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A Report Upon the Amount & Distribution of Population

Harland Bartholomew & Associates

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A Report Upon

THE AMOUNT & DISTRIBUTION OF POPULATION

WEST PALM BEACH, FLORIDA

Prepared for

CITY COMMISSION

and the

CITY PLANNING BOARD

By

HARLAND BARTHOLOMEW & ASSOCIATES

CITY PLANNERS

SAINT LOUIS, MISSOURI

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December, 1951.

HARLAND BARTHOLOMEW AND ASSOCIATES

CITY PLANNERS - CIVIL ENGINEERS - LANDSCAPE ARCHITECTS

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December, 1951.

City Commission
City Planning Board
West Palm Beach, Florida

Gentlemen:

In accordance with our agreement, we are pleased to submit another report which is a part of your Comprehensive City Plan.

The accompanying report is concerned with the existing and probable future amount and distribution of population within and near West Palm Beach. The major objective of your current planning program is to provide for facilities that will most efficiently and adequately serve the local population. Consequently, it is essential to have complete information regarding the amount and location of population that is to be served.

We wish to acknowledge the most helpful assistance and cooperation that we have received from local officials, corporations and individuals in the preparation of this report.

Respectfully submitted,

Harland Bartholomew and Associates,

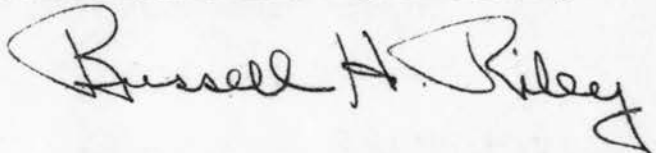


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Population Report

WEST PALM BEACH, FLORIDA

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INTRODUCTION

City planning is primarily concerned with means of providing adequate physical facilities and improved living conditions for the present and future citizens. Consequently, the plans for these facilities must be properly related to the number and location of persons within the community. Otherwise, the many elements of the plan (streets, schools, parks, public buildings and the like) will not efficiently or economically perform their functions. They would either be in the wrong location or they would be too large or too small.

The character of American cities has substantially changed during the past forty years. Before the widespread use of the auto, American communities were very compact. Now much of the new growth in urban communities is scattered over a wide area and a substantial amount of new development is located beyond the corporate limits.

Many difficult problems result from the present trend of urban development. Because of the scattering over such a large area, there is usually a poor standard of street improvements, sanitary sewers, and storm water disposal facilities, schools and other essential facilities. Likewise, there is an inadequate standard of public services such as fire and police protection and garbage collection. Further, as the demand for these facilities and services arise, the cost of providing same is abnormally high because of the large amount of vacant property that must be traversed. Thus, in many instances, unsatisfactory living conditions are created, because of the absence of adequate improvements and services. In addition to the problems resulting within the outlying growth, a difficult problem is also created in the older city.

Here, the old development, particularly residential units, are allowed to fall into a blighted or slum condition and are not replaced by modern types of structures. These older residences are usually so numerous and extensive that they cannot be completely absorbed by industrial and commercial development and eventually become an economic loss to the remainder of the city. Some of the present trends of development are thus costly and very undesirable. Attempts should be made to correct these defects in the future, particularly with modern planning, regulations and education.

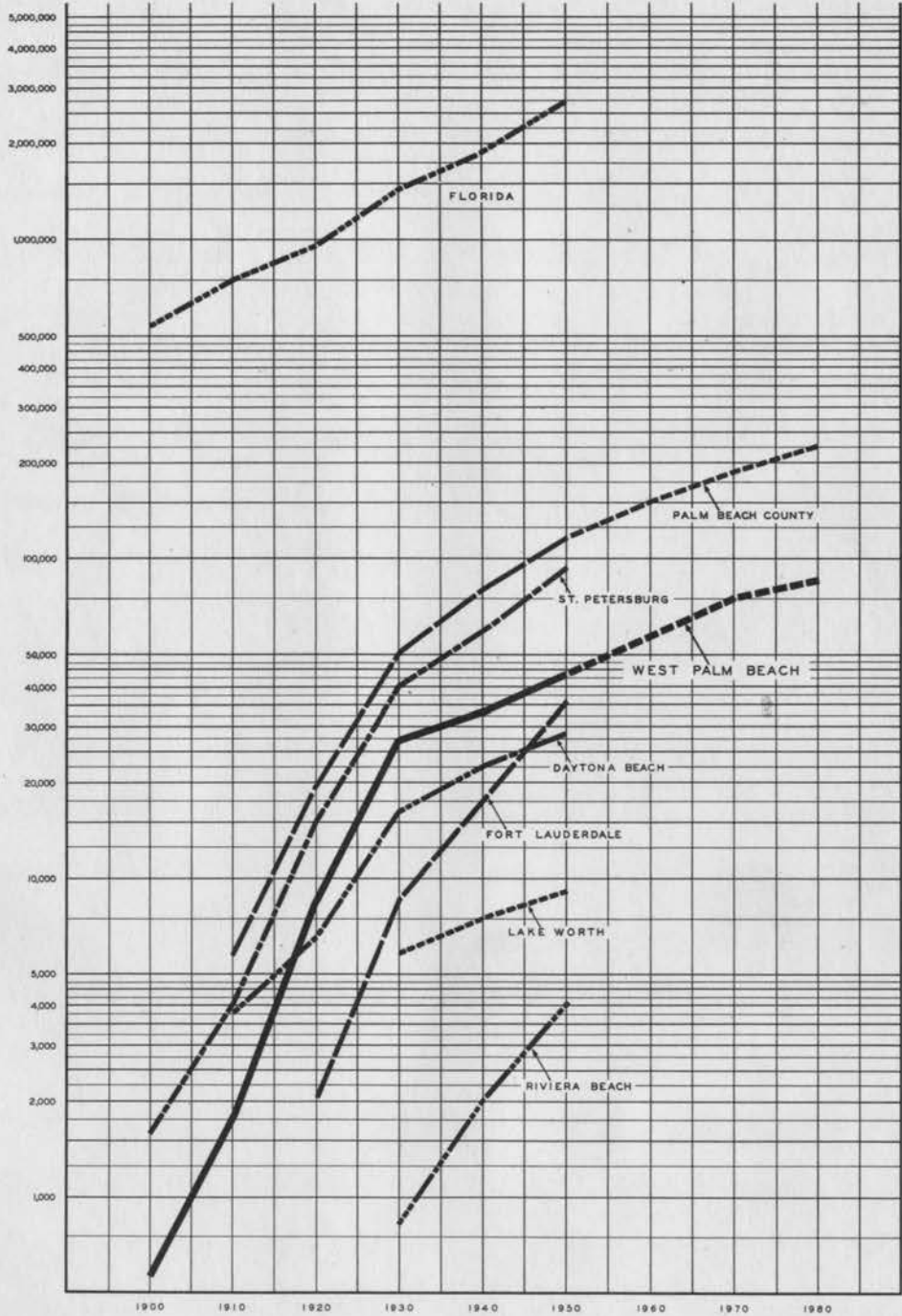
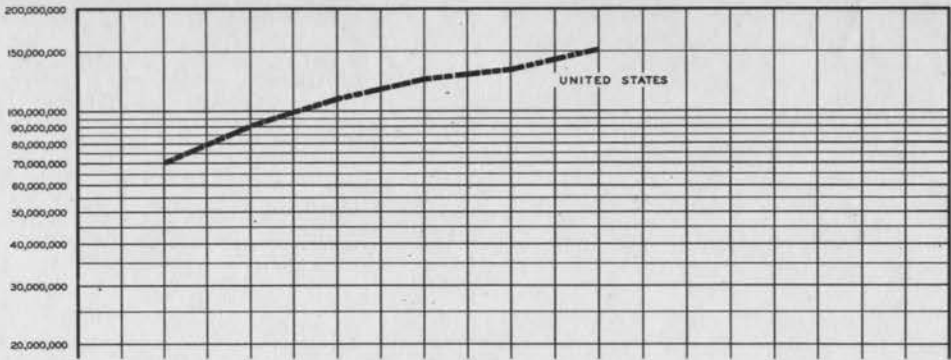
Fortunately, West Palm Beach does not have extensive blighted areas but it does have many of the problems of new growth occurring beyond the corporate limits, particularly to the southwest.

The City of West Palm Beach also has another problem that is peculiar to resort cities. Because of the large number of winter visitors, the number of residences, hotels, stores and similar facilities are necessarily larger than is required for the year-round population. Consequently, the extent of the development, and the facilities to provide public services are more extensive than would be required for the permanent population. It is most essential that the population and land use pattern be of such that it will assure maximum efficiency and economy.

This report is concerned with the past trends in population growth and location in the West Palm Beach area, with the advantages and defects of the present pattern, and with recommendations as to where the future population should be located so as to assure maximum advantages and economy. While it is impossible to accurately forecast the amount of population that will be found in West Palm Beach during the next 25 or 30 years, reasonable approximations can be made. Further, the proposed distribution of population is

intended as a guide rather than as an inflexible, rigid pattern. It should provide a goal towards which the future development should be directed and will provide a sound basis for determining the location and extent of future physical improvements.

POPULATION



POPULATION GROWTH 1900-1980 WEST PALM BEACH FLORIDA

AMOUNT OF POPULATION GROWTH

Past Trends

In comparison with many other cities of similar size, West Palm Beach has had an almost phenomenal growth during the present century, having increased from a community of only 564 persons in 1900 to a 1950 population of 43,162. Its growth has been similar to the entire State of Florida, particularly the east coast which has grown far more rapidly than the rest of the county. The trend of population growth in West Palm Beach, as well as in the State and in several Florida cities is shown on Plate 1.

Between 1900 and 1930 there was marked uniformity in the rate of growth among the cities shown on the chart. It will also be noted that Palm Beach grew at about the same rate as Palm Beach County and in fact, the population within West Palm Beach represented more than 50 percent of the county population during these periods. Since 1930, however, the rate of increase in West Palm Beach has not been as rapid as in such cities as Ft. Lauderdale and St. Petersburg nor has it been as rapid as the increase in the entire county. This latter trend of growth is partly accounted for by the fact that more rural population is locating in the county due to increased agricultural expansion and partly to the fact that, in common with the current trend of urban development, a large number of new homes are being erected beyond rather than within the corporate limits.

The city has, however, continued to enjoy a substantial growth since 1930 with the rate of increase being 26.6 percent between 1930 and 1940 and 28.1 percent between 1940 and 1950. This is a much more rapid rate of growth

than occurred in the entire country, where the rates of increase were 7.2 and 14.5 percent, respectively.

Probable Amount of Future Growth

The study on the economic background of the city and county revealed favorable conditions for future growth. New industrial development of a character that would not seriously conflict with the residential environment, can be anticipated within and near the city. More and more people are moving to Florida because of pleasant living conditions and with a good character of development, the city can attract a large number of the persons that will live here the entire year. There are also opportunities for additional resort business; not only in the winter but also during the summer months. With the large population increase that is anticipated in both the city and county, the retail business which now provides a substantial amount of the local employment, should experience a substantial growth in the future. Thus, there will be ample opportunity for increased employment which is a major factor in assuring future growth. In addition, there will be the large number of persons that are partly or completely retired, that will desire to live within the area.

There is every indication that the entire southeastern part of the country, and particularly the State of Florida, will experience a substantial population growth within the next 30 years and in fact, this growth should be much more rapid than in the country as a whole. The U. S. Bureau of Census has made several studies of probable future population growth. In the 1930's, because of the falling off of the birth rate, it was estimated that the population of the country would probably be stabilized at around 165,000,000 persons. During the past decade, the rate of growth in the entire country substantially increased and the 1950 population was nearly 152,000,000. Some of the more recent

estimates indicated a 1980 population of more than 185,000,000 so that a national population of some 200,000,000 is not impossible within the next 30 years.

The percentage that the population in West Palm Beach has represented of the total U. S. population, has undergone substantial changes during the past 50 years. In 1900 the population in West Palm Beach represented only .00074 of the total U. S. population. This has substantially increased each decade until today the local population represents .029 percent of the U. S. population. It is entirely practical to estimate that this will be further increased to .04 percent within the next 30 years, for the city should grow at a much more rapid rate than the country as a whole.

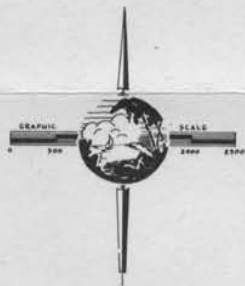
Plate I shows an estimated population for the West Palm Beach area of 85,000 by 1980. This is nearly double the present population within the corporate limits yet it is not an unrealistic figure. Admittedly, substantial physical improvements, sound opportunities for additional employment and progressive leadership will be necessary to attain such a population, but there are many current indications that these can and will be provided. Further, it must be realized that all of this population would not be located within the present corporate limits, but instead, within the area that should be an integral portion of West Palm Beach during the next 30 years. It is expected that the Westward Expansion Area will be substantially developed within that time. The study and plans for this area revealed that so much desirable land conforming to modern requirements could be made available that it should encourage much urban development. Further, it is expected that some of the future population will be included in the area lying southwest of the corporate limits. There are some 4,700 persons now within this area, a large amount of new development has recently occurred therein, and more is currently

planned.

It is believed that a future population of 85,000 is not only realistic of achievement, but provides a sound basis for the planning of future facilities such as streets, sewers and schools. If the figures should be exceeded, it would not be difficult to extend the plan so as to accommodate the additional population.

Emphasis should also be placed upon the fact that it is the character of the development that accommodates and serves the future population, rather than the number of persons that is of major importance. While there is naturally some pride in size, it is the adequacy of public utilities and services that insures satisfactory living and working conditions. Consequently, the location of this future population so that the facilities and services can be adequate yet impose no serious financial burden upon the taxpayer is a major objective of the planning program. The following sections of this report contain data regarding the past trends of growth and the recommendations as to where the future population can be located so as to assure maximum advantages and economies to the future city.

CITY OF WEST PALM BEACH FLORIDA



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CITY PLANNING BOARD
CITY OF WEST PALM BEACH, FLORIDA

HARLAND BARTHOLOMEW & ASSOCIATES
CITY PLANNERS
SAINT LOUIS, MISSOURI



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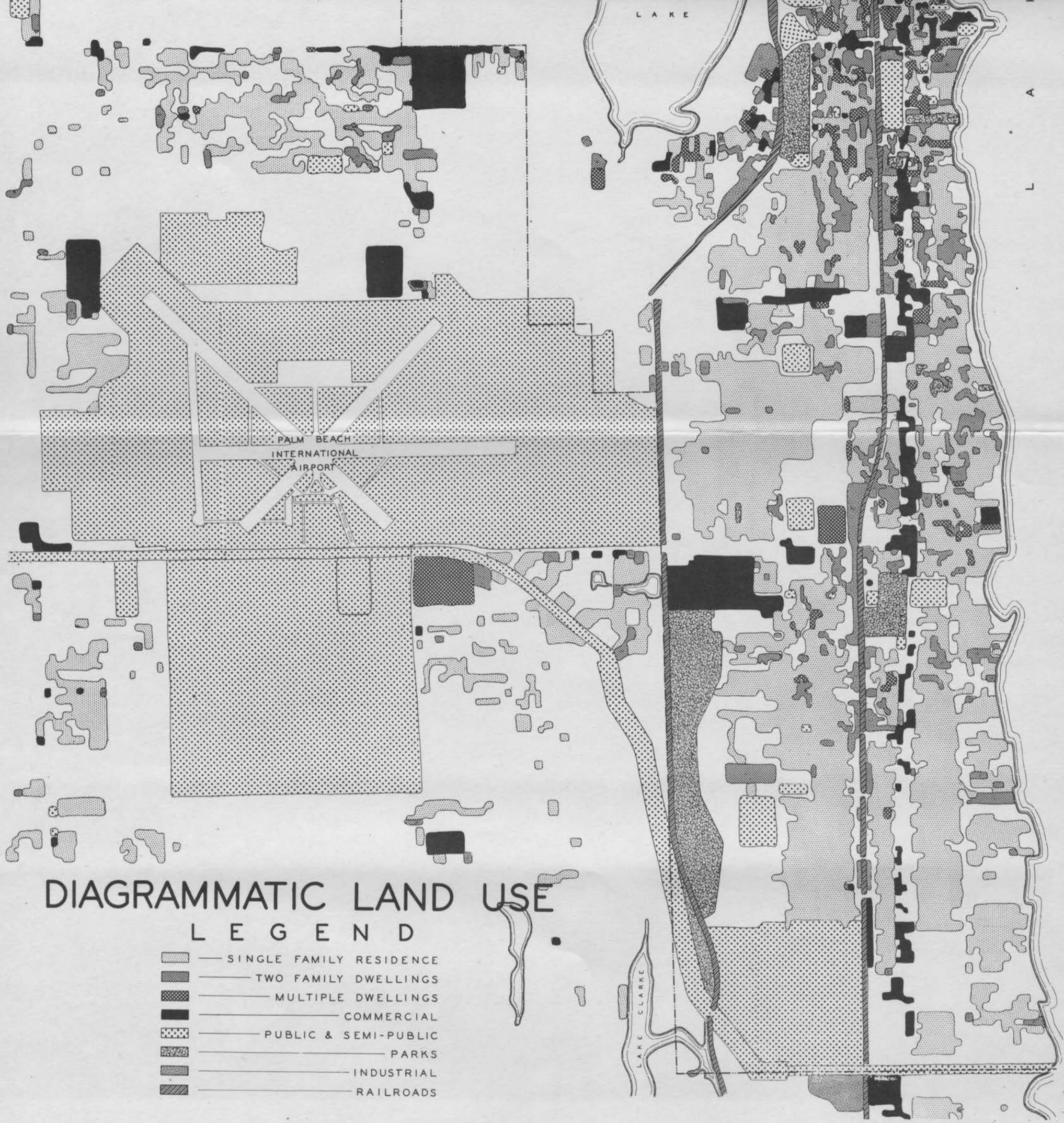
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DIAGRAMMATIC LAND USE

LEGEND

- SINGLE FAMILY RESIDENCE
- TWO FAMILY DWELLINGS
- MULTIPLE DWELLINGS
- COMMERCIAL
- PUBLIC & SEMI-PUBLIC
- PARKS
- INDUSTRIAL
- RAILROADS

FACTORS AFFECTING DISTRIBUTION OF POPULATION

Several different factors have affected the past distribution of population within the City of West Palm Beach. Following is a summary of the more important conditions and trends that have resulted therefrom and which will influence the future population pattern.

Diagrammatic Land Use

A detailed study of land use is being prepared as a part of the comprehensive planning program and will be discussed in a later report upon land use and zoning. However, Plate 2 was prepared from data currently available and graphically shows the general location and extent of existing land uses according to major classifications. This shows the areas that are absorbed by other than residential uses and also indicates vacant areas where future residential uses might be located.

The most important condition revealed by the existing land use pattern is the narrow and elongated strip of land uses that parallel the western shore of Lake Worth. Practically all of the development within the corporate limits is hardly a mile in an east and west direction yet extends for about eight miles along the lake. This development is bounded on the west by one railroad and is traversed near its center by the Florida East Coast Railroad, as well as by several north and south major highways which result in many adverse influences upon the nearby residential areas. There are now no large, compact residential areas that are entirely free of these influences or which can conform to modern standards of residential planning. Normally, major streets should be about a half mile apart so that the residential areas that are

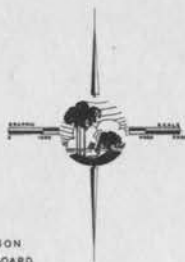
bounded by these thoroughfares would be free of large volumes of fast moving traffic. Since this is not possible in much of the existing development, it presents difficult planning problems and is a major reason why a by-pass highway is needed around the West Palm Beach area.

The physical limitations within the City of West Palm Beach is undoubtedly one of the several reasons why considerable urban development has been occurring beyond the corporate limits, particularly southwest of the city. Unfortunately, as the plate clearly reveals, much of this development is very widely scattered and it would be both difficult and costly to provide it with a satisfactory standard of physical improvements and public services. Further, much of this area has poor facilities for disposing of storm water and extensive improvements are needed for same in the near future.

The physical problems existing in the present urban development is a major reason why the area around and west of Lake Mangonia and Clear Lake should be made available for development as proposed in the report upon the Westward Expansion Area. This would provide a large, compact area which is very conveniently located and could be improved in accordance with modern standards.

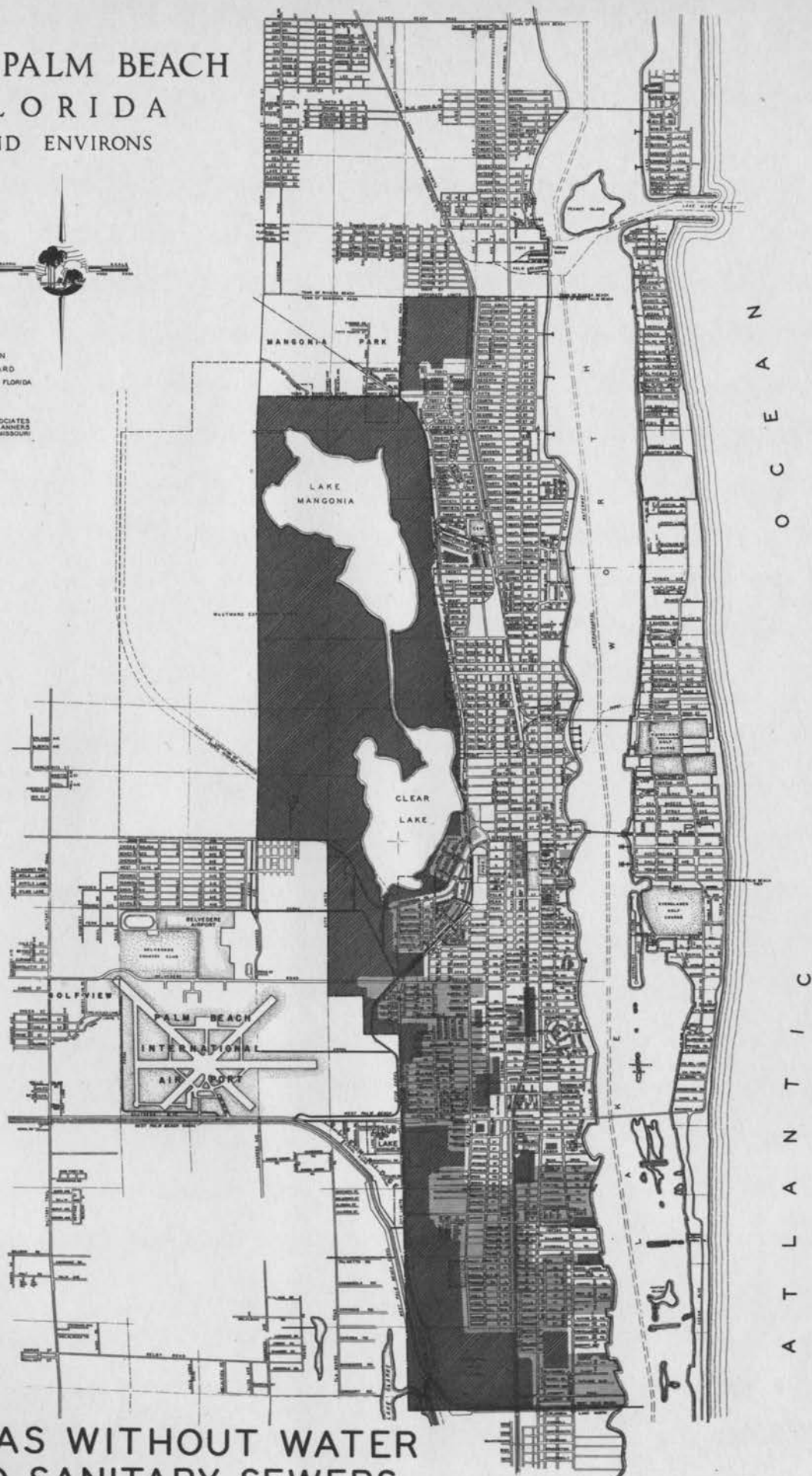
Much of the older central portion of the city is very intensively developed and here there is little room for additional residential facilities except for new multiple dwellings or the conversion of some of the larger structures into apartments. Likewise, much of the entire northern part of the city is rather intensively developed, although there are a number of vacant lots. It is in the area around the two lakes and in the southern portion of the city, particularly south of Belvedere Road, that a substantial amount of vacant land is still available for residential use.

WEST PALM BEACH FLORIDA AND ENVIRONS



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AREAS WITHOUT WATER AND SANITARY SEWERS

L E G E N D

■ AREAS UNSERVED BY WATER	■ AREAS UNSERVED BY SEWERS
■ AREAS UNSERVED BY BOTH WATER AND SEWERS	

The plate also reveals a substantial scattering and intermingling of different types of land use. However, the central business district is very compact, but the scattering of single family and multiple dwellings is most pronounced immediately to the north and south of this area. While this condition is not desirable, it is not unusual and a more serious defect is the wide and pronounced scattering of the two-family and multiple dwellings in the more outlying residential sections which are predominately occupied by single family homes. Efforts must be made to bring about a more compact grouping of different types of residential uses in the land use and zoning studies that will be presented in the succeeding report.

Areas Without Water and Sanitary Sewers

Plate 3 graphically shows those areas within the corporate limits that are without either water or sanitary sewers or both. With the exception of the area lying west of the Seaboard Railroad, practically all of which is undeveloped, the large majority of the development north of the business district is served by both sewers and water. However, in the southern part of the city, particularly in the area south of Belvedere Road, there are substantial areas in which development has and is now occurring that does not have sanitary sewers. As a result, the sewerage is treated by septic tanks which is not a desirable solution in areas where the water table is so high and where the lots are so small. The absence of good sanitary sewer facilities has undoubtedly restricted the securing of the desirable development in this area.

Much study has already been given to the problem of sewerage treatment within the Palm Beach area and there is no question but what the disposal or the dumping of raw sewerage into Lake Worth must be corrected in the near

future. The provision of satisfactory treatment methods, together with improved trunk lines and additional laterals, will be important factors in encouraging new residential development in the entire city, particularly the southern portion thereof. The development of an adequate system of sanitary sewers in the Westward Expansion Area is also mandatory before this area is improved with residences and other urban uses. The lack of sanitary sewers in the area southwest of the city, in which there is much scattered development, is also a major defect and the establishment of such facilities will be very difficult and costly because of the large amount of vacant property.

Disposal of Storm Water

The disposal of storm water is a problem of major importance in local urban areas. The flat land, together with the heavy rainfall within short periods creates difficult problems in disposing of surface water. Large canals are essential to assist in the disposal. In portions of the urban area, storm water sewers have been constructed, but in parts of the city, the water drains along the curbs. In practically all of the outlying area, storm water is conducted along swales or roadside ditches or is permitted to seep into the ground. Far too many of the swales and ditches have inadequate easements, are too shallow, and are not properly maintained.

The Central and Southern Florida Flood Control District is initiating and planning several projects that will substantially improve the storm water problem in the West Palm Beach Area. One project is the construction of a new canal (C-17) which will extend northward from the vicinity of Lake Mangonia, west of Riviera Beach, and eventually discharge into the Earman River. This will provide much improved drainage facilities in the vicinity of both

Lake Mangonia and Clear Lake and will facilitate the development of the Westward Expansion Area.

Another proposed improvement that will result in much local benefit is the enlargement and improvement of the West Palm Beach Canal, including the construction of a dam in the vicinity of 20 Mile Bend to control flood waters originating in the Hungryland Slough area north of Levee L-8. This will prevent such flood waters from coming eastward in the West Palm Beach Canal and will enable the eastern portion of the canal to handle local drainage thus providing a much improved facility for the surrounding area,

In addition to providing facilities that will improve local drainage, the program of the District will also insure an improved source of local water supply and facilitate agricultural development in the large rural districts. As discussed in a previous report, this agricultural development should be very beneficial to the city's economy.

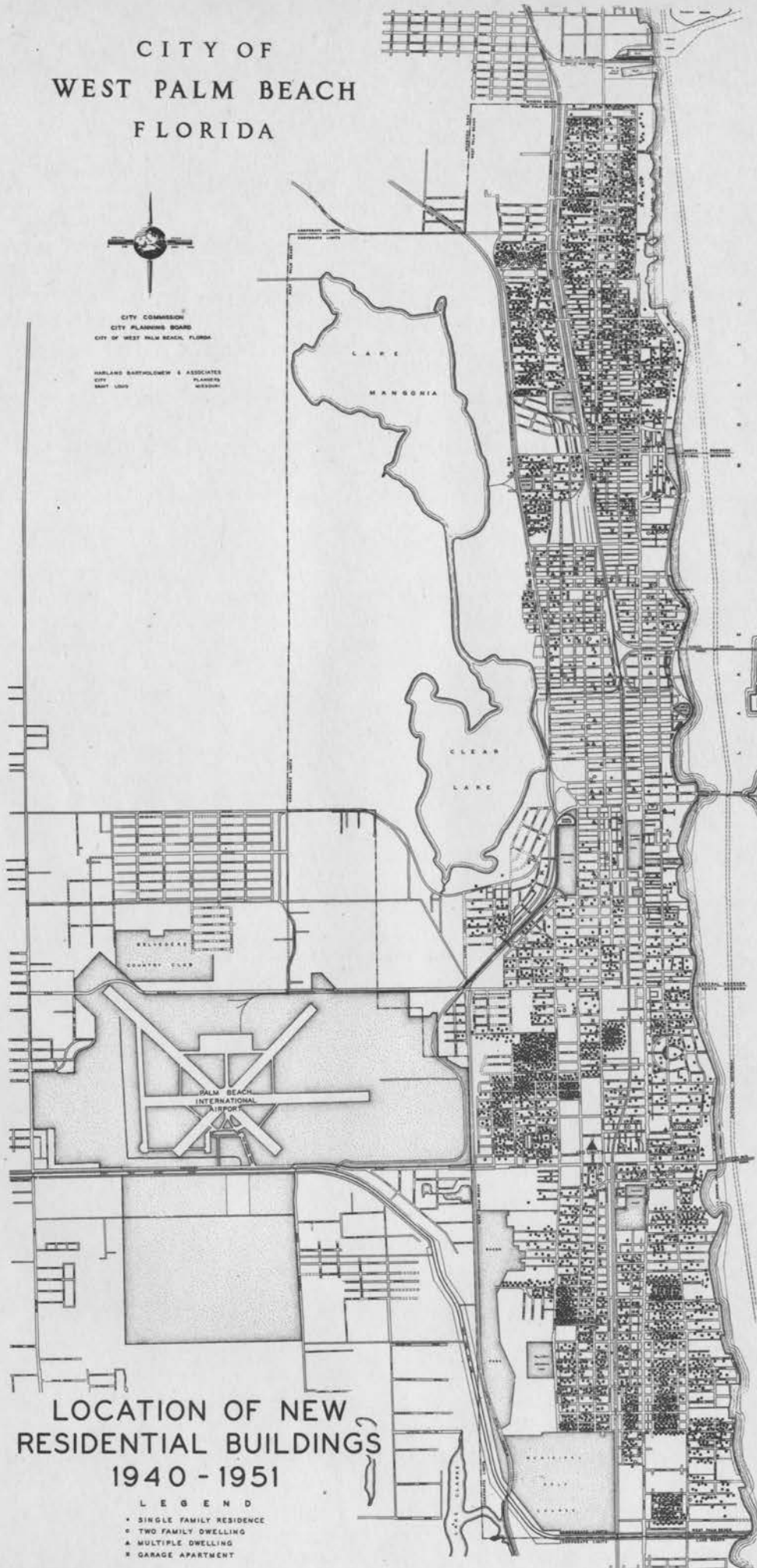
While the above projects will facilitate the improvement of local drainage it must be emphasized that much remains to be done by public agencies other than the Flood Control District. The District is responsible only for the main canals and structures such as described above. The removal of surface water into these canals, by swales, ditches or pipe is the responsibility of local agencies. The local system should be planned in advance of urban growth, new subdivisions should conform to the plan and the facilities should be properly maintained. Where existing development is inadequately equipped with drainage facilities, efforts should now be made to secure the necessary easements and to provide adequate outlets into the canals.

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CITY PLANNERS
SEPT. 1950



LOCATION OF NEW
RESIDENTIAL BUILDINGS
1940 - 1951

LEGEND

- SINGLE FAMILY RESIDENCE
- TWO FAMILY DWELLING
- MULTIPLE DWELLING
- GARAGE APARTMENT

Location of New Residential Buildings

Plate 4 shows the location of the new residential buildings that have been completed within the City of West Palm Beach during the past eleven and one-half years. No buildings are shown for which a permit was issued after July, 1951. While the plan shows buildings constructed over an eleven and one-half years period, the large majority of these were constructed after the termination of World War II.

The plate clearly reveals that the city experienced an extensive amount of new residential building during this period. New construction was particularly active in the southern portion of the city, particularly south of Belvedere Road where complete new subdivisions have been opened and completely occupied with new homes. Many of these areas were vacant early in 1940. However, it is also encouraging to note that a substantial amount of new residential construction has occurred in the northern portion of the city. In the area north of 26th Street lying between the Florida East Coast Railroad and the Lake, a large number of new residences were constructed. This area already contained a number of homes prior to 1940 and thus the developers used the existing vacant lots. This is a very desirable trend because it assures maximum use of existing facilities. It is much more efficient and economical than the scattered development that has occurred in the area southwest of the city.

There were even a few new homes in the older districts surrounding the business district. However, a large number of these are multiple and two-family dwellings rather than single-family homes.

A study of the plate also reveals that the predominating type of new construction during the period studied was the single-family home. This is

similar to the type of construction that has been occurring in other communities of similar size. This practice has an important advantage in that it provides large, compact areas that are completely occupied by single-family homes, which are of similar character and the same age, thus affording good opportunities of maintaining the character of the residential section over a long period. Some two-family homes have been constructed during the period but the majority of these are in the older residential areas and in the areas that are closer to the business district. There are also a few multiple dwellings but the large majority of these are north of Belvedere Road and around the central shopping center.

Inasmuch as there are still vacant lots in the northern part of the city, it is expected that additional residences will be constructed in this area in the future but again, the large majority of new construction will probably be in the southern portion of the city where some unsubdivided vacant land is still available. It is also anticipated that additional multiple dwellings will be erected in the older residential areas and thus, some future increase in population can be anticipated in these older sections.

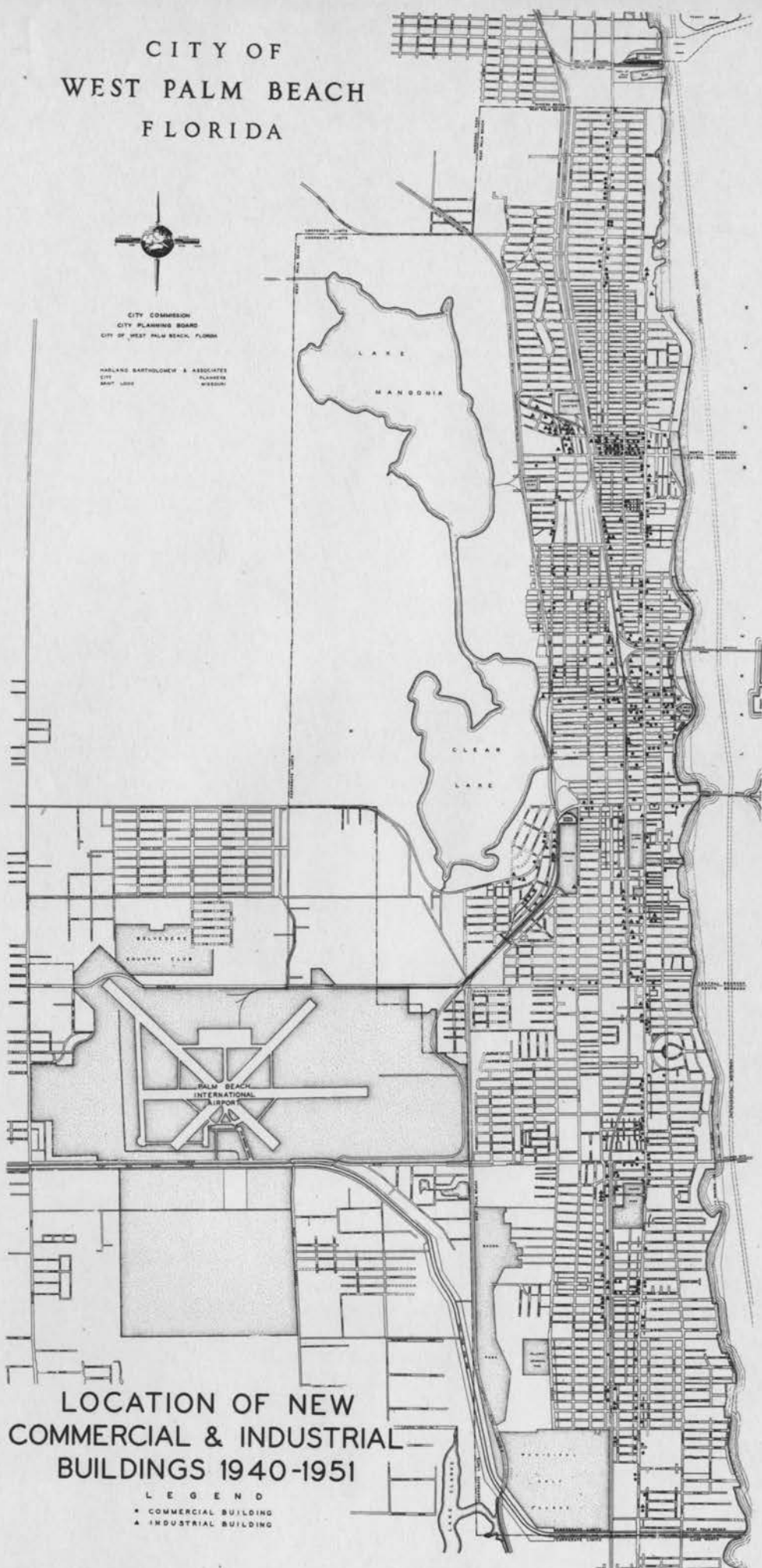
It is unfortunate that data was not available regarding the location of new buildings in the area beyond the corporate limits, but no building permits were required and consequently, it was impossible to determine the location of the new structures. However, as previously indicated, there has been a substantial number of new homes in these outlying sections but they are much more widely scattered than the new construction that has occurred within the city.

CITY OF WEST PALM BEACH FLORIDA



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1940-1951



LOCATION OF NEW
COMMERCIAL & INDUSTRIAL
BUILDINGS 1940-1951

LEGEND
• COMMERCIAL BUILDING
■ INDUSTRIAL BUILDING

Location of New Commercial and Industrial Buildings

Inasmuch as the trend in commercial and industrial development will have a bearing upon the distribution of future population, data was compiled as to where such structures have been erected since January, 1940. This information is graphically shown on Plate 5.

Commercial and industrial development has been much less extensive than residential construction but a surprising number of such units have been erected during the past $11\frac{1}{2}$ years. It is particularly encouraging to note that many of the new commercial structures were erected within the central business district. This is an important factor in assisting to maintain the character and usefulness of this valuable area. Beyond the central business district, a large majority of new commercial construction has been along U. S. Highway 1. Here it has been distributed throughout the city rather than to concentrate in any particular location. There has also been some new commercial construction along the east and west major cross-town streets, particularly Ckeechobee, Belvedere and Southern.

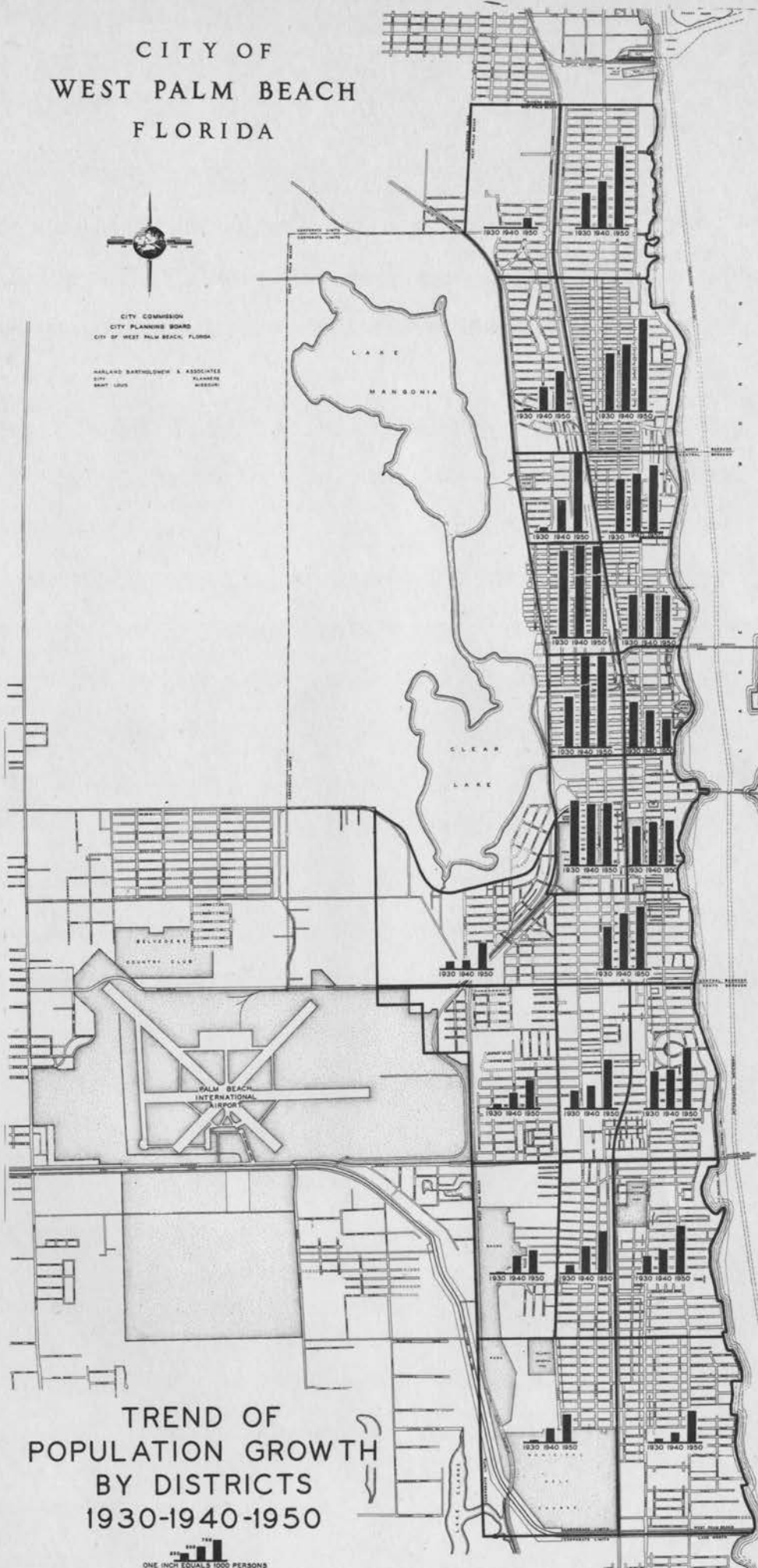
The majority of the new industrial development has occurred along the Florida East Coast Railroad, with more new industries being located south of Southern Boulevard than in any other major section of the city. It is probable that this trend will continue in the future although the scattering of industries in a narrow band through residential sections does not result in a desirable land use pattern. It would be most desirable if large compact sections would be set aside for industrial use but the possibilities of providing this type of district within the present developed portion of the city are quite limited.

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TREND OF
POPULATION GROWTH
BY DISTRICTS
1930-1940-1950

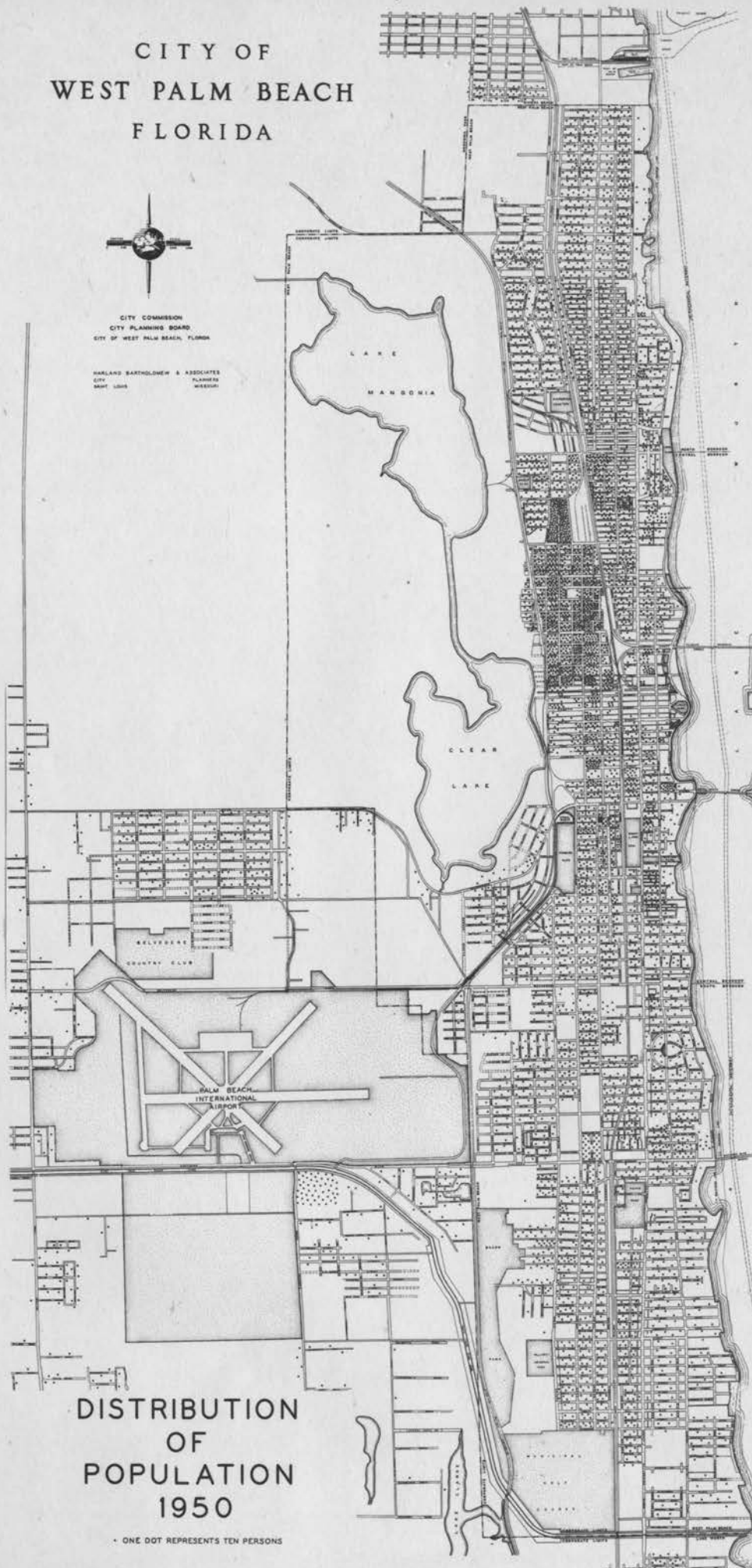
ONE INCH EQUALS 1000 PERSONS

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DISTRIBUTION
OF
POPULATION
1950

• ONE DOT REPRESENTS TEN PERSONS

Trend of Growth by Districts

The past trend of the growth throughout major districts within the developed portion of the city is graphically shown on Plate 6. The height of a bar indicates the amount of population in each district during the last three census years.

The older central portion of the city were rather compactly developed prior to 1930 and very little growth has occurred therein during the past 20 years. That section of the city that comprises the central business district has experienced a loss in population which is a normal trend since older residences are removed for commercial projects. There are not, however, any other sections in the city with a pronounced or serious trend of out movement of population which is so common in the older section of many larger cities. This indicates that there is no serious slum or blighted section now existing within the community.

The rapid increase in growth in the outlying sections, particularly to the north and south, is clearly revealed by the plate. It is in these districts that most of the new development has occurred during the past 20 years as was further revealed by a preceeding plate showing the location of new residential buildings. There was a comparatively small amount of development existing in the extreme southern district of the city prior to 1930.

The plate also reveals a rather balanced trend in growth within all of the outlying sections. Thus, there are now no serious problems requiring steps and efforts to encourage growth in any particular portion of the city.

Present Distribution of Population

The distribution of the population within and near the City of West Palm Beach as of January, 1951 is graphically shown on Plate 7. This is the pattern

that has resulted from the past trends of construction and from the factors that have influenced past growth.

The pattern within the developed portion of the city is generally satisfactory. The population is rather evenly spread throughout the entire area with only comparatively few intervening vacant areas. In the northern part of the city, the pattern is quite uniform, with the heaviest concentration of population being north of the business district where a large number of multiple dwellings are located. The concentration of population in the non-white section is also clearly indicated on the plan and here is found the highest population density in the city. In the southern part of the city, the population pattern is fairly evenly spread but it will be noticed that there is considerable vacant area which contains no population in the extreme southern portion of the area, particularly south of Belvedere Road.

In contrast to the rather compact and efficient population pattern within much of the city is the wide scattering of population in the unincorporated area southwest of the corporate limits. With the exception of the housing project immediately south of the Palm Beach Canal, the population in the remaining portion of this area is very widely separated and it would be extremely costly to provide a good standard of improvements such as streets, sewers and water or to provide a good standard of public services, such as police and fire protection and garbage collection. The unincorporated areas should be much more compactly developed in the future if they are to achieve efficiency and economy.

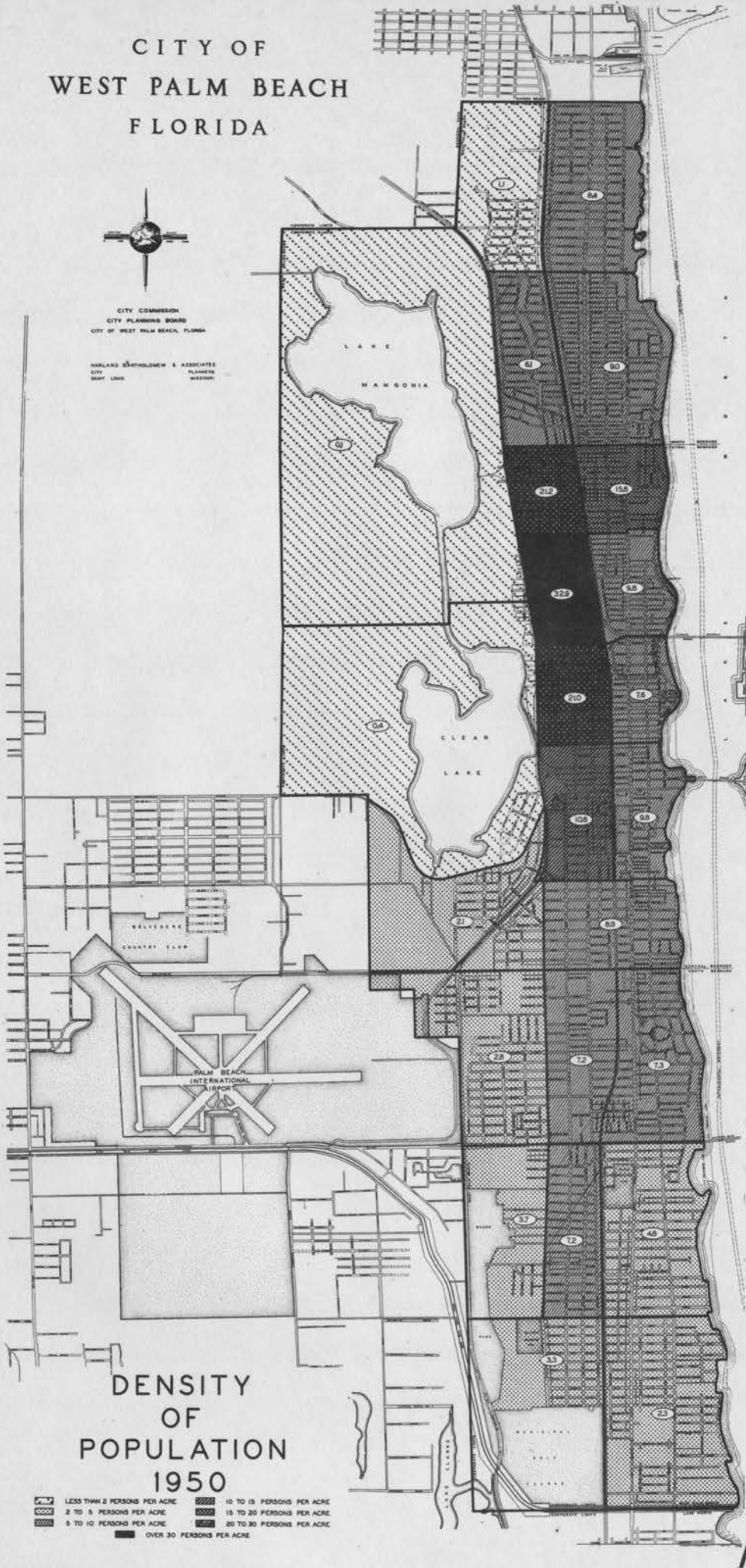
The population pattern within West Palm Beach can be economically served with facilities and services. In the future, efforts should be made to develop the larger areas that are now vacant and particularly, to encourage and

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CITY COMMISSION
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CITY OF WEST PALM BEACH, FLORIDA

HARLAND BATHOLMEW & ASSOCIATES
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WEST PALM BEACH, FLORIDA



DENSITY
OF
POPULATION
1950

LESS THAN 2 PERSONS PER ACRE	10 TO 15 PERSONS PER ACRE
2 TO 5 PERSONS PER ACRE	15 TO 20 PERSONS PER ACRE
5 TO 10 PERSONS PER ACRE	20 TO 30 PERSONS PER ACRE
OVER 30 PERSONS PER ACRE	

facilitate a logical and orderly development of the Westward Expansion Area.

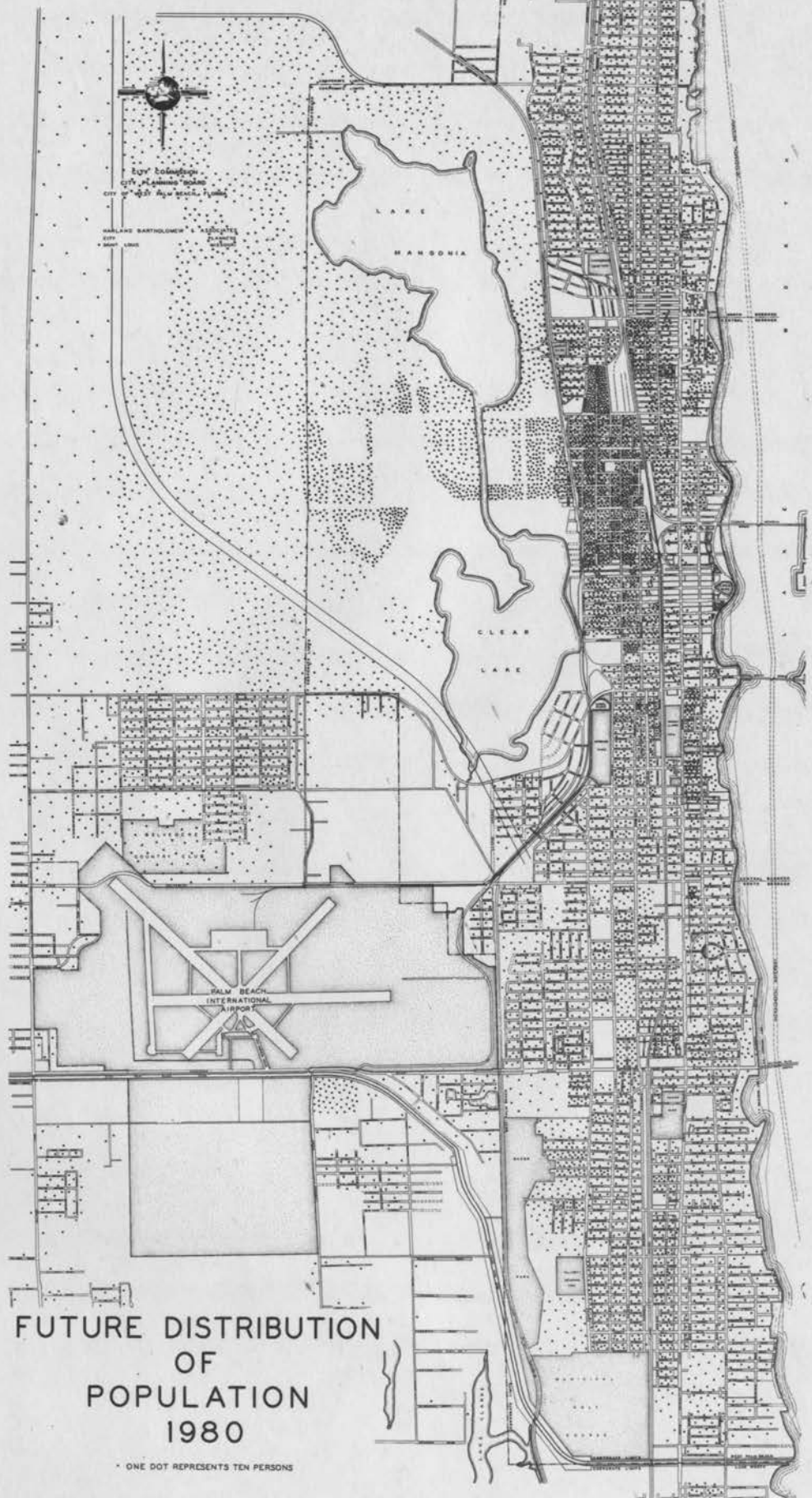
Existing Population Density

Population density is the term applied to the number of persons per acre in various sections of the city. This is normally considered as gross density and is based upon all of the area within the district, including streets, vacant property and the area that is used for urban purposes other than residential development. The only exceptions are large areas which are occupied by parks and cemeteries and similar public and semi-public uses. Experience has also revealed that a density of from 5 to 10 persons per acre is necessary to assure an efficient and economical provision of improvements and services. Otherwise, the area would be so thinly populated that the total length of such facilities would be out of proper proportion to the persons serviced. The only exception is in areas containing extremely valuable residential properties or where the area contains a substantial amount of commercial or industrial development which would pay a large amount of taxes.

The large majority of the developed portion of West Palm Beach contains a population density of five or more persons per acre. The only areas which have a lower density are in the southern and extreme northwestern portions where preceding plates indicated that the most of the land is now vacant, yet much new development has been occurring during the past 10 years.

The concentration of population around the central business district is clearly revealed by the plate for here are the highest densities in the city. This is a normal condition for it is in these areas that the majority of the multiple dwellings are and should be located. The highest densities are found in the non-white residential sections lying between the two railroads. A portion of this area has a density of 32.9 persons per acre which is generally similar

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to the densities found in more intensively developed portions of cities having a population of 200,000 or 300,000 persons. Inasmuch as there are no tall multiple dwellings in this section, it indicates too heavy a concentration of living units upon each lot and an absence of desirable standards of yards and open spaces.

In general, the densities within the balance of West Palm Beach are desirable in that there is enough population to secure economy and efficiency in providing facilities and services yet is not so concentrated as to preclude a satisfactory standard of yards and open spaces. This is a particularly desirable condition in a city which is so predominantly residential in character and which has so many winter tourists' accommodations. It is most desirable to protect this condition in the future and to also encourage development in the more sparsely settled area so they will more closely approximate the densities in the remainder of the city.

A check was also made of the densities in some of the typical outlying sections. In the area bounded by the West Palm Beach Canal, Palmetto Road and Congress Avenue, there is a density of only 0.73 persons per acre, while in the Westgate subdivision lying between Ckeechobee and Belvedere Country Club, there is a gross density of about 4 persons per acre. Obviously, neither of these approach the desirable standard although the latter does have enough population that with additional growth, it could eventually be an efficient urban area.

Future Distribution of Population

Plate 9 shows the suggested distribution of future population within and near the City of West Palm Beach. This indicates the general location of the some 85,000 persons that are expected to live within the West Palm Beach

area by 1980. The plan is necessarily somewhat general and does not make provisions for the schools, parks and semi-public areas which will not contain population. It is, however, intended to indicate the general area that should be urbanized as well as to suggest the intensity of development.

A substantial amount of the new growth has been proposed within that section of the city that now contains practically all of the urban development. The generalized land use map revealed that there is still a number of vacant lots throughout the city as well as some vacant and unimproved land south of Belvedere Road. In addition, it is expected that additional multiple dwellings will be erected in certain portions of the city and that some of the older structures will be converted for this use. However, it is expected that the area within and surrounding the central business district will experience some further loss of population by existing homes being absorbed for commercial purposes. The plan proposes that approximately 54,000 persons will be accommodated within the presently developed portion of the city, an increase of slightly more than 10,000. In view of the fact that a rather substantial amount of this area will also contain additional industrial, commercial and public and semi-public uses during this period, it provides for a very compact development and logical use of the entire area.

It is, however, anticipated and proposed that more than 30,000 persons will be located beyond the current urban portion of the city. A substantial number of these will be located within the Westward Expansion Area and here, the population has been generally distributed in accordance with the preliminary plan for this area. An intensive and compact development is proposed in the area between the two lakes, where public housing and multiple dwellings are recommended. Additional population growth is also anticipated in the area

south of Ckeechobee Road and east of Military Trail. It is proposed that the area lying in this general vicinity and north and west of the airport, be much more compactly developed so that it could be served with a satisfactory standard of urban improvements and services. It is entirely possible that this entire area, as well as the unincorporated portion of the Westward Expansion Area may eventually be a part of the City of West Palm Beach. As previously indicated, a major problem in encouraging the proper development of this area is the improvement of storm water drainage facilities which can be facilitated by the current program of the Central and Southern Florida Flood Control District. However, local drainage ditches as well as improved street surfacing, water and sewer facilities are also need in much of the area.

Very little population growth is recommended in the area south of Ckeechobee Road and east of Congress Avenue. The area is now so low and poorly drained that it could be much more logically used for a rural type of development. It would be much more economical to concentrate the population in areas that now contain scattered development but which could logically become an integral portion of the future urban area. Likewise, very little additional growth is recommended in the area lying south of Southern Boulevard and between Congress Avenue and the Canal. It is now so thinly developed and of such a character that additional growth should not be encouraged. Further, because of the physical boundaries, it would be both difficult and inconvenient for the City of West Palm Beach to provide improvements and public services within this general section. It could more logically be developed as a semi-rural area with the homes located on large tracts and thus, not require a high standard of urban facilities and services.

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The proposed population pattern, particularly the new development extending westward from the Seaboard Airline and lying between 45th Street and the Airport, will provide a much more logical urban pattern than now prevails in the narrow, elongated area lying between the railroads and Lake Worth. A much more efficient system of streets can be provided that will leave large, compact residential districts conforming to modern standards. The provision of fire, police and other public services can also be more efficiently and economically provided in the new area. It is a pattern that will provide many additional conveniences and advantages and, in turn, should encourage additional growth.

Future Density of Population

The densities that would result from the proposed population pattern are graphically shown on Plate 10. With one exception, the densities in the various districts would all be increased in the future, although some, as in the present non-white area, would be only slightly increased. The area that would have a lower density than prevailed in 1950 is the section containing the central business district. The large majority of the densities within the present urban development would be nine or more persons per acre and even in the extreme southern portion, a density of about five persons per acre is proposed.

It is in that portion of the future urban area lying west of the Seaboard Railroad that the major changes in density are anticipated. In the proposed multiple dwelling section of the Westward Expansion Area, the maximum gross density would not exceed 20 persons per acre and if properly controlled by modern zoning standards, this would not result in any congestion or lack of open space. In the other sections, single-family development is expected to predominate and there the density would range from five to ten persons per

acre. Even in the Westgate district which now has a density of less than four persons per acre, a future density of 8.8 persons per acre is recommended. This will facilitate the provision of an adequate standard of improvements and facilities. The proposed urban population pattern provides a density that would not result in serious congestion, yet would insure efficiency and economy.

Developing the Population Pattern

It is not expected that the proposed population pattern will be automatically achieved merely because it is shown on a plan. The plan is not one that can be adopted and strictly enforced by one or more public agencies. Further, it is not intended as such, but primarily is a guide for new development as it gradually occurs over a long period. However, it is possible to assure that the goal will be generally achieved for there are several procedures and regulatory measures which will assist in securing the major objectives. The following is a summary discussion of the more important methods that are now available or can be made available in the future.

Zoning Regulations

Zoning regulations can be a major factor in securing proper land use and in controlling population density. The city is now undertaking a revision of its zoning ordinance and the location of the districts and the regulations in each district can be adjusted to conform with the proposed population pattern.

Unfortunately, Palm Beach County does not have authority to adopt and enforce comprehensive zoning regulations within the unincorporated territory. The securing of the necessary enabling legislation for such zoning or at least for zoning within a certain distance (three to five miles) of the corporate limits of cities would be a pronounced advantage. Lot areas could be required in conformity with the population pattern and in areas where urban development should not exist, a rural district could be established which would require

large lots upon which the residents would not need normal urban facilities or services.

Subdivision Regulations

Much of the area in which new development is proposed will have to be subdivided before residences can be located thereon. The adoption and enforcement of subdivision regulations containing sound, modern standards can be a major influence in insuring that the new development conforms to the plan and that it will retain its value and desirability over a long period. The city has authority to adopt and enforce good subdivision regulations but additional legislation is needed for Palm Beach County to have proper control over new subdivisions. If the County could require the installation of a minimum standard of improvements such as street surfacing, water mains, sanitary sewers and drainage ditches, before any subdivision was recorded and lots sold thereon, it would prevent practically all scattered subdivisions of poor standards.

Physical Improvements

A good urban development requires access to major streets, schools, recreational areas, bus lines and similar facilities. The city plan now being prepared will indicate the general location and extent of these facilities which will be confined to the future urban area. Consistent adherence to this plan by developing the facilities only within the area shown, rather than to extend them far beyond the proposed boundaries, will be a very important factor in securing the desirable and logical location of future residential development.

Public Understanding and Support

The proposals and recommendations of this report are designed to insure the maximum benefit and advantage to the entire population of the urban area. The proposals for each area are based upon the character and adaptability of

the area for urban development and the probable future needs. In the final analysis, the citizens of the Palm Beach Area will determine the location and character of the future urban growth, and achievement of the general population pattern proposed herein will require their understanding and support. Where a large portion of the citizenry understands the problems involved and the need for guiding future development into logical areas, they will support the enforcement of the necessary regulations and controls. With such support, the public officials responsible for administering and enforcing the regulations can perform effective and satisfactory service. Where widespread misunderstanding, opposition, or apathy exist concerning the principles involved, it becomes difficult to establish and enforce the necessary regulations.

