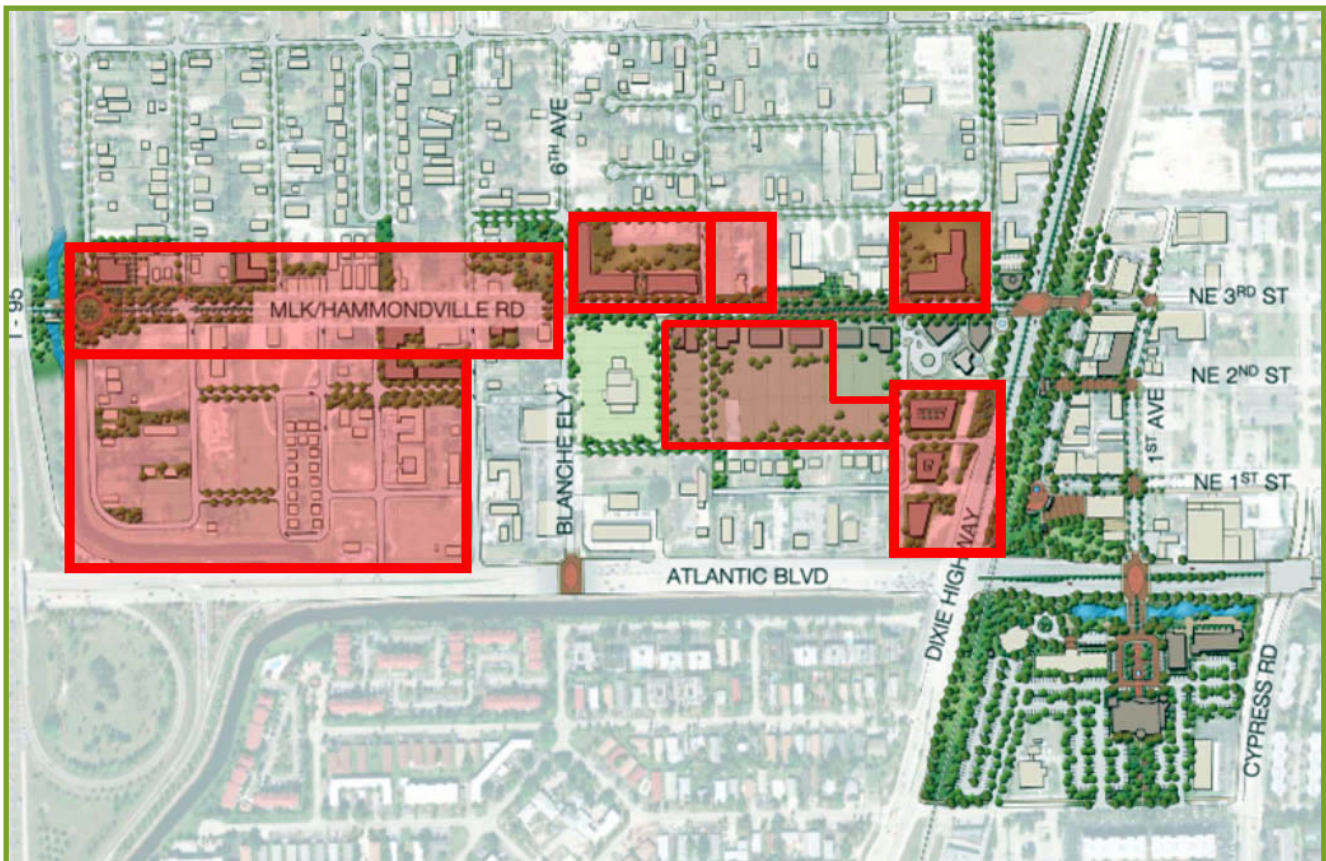




Urban Land Institute

Southeast Florida/Caribbean



Technical Assistance Panel for
The City of Pompano Beach, Florida,
Northwest Community Redevelopment Agency

August 11 & 12, 2011 | Pompano Beach, Florida

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Urban Land Institute Southeast Florida/Caribbean District Council Technical Assistance Panels

What Are Technical Assistance Panels (TAPs)?

Since 1947, the Urban Land Institute's (ULI) Advisory Services Program has been assisting communities by bringing together week-long panels of seasoned real estate, planning, landscape architecture, financing, marketing, and development experts to provide unbiased pragmatic advice on complex land use and development issues. Several years ago, the ULI Southeast Florida/Caribbean District Council began providing panel services of one or two days to address specific local government issues in areas such as housing, parking, redevelopment, and future land use development. The District Council has over 800 members spread along the east coast of Florida from Indian River County through the Florida Keys and in the Caribbean.

How Do TAPs Work?

Sponsors request the services of a TAP with regard to a specific issue that can be addressed by a panel of experts in one or two days. The District Council assists the sponsor in refining the scope of the assignment and convenes a panel to address those specific issues. The sponsor works within ULI guidelines to provide background information to ULI panelists prior to the panel's convening. When convened, members of the TAP view the subject site, hear from public and private stakeholders, and then deliberate on the assigned issues. At the conclusion of its work, the panel presents an oral report to stakeholders; that is followed by a written report within approximately four weeks.

What Do TAPs Cost?

A fee is charged for the advisory service, but the panel members are not compensated for their time. The fee depends on the length of the actual TAP convening but is typically between \$15,000 and \$20,000, including panel expenses. Each TAP is different, and fees are negotiated individually with the client sponsoring one. Panel members donate their time and are only reimbursed for their out-of-pocket expenses such as overnight lodging and transportation to attend the TAP. To ensure objectivity, panel members cannot be involved in matters pending before the sponsor, be working for the sponsor, or solicit work from the sponsor during the six months following the panel's assignment period.

Who Is ULI?

ULI was founded in 1936 as a non-profit institute to facilitate the open exchange of ideas and information among local, national, and international real estate industry leaders and policy makers dedicated to creating better places. Today it has 30,000 members worldwide. The ULI does not lobby or act as an advocate for any single industry. It is committed to providing leadership in the responsible use of land and creating and sustaining thriving communities.

Sponsor and Panel Members

Sponsor

City of Pompano Beach, Florida, Northwest
Community Redevelopment Agency

Pompano Community Redevelopment Agency Board Members

- Mayor Lamar Fisher
- Vice Mayor George Brummer
- Commissioner Charlotte Burrie
- Commissioner Barry Dockswell
- Commissioner Rex Hardin
- Commissioner Woodrow J. Poitier

Northwest Community Redevelopment Agency Advisory Committee

- Deborah Anthony
Chair
- Jay Ghanem
Vice Chair
- Jeanette Copeland
- Marguerite Luster
- Richard McFadden
- Daisy M. Johnson
- Patricia Davis
- Gail DeAngelis
- Carl Forbes

City of Pompano Beach CRA Staff

- Kim Briesemeister
Co-Executive Director, Pompano Beach CRA
- Chris Brown
Co-Executive Director, Pompano Beach CRA
- Floyd Johnson
Director, Northwest Pompano Beach CRA
- Natasha Alfonso
*Planning and Economic Development Manager,
Pompano Beach CRA*
- Neil Fritz
*Downtown Pompano Project Manager,
Northwest CRA*

Panel Members

TAP Chair

- Neisen Kasdin, Esq.
Shareholder, Akerman Senterfitt

Panelists

- Thomas R. Kohler
Principal, RERC Strategic Advisors
- Douette Pryce
President, Pryce Resources LLC
- Bruce W. Retzsch, AIA
Principal, RLC Architects, PA
- Rafael Rodon
Executive Vice President, Flagler Development
- Suria Yaffar, AIA, LEED® AP
*Principal and Director of Design, Zyscovich
Architects*

Community Resource Liaison

- Kenny Davis
CEO/President, DFC Homes of Florida

ULI Southeast Florida/Caribbean District Council

TAP Vice Chair

- James R. Brindell
Shareholder, Gunster

District Council Staff

- Carla Coleman,
Executive Director
- Jean Scott
TAP Report Preparation

ULI Southeast Florida/Caribbean District Council

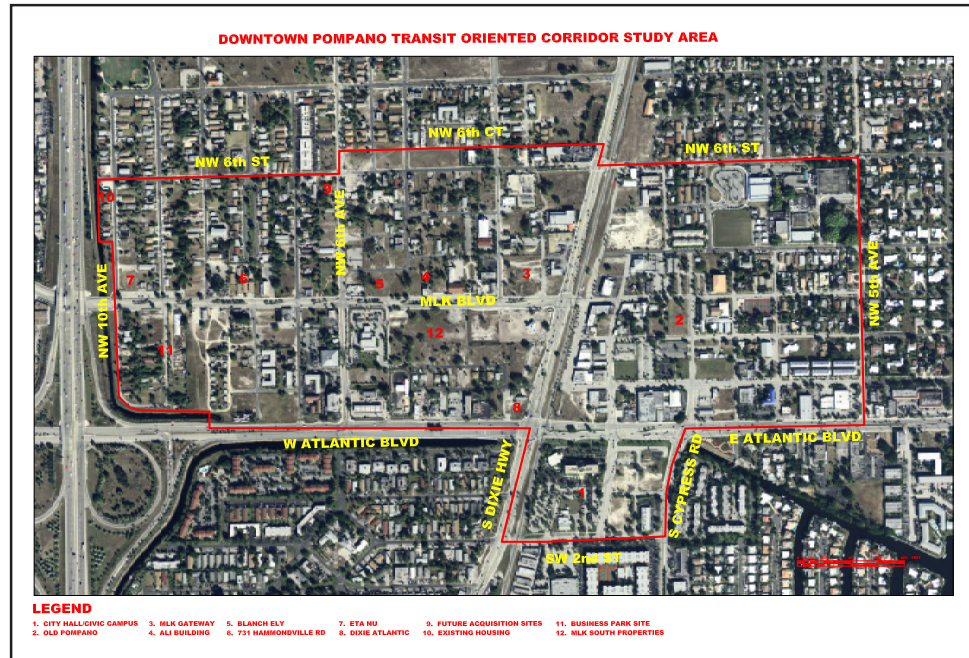
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Panel Process and Agenda

Panel Process

The City of Pompano Beach Northwest Community Redevelopment Agency (NWCRA) TAP process centered on the following five steps:

- Representatives from the ULI Southeast Florida/Caribbean District Council met with city officials and CRA staff and board members to discuss issues related to the Hammondville Road/Martin Luther King (MLK) Boulevard TAP focus area.
- ULI Southeast Florida/Caribbean District Council staff researched the CRA's goals for the TAP and, based on their findings, selected the TAP members who had the expertise most tailored to addressing the issues raised by CRA staff and board members.
- The TAP received a complete set of pre-meeting briefing materials about the City of Pompano Beach and the Hammondville Road/MLK Boulevard focus.
- The TAP met on August 11 and 12, 2011, in the City of Pompano Beach City Commission Chambers.
- The TAP, under the leadership of the ULI Southeast Florida/Caribbean District Council, prepared a report on its recommendations and conclusions.



Sites and community assets reviewed by the TAP during its tour of the Northwest CRA area.

"The convening of the TAP represents the CRA's commitment to melting away the impossibilities and seeing something come out of the ground in the next two years. The U.S. Marine Corps philosophy that the difficult we do immediately and the impossible takes a little longer applies to the CRA." (Floyd Johnson, Director, the Northwest CRA)

Panel Agenda

The agenda (Appendix A) for the TAP was organized as follows.

On August 11, the TAP began its orientation with a lunch meeting with representatives of the NWCRA staff and several property owners and businesses in the TAP study area. The lunch meeting was followed by a comprehensive tour of the study area, during which the CRA staff acquainted the panel with that area. Following the tour, the panel provided an opportunity for public comments from residents, business owners, and other interested parties.

On August 12, the TAP spent the morning and early afternoon working on the issues that the CRA staff had asked it to address. In the afternoon, the panel members presented their observations and recommendations to an audience of interested citizens and community and business groups and CRA board members and staff. Gwyndolen “Gwyn” Clarke-Reed, Florida State Representative District 92, was also a participant. Both that session and the public session on August 11 were well attended.

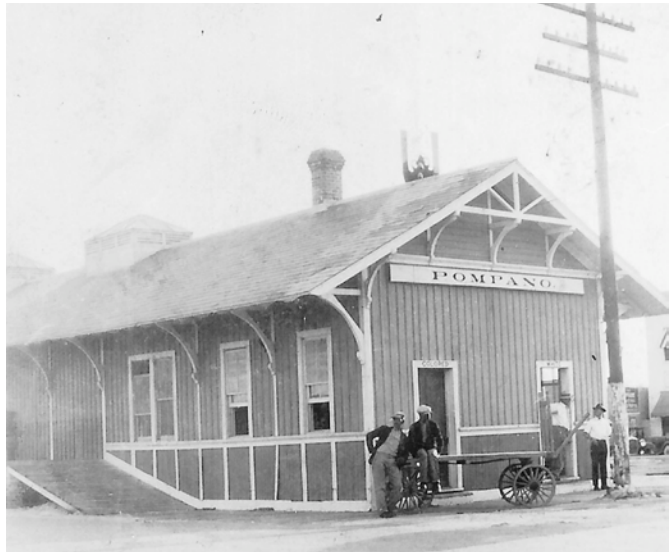
Background: The Planning Context and TAP Focus

The NWCRA convened the TAP to provide seasoned expert advice on the priority public-private partnerships and actions that will maximize the CRA’s resources and accelerate the successful revitalization of the economic and cultural core of the NWCRA area – the Hammondville Road/MLK Boulevard corridor and some of the surrounding area from Dixie Highway west to I-95. With a CRA that is committed to making the strategic investments and providing the sustained leadership, the area is ripe – and ready – for reinvestment. As described by the CRA, “We’re Open for Business!”

The TAP Study Area

The success of the 3,034-acre Northwest CRA is essential to the city’s future. The area comprises almost one-quarter (approximately 22 percent) of the city’s total land area and has played a central role in its history, largely due to its access to transportation going back to the days of the arrival of Flager’s railway in what is now Pompano Beach. However, the area has also suffered from years of disinvestment, and residents and businesses now want to regain the vitality their neighborhood once had.

“It is clear that residents of the Northwest CRA want to combine preserving some of the past that brings back good memories of what the area once was with seeing something start coming out of the ground, soon.” (The ULI Technical Assistance Panel)



The Northwest CRA area has a rich history that residents value and want to retain. Its history ties back to the arrival of Flagler’s railway in 1896 (original rail depot depicted above). Underscoring the importance of connectivity to the area’s development, the rail depot was located near Pompano’s historic downtown (image below).



The Northwest CRA Area: A Place with a Rich Past and in Need of New Investments

Its Past

As in many South Florida communities, the development of Pompano Beach came with the extension of Henry Flagler's Florida East Coast (FEC) railway south into Broward County in the late 1800s¹. The original rail depot (shown on the previous page) was located near the site of the historic downtown (bottom image, previous page). Some of the first permanent residents were railway employees. Other early residents were farmers, coming south to escape the effects of the mid-decade freezes.

With the coming of the railway, the community's development moved farther west from what was then known as Lettuce Lake (now Santa Barbara) to be near the railway. Subsequently a small commercial district, what is now known as Old Pompano, began to grow near the railway depot. In 1900, M. Z. Cavandish opened the first general store at Northeast First Street and Flagler Avenue. During Florida's land boom, the commercial center flourished and extended west across Dixie Highway along Hammondville Road. With the region's burgeoning population moving farther west during the 1950s and 1960s, the once thriving old downtown and Hammondville/Martin Luther King corridor were left behind², giving rise to the CRA and its mission to improve the economic health of the area, and encourage public and private investments.



The Northwest CRA today contains a large industrial zone and a concentration of affordable housing (depicted, respectively, in the images above).

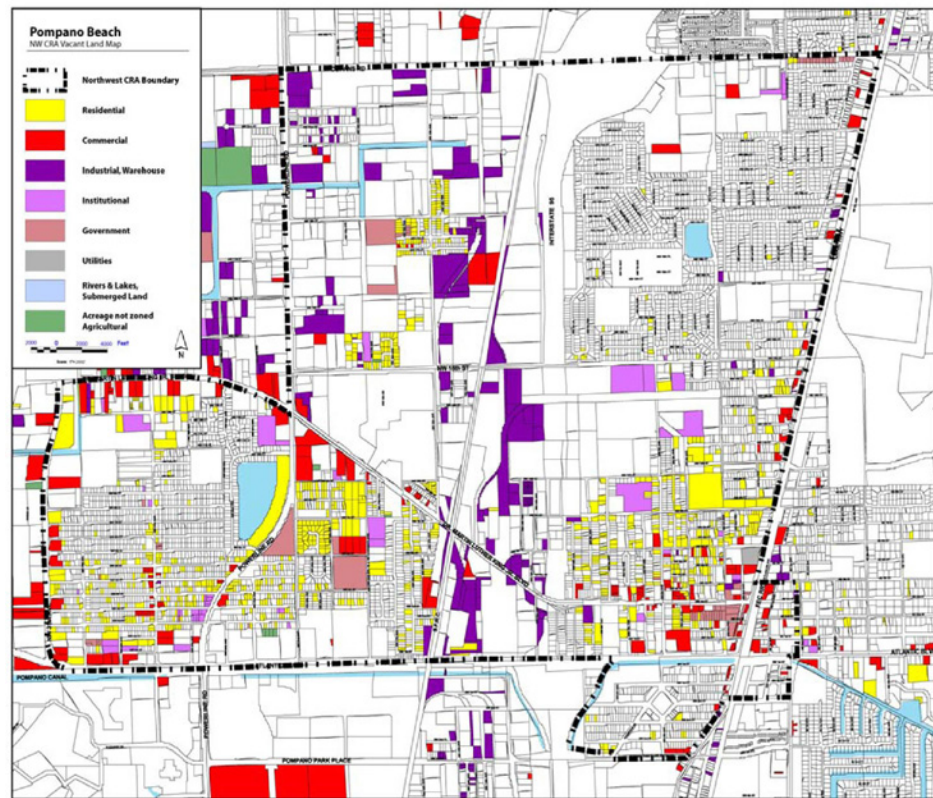
Located to the east of the Florida East Coast railway and just north of Atlantic Boulevard, Old Pompano features street level retail in one- and two-story buildings that front the sidewalk. As with many other railway towns developed during that time, Flagler located a worker community (composed primarily of African-American farming families) on the west side of the tracks. Many of those same families still live in the area, making it the center of Pompano Beach's African-American community; they bring with them a deep sense of history and pride in place and a desire to make the area once again, as one resident put it, "a place where there are lot of things to do – and jobs – for all ages."

¹ <http://www.mypompanobeach.org/history/index.html>.

² <http://www.centennial.pompanohistory.com/history.html>

An Area in Need of Investments Today

Over time, as much of the city's growth occurred east of the railway, the Northwest CRA district gradually deteriorated and became blighted. Today it is dominated by declining economic conditions including Old Pompano (where most of the structures are now in poor condition), a very large industrial zone (attracted by the proximity to rail and major highways), and a concentration of low- and medium-income residential neighborhoods. Affordable housing developments include Golden Acres, Ben Turner Estates, and Blanche Ely Estates (located on Northwest 6th Avenue and named for a prominent local educator).



Because of deteriorated building conditions, many structures have been demolished, leading to a large number of vacant lots (image above) that can be used strategically to promote future redevelopment. Educator Blanche Ely's home (image below) is the City of Pompano Beach's first African-American history museum and serves as a neighborhood anchor and a reminder of the area's rich history and important role in the city's development.

The area also features a large number of vacant lots where dilapidated and blighted buildings were demolished, most notably in the older sections along the Hammondville Road/MLK Boulevard corridor. The CRA has purchased and assembled many of those vacant properties and can now use them strategically to promote future development. Some of the remaining structures are unoccupied and most likely not fit for occupancy, the CRA reports. Moreover, many of the remaining commercial properties contain businesses that would be unable to pay market rental rates in improved structures. Infrastructure in the area, particularly the water and sewer systems, is also old and in many cases will be inadequate to serve more intense development.



The area is well served by parks and schools, including Annie Gillis Park on Northwest 6th Avenue and Blanche Ely's namesake high school that was constructed in the early 1950s and continues today as an important community anchor. The original school was opened in 1923. Today Blanche Ely High School

demonstrates the philosophy of Blanche Ely: “Knowledge is Power.”³ The school offers medical and science/pre-engineering magnet programs and vocational degrees such as the Health Occupations Students of America and the LPN program. Blanche Ely’s home (image on previous page) now houses the city’s first African-American museum featuring artifacts and documents relating to the Ely family and the African-American community in Pompano Beach.

Planning Context

The guiding framework for redevelopment activities is the 2010 amendment to the 1989 NWCRA plan. The amendment was prepared to reflect current priorities and market conditions and to build on the NWCRA’s substantial accomplishments in the last decade, including housing projects that have transformed the neighborhood, street and infrastructure improvements, and a large amount of land acquired and assembled by the NWCRA to spark redevelopment.

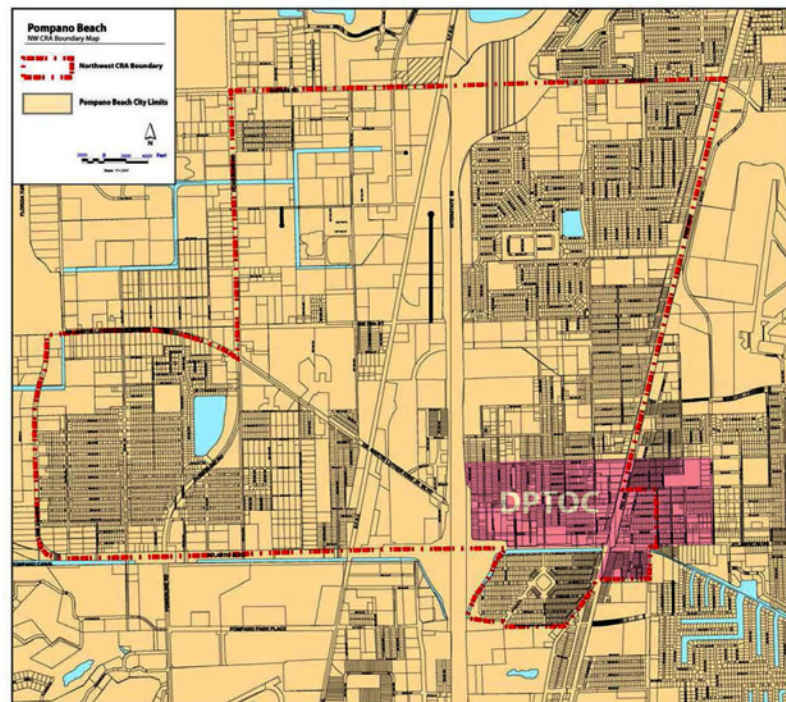
The plan amendment outlines a series of implementation steps and specific projects intended to leverage or stimulate the type of public and private investments necessary for the physical and economic revitalization of the area. With Broward County for the most part built out and its roads at capacity, infill and redevelopment, particularly near transit, will be the dominant form of development in the future.

Since the 2010 plan amendment, the NWCRA has conducted a number of significant planning studies. They include:

- The Downtown Pompano Beach Connectivity Plan, initiated in 2010 to establish connections within the Downtown Pompano Beach area and re-establish a safe, pedestrian-friendly environment that will encourage on-street activities and re-energize the area. To achieve that end, the plan focuses on those



The Downtown Connectivity Study (image above) provides a planning framework that will guide future redevelopment in the downtown area. The Downtown Pompano Transit Corridor (image below) is designed to promote transit-supportive mixed-use development in the form of an urban center.



³http://blancheely.browardschools.com/index.php?option=com_content&view=article&id=4584&Itemid=8299



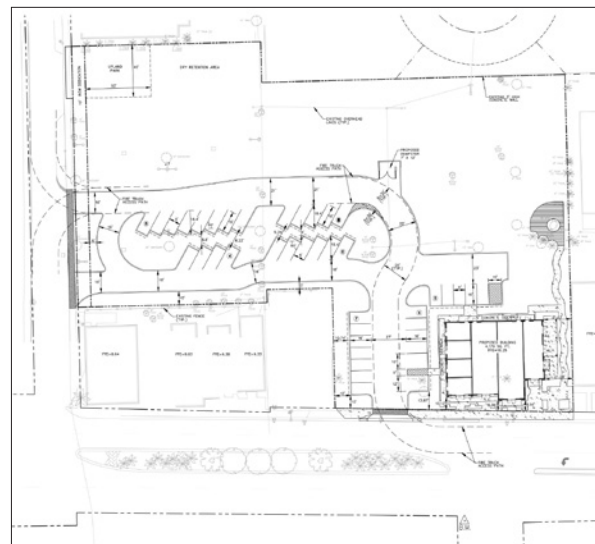
- The Downtown Pompano Transit-Oriented Corridor (DPTOC), a future land use amendment designation for the portion of Atlantic Boulevard generally between Northwest 5th Avenue to the east and I-95 to the west. The designation would encompass approximately a quarter-mile distance to the north of the corridor and a portion to the south, in the vicinity of the proposed Civic Campus. The intent is to enable mixed-use development that will support transit ridership and the creation of a mixed-use, walkable urban center. Once the land use amendment receives final approval (anticipated in the last quarter of 2012), zoning regulations will be adopted for the area. The mix of uses proposed by the zoning would be designed to encourage the desired redevelopment and capital investments.

The CRA also has in place:

- A Financing and Implementation Plan for the Northwest CRA area. The plan, which is updated annually, allocates funds to redevelopment projects and incentive programs.
- A strategy for acquiring vacant and/or dilapidated property (illustrated on the previous page). The five-year finance plan for property acquisition focuses on the Hammondville/MLK Area (Phase One, Dixie Highway to Blanche Ely, and Phase Two, Blanche Ely to I-95). Several miscellaneous acquisitions are also planned.
- The Façade and Business Site Improvement Program for the Hammondville/MLK Corridor and Old Pompano, one of a package of incentives offered by the CRA in the Northwest CRA area. The program, which is used to encourage business owners to enhance their business sites through exterior improvements, is designed to work in concert with the Strategic Investment Program (for interior renovations of businesses) and the Strategic Investment Streetscape Program (for the beautification of streets adjacent to businesses making investments in their property). Businesses also have access to the newly opened Pompano Beach CRA Business Resource Center in Old Pompano. Located in a newly renovated building (using the Façade Improvement Program), the center is home to the Microenterprise Loan Fund Program, a new Business Incubator Program, and a new Job Placement Center.
- Capital improvements for the Blanche Ely/Northwest 6th Avenue Corridor. Capital improvements for the Blanche Ely/Northwest 6th Avenue Corridor and Northwest 6th Street. Depicted in the image on the prior page, the Blanch Ely corridor extends from West Atlantic Blvd. to Northwest 15th Street. Northwest 6th Street from Dixie Highway to I-95 will serve as the identifying gateway for Blanche Ely High School and the surrounding residential community. The project, which is substantially complete, will be carried out in phases and will include landscape beautification, new transit shelters, sidewalk and lighting improvements, and other features. Work will include updating existing traffic circles, cleaning crosswalk pavers, installing seasonal or holiday banners on existing light poles, and a general clean-up of the area.



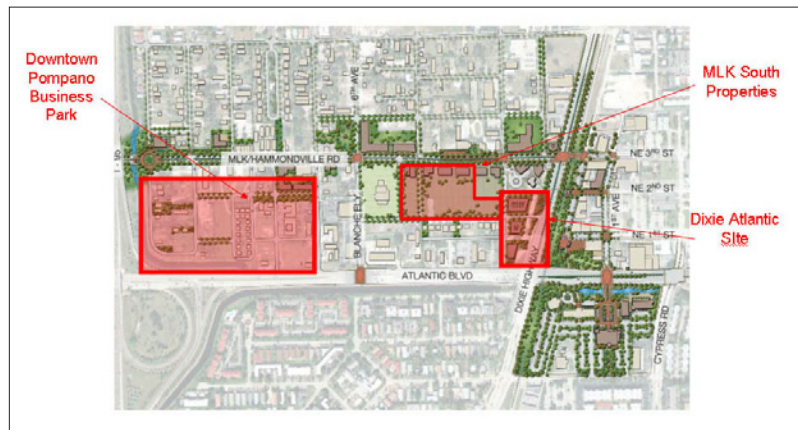
Depicted above, the CRA has a number of downtown Pompano improvements planned. The CRA plans to use the redevelopment of the 731 Hammondville Road/MLK Boulevard site (image below) to jump start redevelopment and positively influence the market.



- Plans for Old Pompano improvements. Illustrated in the three drawings on the previous page, those improvements include a revitalized Old Pompano historic commercial district.
- Proposed Civic Campus. This project includes construction of a Broward County library and Pompano Beach Civic Center. The CRA envisions a performing arts center or other form of cultural asset. An Interlocal Agreement with Broward County for construction of the Public Library was recently approved, and the CRA will continue to explore the possibility of the Cultural Center.
- A marketing plan for the Northwest CRA area. The plan focuses on marketing the Northwest CRA area through business development and growth, followed by promoting and marketing the area and holding special events. A branding program is in place. That is a city branding initiative spearheaded by the CRA. It features a new logo and tag line, “Florida’s Warmest Welcome.” Also important are improvements to and the re-launch of the GreenMarket, located at the corner of Dixie Highway and Atlantic Boulevard. The GreenMarket serves as a marketing tool for existing businesses and a way to attract merchants looking to locate in the Downtown Pompano area.



The historic Ali Building on Hammondville Road/MLK Boulevard is a part of the NWCRA's history that residents would like to preserve.



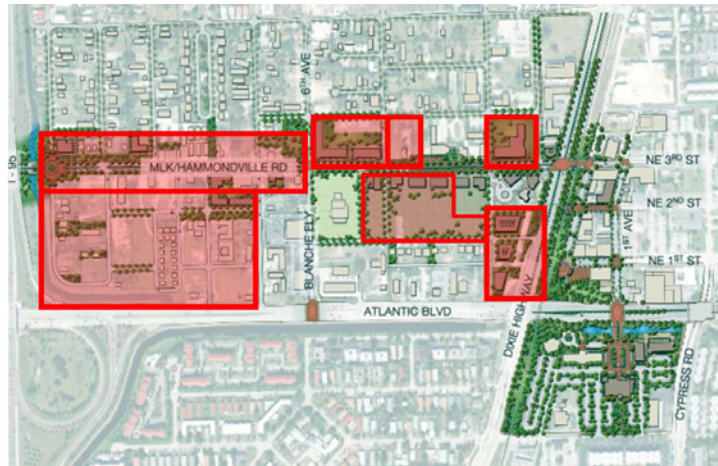
The TAP examined immediate and long-term opportunities identified by the NWCRA.

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Specific current and planned CRA projects along the MLK Boulevard/Hammondville Road corridor include:

- Two upcoming developments to be built by the CRA. They include the Blanche Ely Retail Center (a 25,000-square foot retail and office center) and the 731 Hammondville Road/MLK Boulevard Building (a 4,000-square foot of retail and office building). The 731 Hammondville Road/MLK Boulevard project is intended to jump start redevelopment along the corridor. A part of the initiative is to create an appropriate streetscape composed of new and rehabilitated buildings that are consistent in scale and massing and provide a village-like environment.
- The Omega Psi Phi Fraternity’s Eta Nu Chapter’s interest in opening a facility in the DPTOC. The site under discussion is located at the northwest corner of Hammondville Road/MLK Boulevard and Northwest 10th Avenue. Eta Nu has been a community asset since its establishment in 1969. Its multiple community services focus on helping the disadvantaged improve their quality of life. Eta Nu had previously planned to use the historic Ali Building (shown above), but the degree of deterioration and the expense of renovation proved too costly to be feasible.

- The Hammondville Road/MLK Gateway, a site currently owned by the CRA and City of Pompano Beach. Plans include issuing a request for proposals for a vertical building on the site. The gateway will provide an arrival point for an improved Hammondville Road/MLK Boulevard as it extends west from Dixie Highway to I-95. The Downtown Connectivity Plan calls for improving pedestrian connectivity to Old Pompano and the proposed Public Library/ Civic Campus facilities. Improvements include wider sidewalks, abundant landscaping, and pedestrian-friendly light features. The goal is to position the area for future redevelopment and create a Main Street environment and a strong sense of place.



The TAP was asked to focus on the Hammondville Road/Martin Luther King Boulevard area and the adjacent area from Dixie Highway west to I-95.

- Several immediate and long-term opportunities (shown in the illustration on the prior page) that include a proposed Downtown Pompano Business Park to be located on Atlantic Boulevard to the west of Blanche Ely/Northwest 6th Avenue. Additional opportunities include the MLK South properties and the Dixie-Atlantic site.

A future project under discussion is an Art in Public Places Program. The goal of the project is to enhance and preserve the artistic heritage of Pompano Beach, enrich the public environment for residents and visitors, attain recognition for the city, and contribute to a sense of public pride. CRA staff has recently held discussions with individuals who have demonstrated an interest in investing in the area. They include Broward College and Broward Community and Family Health. Both are interested in a DPTOC location to take advantage of transit access.

The TAP Focus

The CRA asked the TAP to focus on the specific issues related to creating the public-private partnership strategies needed to redevelop the study area along the Hammondville Road/MLK Boulevard and the adjacent area from Dixie Highway west to I-95. Described in more detail in Appendix B (Questions for the TAP), the TAP structured its comments to address the following three primary topics:

- The most viable mix of uses that can be developed over time that would encourage new capital investment, public-private partnerships, and future redevelopment along the Hammondville Road/MLK Boulevard.
- A recommended site configuration for the prescribed merchandise mix.
- How redevelopment strategies could be used to maximize the impact of investments and improvements in the Hammondville Road/MLK Boulevard area (for example, the Broward County Transit Center, the future Civic Campus, and the historic preservation sites).

The TAP also looked at the factors that are discouraging redevelopment of the corridor and the other public infrastructure, services, incentives, or regulatory provisions that would encourage and sustain redevelopment in the Hammondville Road/MLK Boulevard Study Area.

The TAP's Response to the Community Redevelopment Agency's Questions

The TAP focused on the uses that will be the most effective in revitalizing the Hammondville Road/MLK Boulevard corridor between Dixie Highway and I-95. It examined how the NWCRA should use its substantial resources to accomplish the desired revitalization and highlighted the priority actions that will achieve the public-private partnerships that will be needed for success. "We concluded early on," TAP Chair Neisen Kasdin noted, "that focusing redevelopment efforts on the transit core at the intersection of Hammondville Road/MLK Boulevard and Dixie Highway would serve as an effective catalyst for redevelopment. That location was selected because future passenger rail service is likely to be implemented, the NWCRA and City have substantial land ownership and investments, and new public facilities are targeted to be concentrated there in the near future."

"The ideas of the TAP are intended to provide those opportunities that will ignite new investment, get something off the ground, and create jobs – and at the same time preserve and enhance the area's strong sense of community and pride in its history" (The ULI Technical Assistance Panel)



Members of the TAP worked together to develop their response to the CRA's questions related to the strategic redevelopment of the study area.

The TAP divided its comments into two categories:

- Understanding the area's strategic position, including the strengths and opportunities to build on and weaknesses and threats that should be addressed.
- Its overarching recommendation to focus on creating a transit hub as the core economic generator.

The NWCRA Area's Strategic Position

> Internal Strengths and Weaknesses

The TAP first focused its comments on the strengths and weaknesses of the NWCRA area.

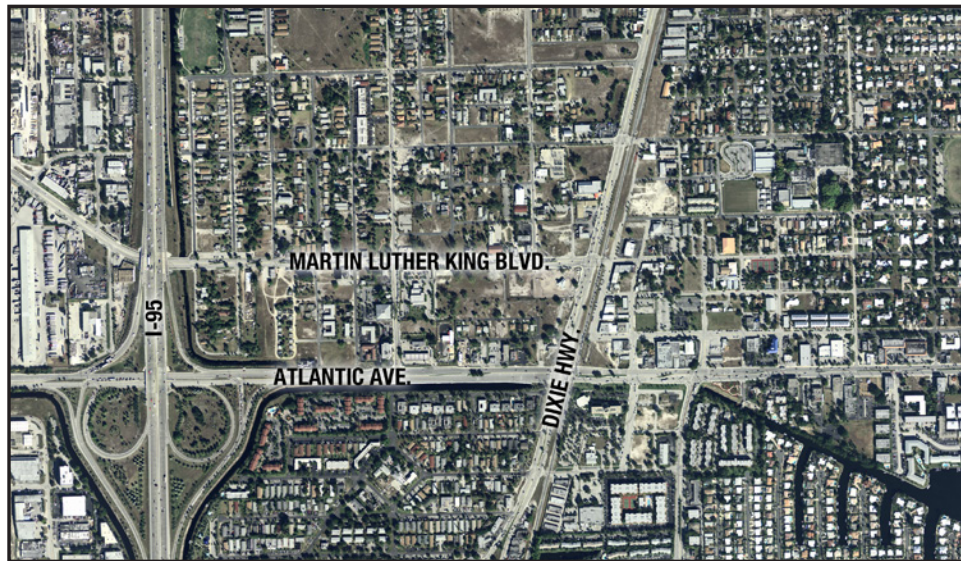
Strengths to Build On

- The extraordinary amount and concentration of NWCRA- and city-owned land (especially in the transit core) – a prime catalyst that will spark redevelopment.
- Planned transportation investments, including proximity to the FEC and the Broward County Transit Center that is currently under construction on Hammondville Road/MLK Boulevard just west of Dixie Highway.

- A strong sense of community and history
- Excellent access to major regional roadway connectors (I-95, Atlantic Boulevard, and Dixie Highway).
- The NWCRA's financial and human resources. Financial resources include the amount of Tax Increment Financing (TIF) funds that the NWCRA has

available, an amount projected to increase in five years when the CRA pays off its TIF bonds. Human resources are its board, advisory committee, and staff.

- The amount of strategically placed vacant land owned by the NWCRA and the city. That is an exceptional asset in a region that is almost fully built-out, making vacant close-in urban sites all the more valuable.



A major strength of the NWCRA area is its location (image above) between major transportation bookends – I-95 to the west and the bus transit center, Dixie Highway, and the FEC to the east. An additional asset is the significant infrastructure investments in the NWCRA area such as the streetscape improvements and the E. Pat Larkins Community Center (image below).



Weaknesses to Fix

- The lack of an established market demand, which means that market-based solutions will not work. Retail needs are supplied by national retailers outside the area, and that reduces the buying power of the area and draws away potential customers. The area has experienced negative population growth, further reducing the area's buying power.
- Approximately 3,600 feet long, the Hammondville Road/MLK Boulevard corridor between Dixie Highway and I-95 is too long to support successful retail. Atlantic Avenue in Delray Beach, for example, is only five or six blocks in length; an area closer to three or four blocks creates a more convenient one-quarter mile, five minute walk.
- The low number of entitlements (land use, zoning, platting) proposed in the DPTOC. The density is inadequate in some places, and the zoning and land use are too specific (i.e., they do not provide the land use and zoning flexibility needed to facilitate redevelopment as the economy, market conditions, and consumer preferences change over time.

- The community's frustration with the lack of visual progress, which creates a tension between the desire to get something coming out of the ground soon and the need to be patient and strategically leverage assets.
- A slow entitlement process that deters private sector investment.
- A lack of capital in the area that would enable businesses to be tenants in newly constructed or redeveloped buildings that would require higher rents than most local businesses pay now.
- Concerns about public safety, including code enforcement, work against the view that the area is stable and ready for investments.
- A lack of vehicular and pedestrian connectivity within and into the area.
- The presence of several brownfield sites that would require remediation, adding to the cost and time to ready a site for redevelopment.

"Our vision is a thriving Pompano Beach where there is room for all – where east and west flow together – and where our youth have opportunities to work. We also want a plan that will result in cohesive, not hodge-podge, development that attracts visitors, businesses, and residents." (A resident of the Northwest CRA area)



Matt's Casbah Restaurant in Melbourne, Florida, is located on a former brownfield site occupied by a gas station.

> External Threats and Opportunities

The TAP next focused its comments on threats and opportunities.

Threats

- Divisions within the community that include physical divisions, the Dixie Highway east-west barrier, and emotional divisions, the tension between a desire to recreate the past coupled with new development.
- A possible lack of community support due to the time it has taken to see something developed coupled with the need for strong champions at the commission level.
- The remaining life of the NWCRA, which is set to expire in nine years.

Opportunities

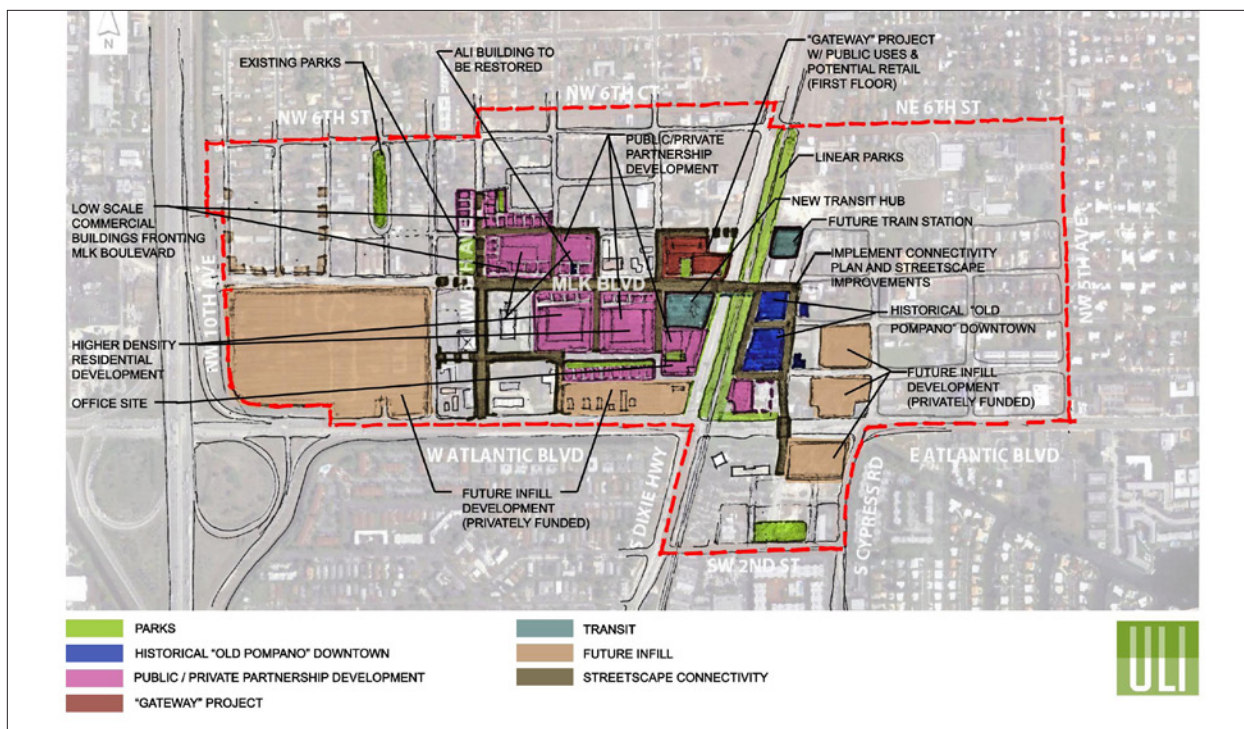
- The potential for market-driven development because of the proximity to I-95 and Atlantic Boulevard and the visibility, traffic counts, and easy access they bring.
- The imminent major public investments (the Broward County Library, Broward College, and Broward Community and Family Health Centers, Inc.) that will help bring people and traffic to the area and, combined, spark other investments. "Those assets are money in the bank," the TAP noted. "The key is to leverage them to gain multiple benefits that provide more bang for each dollar invested."

- The proximity to the FEC corridor and the potential for it to be carrying Broward, Palm Beach, and Miami-Dade commuters and visitors in the near future. The South Florida East Coast Corridor (SFECC) Study is evaluating the reintroduction of passenger service on the FEC Railway between downtown Miami and Jupiter. The service would connect the hearts of 28 downtowns along the east coast and improve north-south mobility. It will also encourage redevelopment and revitalization, especially in a region that is almost fully built-out and has roads that are operating at full capacity and often at gridlock. That proximity and the potential for passenger rail will make the area even more desirable for major employers, as employees do not need to drive to work which, in turn, saves on energy costs. They also create an opportunity for live-work units (where, as in the traditional main streets of the past, residents live over their shops). The DPTOC will allow greater flexibility and densities than current zoning. That density and intensity should be further concentrated within a more compact core surrounding Dixie and MLK.
- The presence of brownfield sites that, if designated, open up the door for funding to assess, clean up, and redevelop a site.



The introduction of passenger rail service on the FEC (image above) would further position Old Pompano and Hammondville Road/MLK Boulevard as an important regional transit hub and escalate re-investment. The proximity of the FEC to the location of a new Broward County Transit Center (image below) presents an opportunity to create the spine of an intermodal network that connects the existing bus system.





The TAP's Recommendations

The TAP led with an overarching recommendation: Maximize the area's biggest asset when it comes to attracting new investments – its proximity to transit and the opportunity use it to create a vital, competitive urban core. “Near-term investments should be focused on making that transit core work,” the TAP emphasized. “Concentrating public investments (community and institutional uses) will have a far greater immediate and long-term impact than spreading them out. The economic and place-making synergy achieved by concentrating such investments will far exceed what can be achieved by stand-alone buildings and have a positive psychological impact on investing in the community.”

The concept plan proposed by the TAP focused on creating an urban transit center as the catalyst for additional infill and redevelopment.

*“Save your fire power – concentrate public and civic investments in creating a transit-supportive urban core. That concentration will create a gateway for the entire area and serve as a catalyst for private development.”
(The ULI Technical Assistance Panel)*

The concept plan proposed by the TAP (illustrated above) outlines an approach that will signal to investors that the NWCRA invested wisely and they should be confident that the area will succeed and their investments will be more than returned. The TAP's concept plan contains the following:

- Strong connectivity between Hammondville Road/MLK Boulevard, Old Pompano, Northeast NE 1st Avenue, and City Hall.
- A compact core concentrating uses around the city blocks surrounding Hammondville Road/MLK Boulevard and Dixie Highway.
- Community-focused development sites internalized along Hammondville Road/MLK Boulevard, Dixie Highway, and Old Pompano, and regional development sites externalized along Atlantic Boulevard.
- A transit-ready core.

> Prioritize creating a transit core.

Creating a transit urban core will require encouraging and enabling compact, denser development that provides seven day a week uses designed to encourage the use of transit and other forms of public transportation including walking. For the NWCRA, the transit core should be bounded by the Blanche Ely/Northwest 6th Avenue road corridor to the west; Northeast 2nd Avenue to the east; Atlantic Boulevard to the south; and Northwest 4th Street, transitioning down to Northwest 6th Street, to the north. The more compact dense development should be located along Dixie Highway and the Hammondville Road/MLK Boulevard corridor. Their intersection provides a good location for multi-purpose civic/institutional space that can provide an economic stimulus and increase investor confidence. Development in the transit core should also protect the historical core of Old Pompano and the Ali Building on Hammondville Road/MLK Boulevard. Transit-supportive urban cores should be designed to make it easy to walk or bike to public transportation and take care of daily errands on the way to or from the bus or train. They also should contain a mix of uses (housing, shopping, entertainment, employment, and civic, for example) and are often denser next to the transportation node. Also important is a good collector system that makes it easy to get to the transportation node. Because of the use of transit, there may be a reduction in parking requirements for new development. Another feature can be employers who incentivize their employees to use transit.



In Memphis, the Main Street Trolley (top image), a heritage-type streetcar system, serves the downtown with three routes. One of those routes, the Main Street line, that follows the path of its mule-drawn predecessor, runs next to the Amtrak station. One segment of that route runs through an automobile-free pedestrian mall where the streetcars are the only vehicles. Also in Memphis, the historic Beale Street area (bottom image) is lined with restaurants, shops, and clubs that are famous for their blues music. Each year a three-day concert event is held to celebrate the music.

> Create a signature gateway feature and concentrate public and civic uses around it.

Use the area at the intersection of Dixie Highway and Hammondville Road/MLK Boulevard to create a gateway development around the transit core. Because the market will not support private development at this time, concentrate facilities there to serve as a catalyst for additional development in Phase I and an enticing entry point for the entire Hammondville Road/MLK Boulevard corridor.

The gateway should be located on Hammondville Road/MLK Boulevard, North Dixie Highway, and Northwest 3rd Avenue. It should integrate the Broward County Transit Center and other institutional, nonprofit, and civic uses such as that proposed by Broward College and the Broward Health Center, and should maximize opportunities for public-private partnerships. It should also contain first floor retail designed to relate to and help activate the street or any public spaces created on the site that can be supported by the core uses of the project.

The project could include approximately 60,000 square feet of shell space in five or six stories to accommodate the Broward College, the Broward Health Center, and ETA NU with a parking deck on the rear of the property away from the planned pedestrian environment of Hammondville Road/MLK Boulevard. The access point to the garage and other parcels may be provided by extending Northwest 4th Street east of Northwest 3rd Avenue. That new road would consolidate the parcels east and west of Northwest 2nd Avenue into one larger parcel that can accommodate the proposed dense and compact development as the area's catalytic first project.

> Implement the Downtown Pompano Beach Connectivity Plan.

It is important, the TAP concluded, to stay the course with the Downtown Pompano Beach Connectivity Plan. That should include improving the north-south and east-west street grid to help feed the Hammondville Road/MLK Boulevard corridor and better connect it to and across Atlantic Boulevard. Pedestrian connections are also important in that area as well as across Dixie Highway and the FEC Railway. Specifically, new roadways would include:

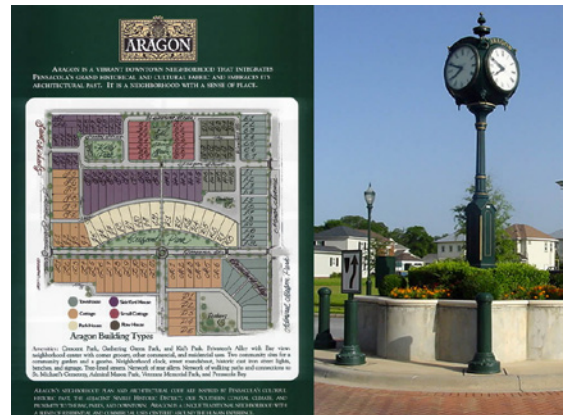
- Extending Northwest 3rd Avenue south of the Hammondville Road/MLK Boulevard corridor and Northwest 4th Street west to Blanche Ely/Northwest 6th Avenue and east to Northwest 2nd Avenue
- Creating a new access road next to the carwash facility fronting West Atlantic Boulevard that would extend into the new transit urban core.

> Continue the streetscape improvements.

Supplement the connectivity plan by continuing the streetscape improvements that are already contributing to the quality of life, providing a more pedestrian-friendly environment, and reinforcing private sector investments. Implementing the streetscape improvements in the transit core should be a priority because it will create a positive urban environment. That should include the streetscape and public realm improvements for the Hammondville Road/MLK Boulevard and the Blanche Ely/Northwest 6th Avenue corridors. Streetscape improvements can be used to create complete streets, where the entire right-of-way enables safe access for all users, allowing pedestrians, bicyclists, motorists, and transit riders of all ages and abilities to move safely along and across a street. Parks are also important to the pedestrian experience. An example is the linear park shown in the TAP concept plan as well as enhancements to



Near Orlando, Baldwin Park, a compact, mixed-use development, is designed to be in an architectural style that blends into the surrounding neighborhoods. To ensure a high level of connectivity and walkability, the roadways form an interconnected network with numerous entries and exits to disperse traffic and provide easy access to the adjacent areas.



In Pensacola, Aragon, a mixed-use urban redevelopment planned as an extension of the city's downtown historic district, the street and block pattern follows the existing grid network, seamlessly mixes old streets with new ones, and provides walkable routes within the development and to downtown amenities. Through its interconnected network of parks, streets, and sidewalks, Aragon links previously isolated parcels to the downtown core.

existing parks, also shown on the concept plan on Northwest 2nd Street and the FEC corridor. Pocket parks or plazas should be encouraged as part of building developments in this newly created transit urban core.

> Retain and enhance historic structures.

The TAP emphasized restoring historical Old Pompano and the Ali Building, which could be used as an anchor site as part of the Request for Proposals for the full block. Protecting the area's historic assets is important and should be the focus of NWCRA incentives. Enhancing historic structures should include requiring new construction (and renovations) that would reinforce the historic character of the area, as was done with Aragon and Baldwin Park, depicted earlier, and in Delray Beach. The Ali Building in particular needs to be considered as a historic community use that is to be complemented by a new mixed-use development around it.

> Match new development to the surrounding area.

For the Hammondville Road/MLK Boulevard corridor, both sides of the street should be lined by low-scale, finer grain commercial and mixed use development that ties in the historic roots and character of the community. The blocks behind those buildings, both immediately to the north and south, are ideal for medium to high-density, market-rate residential buildings. The lower-scale commercial uses can either be integrated into the development of the parcels behind or separated from them by a one-way alleyway to serve those uses.

To create a positive pedestrian street environment, the adjacent buildings immediately behind those fronting Hammondville Road/MLK Boulevard must also be designed with attention to details such as appropriate building placement and setbacks (buildings should face the street and have minimum setbacks or build-to lines) to create either a residential or commercial streetscape character. Also important is breaking up the mass and scale of a building through, for example, requiring façade modulation (as in the Delray Beach example, top image to the right) and other features such as awnings



The city of Delray Beach's development standards enable development that preserves the downtown's historic, moderate scale and promotes a balance of mixed-uses that achieve compact, pedestrian-oriented growth that will support downtown businesses. The standards establish a relationship between the width of the road and the height of the buildings and require buildings to front the street. Upper floors must be set farther back from the lower levels to create a vertical stepped back appearance. Parallel parking and street trees help shield pedestrians from vehicles and wide sidewalks and outdoor cafes create a linger awhile environment.



Above, a sense of enclosure is created because buildings are pulled close to and are in proportion to the street. Doors and windows front the street, contributing to a feeling of safety, and brick paved sidewalks, period lighting, and street trees complete a positive pedestrian experience.



In Naples, the city put in place the design details that reclaimed its traditional main street, 5th Avenue South, and made it one of the most desirable walking retail streets in Florida. In addition to streetscape improvements, the ratio of building height to street width and how buildings relate to the street were improved and residential units were located above retail.

and arcades that provide shade and help articulate the buildings, important in Florida's warm climate. Noted earlier, requiring first floor retail is another component of activating the street experience along Hammondville Road/MLK Boulevard. When the predominant use of a building is residential, active ground floor uses such as common areas, residential units, and/or neighborhood service retail would be acceptable when the building is not placed on a main pedestrian road (no long blank walls or parking in front). Higher density buildings that orient toward external needs should be located on Atlantic Boulevard and Dixie Highway (where commercial opportunities such as a retail or office building can generate additional TIF dollars) and near the transit hub (an area that should have residential as well as commercial uses). Those sites should be zoned and ready for development.



In Fort Myers, the city put Beach Road on a diet. Depicted above, wide travel lanes are narrowed so that sidewalks can be widened and shaded by trees, and zoning was changed to place new buildings right up to sidewalks rather than being separated by parking lots.

> **Implement road diets.**

Narrow the Hammondville Road/MLK Boulevard and 6th Avenue corridors where possible before the vertical development occurs. A road diet skinnies up a street to create a positive pedestrian environment by, for example, widening sidewalks, adding street trees, and providing for on-street parking. Those features will help slow down traffic and shield the pedestrian from vehicles using the road, contributing to a sense of safety. Such streets are more walkable and create a desirable address for residents and businesses. They also create a quality environment that makes visitors and residents want to get out of their cars and stay a while.

> **Use high visibility sites for market-driven development.**

Because of their high visibility and access to transportation, the two external sites next to I-95 (one also fronts Atlantic Boulevard) should be held for privately-funded development that will contribute additional TIF dollars. The same is true for other sites on Atlantic and the three future internal infill sites east of the FEC and adjacent to the Old Pompano commercial district. The development should be coupled with public investments that improve access and make it easier for residents, visitors, and future transit commuters to cross Atlantic Boulevard, Dixie Highway, and the FEC Railway. Smaller sites shown on the TAP concept plan, such as the one shown north of Northwest 4th Street and Blanche Ely/Northwest 6th Avenue, could be used for smaller-scaled development and released separately for developments such as townhouses or walk-up live/work units. More intense commercial development could be located nearer the Broward County Transit Center. All such sites should be made ready for development, including, if needed, parcel replatting, approving land use and zoning changes, securing entitlements, and providing stormwater and parking structure (to encourage density) support.

> **Understand and be realistic about the market.**

For Phase 1, modest growth is predicted over the next three-to-five years. That would indicate approximately 25,000 square feet of retail and 120,000 square feet of office space. A demand for hotel space is not indicated. An additional market issue is the decline in residential population since 2000. Although

there is no available residential demand study, multifamily market-rate product is currently the most viable residential option from a financing perspective. (Market-rate rentals in the area are \$1.10-\$1.15/square-foot.)

A destination driver is needed to help spark demand for the corridor. That could include a private, public, or institutional user, such as a college and health facility. Demand will be increased by the ability to consolidate and concentrate as many compatible uses as possible. That will create new destinations for users currently not coming to the area. An advantage of a college is that people come to those facilities day and night as well as weekends, an important factor for retail sales.

The new Broward County Transit Center at the intersection of Hammondville Road/MLK Boulevard and Dixie Highway will also provide a destination and transfer activities, introducing a larger market to offerings in the area. Future commuters when passenger trains are reintroduced to the FEC Railway, coupled with a station in the transit core proposed by the TAP, will further expand the market and offer an opportunity to intensify residential and commercial development potential. That should be coupled with recruitment of specific tenant types, which could include restaurants. Marketing of the area should emphasize “Old Pompano” – its historic character, shops, places to eat, green market, and other events. Continuing historic preservation and the façade improvement program should be a part of the mix.

The property east of City Hall lends itself to viable commercial sites that could accommodate retail, office, and a mix of civic uses that would generate additional TIF revenues. Demonstrating the feasibility of locating institutional/civic uses next to private development, in Orlando, the new city hall is located between two office buildings, and anchoring the western side of a larger civic area known as City Hall Commons is a new performing arts center (now under construction). In West Palm Beach, City Center is a new civic complex that includes, in addition to city hall, a new public library and the Palm Beach Photographic Centre, a non-profit cultural and educational institute. City Center is designed to be a gathering place for educational, cultural, and civic uses.



Orlando's 250,000-square foot city hall (image above) is located between two office pads (250,000 square feet each). It contains a fine art gallery and offers a 1,100 car parking garage and a public plaza in front. It also includes the new \$340 million performing arts center, now under construction. Below, the new City Center in West Palm Beach combines a number of civic uses and includes ground floor retail and a public plaza.



Conclusions

Thanks to the actions of the NWCRA and its financial and leadership capacity to make things happen, the TAP concluded, the area is strategically positioned for infill and redevelopment and to capitalize on the region's emerging emphasis on reinforcing urban cores and transit.

- The prioritization of creating a transit core and adoption of the DPTOC will put the NWCRA ahead of the game when it comes to being ready to capitalize on transit, making the area more economically competitive and livable.
- Concentrating public and civic facilities in a signature gateway at the intersection of Dixie Highway and Hammondville Road/MLK Boulevard should be a priority. That concentration of investments is needed to spark market-driven development. It will also draw additional investment and visitors from the center along the Hammondville Road/MLK Boulevard corridor.
- Retaining and enhancing historic structures will help celebrate the area's pride in its history and strong cultural traditions, as well as adding to the creation of place. New construction should be designed to complement historic architectural styles.
- Understanding and capitalizing on the market will provide economically practical plans and investments. A part of that is using high visibility sites for market-driven development that will increase TIF revenues.
- The potential to leverage several major regional civic anchors by concentrating them is a significant asset to build on.
- Because of attention to acquiring key sites over the years, the area has multiple sites ready for infill and redevelopment, important in a region that is nearing full build-out.
- Investments in streetscape improvements and narrowing streets to make them desirable for pedestrians and bikers will create a street environment that entices new businesses as well as residents and visitors. Attention to design and how buildings relate to the street will also be an important part of the complete street package.
- Attention to strengthening the area's connectivity will improve accessibility and facilitate the movement of people and vehicles, furthering the revitalization process and improving walkability.
- The suite of business incentives and emphasis on marketing the area as desirable location to visit and invest in will pay dividends for years to come.

"The Northwest CRA area is a fascinating and unique neighborhood that has a lot of potential. That it has assembled a large supply of vacant land in close proximity to transit and major highways puts it in a very competitive position. The key will be continuing the strong leadership and strategic use of investments that the NWCRA has already demonstrated." (The ULI Technical Assistance Panel)

The NWCRA is on the right course to revitalize the northwest area through preserving the area's history and culture and making the strategic public and civic investments that will ignite the redevelopment called for in its plan.

APPENDIX A: TAP AGENDA

ULI Southeast Florida/Caribbean Technical Advisory Panel (TAP) Workshop

Pompano Beach NW CRA/MLK, Jr. Blvd. Private/Public Partnership Workshop

Thursday & Friday, August 11 & 12, 2011

Thursday, August 11

- 12:00 – 1:30** Panel arrives, meets over lunch with CRA staff
E. Pat Larkins Community Center, 520 NW 3rd Street, Pompano Beach (Just above Atlantic, east of I-95)
Catered Lunch
- 1:30 – 3:00** Van tour of Study Area
- 3:00 – 4:00** Hotel check-in
Westin, I-95 & Cypress Creek
- 4:30 – 6:00** Panel interviews of CRA and City staff, community representatives, neighbors, etc., and other interested parties. **This meeting is open to the public.**
Venue: Conference Room -- City Commission Chambers, 100 W. Atlantic Blvd., Pompano Beach
- 6:00 – 9:00** Dinner, panel interviews and discussion
Selected City/CRA staff and CRA Advisory Board Members invited to join panelists at catered dinner
Venue: Conference Room -- City Commission Chambers
Catered Dinner

Friday, August 12

- 7:30 – 8:30** Breakfast for panelists staying overnight at hotel
Venue: Westin
- 8:30 – 10:00** Panel work session (closed to public)
Venue: Conference Room -- City Commission Chambers
- 10:00 – 10:30** Break
- 10:30 – 12:30** Panel work session (closed to public)
- 12:30 – 1:30** Working lunch - *Catered Lunch*
- 1:30 – 4:00** Panel work session (closed to public)
- 4:00 – 4:15** Break
- 4:15 – 5:00** Panel review of Draft Report (closed to public)
- 5:00 – 6:00** Presentation of Draft Report; Questions & Answers
Open to public at City Commission Chambers

APPENDIX B: QUESTIONS FROM THE CITY OF POMPANO BEACH CRA

Pompano Beach CRA/MLK Blvd. Area TAP

August 11 & 12, 2011

Questions to be Addressed by ULI Panel

- What is the most viable mix of uses that can be developed over time that would encourage new capital investment, public/private partnerships and future redevelopment along the MLK Blvd. study area? Include a merchandise mix chart with recommended percentages of uses, i.e., 40% market rate residential, 30% neighborhood services, etc., if possible.
- What residential strategies should be considered in this area?
- What is the recommended site configuration for the prescribed merchandise mix?
- How can redevelopment strategies be used to maximize impact of investments in MLK Blvd. area on other investments in the area, such as the Broward County Transit Center, the future civic/library campus, and the historic preservation sites?
- What factors can be identified that are discouraging redevelopment of the corridor?
- What other public infrastructure, services, incentives or regulatory provisions would encourage and sustain redevelopment in the MLK Study Area?

NOTE: The TAP study area is defined to be the MLK Blvd. corridor and area adjacent to it from Dixie Highway west to I-95.