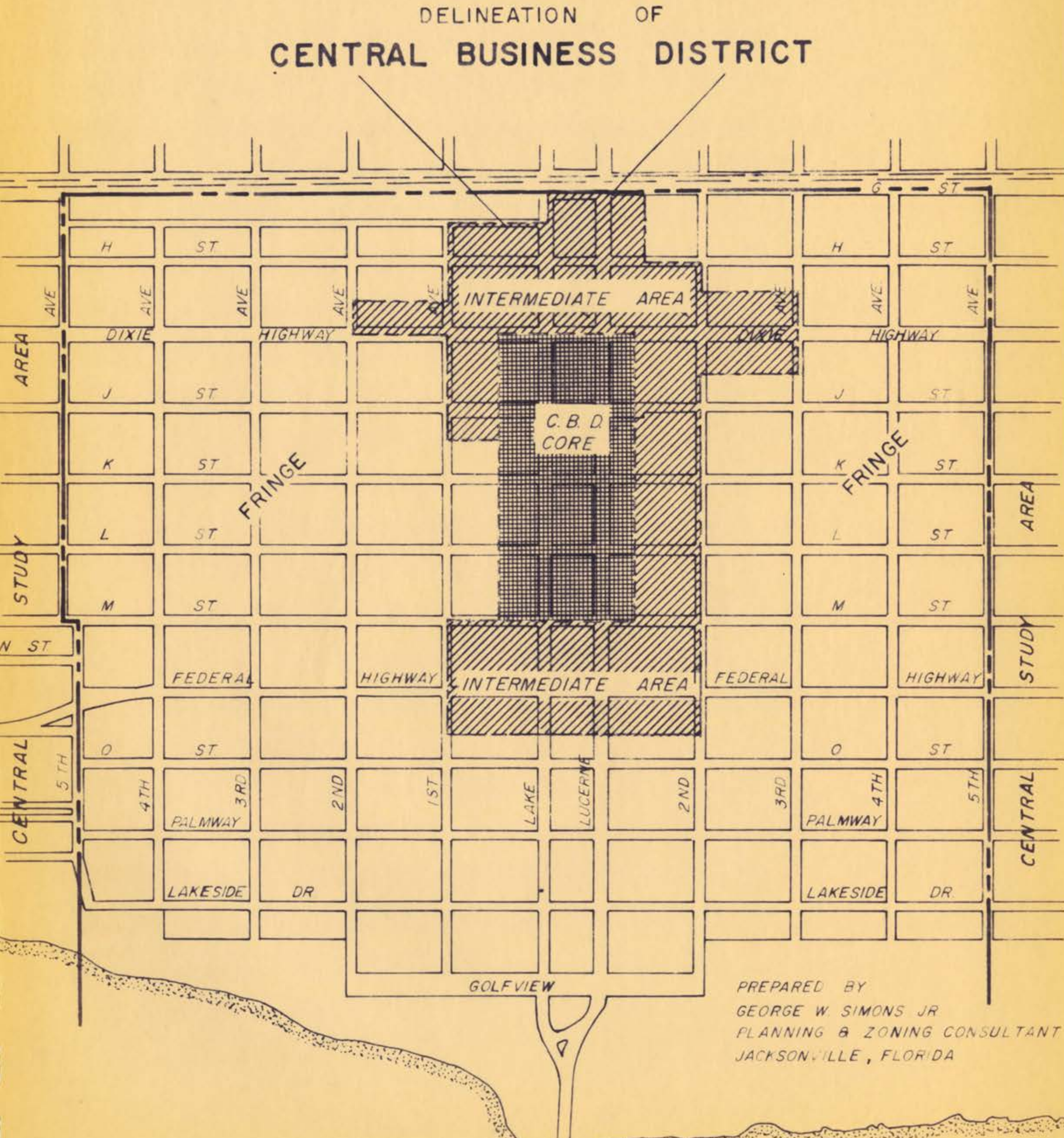


Table 1

CENTRAL AREA LAND USE

Type of Use		Area Used		% of Total
Residential		196.3 acres		50.5%
Single Family Residential	120.0 acres		30.9%	
Two Family (duplex)	34.1 acres		8.8%	
Multiple Family (apartment)	42.2 acres		10.8%	
Commercial		25.2 acres		6.4%
Industrial		6.7 acres		1.7%
Streets & Alleys		83.3 acres		21.5%
Public & Semi-Public		8.8 acres		2.3%
Golf Course & Park		51.3 acres		13.2%
Vacant		16.7 acres		4.4%
TOTAL		388.3 acres		100.0%

LAND USE AND ZONING

Figure 2-A shows how the land within the central area is used, expressed as a percentage of the total. This figure also shows how the existing land uses are related to zoning classifications. Table 2 emphasizes that the actual land use in the central area is the single family dwelling with 120 acres yet only 21 acres of land within the area is zoned for such use. On the other hand, 144 acres of land are zoned for Apartment B and C, yet only 76 acres is so used actually. These differences between amounts of land zoned for the use and the amount of land actually used raises the question of realigning the various dwelling uses in the area. Commercial and industrial zones are apparently well divided to provide a surplus for future growth.

LAND VALUES IN THE CENTRAL AREA

A knowledge of land and improvement valuations is essential to the delineation of plans of future development that will be both practical and feasible. An examination of all land parcels within the central study area disclosed a total of 1544 parcels under separate ownership. According to the City tax records these parcels have an assessed value on land of $5,881,520 and on improvements of $11,970,843 or a total assessed value of $17,852,363. (Figure 3) When compared with the total

LAKE WORTH, FLORIDA

CENTRAL BUSINESS DISTRICT PLAN

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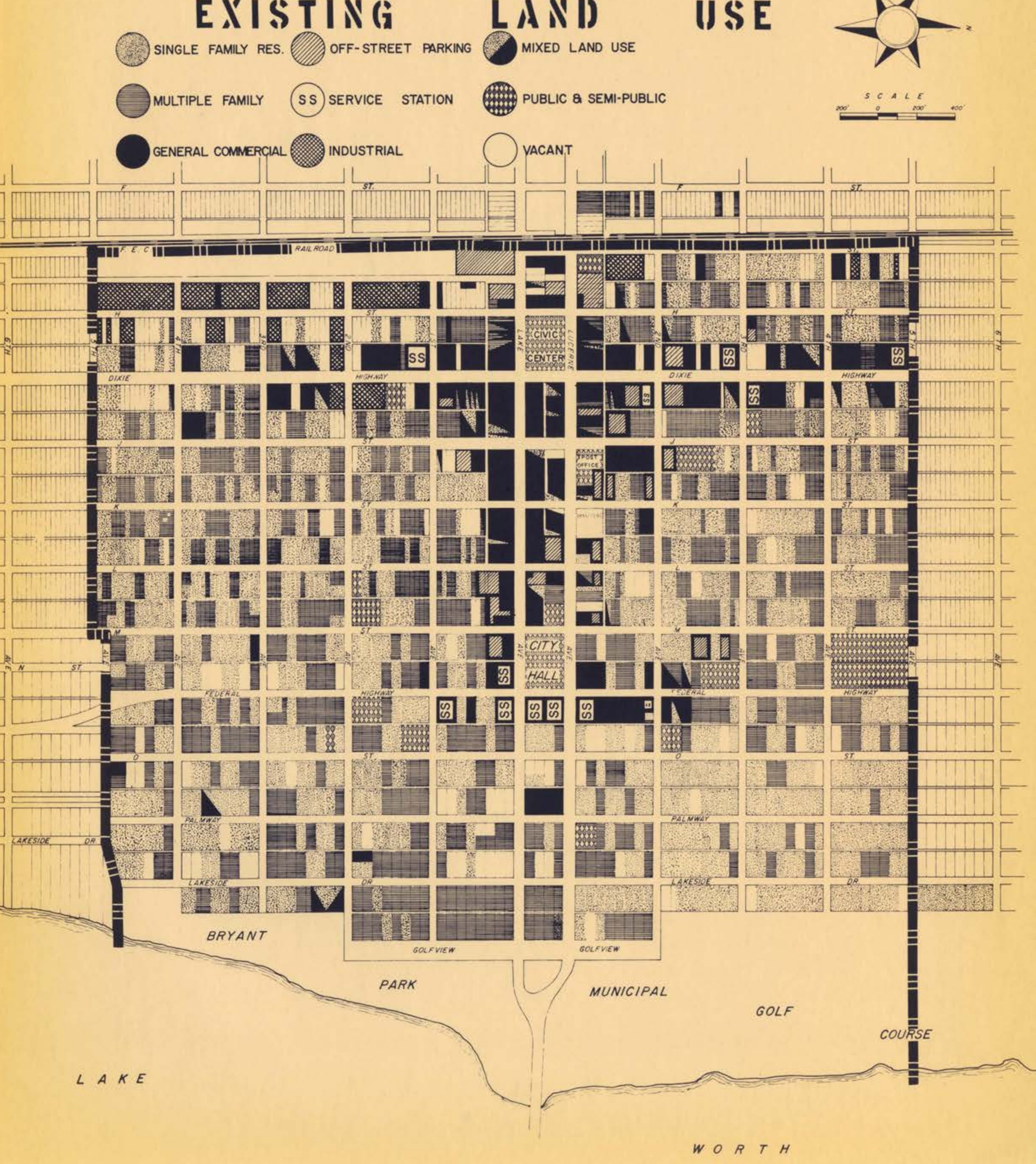
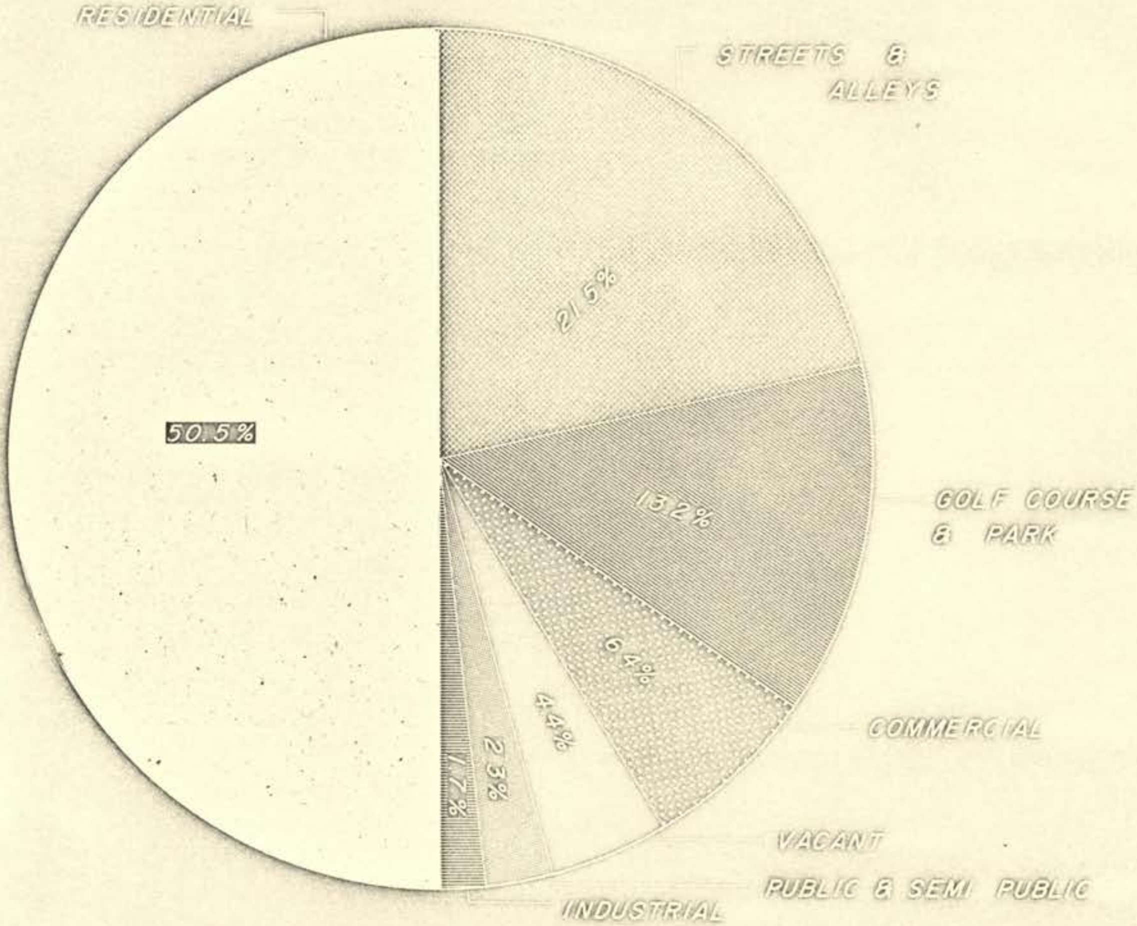
EXISTING LAND USE



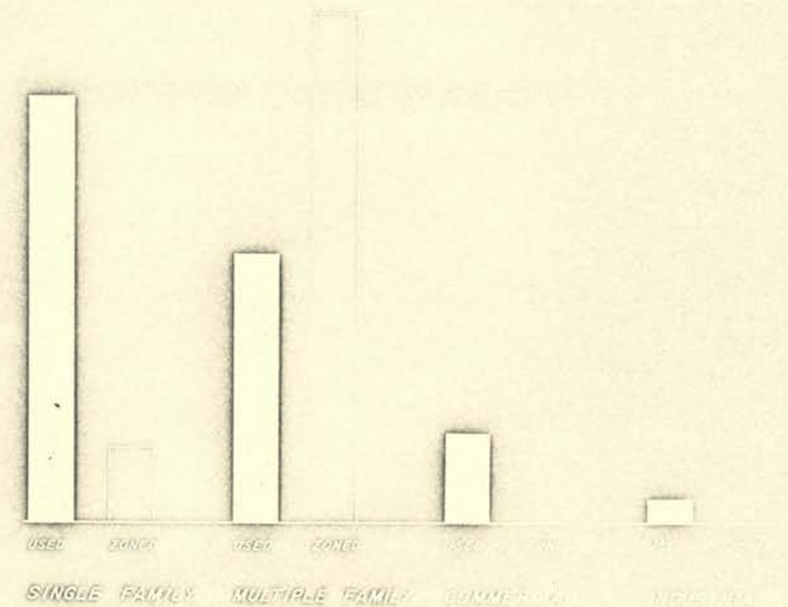
CENTRAL AREA STUDY

CITY OF LAKE WORTH, 1963

EXISTING LAND USE



ZONING REVIEW



assessed value of the city of $85,074,810 in 1962 the central study area is responsible for approximately 22.2 percent of the total assessed value of the city. (It is interesting to note that this area contains only 9.7 percent of the entire corporate area.)

Table 2

Zone	Area Zoned	Area Used
A - One Family zone	21.0 acres	120.0 acres
B - Apartment & One Family zone	144.0 acres	76.0 acres
C - Hotel & Apartments zone		
D - Retail Business zone	61.7 acres	25.2 acres
E - Wholesale & Industrial	10.6 acres	6.7 acres

A further analysis of assessed values in the area discloses that the Core containing 87 parcels has a land assessment of $1,566,410 and an improvement assessment of $1,289,280. It would seem that this is an unhealthy situation for improvements to be less than the land on which they are located. This condition has come about because of a failure to improve and update the structures of the 1925 era.

The Intermediate Area containing 174 parcels has an assessed valuation of $1,095,570 on land and $1,804,502 on improvements. This ratio of land to improvements is more realistic here.

The Fringe Area of 1283 parcels surrounding the Core has a total assessed valuation of $12,096,601 divided $3,219,540 land and $8,877,061 improvements.

This review of Assessed Valuations emphasizes the important place the Central Area occupies in the tax structure of the city. The Core in the heart of the city--is responsible for nearly 3.3 percent of the city's total assessed value which is relatively low for such a Central Business District. It is not uncommon to find Central Business Districts in cities the size of Lake Worth with assessed valuations equal to 10 to 15 percent of the city's total.

THE CENTRAL BUSINESS DISTRICT VERSUS THE SHOPPING CENTER

The Central Business has certain advantages that cannot be claimed by the shopping center. First, by virtue of location it is more central and accessable to

FIG.

LAKE WORTH, FLORIDA

CENTRAL BUSINESS DISTRICT PLAN

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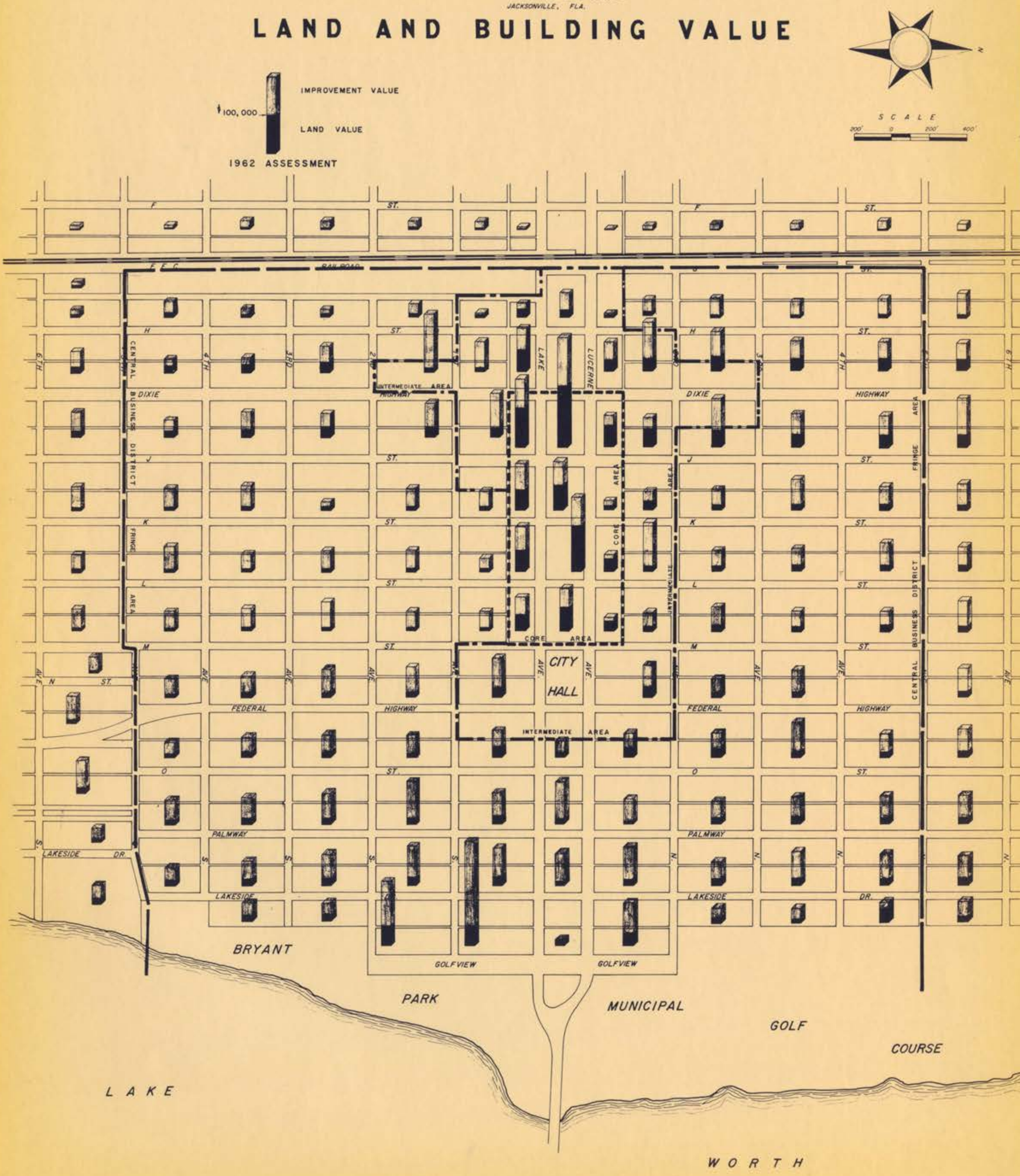
LAND AND BUILDING VALUE



more people than any other shopping area. Second, within the area the shopper finds a greater assortment and diversification of goods than can be found elsewhere. Third, because of an intermingling of businesses and services the central area enables the shopper to discharge a number of errands at one time and within a relatively small area. The lady can compare the offerings at several apparel shops, select shoes, have her hair fixed, visit the family doctor or lawyer, exchange her books at the library, cash a check at the bank and mail a package at the Post Office. Only within the Central Area are such a multiplicity of services offered to the customer.

The Central Business District does, however, have defects. Most of it was built in the day before mobility took over. The principal defect in the central commercial area is the inadequacy of parking on which the shopping center has capitalized. The second defect is the lack of luster, flare and attractiveness. In its construction and expansion no serious consideration was given to aesthetics, harmony, beauty or ease of movements. Each property owner or builder endeavored to satisfy his own selfish whims and desires; he sought to outdo what his neighbors had done. The result has been incongruity. Contrast the design and facilities of the shopping center with those of the central district. In the shopping center one finds harmony, attractiveness and often beauty. In its design the comfort and pleasure of the pedestrian or potential shopper is preeminent. Simplicity and harmony of arrangement and facilities have contributed vastly to the aesthetic which coupled with parking facilities have made the shopping center a powerful competitor.

The shopping center is not without its deficiencies too. Comparison competition is lacking in the shopping center. More often than not, only one business of a kind is found. On a comparison basis, prices are generally higher in the shopping center than in the central district. In the larger community centers a name department store may be provided as the pivotal attraction and around it the lesser shops are clustered. Rarely, as at Colonial Plaza at Orlando, are two outstanding department stores and two super markets found. Laying aside all its advantages, the shopping center cannot compete with the diversification and comparison opportunities offered by the central district provided the central district will make plans for parking facilities comparable to those of the shopping center and also take steps to "doll" itself up. In other words, the central district must be converted into a community shopping center of appeal, beauty and harmony. A plan of central district rehabilitation is a major operation that once started could be realized over a period of time.

Recently the Discount House has been entering the competitive retail field. These establishments are located by themselves in large structures and have ample parking space. Farmer's Market and King's are enterprises of this type in the Lake Worth region.

COMPOSITION OF THE CENTRAL BUSINESS DISTRICT

In addition to such public facilities as the City Hall, Public Library, U. S. Post Office and Civic Center with recreation facilities the Central Business District contains a variety of retail establishments and services. These retail operations are not only of the convenience or consumer goods types found in the shopping center, but they are predominantely of the comparison type. A study of the Core reveals that 54 percent of the total ground floor area is devoted to the comparison type of business. It is this diversification and variety that imparts to the central area its most favorable position in the regional trade pattern. The ground floor area study shows further that 16 percent of it is used for the convenience type goods, and 19 percent for service enterprises. Nearly 11 percent of the available floor area is currently vacant and unused. See Table 3.

Table 3

GROUND FLOOR SQUARE FEET OF USE

CORE AREA

Type of Use		Sq. Ft. of Use
Comparison Goods		117,374 sq. ft.
Service Establishments		41,488 sq. ft.
Convenience Goods		36,733 sq. ft.
Vacant		20,669 sq. ft.
	TOTAL	216,264 sq. ft.

Office		22,386 sq. ft.
Hotel & Apartment		17,268 sq. ft.
Financial		9,550 sq. ft.
Beauty Shop & Barber Shop		10,144 sq. ft.
Men's Clothing		3,480 sq. ft.
General Clothing		9,770 sq. ft.
Women's Clothes		8,890 sq. ft.
Children's Clothes		3,100 sq. ft.
Doctor & Dentist		8,872 sq. ft.
Shoes		6,775 sq. ft.
Eating & Drinking establishments		14,709 sq. ft.
Other retail uses		56,287 sq. ft.
Furniture		5,000 sq. ft.
Drug & Food		11,880 sq. ft.
Entertainment		7,484 sq. ft.
Vacant		20,669 sq. ft.
	TOTAL	216,264 sq. ft.

The incidence of vacant buildings in the Central Business District is rather high for such a relatively compact area. An examination of the vacant structures revealed that the majority of them were in the older age structures. The large vacant building at the corner of Lake Avenue and Dixie Highway is typical of the early structures built in the period of the 20's. It shows little evidence of modernization. Other vacant structures within the "Core" are representative of the 20's and have failed to keep in step with progress. Failure to modernize in these later days of easy financing has resulted in an obsolescence and old age which has influenced development elsewhere in the vicinity. Blight and obsolescence are agents of deterioration.

In the "Intermediate" Area (Figure 1) there are an additional 225,004 square feet of general business uses which are primarily comparison uses. The majority of vacant stores within this area are relatively new structures in contrast to those in the "Core", indicating a possible saturated condition.

Within the "Core" and "Intermediate" Areas there are a total of 441,268 square feet of general business uses which comprise the strongest potential marketing center in the trade area. It is generally a comparison type center balanced by services and convenience goods. Its strength lies in its ability to offer a variety of goods and services in a compact, centrally located area. It is also the financial and cultural center of the city.

DISTRIBUTION OF BUSINESSES

It is interesting to note the number and kind of business and service establishments operating within Lake Worth. Along the Dixie Highway from the north to the south limits there are 269 businesses and services of varied kinds. West of the Florida East Coast Railway there are 62 establishments and east of the railroad exclusive of Dixie Highway there are 263 establishments of various kinds including banks and professional services. Of the latter, 213 are located within the Central Business District. The total number is 594. The majority of the businesses of the central area are located principally on Lake Avenue and Lucerne Avenue on the major commercial streets. Among the 594 establishments, there are approximately 283 retail outlets divided as follows:

Food stores	38
Eating and drinking places	58
General Merchandise	19
Apparel stores	22
Furniture, Household Appliances	28
Automotive	11
Gas stations	28
Lumber, Building hardware	18
Drugs	9
Miscellaneous	52
Total retail outlets	283

These data show the relative importance of Lake Worth in the retail trade picture of Palm Beach County. The most recent data* on retail trade for the County shows that the 283 retail outlets of Lake Worth are second only to West Palm Beach with 951 retail establishments.

GENERAL MARKET ANALYSIS

In the preceding portion of this report basic information has been presented. It has been shown that Lake Worth is a community in the Palm Beach County coastal region. The advent of the shopping center into the economy of the area has been described. Then the remainder of the report has been devoted to the various aspects and qualities of the Central Business District. A knowledge of this foundation material equips one now to determine something of its future. What is the future potential of the Central Business District; how will it be supported in the face of increased competition. To evaluate this, a number of factors must be studied, among them, Population Growth and Characteristics, Occupational Statics and Economy of Area.

POPULATION GROWTH

The City of Lake Worth first appeared in the Federal Census of 1920 with a population of 1106. An earlier State census in 1915 gave the city a population of 612. Since 1920 the population increase has been steadily upward and substantial. The period 1920-30 was the decade of greatest growth, being 437 percent. Table 4 reflects population growth, 1912 to 1960 with an estimate for 1962.

*1961 Sales Management--Survey of Buying Power

POPULATION PYRAMID

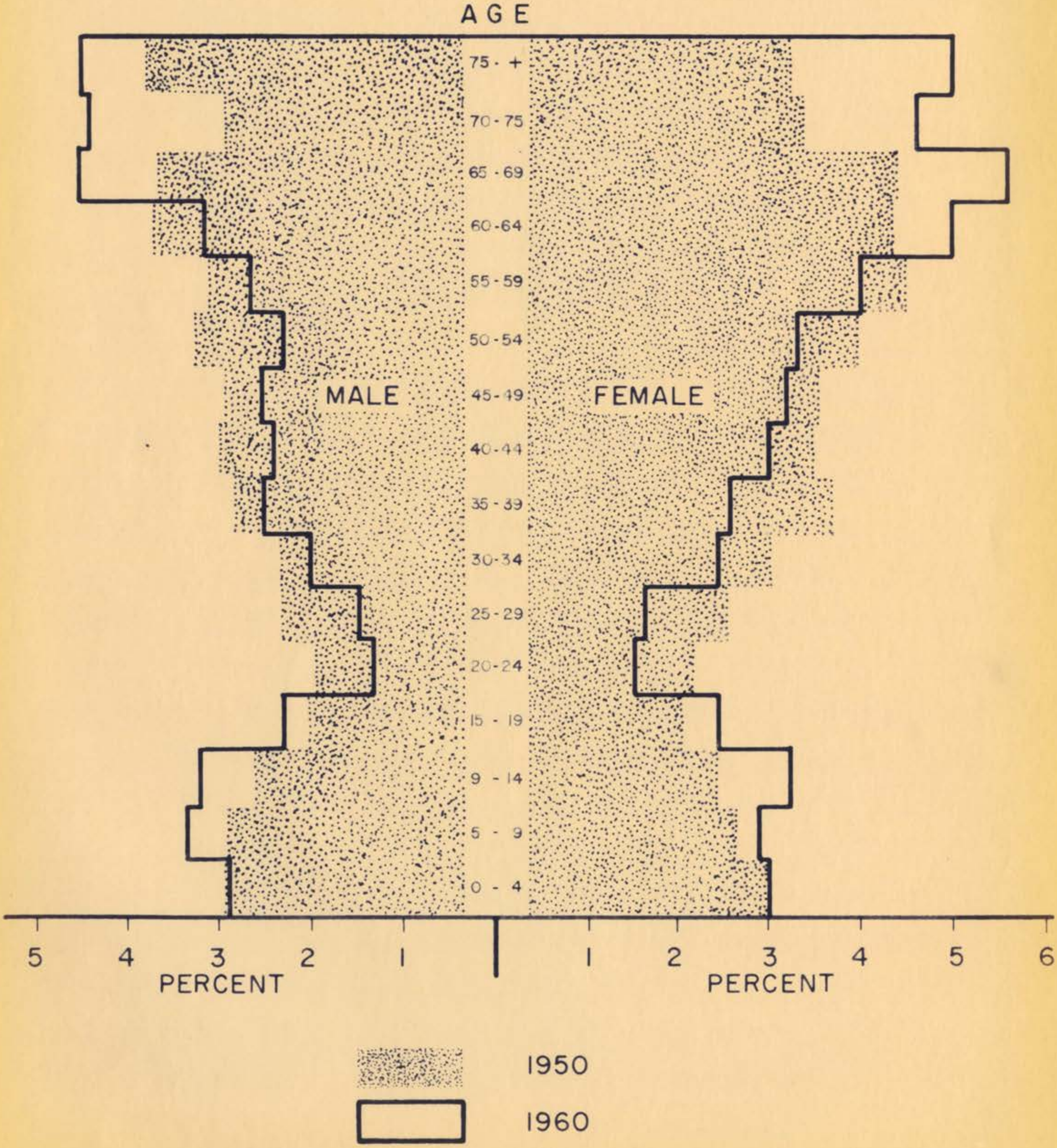


Table 4

POPULATION GROWTH - LAKE WORTH

Year	Population	Population Increase	% Increase
1915	612		
1920	1,106		
1930	5,940	4,834	437.1%
1940	7,408	1,468	24.7%
1950	11,777	4,369	59.0%
1960	20,758	8,981	76.0%
1962	22,600		

The 1920's marked the beginning of a spectacular growth in the coastal fringe of the lower east coast--Palm Beach, Broward and Dade Counties. Palm Beach County had a population of only 18,654 and West Palm Beach, 8,659 in 1920. Lake Worth with a population of 1,106 was the second largest city in the County.

The decade 1950-60 was a phenomenal one in the urban growth of the entire coastal area. The population of Palm Beach County increased nearly 99 percent. During this same period many Palm Beach County cities experienced great growths: Boca Raton, 601 percent; Boynton Beach, 311 percent; Riviera Beach, 220 percent; Delray Beach, 93 percent; Lake Worth, 76 percent; West Palm Beach, 30 percent. Estimates of population for the corporate area establish the population of Lake Worth at approximately 23,300 persons.

The age of the people comprising the market determines to a great degree the type of needs that must be supplied. The 1960 Census supplies the most recent pertinent information outlined in Table 5. (See also Figure 4)

The information presented in Table 5 reveals some interesting and important trends the most important of which is the ageing of the citizens. Whereas in 1950, the median age was about 45.8 years, in 1960 this age had increased to 49.4 years. In the decade, 1950-60, the number of persons of 50 years and over increased by 4,984 persons, more than 50 percent of the total population increase.

Table 5

AGE GROUPING OF POPULATION

Age Group	Population 1950	% of Total	Population 1960	% of Total
0-5	710	6.0	1,245	6.0
5-9	656	5.6	1,316	6.3
10-14	595	5.1	1,351	6.5
15-19	516	4.4	1,010	4.9
20-24	496	4.2	613	3.0
25-29	591	5.0	659	3.2
30-34	653	5.5	926	4.5
35-39	772	6.6	1,075	5.2
40-44	779	6.6	1,147	5.5
45-49	765	6.5	1,188	5.7
50-54	855	7.3	1,179	5.7
55-59	903	7.7	1,385	6.7
60-64	955	8.1	1,689	8.1
65-69	948	8.0	2,104	10.1
70-74	755	6.4	1,892	9.1
75 +	828	7.0	1,979	9.5
	11,777		20,758	
Under 18 years	2,279		4,621	
65 and over	2,531	21%	5,975	29%
Median age	45.8 years		49.4 years	
Population/Household			2.46	

The Federal census also shows that the median age of the Lake Worth citizenry is 49.4 years which is the oldest citizenry of any Florida community of 10,000 persons and over, except Miami Beach with a median age of 54 years. This status is also evident from housing studies which show an average of 2.46 persons per household in Lake Worth. Again this is the lowest of any community with the exception of Miami Beach.

In 1960, there were 8,393 separate households within the corporate area of Lake Worth and statistics from the building department show that in December, 1962 this number had increased to 8,977.

POPULATION PROJECTIONS

To determine the potential market in Lake Worth it is necessary to project population of the city into the future. As of January 1, 1963, the population of Lake Worth approximated 23,340 persons. Establishing the buildable land of the city at 4,000 acres it is reasonable to assume that Lake Worth can ultimately accommodate 35,000-40,000 persons by 1980. This is particularly true if the trend toward multiple family units continues (Figure 5).

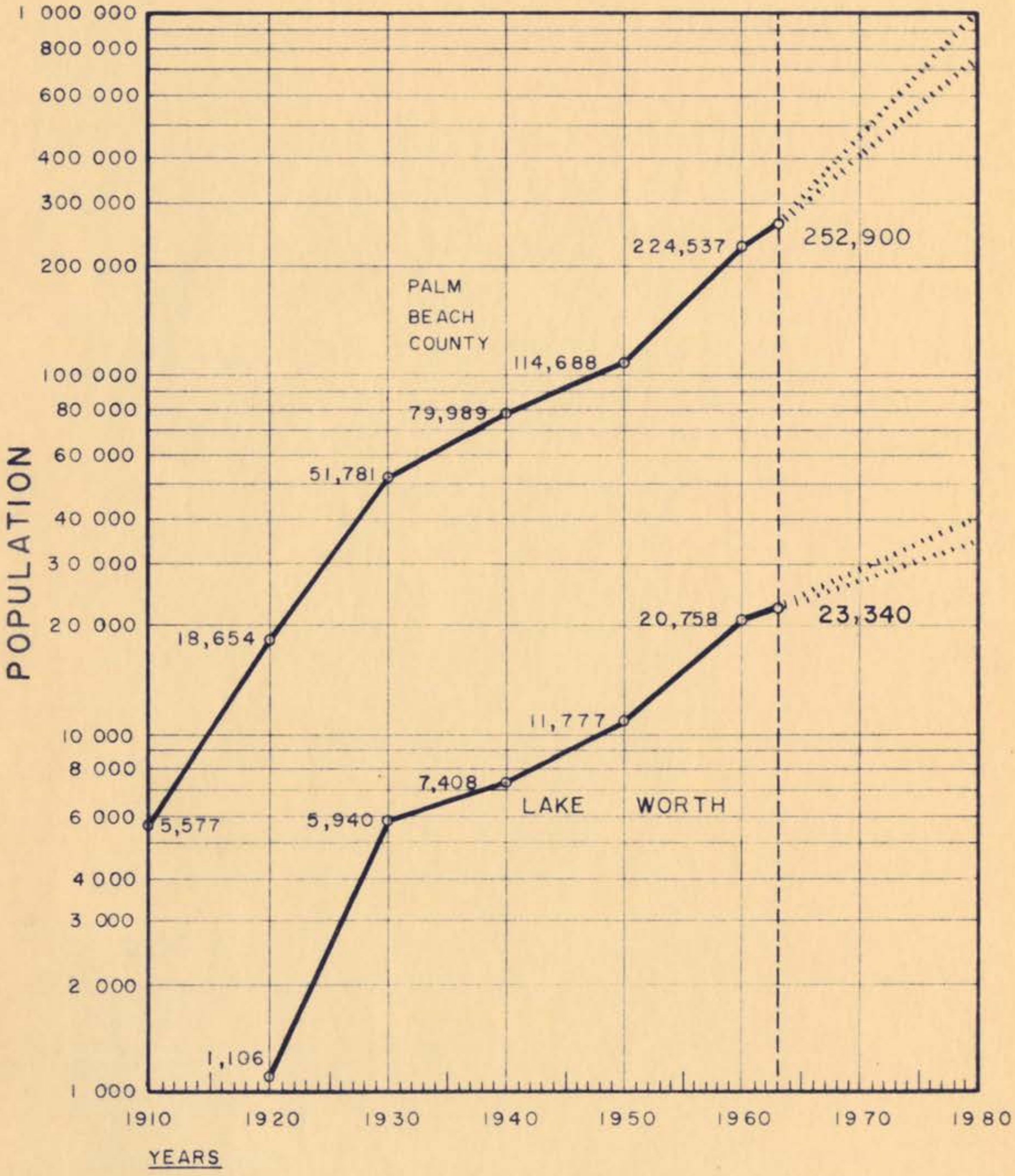
In contemplating the whole of the Lake Worth potential market, population projections should extend beyond the city into a trade area (Figure 6). As of 1960, the population of this extended area approximated 47,496 persons. From studies of building trends in the area the 1963 population is estimated at 57,000. This includes all the area west of the city as well as the Lantana and Hypoluxo areas.

In 1950, this trade area contained 25,948 persons or approximately 23 percent of the county population. In 1960, the ratio remained the same sc it is probable that a 20-25 percent relationship will continue in the future. Increased development in the north and northwest section of the county (Palm Beach Gardens) may affect the growth in the Lake Worth area somewhat.

In projecting the trade area to 1980 there is every reason to believe that the County will maintain or surpass its present rate of growth. Estimates indicate that Palm Beach County will reach 900,000 by 1980 and that the Lake Worth trade area will contain 140,000-160,000 persons--three times of what it is today.

BASIC ECONOMY

The labor force of Lake Worth in 1960 numbered 6,707 persons--4,152 males and 2,555 females--engaged in various economic endeavors as shown in Table 6.



POPULATION GROWTH

LAKE WORTH — PALM BEACH COUNTY

FLORIDA

PREPARED BY
GEORGE W. SIMONS JR.
PLANNING CONSULTANT

Table 6

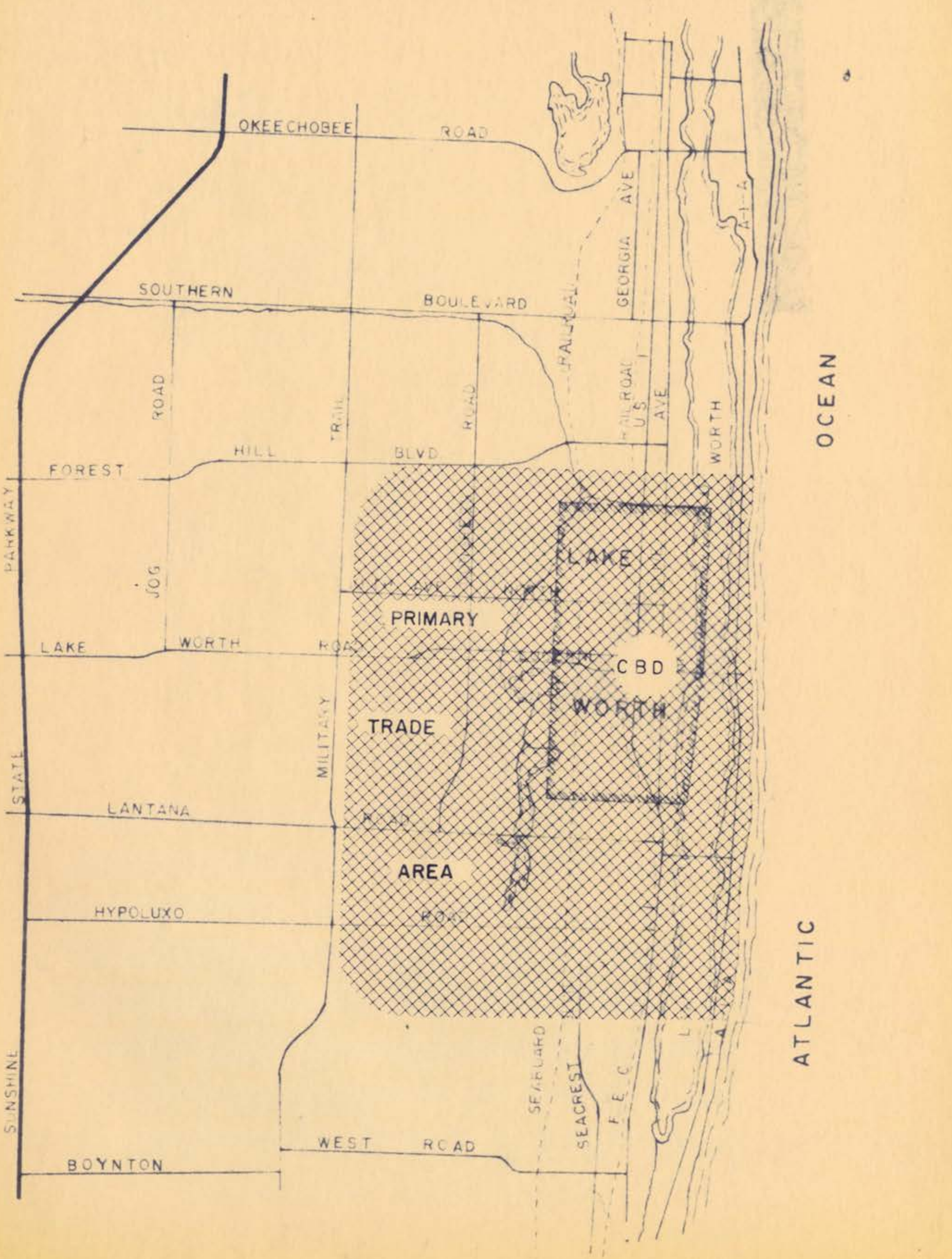
OCCUPATIONAL STATUS OF LABOR ROLL

Occupation Group		Male		Female
Professional, technical, & kindred workers		431		314
Engineers, technical worker		61		---
Medical and health workers		46		94
Teachers		21		93
Other professional		303		127
Farmers and farm managers		36		---
Managers, officials, & proprietors		709		164
(125 self-employed in retail trade)				
Clerical & kindred workers		266		729
Sales workers		436		218
(retail trade)	190		185	
Craftsmen, foremen & kindred workers		917		39
471 - construction				
45 - foremen				
228 - mechanics & repairmen				
33 - metal craftsmen				
140 - other craftsmen				
Operatives		317		93
Private household workers		16		229
Service workers		359		484
Farm laborers & foremen		20		4
Laborers		191		4

Major Class of Worker		Male		Female
Agricultural		93		13
Private wage & salary workers		49		8
Self employed workers		44		--
Unpaid family workers		--		5
Nonagriculture industries		3759		2443
private wage & salary workers	2709		1987	
government workers	493		244	
self-employed workers	553		175	
unpaid family workers	4		37	

It can be said generally that Lake Worth is a servicing community as opposed to one that lives on manufacturing or another that thrives on amusement, recreation and pleasure. According to the 1960 census, 5,052 persons were employed in work commonly classified as service type businesses. These workers were found in transportation and communications, wholesale and retail trade, finance, insurance, real estate, repair and personal services, education and public administration. The remainder of 1,256 persons, were employed in manufacturing, construction and agriculture. The latter group produces items for export and thereby bring money into

LAKE WORTH & REGION
PRIMARY RETAIL TRADE AREA



the city. The service group on the other hand circulate money without bringing in new funds. 106 and 467 persons in Lake Worth are identified with Agriculture and Manufacturing respectively and 1,769 in wholesale and retail trade.

Another industry difficult of measurement, yet one that is effective in Lake Worth, is Tourism. It is a basic industry because through the means of many activities Tourism brings money into the city. It is an industry that experiences cyclic periods but regardless, it is considered to be stable. Along with Tourism is the amount of retirement pensions available to people.

PERSONAL AND DISPOSABLE INCOME

The personal income per capita for Palm Beach County in 1961 was $2,205* and for Lake Worth, it was $1,927. For the County the income was distributed as follows:

PERCENT DISTRIBUTION BY MAJOR INDUSTRY

Manufacturing	- 14.0%
Agriculture	- 8.1%
Fisheries	- 0.1%
Constructuring	- 13.8%
Communication & Transportation	- 4.8%
Finance, Real Estate & Insurance	- 8.8%
Retail & Wholesale	- 22.2%
Service, Trades, & Professions	- 17.7%
Government	- 10.0%
Other	- 0.5%

In 1962 Lake Worth had approximately 9,200 consumer spending units with an effective buying income of $43,541,000. The per household income was estimated at $4,785 with a total net disposable income of $40,063,000. The net disposable income is important because it consists of funds spent on consumer goods and services. To compare income statistics, of Palm Beach County and some of its communities, table 7 is presented.

From this data the relative position of Lake Worth can be determined. It is noted that Lake Worth is near the average in per capita personal income which puts the city in a favorable position to compete with other marketing centers in the county.

*Sales Managements, 1962

Table 7

REGIONAL EFFECTIVE BUYING INCOME

City	1961 Population	Household (000)	Net Income (000)	Per Capita Income (000)	Per Household Income (000)	Net Disposable Income (000)
Lake Worth	22,600	9.1	$ 43,541	$1,927	$4,785	$ 40,063
Delray Beach	13,400	4.3	33,262	2,482	7,735	30,648
Boynton Beach	11,500	3.7	18,394	1,599	4,971	17,035
West Palm Beach	59,000	20.9	116,498	1,975	5,574	105,107
Palm Beach County	247,600	82.6	---	1,968	5,900	440,195

Sales Management - 1962

PRIMARY TRADE AREA AND ESTIMATED RETAIL SALES

To define the extent of a Primary Trade Area dependent upon the Central Business District for goods and services a survey was made of charge accounts and further, a number of people were interviewed as to their trading habits. As a result of these soundings the trade area shown in Figure 6 was delineated--all that area generally from the southern portion of West Palm Beach to the central areas of Boynton Beach and westerly to Military Trail. Studies made earlier in Boynton Beach indicated that a considerable number of people living north of Second Avenue patronize the Central Business District of Lake Worth.

In 1962 the Primary Trade Area as delineated had a population of approximately 57,000 persons and a combined disposable income of $109,839,000.00 of which $85,674,420.00 or 78 percent was estimated as retail sales. The City of Lake Worth in 1961 had retail sales totalling $31,340,000.00 which is approximately 36 percent of the sales for the entire Trade Area. These retail sales in excess of $31 million dollars were distributed as shown in Table 8.

In this same year (1961) the retail sales of Boynton Beach were $16,577,000.00, Delray Beach $31,206,000.00, and West Palm Beach $168,040,000.00. From this it can be readily seen that Lake Worth is the second largest shopping center in Palm Beach County.

Table 8

DISTRIBUTION OF RETAIL SALES*
Lake Worth, Florida, 1961

Food	$8,788,000.00	28.0%
Eating & Drinking	3,469,000.00	11.0%
General Merchandising	1,156,000.00	3.7%
Wearing Apparel	1,727,000.00	5.5%
Furniture & Appliances	1,912,000.00	6.1%
Automotive	5,217,000.00	17.0%
Gas Stations	2,301,000.00	7.3%
Lumber & Hardware	2,428,000.00	7.7%
Drugs	1,049,000.00	3.4%
Miscellaneous		10.3%

According to findings of the Census of Business of the U. S. Bureau of the Census the retail sales of Lake Worth the years 1939, 1954 and 1958 were as follows:

Year	Retail Sales	Sales per Store Outlet
1939	$ 2,795,000.00	$16,345.00
1954	16,008,000.00	64,032.00
1958	27,629,000.00	97,628.00

These figures presented by a federal agency reflect clearly the growth of the tributary area. In this period the population of the city increased from 7,408 in 1940 to 20,758 in 1960.

In 1960, the Trade Area contained nearly 25 percent of the population of the county. As indicated in the population projection this trend of growth will continue. As the county approaches its projected 1980 population of 800-900,000 persons, the Lake Worth Trade Area as delineated should have a population of 160,000 persons.

The 1961 estimated disposable income for the Trade Area was $109,839,000.00 or 25 percent of the county disposable income of $440,195,000.00. In this same year (1961) nearly 78 percent of the income was spent on retail merchandise totalling $85,674,000.00. The total sales of the city for 1961 have been determined at $31,340,000.00 which is 36 percent of that of the Trade Area. Projections to 1980 indicate that the per capita income will then exceed $2,000.00 and the total

*Sales Management, 1962

disposable income for the area will approximate $320,000,000.00. The increased per capita income should increase the allocation of income to retail merchandise to over 80 percent. This trend should increase the retail sales in 1980 to nearly $256,000,000.00 which is nearly three times that of today.

COMPETITION FOR RETAIL DOLLARS

Figure 7 shows the locations of the major shopping centers in the Lake Worth area. The largest and most diversified is the West Palm Beach Central Business District. Others are the Palm Coast Plaza, Palm Springs Center, the Farmer's Market, the Southdale Center, Downtown Boynton Beach, and the Lantana Center. Each of these shopping centers compete with each other for dollars in sales. However, each does not have the same sales appeal. With the exception of the West Palm Beach Central Business District, the Palm Coast Plaza, and downtown Lake Worth, the other centers cater more especially to convenience goods.

Sears, Roebuck & Company, while not considered as a major shopping center, is nevertheless a most important competitive outlet.

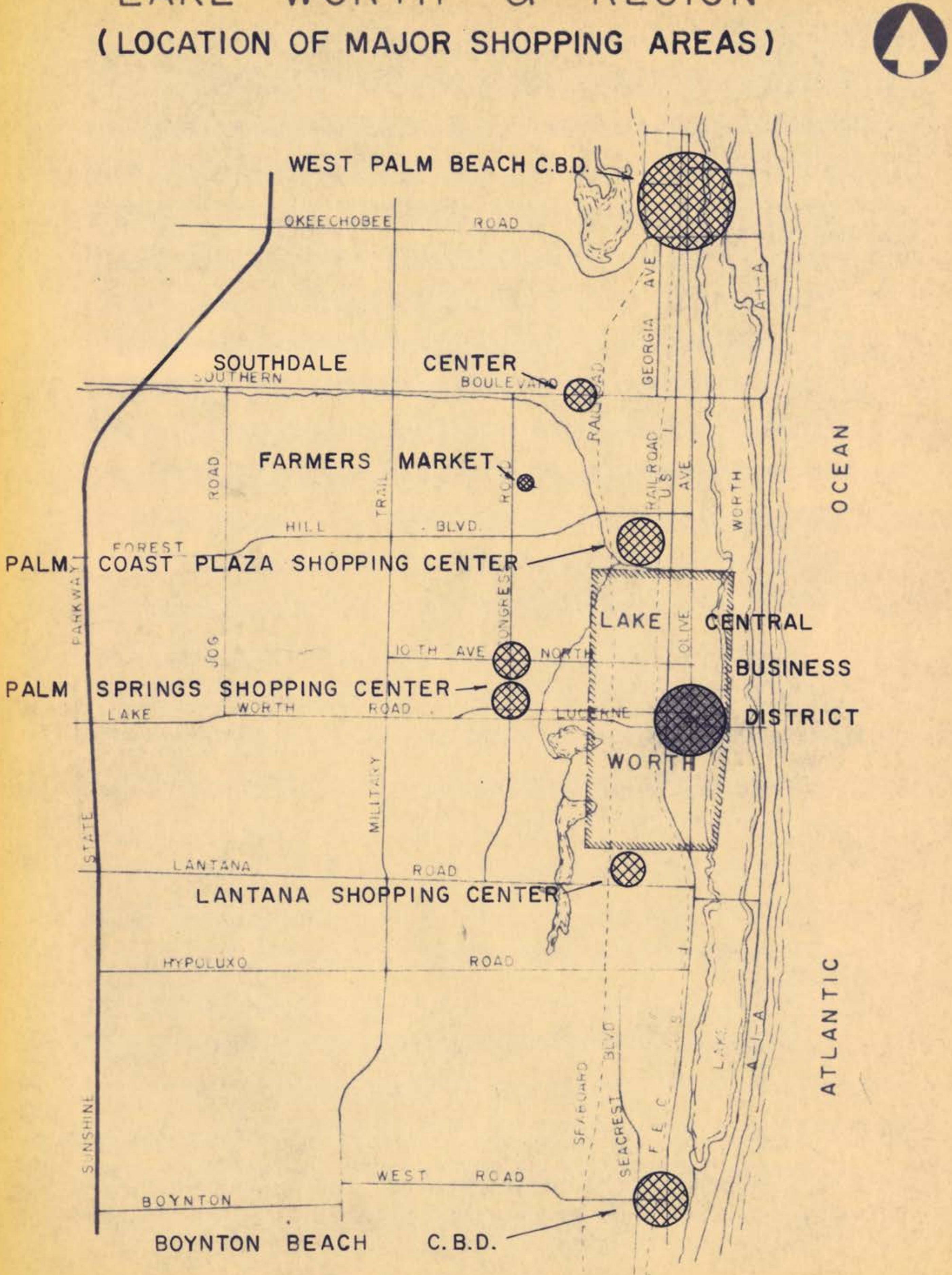
Downtown West Palm Beach, being the largest center in the region is considered a regional center with a trade area extending throughout the county. Downtown Lake Worth must compete within the same trade area as West Palm Beach and because of its more central location in the coastal urban area it can compete favorably.

As new development extends westward, new neighborhood shopping centers will doubtless appear, but none will offer the variety of downtown Lake Worth.

CENTRAL BUSINESS DISTRICT POSITION IN AREA

Currently, Lake Worth is responsible for nearly 36 percent of the retail sales of the tributary trade area and of this, the Central Business District could claim about one-fourth or about $8,000,000.00 in 1961. With an expanded program of improvements and the adoption of new retailing practices, the Central Business District has a potential retail sales exceeding 30 million dollars by 1980.

LAKE WORTH & REGION
(LOCATION OF MAJOR SHOPPING AREAS)



GENERAL STATEMENT ON MARKET ANALYSIS

As one of several cities in an urban area having a population of over 100,000 persons, Lake Worth is a corporate area having some 23,000 persons. It is estimated that this area will have a population of nearly 300,000 persons by 1980.

Lake Worth is the second largest shopping center in this ribbon type urban area and in 1961, it had estimated retail sales of $31,340,000.00. Its Primary Trade Area has a population of an estimated 57,000 persons and net retail sales of nearly 85 million dollars.

The Central Business District, the focal point of all the city's shopping areas, had a 1961 net retail sales estimated at $7,800,000.00. At present this centrally located area is faced with physical deterioration and outside competitive forces which are jeopardizing its economic position in the area.

Estimates show that with an expanded program of improvements and marketing practices, the Central Business District can expect retail sales exceeding 30 million dollars by 1980.

TRAFFIC AND PARKING

The central portions of our cities are usually at the crossroads of moving traffic, both through traffic and intra-urban. The free flow and circulation of traffic is therefore one of the major problems confronting central areas. Coupled with the difficulties of traffic movement is the perplexing problem of parking. Motorists coming into the central district to shop or to transact other business want to park as near as possible to their destination; seldom will they park more than four-hundred feet (400) from their destination. Then too, shoppers and others, on coming into the central area must compete with the vehicles parked by employers and principals in business. The absence of free circulation, congestion and the inadequacy of parking are liabilities hanging over the central areas.

The problem of vehicular circulation in metropolitan areas promises to be more acute than it is now. This is illustrated by the following table showing the increase in motor vehicular registrations in Florida and Palm Beach County since 1980:

MOTOR VEHICLE REGISTRATIONS

	Florida	Persons Per Car	Palm Beach County	Persons Per Car
1930	359,525	4.1	18,090	2.90
1940	579,495	2.9	29,430	2.70
1950	1,117,105	2.5	52,666	2.20
1955	1,800,969	2.1	86,201	1.80
1960	2,703,881	1.8	130,985	1.75
1961	2,802,020	1.7	138,471	1:70
1975*	4,170,000	1.9	217,000	1.70

State Road Department records show that in March, 1962 the Dixie Highway between Lucerne and 10th Avenue, North carried some 15,000 vehicles per day. In the next decade this volume of traffic will increase perceptibly; but in this period, it may be divided between the new road proposed between Dixie and the railroad.

The principal points of access to the Central Business District are Lake Avenue from the west, Lucerne Avenue from the beach and points east, the Dixie Highway (U.S. 1) and the Federal Highway from points north and south. The Dixie and Federal Highways virtually bound the Central Core of the Central Business District on the north and south. Secondary points of access from north and south are provided through H, J, K, L and M Streets.

At Lake Avenue, the roadway width of the Dixie Highway (U.S. 1) is reduced from four (4) effective moving lanes of traffic to two (2) lanes. This reduction of width at this particular point is the source of considerable conflex with traffic desiring to enter the central district at Lake Avenue. The conflex here is accentuated by the forcing of four (4) lanes into two (2) lanes.

Although the Sunshine Parkway west of the city has greatly relieved the Dixie Highway of much through traffic, the increased urbanization of areas north and south of Lake Worth has restored traffic volumes on Dixie Highway comparable to those that prevailed before the construction of the Parkway. The physical development of the coastal fringe and its homogeneity is the source of much inter-urban travel. Many who work in West Palm Beach live in Lake Worth or elsewhere and this daily traffic volume of local origin contributes heavily to the principal north-south arteries. Salesmen from West Palm Beach, Fort Lauderdale and Miami are constantly using the Dixie and Federal Highways. Some of this traffic uses A-1-A inthe beach area, but principally between such local points as Boca Raton, Delray Beach and Palm Beach.

Lake and Lucerne Avenues are currently of sufficient roadway width and capacity to handle existing traffic volumes and to handle those of the immediate future. Increased growth and development to the west will, however, subject these arteries to greater volumes of traffic.

Developments in the beach area are already producing an increase of traffic flows into Lake Worth from that area. This increasing traffic volume will shortly necessitate improved access to and from the mainland.

In several instances the privilege of curb-side parking seriously impedes the free flow of traffic. Curb-side parking on Dixie (U.S. 1) south of Lake Avenue occupies space that should be converted to two (2) additional lanes for moving traffic. Curb-side parking practices on the several secondary access streets previously referred to, has greatly reduced their effective carrying capacities. The narrow roadways plus permissible curb-side parking has reduced traffic movements to two (2) narrow lanes and in some cases to one (1) lane. This reduction of roadway capacities has frightened many of the older and unskilled drivers from the use of these secondary access streets.

PARKING

Adequate parking facilities are essential to the successful operation of any commercial establishment. The shopping center owes the major part of its popularity to a plenteous supply of free parking. Because of the competitive position of the central area it is highly necessary for the Central Business District to emulate the shopping center and provide an adequate supply of parking spaces, located within easy walking distance from the shopping or service destination. Unless the businesses and property owners within the central area are willing to meet these needs, the central area will gradually deteriorate.

There are three (3) kinds of parking facilities, to wit, curb-side, off-street commercial or private and off-street free. Since the days of the hitching post, motorists have looked with continued favor on curb-side uses. The primary function of a roadway is to carry traffic. Roadways are primarily channels for the flow and when a barrier obstructs that free flow the obstruction must be removed. In other words, curb-side parking is a temporary privilege subject to restrictions and regulations. Off-street parking is often provided and operated commercially for a fee or it can be operated free. Spaces in private lots are also rented to users on a weekly or monthly basis. The M and M cafeteria has a large parking lot on Lucerne street at the rear of their place in which parking is free for patrons. Likewise, the First National Bank has provided considerable space for the free parking of its patrons. Adjacent to the alley south of Lake Avenue are lots for parking in which space is rented to individuals.

An inventory of existing parking conditions shows that there are 1,372 parking spaces within the "Core" area or 300 feet therefrom. The "Core" area is provided with 330 off-street spaces of which only 192 are on improved parking lots. The remainder are located at the rear of stores and in alleyways. There are also 294 curb-side spaces within the "Core".

In the "Intermediate" area (Figure 8) there are 429 additional off-street spaces and 319 curb-side spaces. Generally, there are 759 off-street spaces and 613 curb-side spaces.

The 1,372 parking spaces within the Central Business District are divided 759 off-street spaces and 613 curb-spaces. Of the off-street spaces, 273 are located behind places of business in alleys and are generally unimproved. These spaces are

LAKE WORTH, FLORIDA

CENTRAL BUSINESS DISTRICT PLAN

PREPARED BY:
GEORGE W. SIMONS JR.
PLANNING & ZONING CONSULTANT
JACKSONVILLE, FLA.

EXISTING PARKING CONDITIONS

OFF STREET SPACES

CURB SPACES (PARALLEL)

CURB SPACES (ANGLE)

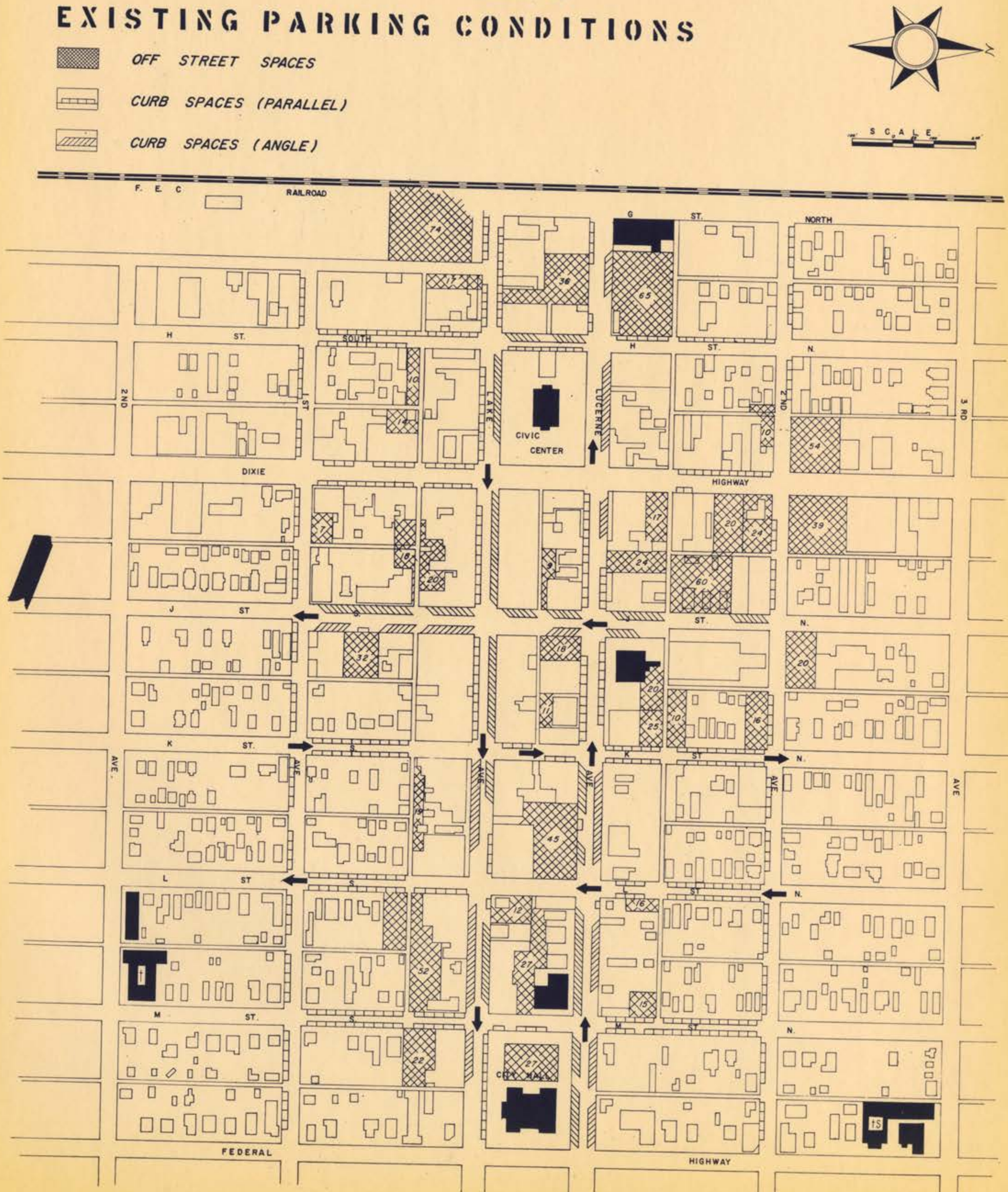


Table 9

AVAILABILITY OF PARKING

"Core" Area		
	Off-street	330 spaces
	Curb spaces	294 spaces
	Subtotal	624 spaces
"Intermediate" Area		
	Off-street	429 spaces
	Curb spaces	319 spaces
	Subtotal	748 spaces
	TOTAL	1,372 spaces

used by employees and as loading and unloading areas, and therefore are not available to the public. There are 376 additional off-street spaces on well spatially distributed improved lots, but all these are private lots available only to the patrons of the business which owns or controls the lot.

CORDON COUNT

To get a picture of traffic circulation into and within the Central Business District and to determine how effectively the existing parking facilities were being used, a cordon count was made on a typically average day in January. A cordon line was established around the district and at every point of intersection with a street, a traffic count was made of vehicles entering and leaving the district from 7:30 in the morning until 6:30 in the evening. Tallies of flow were tabulated for fifteen minute periods during the day. From the data assembled an accumulation curve was prepared to show the impact of the accumulated traffic volumes at any given period of time during the day. The results of the survey were generally as follows:

1) The peak 15 minute interval of inbound traffic is between 1:00 and 1:15 P.M.

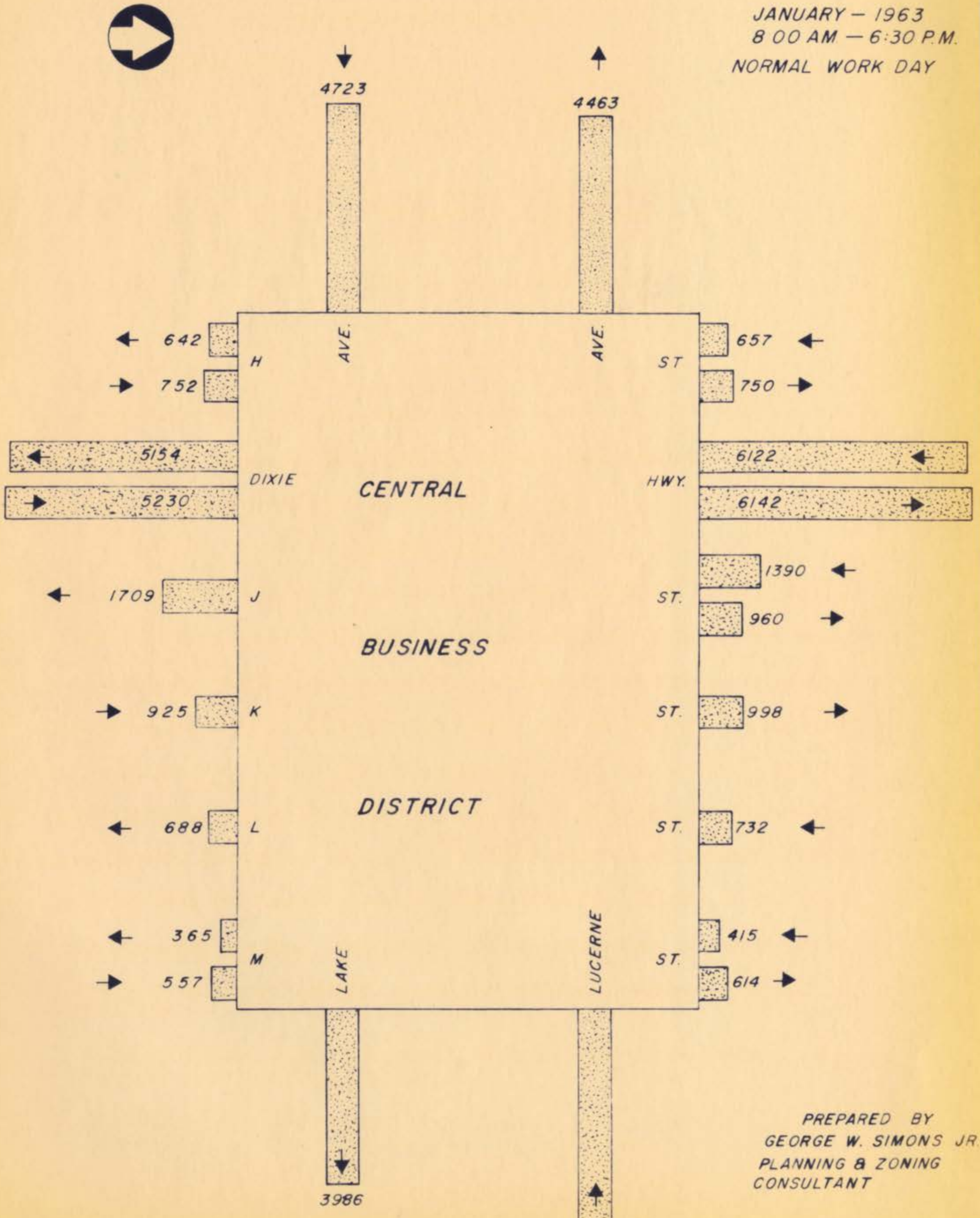
2) On Dixie Highway (U.S. 1) nearly 1,000 more vehicles entered and left from the north than from the south.

3) On Dixie Highway between 8:00 and 8:15 A.M. 170 vehicles entered the cordon area from the south, but only 105 left on the north leaving an accumulation of 65 in the area. During the same 15 minute interval, 75 vehicles entered from the north, and 126 departed on the south.

CORDON COUNT SURVEY
LAKE WORTH, FLA.

VEHICLES ENTERING & LEAVING
THE CENTRAL BUSINESS DISTRICT

JANUARY – 1963
8 00 AM – 6:30 P.M.
NORMAL WORK DAY



PREPARED BY
GEORGE W. SIMONS JR.
PLANNING & ZONING
CONSULTANT

4) The largest 15 minute volume on the Dixie Highway entering the area from the north was 213 autos at 2:45-3:00 P.M. During the same interval only 109 vehicles left on the south.

5) The largest interval of inbound traffic on Lake Avenue from the west is at 1:30-1:45 P.M. The largest out volume is during the interval 2:30-2:45 P.M. The largest period of inbound traffic on Lucerne is during the intervals 1:00-1:15 and 1:30-1:45 P.M. The largest outbound volume is at 5:00-5:15 P.M.

6) Streets H, J, K, L, and M provided means of access to the Central Business District for 5428 vehicles during the cordon survey period. (See Figure 9)

7) The largest period of accumulation was between 2:45 and 3:00 P.M. of 1,275 vehicles. See Figure 10.

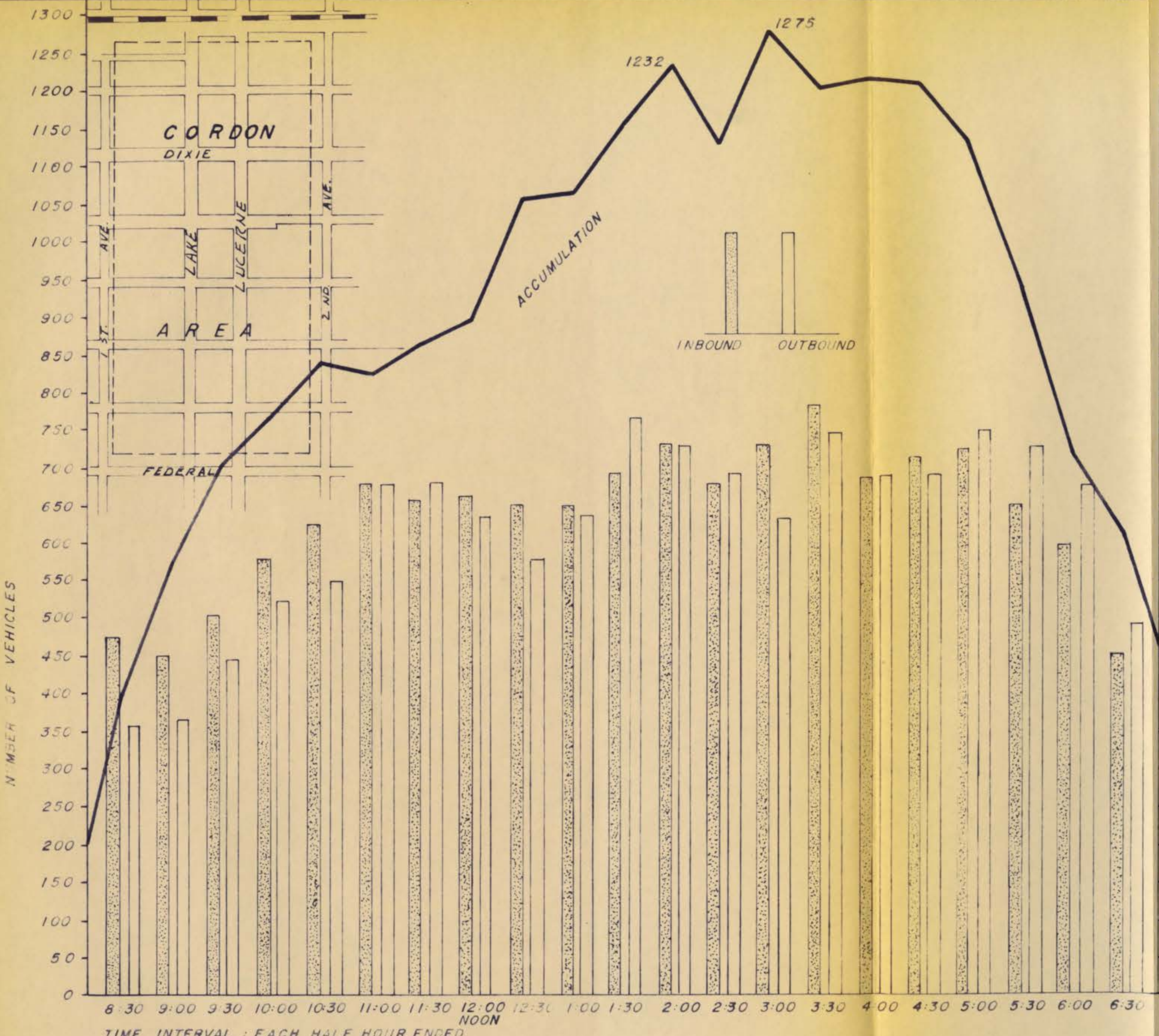
8) The greatest interval of exit is from 5:00-5:15 P.M.

9) From 1:00-5:00 P.M. there was an average accumulation of 1,208 vehicles within the cordon area.

An analysis of the survey data indicated that the availability of parking is sufficient to satisfy the demand. This is to say that there are enough parking spaces within the area for those who are seeking spaces without examining the serviceability of these spaces. There is no surplus of parking spaces during the peak shopping periods, and no determination can be made as to how many potential shoppers by-pass the Central Business District during the afternoon peak because of the tight parking condition. This is customarily the most desirable shopping period.

PARKING ANALYSIS

From the results of the cordon survey data, the existing parking condition would appear to be sufficient. A total accumulation of 1,275 cars at the peak and 1,372 spaces available for vehicle storage shows no serious problem yet. Further examination, however, shows that while the total number of spaces are adequate, the use of these spaces are limited only to special shoppers. Private lots such as the following restrict parking to patrons of the individual establishment providing the facility:



CENTRAL BUSINESS DISTRICT CORDON COUNT OF VEHICULAR MOVEMENT

CITY OF LAKE WORTH, FLORIDA

PREPARED BY
GEORGE W. SIMONS JR
PLANNING AND ZONING
CONSULTANT JAX FLA.

Legion Arena on "J" Street for employees	18 spaces
Lake Pharmacy on "J" Street for shoppers	32 spaces
Park Lane Cafeteria on "H" Street for patrons	65 spaces
First National Bank for employees and patrons	128 spaces
Post Office equipement storage	20 spaces
M & M Cafeteria for patrons	39 spaces
"L" Street south lot for patrons	20 spaces
Dairy treat lot for taxi	12 spaces
City Hall lot for police and employees	15 spaces
	349 spaces

There are only 759 off-street parking spaces within the delineated Central Business District of which 273 are unimproved areas located in the rears of buildings. Of the remaining 486 spaces only 110 are available for free public use and these, located west of "H" Street are occupied principally by the frequenters of the shuffle board courts and recreation building. There are no public off-street spaces east of "H" Street in the Central Business District.

East of "H" Street a number of merchants, the cafeterias, and the First National Bank have rendered commendable service by providing off-street parking facilities for their patrons. The motorist, however, who desires to shop generally is restricted to the 613 curb-side spaces. It is possible that the scarcity of free public off-street space within the central district is discouraging the general shopper who wants to remain there to shop for two to four hours from coming into the area. With only curb-side spaces available to the general public the motorist is often obliged to travel around blocks several times before finding a space, which is both costly and hazardous. During the progress of the cordon count, the various private parking areas were never more than sixty (60) percent occupied.

CURB-SIDE PARKING

The efficiency of the 613 unmetered parking spaces within the Central Business District depends upon the number of vehicles the spaces are able to accomodate during an average business day. To determine the effectiveness of curb-side parking a space turn-over survey was made over a period of seven (7) hours on Lake and Lucerne Avenues from the railroad to Federal Highway. During this period, 778 vehicles utilized 148 available parking spaces on Lake Avenue which is equivalent to 5.2 vehicles per space. Under ideal conditions of control 1,036 vehicles could have parked in these 148 spaces so it can be said that the curb-side parking on Lake Avenue was 75 percent efficient. In the two (2) blocks on Dixie Highway and "K" Street the turn over amounted to 5.5 vehicles during the seven (7) hour period and on Lucerne Avenue to 4.2 vehicles per space. The percentage of vacancy on Lucerne Avenue during the day was greater than on Lake Avenue.

From the observations made, it can be said that curb-side parking in the Central Business District is currently functioning satisfactorily without meters. The 242 spaces on Lake and Lucerne Avenues accommodated 1,176 vehicles during the seven (7) hour period of a normal shopping day. Under ideal conditions these spaces could have accommodated 1,594 vehicles under a one (1) hour parking limitation. So, for the area as a whole the efficiency of the curb-side spaces approximated 73 percent.

SUMMARY

Lake Worth is an important component in the economic, political and social structure of the Palm Beach County coastal fringe. As one of the older communities, Lake Worth has been identified with all the pioneering activities of the region for more than fifty (50) years. Although lying within the orbit of West Palm influence and economy, Lake Worth has pursued an active, independent career as a city. Characteristically Lake Worth is prominently identified with the life and activities of the senior citizen as resident and visitor.

Since its founding, Lake Worth has enjoyed a wholesome population growth and as an integral part of one of the fastest growing sections in Florida, its growth should continue indefinitely. Because its north and south boundaries are coterminous with West Palm Beach and Lantana respectively, the city's future growth will be westward toward the Military Trail and Sunshine Parkway.

The Core of the Central Business District of Lake Worth, centrally located within the corporate area has an area of 17.5 acres and a value equal to 3.8 percent of the entire city value. Accessible by direct routes, it is traversed east and west by Lake and Lucerne Avenues and on its western and eastern boundaries by the Dixie Highway (U.S. 1) and the Federal Highway respectively. Within this central area varied and diversified businesses and services are located. Until the advent of the shopping center and improved means of interurban communication the Central Business District was the principal shopping center of the people of Lake Worth and its immediate environs.

Structurally the Central Business District consists of a heterogeneous collection of buildings. Whereas some buildings antedate the 20's and others reflect the Mediterranean style of the 20's, the greater number are representative of the architecture of more recent years. Drabness and lack of attractiveness are characteristic.

Increased urbanization of the region, improved means of communication brought about the shopping center to change the shopping habits of the people and to become a powerful competitive force. The shopping center was located conveniently; it presented to the consuming public a diversity of goods and services in an attractive, appealing setting. But above all, the shopping center provided ample free parking space. The compactness, attractiveness and parking facilities of the shopping center could not be found within the Central Business District.

The Central Business District still occupies a prominent and important place in the life of the city despite the apparent success of the shopping center. But to continue as a vital factor in the city's economic structure the Central Business Area must take stock and adjust itself to the requirements and needs of a highly mobile age. The businesses and property owners within the district must prepare a program of development that can ultimately be resolved in a reconstructed, rehabilitated shopping center having all the attributes of the most festidious shopping center. It must have adequate parking facilities; it must have glamor and attractiveness and be so developed that the shopper who now patronizes the shopping center will return to the Central Business District.

PLAN CONSIDERATIONS

The plans of a rehabilitated and revitalized Central Business District should give precedence to the needs and desires of the shopper. Because the shopper travels invariably from home to trading center via automobile the various routes of access should be direct, safe and quickly traversed. When the center is reached the shopper must be able to park without needless and hazardous circulation as close to her or his ultimate destination as possible. A street system of sufficient capacity should be defined around the Central Business District to enable through traffic to bypass the area of most likely congestion.

Redevelopment plans of the Central Business District should seek to create a pattern pleasing and attractive to the eye. The various structures and other features shoule be harmonious in arrangement and design; no extraneous elements should be introduced to distract the interest of the shopper. The visual interest of the shopper must be encouraged by good window and store displays. The design and arrangment must give precedence to the pedistrian. Sidewalks should be at least twelve (12) feet wide, and buildings projecting beyond a generally accepted line should be moved back to the line. A uniform marquee should be erected throughout the area to give shade and protection from the elements. A comprehensive landscape plan for the Central Business District should be prepared including plantings along the sidewalk curbs. Pedestrian ways through blocks should provide means of access between parking areas and street frontages. Where possible, double frontages should be given stores with parking lots adjacent thereto. Briefly, the ultimate objective of the plan should be to convert the Central Business District into a community shopping center.

MAJOR PROBLEMS OF DOWNTOWN LAKE WORTH

As shown in the preceding sections the major problems of the Central Business District can be summarized as follows:

1) There is currently a lack of parking spaces available and convenient to shoppers. The cordon count reflected that practically all available parking area was occupied at the peak hour of the average day. In another year, the accumulation of automobiles within the district may well exceed the number of available parking spaces.

2) There is a lack of new shopping facilities as well as merchandise variety. People interviewed expressed a desire for a "5 and 10" comparable to a Woolworths or Kress'. They also expressed a desire for a larger drug store comparable to Walgreens or Liggett's. These are types of outlets found in most shopping centers.

3 There is an absence of those amenities that satisfy and please the shopper and worker alike, which include benches for rest, planted decorative plazas with fountains, soft music and marquees to shelter one from the weather. These may sound like frills but in the shopping center they attract customers.

PLAN OF REDEVELOPMENT

The conversion of the Central Business District of Lake Worth into an attractive shopping and servicing center will require the execution of bold and daring measures.

The undertaking, spread over a period of years, will also require the courage, determination and enthusiasm of civic minded citizens willing to devote time, money and energy to bring plans to fruition. Some portions of the work can be done by the property owners and merchants but other portions must be done by the city. Not only should attention be devoted to the redevelopment of the Core area but consideration must be given to the treatment of the entire study area and its coordination with the whole area. To accomplish the various improvements proposed the work can be divided into three (3) phases.

Phase 1, consisting principally of landscaping and beautification, would be the responsibility of the property owner and merchant. Phase 2 will relate to additional parking facilities and Phase 3 will complete the plan of redevelopment. The two (2) latter phases will require the major financial outlays and greatest degree of coordination.

PHASE 1

Phase 1 is directed to the preparation and improvement of those spaces now used for parking adjacent to or in the rears of stores and businesses. These various areas should be laid out, surfaced, marked and landscaped, and from them passageways be provided through available open ways, to minimize the walking distance from the parking area to the shoppers destination. As a part of this phase, it would be possible to convert rears of stores and shops into secondary entrances. What is contemplated in this phase is shown in Figure 11.

Phase 1 should also provide for the erection of pedestrian walk signals at the intersections of Lake and Lucerne Avenues with Dixie Highway (U.S. 1). These signals are needed now. Phase 1 should also encourage the continuation and extension of street plantings and the modernization of store fronts and interiors.

Phase 1 will not require any tremendous outlay of money. One of its major needs however will be the stimulation of a lively interest in the objective of the program, to wit, the general improvement of the central area. In this initial phase,

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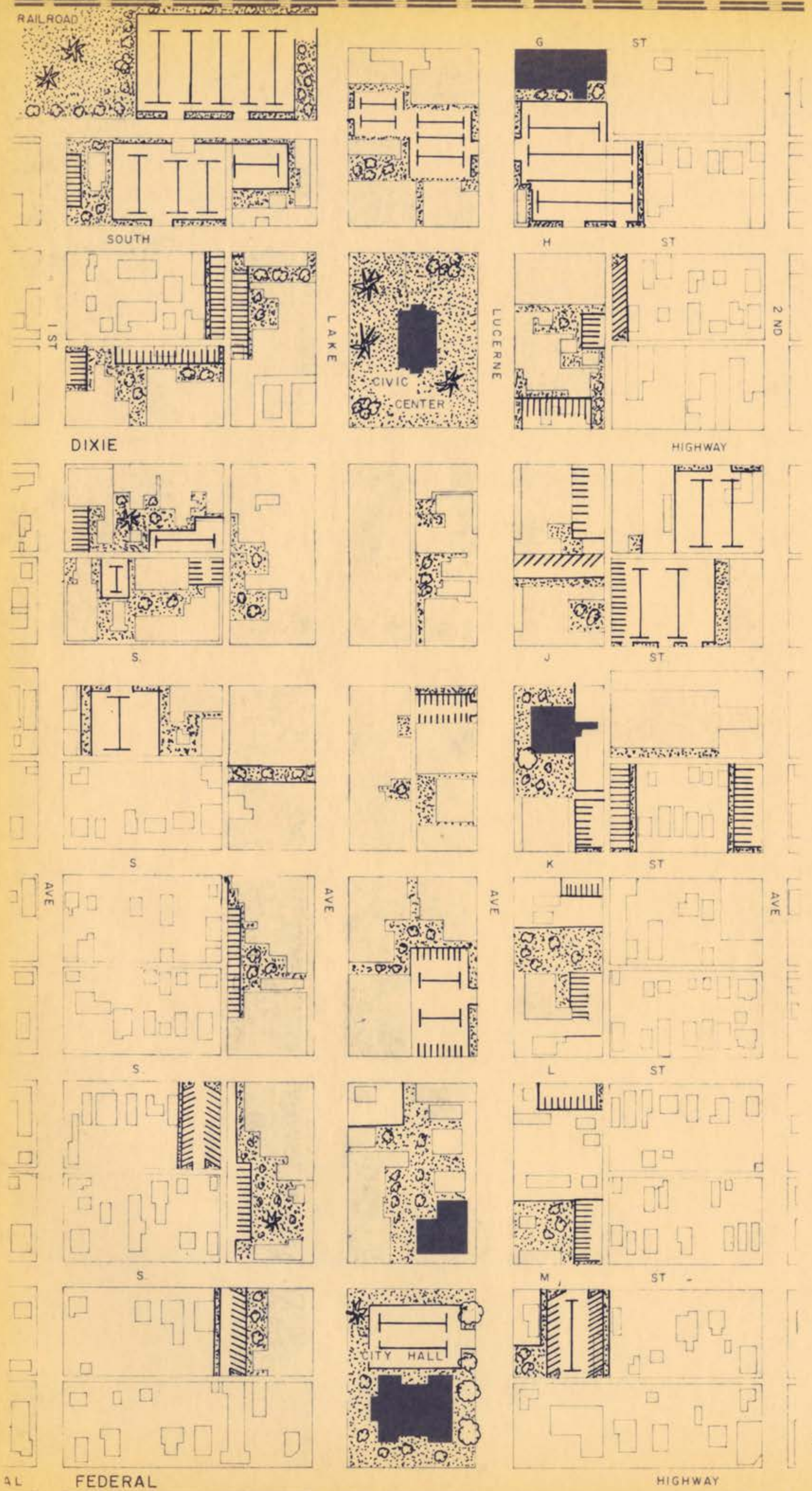
FIG. 11



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PHASE NO. 1

BEAUTIFICATION — CONVENIENCE — TRAFFIC

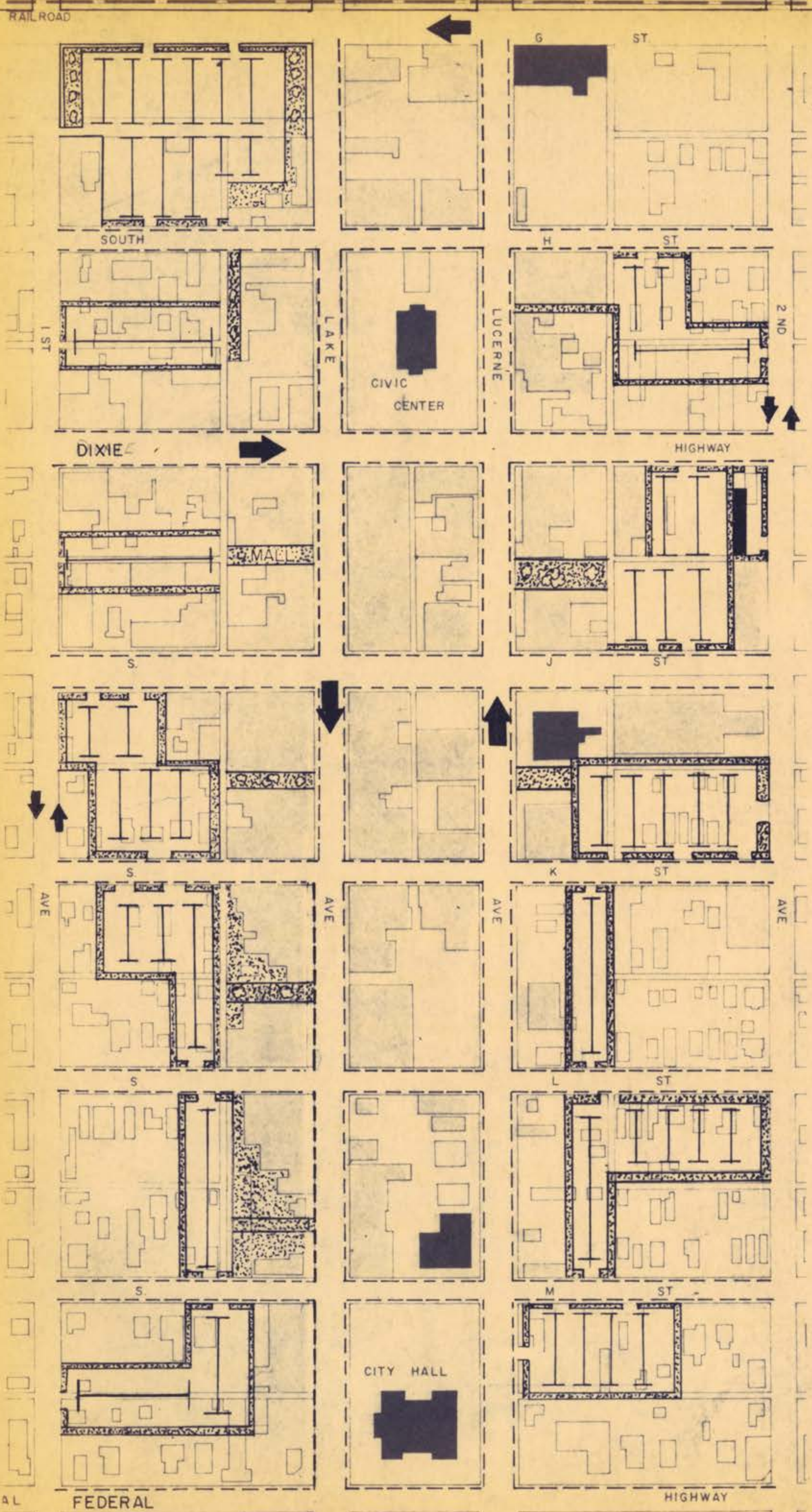
active organization of merchants, property owners and others should come into being to spear head the undertaking. And in the course of its activities the City Planning Board could be most helpful as a coordinating agency and liaison between the various agencies and the City Commission. Phase 1 is a starting point and much of the success of the whole undertaking will depend on the enthusiasm manifested in it at the start.

At the beginning of the program, an illustrative leaflet should be prepared for general distribution, descriptive of the project, its purposes and aims. Simultaneously, a series of articles should also be prepared for frequent use in the local paper. By stimulating an interest early, the project will be more readily accepted by the people and their interest maintained.

PHASE 2

Whereas Phase 1 introduces and initiates the redevelopment of the Central Business District, Phase 2 continues and expands the work program. Expanded parking facilities will receive the greatest consideration in this phase. See Figure 12.

The parking study conducted within the delineated Central Business District revealed that the existing parking facilities were used to capacity during the peak hours. Within this same district there are approximately 441,000 square feet of ground floor space utilized by businesses and services and, as stated earlier, some 1,400 spaces are available for parking. Applying accepted standards of measurement there should be nearly three (3) times more parking space available than there is now. On the basis of present day standards, the Central Business District should have available nearly 4,000 parking spaces within a distance of 300-400 feet therefrom, which is 2,600 more spaces than are presently provided. This demand however will be required only after the area has improved its retailing position through improved merchandising and new and larger stores.



PARKING AND PEDESTRIAN MOVEMENT.

PHASE NO. 2

Phase 3

Phase 1 is the organization stage of the overall program. In it fundamental policies will be defined and the scope of program be determined. During the progress of Phase 1, preparations will also be made for the expansion of parking facilities suggested in Phase 2. Phase 3 can be classified as the final redevelopment stage.

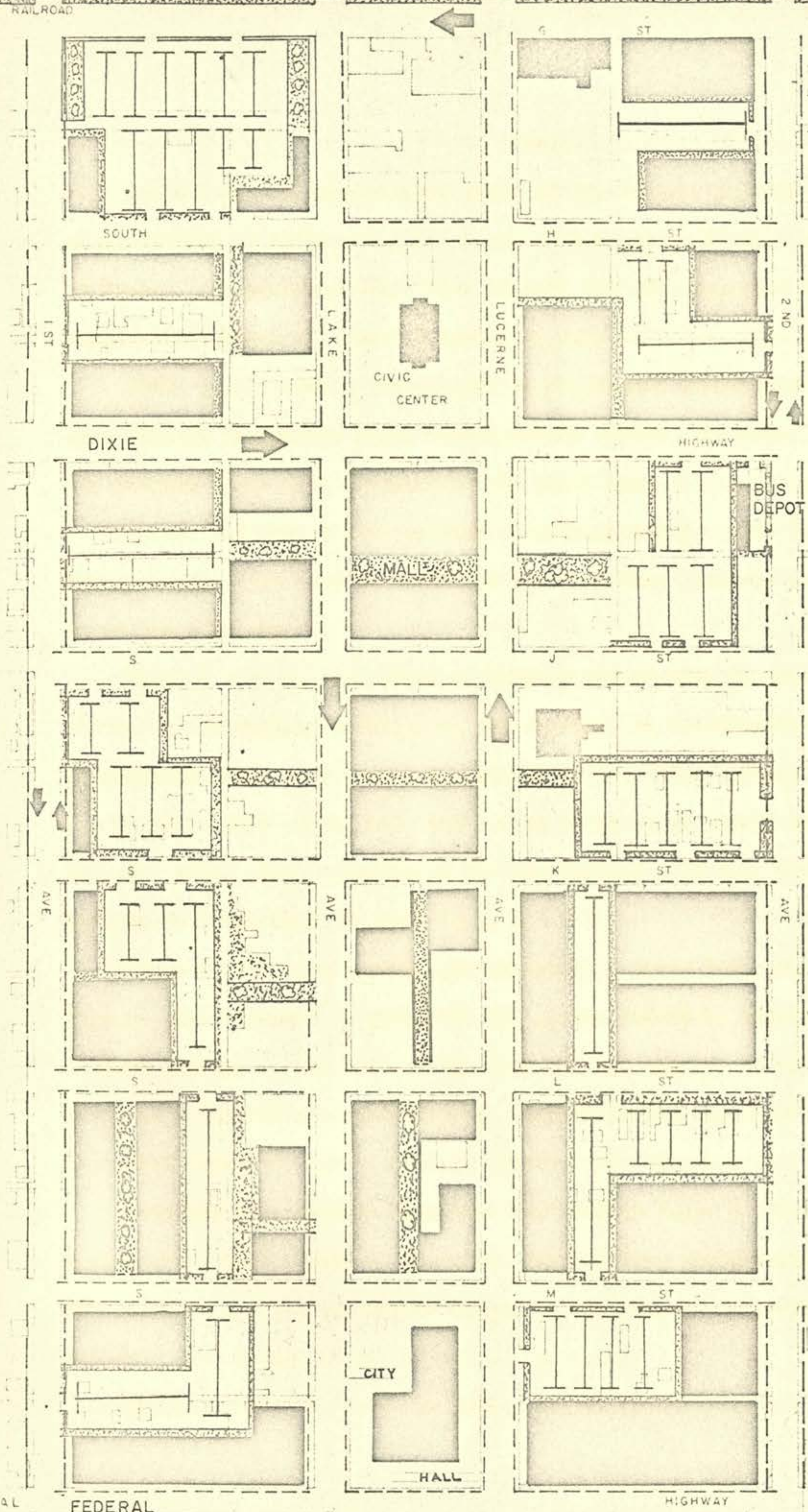
Phase 3 will relate principally to structural rehabilitation. Figure 13 specifically recommends where redevelopment should take place. During this phase, the program shall have advanced to the point that absolute, outdated structures can be replaced and others will respond to modernization. Many features of appeal and attractiveness can also be installed in this phase, such as pedestrian ways, open areas and plantings.

Phase 3 will include items of highway improvement to improve traffic circulation. A new highway parallel to and adjacent to the Florida East Coast on the east is proposed parallel to Dixie Highway (U.S. 1). This highway will leave U.S. 1 at the northern part of the city and return to it at the south end forming a unit of a one-way street plan. Traffic on the new highway will flow south and north bound traffic will use Dixie Highway (U.S. 1).

Phase 3 will also include the widening of south First Street and north Second Street. The roadways in these two (2) street should be widened to 40 feet from the Federal Highway on the east to the proposed new highway on the west. These improvements will provide a circumferential highway system around the business district to better circulate and distribute traffic more advantageously.

Sidewalk improvements should be completed in Phase 3. Sidewalks having minimum widths of 12 feet should be provided, sheltered by uniform marquees. As a part of the sidewalk and rehabilitation programs, structures projecting beyond the accepted building line should be moved back to the line.

Widened sidewalks with decorative plantings, uniform marquees and uniform



PHASE NO. 3

REHABILITATION AND REDEVELOPMENT

building lines will have a pleasing affect upon the visitors and prospective customers. Because widened sidewalks will reduce the roadway widths it will be necessary to change from diagonal to parallel parking on both sides of Lake and Lucerne Avenues. When adequate off-street parking facilities have been provided, parking at the curbsides should be eliminated.

Sidewalk widening, building alignment and marquee programs should be crystallized into plans during the first and second phases. Some of the sidewalk widening and plantings could be done in each of the phases.

Three (3) other major improvements are included in the design of the over all plan. First, the recreation facilities now established on the City Auditorium lot should be moved to the more commodious city owned site on Lake Avenue just west of the railroad. Here the various facilities can be expanded and be more spaciously developed. Second, the City Auditorium should be replaced with a modern, one story building to serve as a tourist center and the headquarters of tourist activities. Third, the present City Hall should be replaced by a structure more commensurate with the future growth and needs of the city. The present City Hall has served well as an administration center but currently it is over-crowded and inadequate to effectively serve the future needs of the city. Plans for a new City Hall to be erected on the site of the present structure, should be started in Phase 1 of the program. In preparing plans for a City Hall, plenty of time should be devoted to space requirements and arrangements. Similarly, plans for the Civic Center Building to replace the Auditorium should be started in Phase 1.

Enthusiastic, earnest execution will signal the success of an undertaking of this nature and magnitude. It should command the interest and talents of many people especially of the business and professional groups, owners and civic minded citizens generally.

The City Commission is the principal, motivating group. The City Commission will purchase properties, issue bonds or certificates of indebtedness, enact necessary ordinances, maintain public properties and perform other duties. The City Commission however should be assisted by other cooperative groups, the foremost of which will be the Planning Board acting as liasson between the various groups, the citizens and the City Commission. In addition to the Planning Board there should be at least three (3) other committees, one to study Parking Facilities, a second comprised of Down-Town merchants and property owners and a third devoted to Aesthetics and Order.

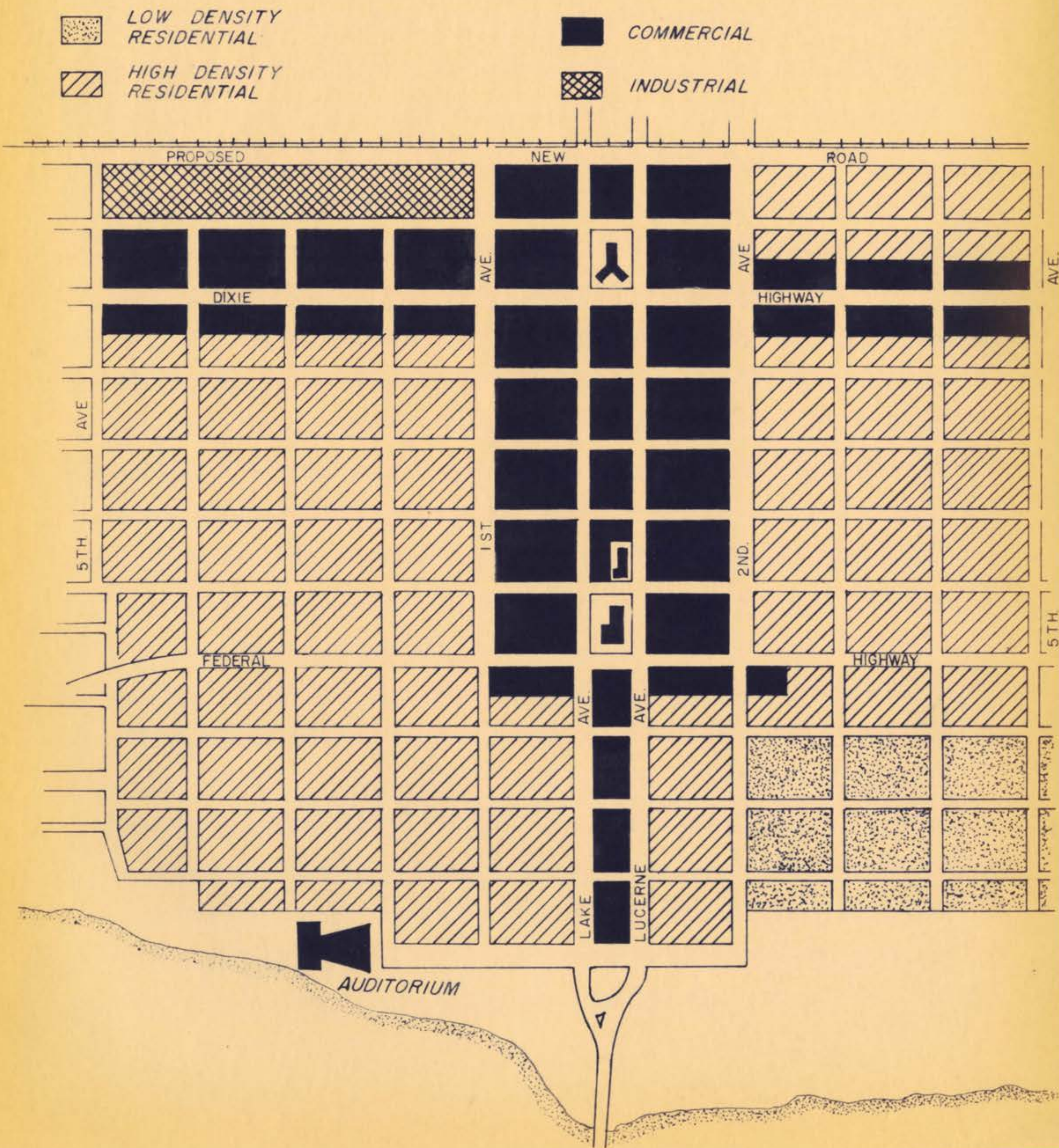
A Parking Committee of at least five (5) representative owners of Central Business District property, merchants and professional men should be appointed by the City Commission. Their principal job would be to review and study properties for off-street parking, assemble parcels, consider appraisals and negotiate with owners. Their report would be submitted to the Planning Board and thence to the City Commission. The Parking Committee would also investigate and report on the ways and means of acquiring and financing the purchase of lands.

A Down-Town Council of merchants, property owners and professional people should be organized to promote the resources and potential of the central area. They should explore those things that will attract and draw the shoppers into the area. Organized independently of the official city groups they should however be alert to the progress being made by all groups and at all times coordinate their activities with those of the Planning Board, Parking Committee and City Commission. Much of the success of the whole undertaking will depend on the dynamism of the Down-Town Council.

The third committee of importance is that on Aesthetics and Order, which should be appointed by the City Commission. Its membership should include representatives from the Garden Clubs, Woman's Club and the various Civic Clubs. A committee of eight (8) or ten (10) could render a useful service which would consist largely of promoting beauty, cleanliness and order within the area.

CENTRAL STUDY AREA
LAKE WORTH, FLORIDA

LAND USE PLAN



To assure a cooperative, team work operation an overall Executive Committee should be formed consisting of the Chairmen of the various committees suggested.

FINANCING THE PROJECT

The execution of the proposed plan to convert the Central Business District into an attractive, serviceable shopping center with an adequate supply of free parking space will require funds from various sources--public and private. The requirements outlined in Phase 1 will not impose any severe financial burdens. As the plan progresses however into the succeeding stages a comprehensive plan of financing should be defined, adopted and followed. Such capital improvements as a new City Hall and Civic Center Building can be financed from the proceeds of a general obligation bond issue to which the full faith and credit of the city is pledged. The rehabilitation and reconstructinn of commercial structures are largely the responsibilities of the property owners. Other features can be financed from the proceeds of special benefit assessments which have been used for many years to finance various types of public improvements. In recent years, such plans have also been used to finance off-street parking facilities.

PARKING BENEFIT DISTRICT

A parking benefit district is one in which the property owners are considered to be special beneficiaries of the advantages resulting from the establishment of off-street parking and other facilities within the designated district. In consequence of these special benefits, the cost of providing the facilities are assessed against the property owners, either at a flat rate or in proportion to estimated benefits to each parcel, arrived at by appraisers designated by the City Commission or by the Parking Committee and the Planning Board working jointly.

Assessments are variously made; some are based on assessed valuation of business property for tax purposes, some on the front footage of property fronting on streets in the assessment district and some on the land area or floor area of business establishments. Not infrequently a portion of the total cost is assessed as a general municipal expense, because the municipality as a whole benefits as the result of the availability of parking facilities.

ENABLING LEGISLATION

The authority to create special benefit districts and levy special benefit assessments on the property owners to pay in whole or in part for parking facilities, must originate with the state legislature unless the city already has available some suitable form of legislative authorization. Already legislation of this nature has been passed in 17 states among them being Kansas which has one of the best of such acts. The substance of the Kansas laws is briefly summarized as follows:

> Prior to the establishment of a benefit district, the governing body of the community conducts a survey to determine likely locations of parking sites, cost of land and improvements, area to be included within district, and the percentage of costs to be assessed against the district, which shall be not less than 50 percent nor more than 90 percent. After the district has been established by ordinance, no further action shall be taken unless within 60 days a petition is filed requesting the establishment of parking sites, signed by residents owning not less than 51 percent of the front feet of real estate fronting upon any street included in such district. No suit to contest the establishment of the parking sites a benefit district shall be commenced after 30 days from the date of filing of the petition. Apportionment of benefit assessments shall be made by three disinterested property owners appointed by the governing body within 30 days after the filing of estimates of costs, and the governing body shall by ordinance levy such apportionments against real estate in the district. The governing body may levy a general city tax to pay such part of the cost as is not assessed against privately owned property in the district.

The levying of assessments, either special or benefit, is only one of the authorized methods of obtaining revenues for parking facilities. Alternate sources of funds are general city taxes, special levies on all taxable property in the municipality, parking facility revenues, parking meter revenues etc. The State of Florida has authorized the cities of Coral Gables, Jacksonville, Miami and Pompano Beach to use any one of several methods to pay for parking facilities.

Several court decisions in regard to the right to utilize the special or benefit assessment device to finance the provision of off-street parking facilities are of interest, especially one from California. It was held by the California Supreme Court in the case of City of Whittier et al. v. Guy N. Dixon, City Clerk, that "Parking places, which relieve street congestion and reduce traffic hazards, and which tend to stabilize a business section by making it readily accessible to trade, serve a public purpose and are therefore public improvements for which special assessments may be levied."

In the case of Ambassador Management Corporation et al. v. Incorporated Village of Hempstead, it was held by the New York Supreme Court, special term, Nassau County, that "The board of trustees of a village under the Village Law of New York may levy a local assessment for the cost of land to be used as a parking place". This case went to the U. S. Supreme Court where the writ of certiorari to the Supreme Court, Second Appellate Division of New York was denied.

One of the undertakings of this character was that of Kansas City, Kansas. The city condemned property for six (6) parking lots around the Central Business District with a capacity of some 800 cars. Total cost was $234,000 for sites and an estimated $150,000 for construction, shared 20 percent by the city and 80 percent by the benefited property, the latter in accordance with assessments set by a board of apprarsers. Assessments were spread over a ten (10) year period, or might be paid in a lump sum, at the option of the land owner. Funds for operation and maintenance were to be provided by the city. The provision that the cost should be borne by benefiting property was opposed by certain property owners, and an injunction was granted by the District Court on the ground that the act was special legislation, forbidden by the Constitution. The Supreme Court affirmed the decision of the District Court, pointing out that the parking problem affected every city.

In Grand Rapids, Michigan the benefit assessment is based on a formula which encompasses nearly all espects of the benefit plan is both interesting and unique. The formula follows:

1) 15 percent to be allocated on the distance from the parking lot to the store.
2) 25 percent to be allocated on a square foot basis.
3) 25 percent to be allocated on a front foot basis.
4) 35 percent to be allocated on an assessed valuation.

For every $1,000 of annual debt that must be amortized:

a) Every building will be assessed 0.54 cents times (500 ft. less the distance from store entrance to lot entrance.
b) Every building will be assessed 0.078 cents per square foot per year.
c) Every building will be assessed 0.07 cents per front foot per year.
d) Every building will be assessed 0.079 cents times its assessed valuation per year.

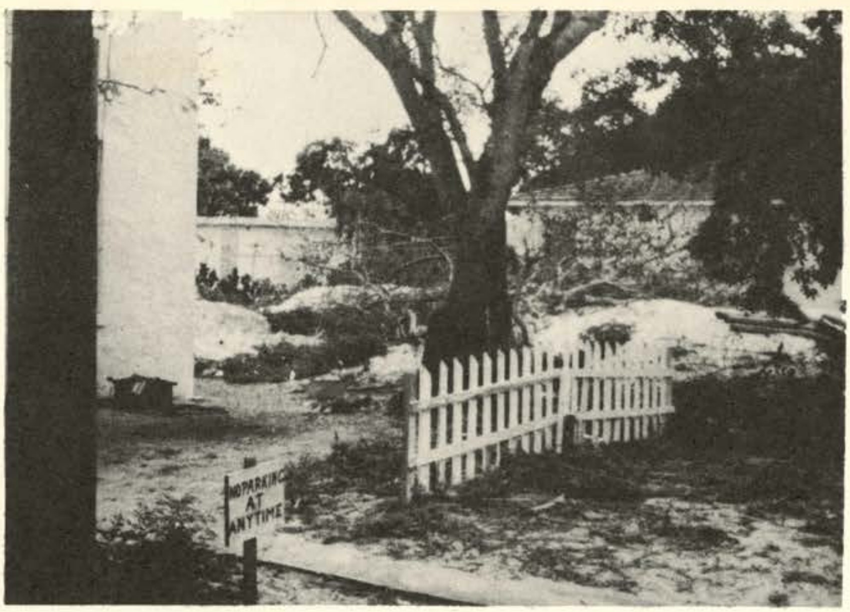
The special benefit - district - assessment method of financing parking facilities is attractive and just. The commercial properties that need the boost are benefited because good parking has a community wide benefit. In a sense, it is the plan followed by the shopping center developer who spreads the cost of parking space proportionately among the tenants. In other words the store that has parking available helps to pay for the whole facility on the basis of floor area.

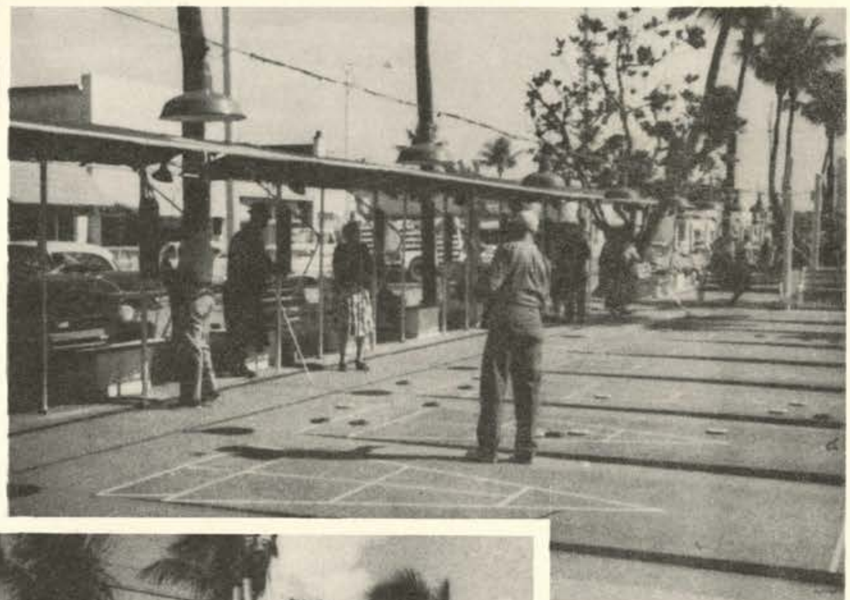
CONCLUSION

The objective of this study is the restoration of the Central Business District to its earlier position of importance and prestige. The various parts of the report have endeavored to show how the city of Lake Worth has become a component part of a fast growing urban region in which a multiplicity of competitive forces are working. Because of changes brought about by increased mobility and marketing practices, the Central Business District has developed weaknesses that need correction if the district is going to survive. The various weaknesses have been studied and diagnosed and simultaneously the relationship of the city to the region and its growth and economy have been evaluated. Finally, measures have been proposed to rehabilitate the Central Business District by converting it into another dynamic and distinctive shopping center.

To make certain that the plan of boldness will progress, certain committee operations are suggested. The more people who become interested in the project, the more certain its success. This is especially true of the owners of property within the central area. They have the most to gain but by doing nothing, have the most to lose. The shopping centers are on the offensive, a position to which the Central Business District should aspire.

PROBABLE SITES FOR OFF-STREET PARKING





THESE FACILITIES SHOULD BE MOVED
TO SITE WEST OF RAILROAD

THIS STRUCTURE SHOULD
BE REPLACED WITH ONE
MORE MODERN AND
SERVICEABLE

STORE FRONTS ON LAKE AVENUE NEEDING REHABILITATION

BUILDING SET BACK AND SIDEWALK WIDENING NEEDED HERE

PUBLIC LIBRARY COMMENDABLE STRUCTURE

VIEWS ALONG LAKE AVENUE SHOWING
CURRENT PARKING PRACTICES

U. S. 1 NORTH OF
LAKE AVENUE