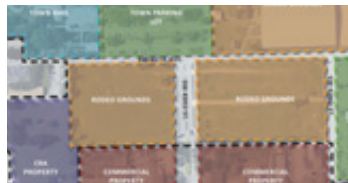


Technical Assistance Panel

Town of Davie Community Redevelopment Agency (CRA) Downtown Centerpiece



August 6 and 7, 2015
Davie Town Hall

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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 more than 850 members spread along the east coast of Florida from Indian River County through the Florida Keys and from the Caribbean.

How Do TAPs Work?

A sponsor requests 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 six weeks. 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 panel's assignment period. Panel members volunteer their services to the project.

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 more than 36,000 members worldwide (800 in Southeast Florida). 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.

Sponsors and Panel Members

Sponsor

Town of Davie Community Redevelopment Agency (CRA)

Town of Davie Town Council

Judy Paul, Mayor

Susan Starkey, Vice Mayor

Bryan Caletka, Council Member

Caryl Hattan, Council Member

Marlon Luis, Council Member

Town of Davie CRA Board Members

Judy Paul, Chair

Marlon Luis, Vice Chair

Bryan Caletka, Board Member

Caryl Hattan, Board Member

Susan Starkey, Board Member

Town of Davie CRA Staff

Giovanni Moss, Director, Office of Community Development

Cheryl Ellett, CRA Coordinator

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Introduction, Panel Process, and Agenda

Introduction

The Town of Davie Community Redevelopment Agency (CRA) asked the ULI Southeast Florida/Caribbean District Council to convene a TAP to provide advice and recommendations regarding redevelopment strategies, incentives, and general market potential for the development of a western-themed downtown centerpiece that includes property owned by the CRA and Town of Davie and to investigate a private development partnership to redevelop the area. The site (Figures 3 and 4) for that development (the focus of the TAP) is located within the boundaries of the CRA and includes property owned by the CRA, the Davie Town Hall, and Bergeron Rodeo Grounds.

Below are descriptions of:

- The process used by the TAP to get to know the focus site and develop its recommendations.
- Information about the Town of Davie and its CRA, the TAP study site, what residents and businesses want for the area along with their concerns, and the specific issues that the CRA asked the TAP to respond to.

A separate section summarizing the TAP's recommendations concludes this report.



Figure 1



Figure 2



Figure 3

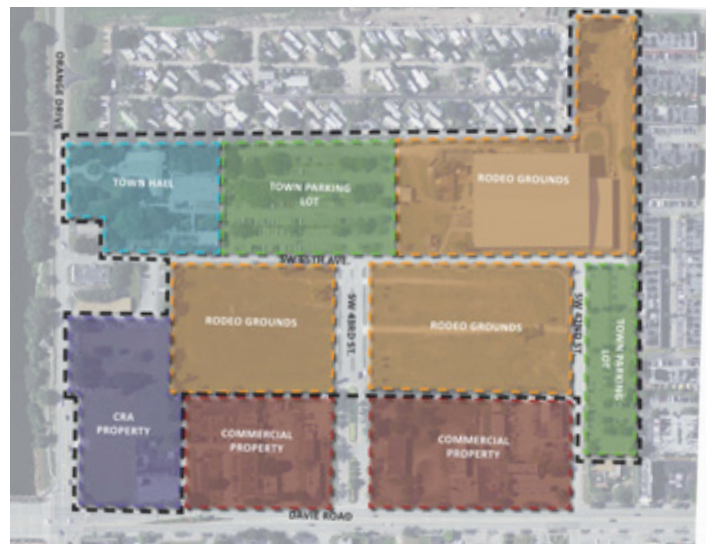


Figure 4

The TAP provided opportunities for public input at the Town of Davie Council Chambers in (Figures 1 and 2). The TAP also toured the area identified by representative of the Town and CRA for the development of western-themed downtown centerpiece (Figures 3 and 4).

Panel Process

To develop an effective set of sound and practical recommendations, the TAP process centered on the following six steps:

- Representatives from the ULI Southeast Florida/Caribbean District Council met with members of the Town of Davie and CRA staff to discuss issues related to its assignment to understand the market potential for and recommend a set of strategies that will lead to the development of the TAP focus site as a western-themed downtown centerpiece.
- ULI Southeast Florida/Caribbean District Council staff researched the Town's and CRA's goals for the TAP and, based on that research, selected the TAP members who had the expertise most appropriate for addressing the issues raised by the Town and CRA staff.
- The TAP members received a complete set of pre-meeting briefing materials about the Town, CRA, and the area proposed for development as a western-themed downtown centerpiece. TAP members also participated in a tour of the area and were briefed by CRA staff about its challenges and opportunities.
- The TAP session extended over one and one-half days. Its work sessions and public comment meetings were held at the Davie Town Hall (Figure 1).
- The TAP presented a number of initial recommendations at a public discussion at the end of its visit.
- The TAP, under the leadership of the ULI Southeast Florida/Caribbean District Council, prepared a report on its recommendations and conclusions.



Figure 5



Figure 6



Figure 7

The TAP's tour of its study site included an opportunity to learn more about the Bergeron Rodeo Arena (Figure 5). Members also spent a day and a half working together to develop its recommendations (Figure 6), starting with an organizational session on August 6. The TAP also participated in public input sessions that enabled its members to learn about public concerns about and hopes for the TAP study area (Figure 7).

Panel Agenda

The agenda (included as Appendix A) for the one and one-half day TAP was organized as follows.

On August 6, the panel began its orientation with a lunch meeting briefing about and bus tour of the site and surrounding area proposed for a downtown centerpiece that would feature the town's long-established western brand. The tour included Davie Road, the town's colleges and universities, and University Drive North. Town and CRA staff also acquainted the panel with Davie and its unique history, the CRA, and the planning and public investment context for the focus site.

Following the tour, the TAP held an organizational work session and then met with residents from the Davie community and other interested parties to learn from their views. That evening, panel members participated in a working dinner meeting with the Town Administrator, the Assistant Town Administrator, the Community Development Director/CRA, CRA staff, and several CRA Board Members.

On August 7, the panel spent the morning and afternoon working on the specific questions that the CRA had asked it to address. During the day, the TAP narrowed and organized its ideas into a meaningful set of priorities. In the late afternoon, the panel members presented their initial observations and recommendations and heard comments from an audience of residents, businesses owners and operators, community partners, and CRA and Town of Davie officials.

Background: The Town of Davie Community Redevelopment Agency Downtown Centerpiece



Figure 8

The Town of Davie and Its CRA

The Town of Davie

The Town of Davie offers a combination of assets that make it unique in the Southeast Florida metropolitan region. It combines a distinctive rural quality of life, especially in the most westerly located neighborhoods, with a concentration of higher education institutions. It also enjoys a rich history that dates back to the early 1900s when the construction of South Florida's irrigation and drainage canals began. Today, the Town of Davie has grown to include many more urban neighborhoods and a population approaching 100,000 residents. The Town is centrally located in Broward County and provides excellent access to the rest of the region and points beyond. Specific features include a:

- Lush 35.6 square mile lush community that is home to over 95,000 residents.
- Rich history that goes back to the early 1900s when the first settlers arrived from the Panama Canal Zone.
- Rural atmosphere with numerous parks and a system of equestrian trails covering more than 165 miles that provides an equestrian lifestyle and amenities that are rare in a rapidly urbanizing region.
- Nexus of nationally recognized colleges, technical schools, and universities known as the South Florida Education Center (SFEC). Part of the SFEC is surrounded by a commercial district along University Drive to the west and Davie Road to the east. Additional commercial areas are located near I-595.
- Transportation system that provides residents, businesses, and visitors with convenient access to 595, I-95 and the Florida Turnpike, the Fort Lauderdale/Hollywood International Airport, and Port Everglades, the state's deepest port.



Depicted above, Davie offers residents a unique rural style in close proximity to a concentration of higher education institutions. It also has a rich history connoted in how it was identified: the first improved town in the Everglades. Located in Davie's Historic Western-Themed Downtown District, the Bergeron Rodeo Grounds (left) are a major community resource that contributes to the Town's distinctive character and its economic base.

Figure 9

The CRA

Established in 1988, the Davie Community Redevelopment Area (Figure 10) contains 1,104 acres and a population of 6,200 housed in some 2,500 residential units, both single- and multi-family. In addition to its residential uses, the redevelopment area offers a variety of commercial and retail uses and a number of public buildings and park areas. It also has several land tracts that are vacant or have unoccupied structures. The redevelopment area can be generally divided into five geographic subareas (Figure 11). The five areas are the Davie Road corridor, residential areas, industrial area, Griffin Road corridor, and historic area, which includes the TAP focus sites and is described in the next section of this report, Planning Context.

The CRA sponsors a variety of projects to enhance its planning area and facilitate redevelopment and private investment. Examples are water and sewer and drainage improvements and major roadway enhancements that include the 2015 Davie Road Mobility Project. Work is now underway to provide better and alternative routes to Davie Road. Another important project is the installation of a wayfinding signage system (Figures 11 and 12) within the CRA to point the way to key destinations and public parking.

The CRA also sponsors programs to assist businesses within its planning area. They include a:

- Commercial Loan Subsidy Program – a cash grant to help pay the mortgage interest for a new building, a building addition, or building improvements (Figure 13).
- Commercial Property Improvement Program – grants and/or interest participation loans to encourage property and business owners to restore, renovate, rehabilitate, or improve their building and/or property.

The programs above, along with many of the CRA's public improvements, are funded through the CRA's tax increment financing (TIF), a financing mechanism that Florida CRA's can use to pay for redevelopment of a slum or blighted area through increased ad valorem tax revenues that result from the redevelopment. The Town of Davie CRA anticipates collecting approximately \$16.2 million in tax increment revenues over the next five years.

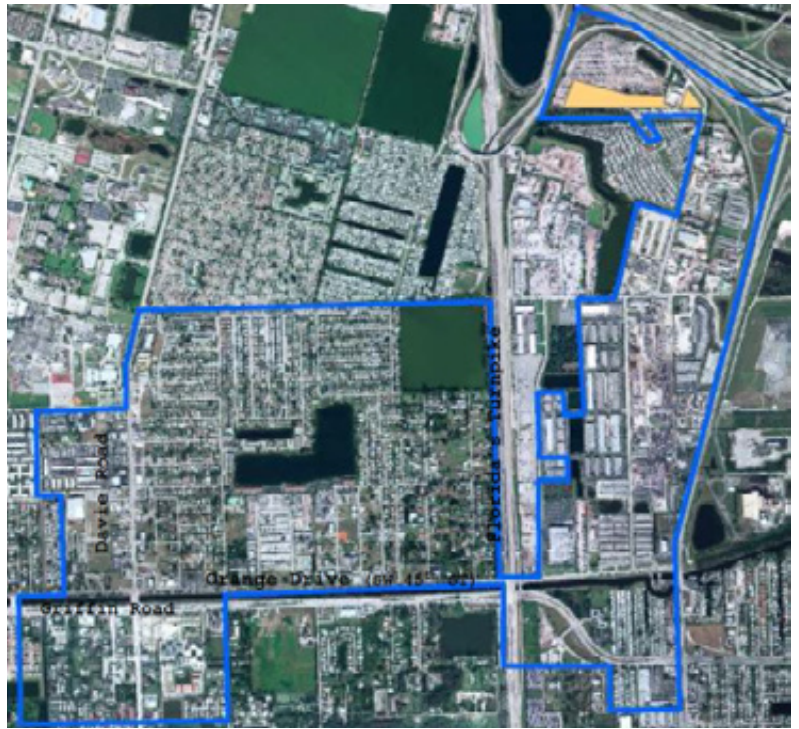


Figure 10

The Davie CRA boundary (top graphic) includes the historic subarea that contains the TAP focus sites. CRA projects include installing wayfinding signs (below) that help direct visitors and residents to key Town destinations.



Figure 11



Figure 13



Figure 14



Figure 12

The Planning Context

The TAP focus area has a Regional Activity Center (RAC) zoning designation and is bounded by Transit Oriented Streets (TOS). The RAC regulations cover a number of provisions including permitted uses, setbacks, and minimum and maximum building heights. Shared parking is encouraged. The TOS corridors are designed for mixed-use development and provide transit lanes in most cases, wide sidewalks to encourage walking, and buildings placed close to the street and build-to lines in order to provide a sense of enclosure to the street corridor.

Important to the TAP focus area is the Western Theme District (shown in Figure 15), the goal of which is to connote a contemporary western image in downtown Davie. The character of the Western Theme District is supported by the 2009 Western Theme Development Manual that provides guidelines that evoke downtown Davie's distinguishing western image and roots as an agricultural and cattle raising community that today includes the presence of horse and equine activities. The images and diagrams presented in the manual, which relate to both overall urban design and the character of individual buildings, are intended to illustrate the desired western theme, drawing from a study of the western United States, and the principles of Traditional Neighborhood Design. The focus of the district is to create a downtown civic center that includes the Davie Town Hall and Bergeron Rodeo Arena.

Another important planning element is the Town of Davie's Thematic Historic District (also shown in Figure 15). Adopted by the Town of Davie Council in 2011, the district includes the Bergeron Rodeo Arena and Grounds, Davie Town Hall, Davie Woman's Club, and the Old Davie School. The purpose of the Western Theme District is to preserve a designated area that contains locally significant elements of Davie's historical, cultural, and architectural assets. The ordinance establishing the district provides standards for the preservation and rehabilitation of historic properties and the restoration or reconstruction of historic sites. In a related action, the Town of Davie Town Council adopted a resolution that provided for restrictive covenants for preserving the Town's history, culture, and heritage, along with the history of South Florida. The covenants place restrictions on the use and development of the Davie Town Hall, the Bergeron Rodeo Grounds, and the site known as the Huck Liles property.

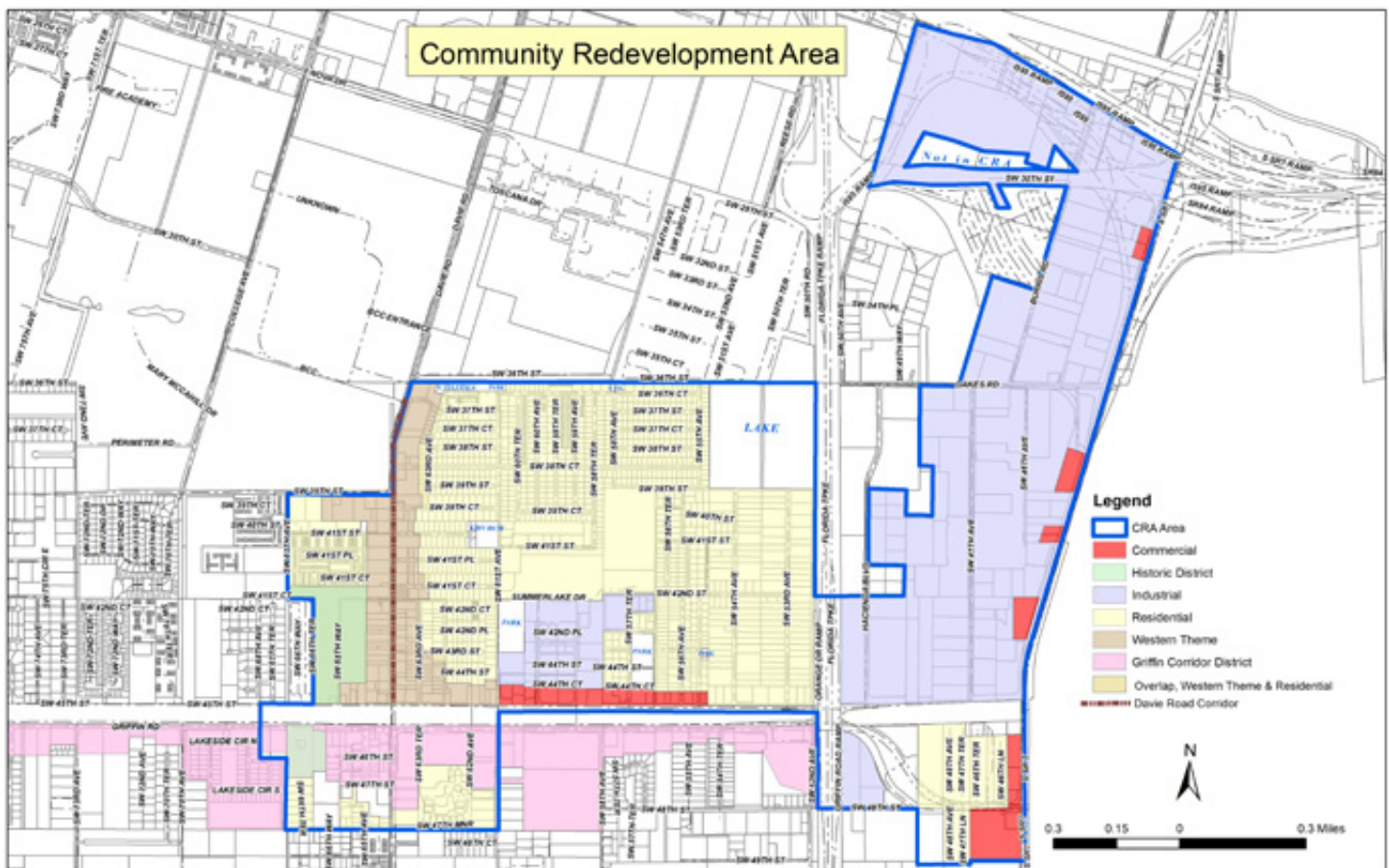


Figure 15: The Historic District and Western Theme District within the CRA planning area.

Learning from Area Residents and Businesses

The TAP provided two opportunities for residents and businesses to offer their hopes and concerns about the TAP focus area. Their comments are highlighted below.



Figure 16: The TAP devoted significant time to learning from area residents and businesses and using the information gathered in the development of its recommendations.

- *The importance of the Bergeron Rodeo Grounds and Arena:* The Bergeron Rodeo Grounds and Arena are viewed as a major asset and big draw to the area, bringing in potential customers for downtown businesses.
- *A downtown that creates a positive experience for pedestrians:* People need to feel safe and welcome when they visit downtown Davie. Currently, downtown Davie is a ghost town after 5:00 PM. Fast moving traffic and not enough lighting are problems. Downtown needs to appeal to families and multiple generations, including the next one. To be appealing to the next generation, living in Davie must be affordable and there should be opportunities for small businesses. As one resident commented, “The old pioneer families are an outstanding cornerstone of Davie, but newer businesses contribute to the fabric of our town.”
- *A distinctive brand in urbanized South Florida:* Of the 30 some cities and towns in Broward County, the Town of Davie is unique because of its character, heritage, and identity. “There is no confusion about where you are when you’re in Davie,” observed a resident. “We need to keep our Cowboy Town identity,” another resident emphasized. A similar comment was raised regarding Davie’s embracing agritourism: “Davie is horses.” Another part of being distinctive in the region is restaurants that are unique to Davie, not those found at Hard Rock and Sunrise,” offered a resident.
- *Educational partnerships:* More things should be done with the educational facilities located in Davie – “We need to be partners, not just cohabitants”.
- *Role of the Arts:* The arts should be a big component of any downtown redevelopment.
- *Plan implementation:* The plan that is generated needs to be implementable and not just collect dust on a shelf.

Issues for the TAP

As outlined earlier in this report, the TAP’s focus was on creating a downtown centerpiece that incorporates and enhances the Town of Davie’s valued western theme that distinguishes it from other communities and creates a unique and desirable place to live, work, and play. Issues related to that goal that the TAP was asked to address focused on:

- The highest and best uses for the three-acre parcel at the northwest corner of Davie Road and Orange Drive.
- How the Town-owned site (includes the current Town Hall site), Bergeron Rodeo Grounds, and Huck Liles property could be properly developed and still be in compliance with the restrictive covenants on them. As part of that issue, the TAP was asked if housing should be provided for and, if so, the recommended type. Suggested partnerships, focus of uses, and timing of development were also on the TAP’s issue list.
- The marketing strategy that should be deployed to attract partners and investors to the properties.
- The incentives that might be considered by the CRA and the Town to attract development.
- Potential uses for the Town Hall site and what can be done to increase the events at the Bergeron Rodeo Arena and make the facility more functional. A related issue was the kinds of improvements that are possible for the Huck Liles property that are consistent with the restrictive covenant on it.

- The optimal location for the potential construction of a new Town Hall, recognizing Davie's western culture and existing development restrictions.
- If considerations should be given to expanding the three-acre parcel owned by the Davie CRA and, if so, for what purpose.
- The type of parking that should be considered for the entire site and where it should be located.

Panel Response to the Town of Davie Community Redevelopment Agency's Questions

To respond to the issues that the panel was asked to address, the TAP began its recommendations with a discussion of what should be the key elements of a plan for creating a downtown centerpiece. The TAP members' overall advice was to:

- Double down on the western theme. That should include enhancing and promoting a well-researched and widely accepted western-themed brand that makes Davie unique in the South Florida metropolitan region.
- Continue treating the Bergeron Rodeo Arena as an asset to the community that should be enhanced including increasing the facility's uses and activities.
- Use the vacant three-acre CRA property as the key to jumpstarting the Davie Town Center.
- Maintain and improve the Town Hall complex.

The Town of Davie has an exceptional concentration of unique community assets that set the Town's center apart from other places in South Florida. Capitalizing on those assets should be the foundation for moving forward.

The ULI Technical Assistance Panel

The TAP used the advice described above to construct three scenarios that are summarized later in this report. Each scenario offers a distinct alternative in what might be achieved by creating a downtown centerpiece. A key feature of the scenarios is that they are not mutually exclusive. Each requires slightly a different policy direction and investment strategy to be pursued by the Town Council and its CRA Board.

Recommended Action Strategies: Creating a Western-Themed Downtown Centerpiece for the Town of Davie

To achieve the above, the TAP outlined an overall organizing framework (Figures 17 and 18 on following page) for its recommendations, which are listed below and outlined on the following pages:

- Achieving the highest and best use for the CRA-owned three-acre parcel at the northwest corner of Davie Road and Orange Drive.
- Maximizing the Town of Davie property consistent with the restrictive covenants on the site.
- Expanding the CRA-owned three-acre parcel.
- Planning the type and location of parking that serves both the three-acre and arena sites.
- Enhancing the transportation network.
- Promoting a sense of place and community and attracting customers for businesses through events.
- Polishing the Town of Davie brand and putting in place a marketing strategy to increase activity in the area.
- Creating a toolbox of meaningful incentives that will attract development.



Figures 17 and 18: The TAP's recommended organizing framework for its recommendations. The lower image provides a condensed view of the broader view illustrated in the top image to give a closer view.



Legend for Figures 17 and 18

- Pink Stripe: Proposed new retail – seasonal to events in arena, perhaps even temporary
- Yellow strip: government and commercial office uses mainly on upper levels with retail on the street level
- Solid Orange: Residential or office uses, depending on market response
- Solid Pink: Existing retail or redeveloped retail
- Light Green: New parking structure
- Blue stripe: Repurposed government or public
- Dark Green: Public lawn for versatile uses, including rodeo prep.
- Gray: Surface parking to support existing and redeveloped retail



Figure 19: Highest and best uses for the CRA-owned three-acre parcel is mixed-use buildings with retail or desirable dining on the ground floor with residential or offices uses above.

» **Achieving the highest and best use for the CRA-owned three-acre parcel at the northwest corner of Davie Road and Orange Drive.**

The CRA's three-acre parcel at the northwest corner of Davie Road and Orange Drive, the TAP emphasized, is the key to jumpstarting the Town's goal to establish a walkable, mixed-use town center for downtown Davie that embraces its history and western-themed culture. The highest and best uses of the site are three-to-five story commercial mixed-use buildings with destination dining and ancillary retail on the ground floor and residential or offices above (Figure 19). With the proximity of the canal, some of that dining could become waterfront to create a more intimate experience away from the traffic of Davie Road, the TAP noted. There is a limited amount of commercially developable space in the area, the TAP continued, which makes the CRA parcel even more critical to the success of a centerpiece development. Both residential and office uses could be in demand at the three-acre location, particularly if the Town is willing to be an anchor tenant by relocating space it leases in other buildings around Town. Requesting developer input for the site is critical in order to determine the most feasible outcome.

Figure 20: Festivals are an example of uses that activate the street and draw residents and visitors to the core downtown centerpiece.



Photo by eventsfestivalsweddings.com

» **Maximizing the Town of Davie property consistent with the restrictive covenants on the site.**

The TAP emphasized a number of strategies to maximize use of the Town of Davie property.

- The primary Town Hall complex should remain where it is. Some departments within the complex could be moved off site (potentially in the commercial space proposed in the three-acre parcel) to free up space for a new or improved Town Council chambers.
- The rodeo facility should continue to be used for rodeos and other events including equestrian activities, although the area surrounding the roofed part of the facility should be reconfigured to flow into the town center. Potentially creating a museum featuring the Everglades or honoring the Town's western heritage of the Town could be a part of the approach. Such a reconfiguration would encourage people to walk to and from the rodeo and Davie Road businesses.

Specific design provisions should include continuing to use the southern part of the rodeo grounds (Huck Liles Property) for parking to support rodeos, events, and the new proposed town center, as described in the parking section of the recommendations. The northern portion of the grounds should also continue to be used for rodeo parking. The lawn area should be improved to support a variety of uses (Figure 20 shows one such example) when not needed for parking, such as family movie nights, arts and crafts fairs, festivals, kids' soccer nights, and other community events. When evaluating more intense uses of the lawn area, the soil types should be investigated as should the most durable lawn cover for both rodeo parking and non-rodeo events. The edges of the northern portion should have a formal streetscape (sidewalks, street trees, and rustic wooden fences, for example) to define the space as the town square.



Photo by insidefortlauderdale.com and design215.com



Photo by insidefortlauderdale.com and design215.com

Figures 21 and 22: Las Olas Boulevard in downtown Fort Lauderdale provides a good example of a street designed for the safe and pleasant movement of people and vehicles. Design features include on-street parking that shelters pedestrians from moving vehicles. Street trees and building features provide the shade that is particularly important in sunny South Florida. Las Olas is also the focus of community events that draw people to the downtown.

“Creating the center of town where residents and visitors want to keep coming back to and where businesses want to invest and stay will require careful attention to all the details of creating great public spaces that function for people as well as cars. That careful attention can’t stop when the project is completed. It must continue over time as conditions change to be truly successful.”

The ULI Technical Assistance Panel

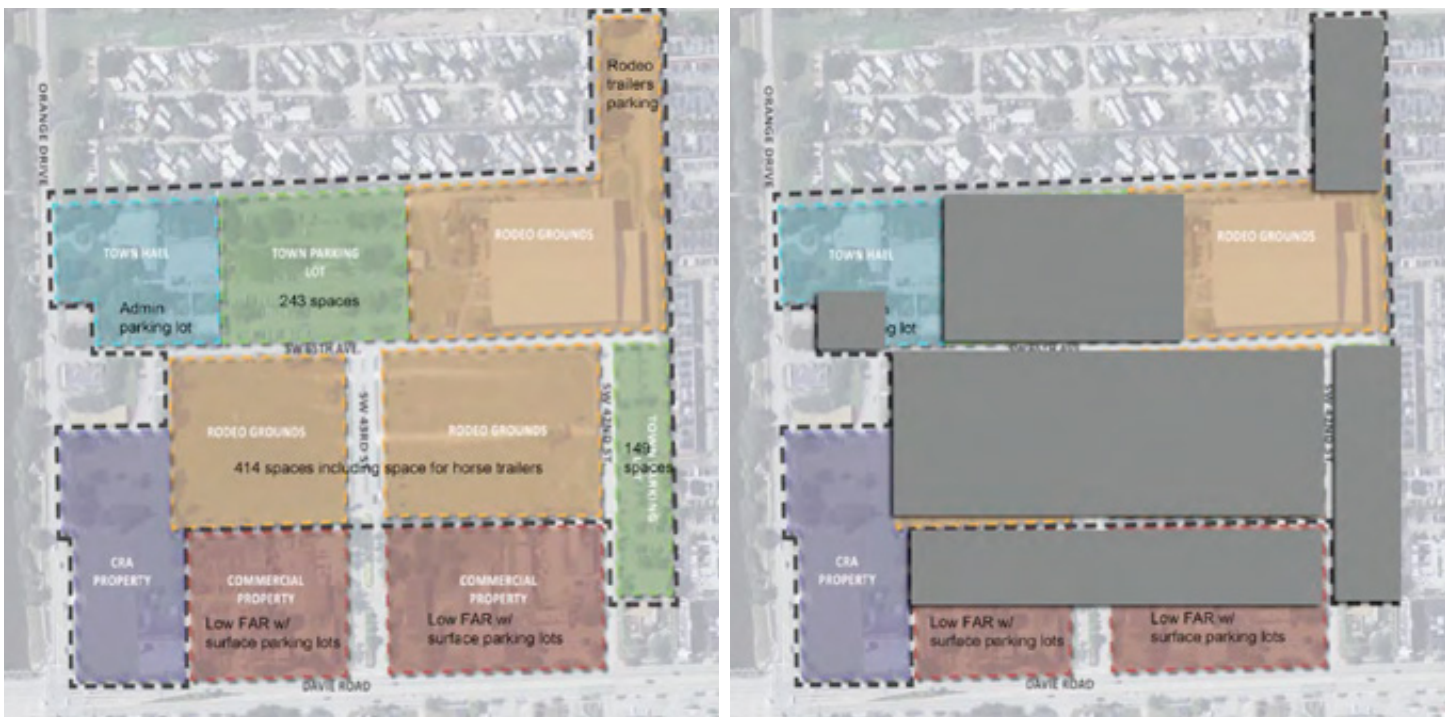
» Expanding the CRA-owned three-acre parcel.

The TAP resoundingly said yes to the CRA question about whether or not the CRA-owned three acre parcel should be expanded. Acquiring the two parcels west of the three-acre CRA parcel would allow the CRA to divide the expanded parcel into two separate development opportunities that could be phased separately. Separate phasing would use the land more effectively for construction, create greater development opportunities, and reduce developer risks. Provisions could include the continuation the SW 65th Avenue Extension to Orange Drive to complete the street grid and create additional retail frontage , greater value for businesses in the area, or improved service areas.

» Planning the type and location of parking that serves the entire site.

Parking, the TAP recommended, should be consolidated in order to create shared parking areas that would support commercial properties on the west side of Davie Road, similar to the strategy implemented on the east side of Davie Road. Additional strategies should include:

- Incorporating on-street parking in the town center and adjacent street network where possible to provide convenient parking, increase parking capacity, and create a low speed and safe pedestrian environment (Figure 23).



Figures 23 and 24: The TAP recommended parking strategy illustrated above (left) shows ideas for how parking uses within the TAP study area could be utilized much more effectively by concentrating parking in a garage at the southern end of the rodeo site versus land-consumptive surface parking. For comparison, the right image above shows more graphically how much of the land in the area (over 50 percent) is currently utilized for parking.

- Considering the implementation of on-street parking on Davie Road during off-peak traffic hours to slow traffic and create a safer pedestrian-friendly environment. Street parking will also provide a noise buffer for pedestrians from vehicular traffic.
- Locating a parking structure on the southern Rodeo Grounds (Huck Liles) site to serve rodeo activities, town festivals, events, and such other uses that will serve and support community activities including the establishment of a Town Center.

The parking strategies could be carried out in two phases: Phase I, the formal surface parking lot, and Phase II, a multi-use parking facility. The facility should feature a high ground level clearance and convertible ground floor for handling cars, large vehicles such as horse trailers, and unique temporary horse stalls as needed for rodeo and community events. Horse stalls can be created temporarily on the garage floor using rubber mats. Those developing the CRA property could be required to help pay for the parking facility in exchange for parking spaces to support the proposed development and satisfy code requirements.

To further illustrate its comments about strategies to create a downtown centerpiece, the TAP offered a number of examples (depicted in Figures 25-29 on the following page) of town squares that work. Each illustrates place making principles recommended by the TAP to create an exceptional location for residents and business to gather, walk around, stay a while, and return to. The Southlake Town Square, for example, is based on a study of traditional Texas towns (Figure 25) that are centered on a street grid lined with two- and three-story commercial buildings, defining a town center lined on one side by the Town Hall (Figure 26). The Town Hall also faces a town green (Figure 27) that can be used for events during the day.

Consistent with the Western Theme Overlay Zoning District Development Manual adopted by the Town of Davie and described earlier in this report, such places should offer:

- ...a hierarchy of human-scaled streets, blocks, and squares as the basic vocabulary.
- ...streets well framed on their sides by buildings, forming public spaces for both pedestrians and cars.
- ...a fine-grain mix of uses, vertically and horizontally, with everyday needs within a five-to-ten minute walk.
- ...incrementally-built buildings of durable, reusable form, with wide architectural variety.
- ...a mix of incomes and ages, via variation in building types and sizes to own and rent.
- ...recognizable public plazas or squares and a distinct center.
- ...landscape used as a space-definer in public spaces, and for shading, and air quality.
- ...perceivable neighborhoods, under the governance of the people who live there.

In short, the TAP observed, as called for in the principles for the Western Theme Overlay Zoning District, making downtown Davie a desirable place for people and vehicles should not allow huge expanses of continuous parking lots that are the location of isolated, single-use buildings that separate uses so that activities are located at a distance from each other (making walking impossible) and landscaping is minimum.



Figure 25: Southlake Town Square, Southlake, TX



Figure 26: Southlake Town Square with Town Hall



Figure 27: Southlake Town Square in Plan View



Figure 28: Town Square / Rodeo Ground parking lawn, adaptable for a wide variety of uses when not used for parking.



Figure 29: Haile Village Center with Spaces and Streets, Buildings and Shops, and Walkways

» Enhancing the transportation network.

The TAP commented on both planned and proposed transportation improvements and modifications. Planned improvements that the TAP supported included the:

- Davie Road streetscape and reconfiguration that features bike lanes, landscaped medians, and mid-block crossings. Such features will help slow down traffic, thereby making the street experience safer and more desirable for pedestrians.
- 65th Avenue Extension that will provide rear access to parcels fronting Davie Road (currently the planned road turns west before Orange Drive).
- SW 67th Avenue construction that will serve as a north-south connector and provide connectivity to the rear access roads behind the rodeo arena.

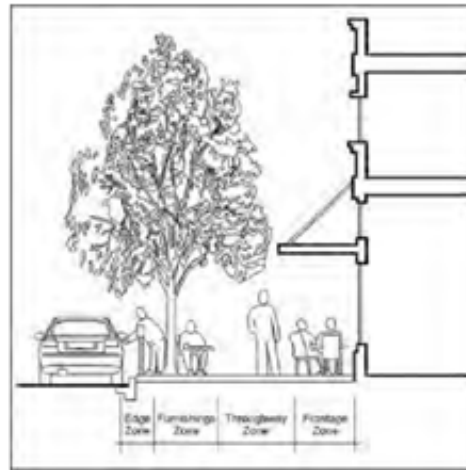


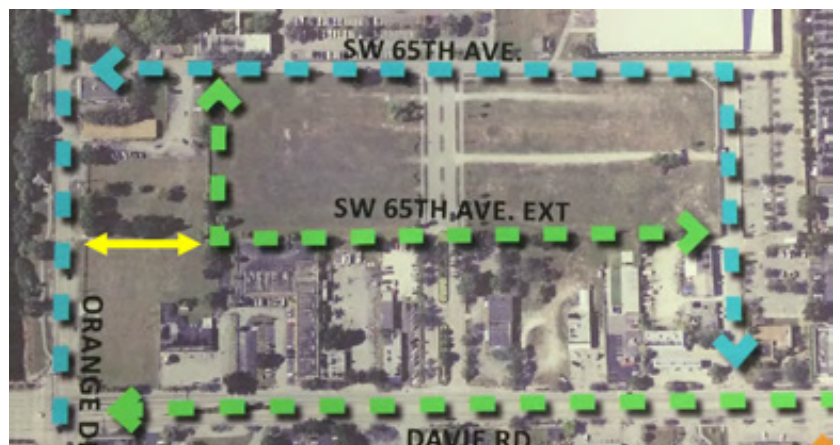
Figure 30: Above, Davie Road streetscape enhancement and reconfiguration. A proposed cross section is shown to the left and a good example to the right.

Legend for Figure 31

Blue: Existing roads in the CRA plan
Green: Proposed roads in the CRA plan
Yellow: TAP's recommendations for new roadways to provide better connectivity.

TAP comments about proposed transportation improvements and modifications focused on the Davie Road streetscape and reconfiguration that includes bike lanes and roundabouts.

- Bike lanes – the TAP discussed using a dedicated bike lane versus a wide outside lane. One consideration of a wide outside lane is that it could be used for time-of-day on-street parking during off-peak time. Las Olas Boulevard in downtown Fort Lauderdale is an example. The next step is to study the potential of an off-peak three lane section.
- Roundabouts – offer positives and negatives for pedestrians. Benefits include slowing traffic down and creating more efficient traffic flow. A negative can be problems for pedestrians when they are trying to get across a roundabout. The TAP does not recommend the development of a roundabout in the core of the Davie Road commercial corridor. However, the next step is to give consideration to installing a roundabout on the corridor that is away from high pedestrian crossing activity.



Figures 31: Above, the top figure illustrates the proposed SW 67th Avenue construction to provide improved connectivity to and from the northwest and a permanent connection to a rear access road. The roadway could be closed during rodeo events. The lower illustration to the right depicts the TAP's recommendation to consider extending the SW 65th Avenue Extension to Orange Drive to provide loading access to the east portion of the CRA's three-acre parcel and create an additional grid for pedestrians and vehicles.

» Promoting a sense of place and community and attracting customers for businesses through events.

To have a meaningful concentration of events, the Town should hire a full-time events coordinator who would focus on attracting, developing, and promoting activities that draw visitors to the town center. The coordinator should be the person who wakes up every day thinking about events and event attendance. The coordinator should establish event attendance goals (could be monthly, quarterly, and/or annual) to use in monitoring and measuring success. Delray Beach (Figure 32) provides a good example of a city where its events are widely recognized as contributing to the downtown's economic success. The Town's attention to the design details that create and maintain great places to walk, stay a while, and return to are a major contributor to the Town's redevelopment success.

Specific event activities, the TAP noted, could include:

- Food events, such as a BBQ or chili cook off, festivities featuring different cuisines such as Mexican and Italian, and cooking demonstrations.
- Beer festivals, such as an Oktoberfest.
- Western movie nights.
- College band nights (builds on the number of colleges and universities in the area), possibly using the event as an incubator for local bands.
- Indoor soccer.
- Activities and festivals that cultivate local talent and culture. Two examples are the Edinburg Fringe Festival in Scotland and the Songkran Festival, a traditional New Year celebration in Thailand, Cambodia, and Burma.



Figure 32: Delray Beach is one of the country's great success stories when it comes to using events to promote and enliven the city.

"The Town of Davie is now a diverse community of almost 100,000 residents, and the eastern portion of Town, where the TAP study area is located, is home to the region's largest educational complex and growing multi-family development. Professional assistance to gauge general public and business support for the Town's western brand, as well as modernization of the brand to a concept attractive to current residents, students, and regional visitors, will be critical to achieving the Town's goal of transforming the Davie Road corridor and creating a downtown centerpiece."

The ULI Technical
Assistance Panel

» Polishing the Town of Davie brand and putting in place a marketing strategy to increase activity in the area.

Polishing the Town of Davie brand is critical, the TAP stressed. As part of better developing and refining the Davie brand, it is also important to more clearly define a marketing strategy. The Town of Davie competes with other locales for residents and visitors which means that creating a pleasant, inviting, easy to get to, and unique environment is critical to attracting people to the Town Center. The TAP recommended that the western theme be carried forward and even expanded as part of new development and the pursuit of a walkable, vibrant, and attractive downtown and the creation of a downtown centerpiece. It is important to make sure that the theme will attract the people that the Town and its CRA will be recruiting to new businesses and events in the Town Center. The first step in carrying the western theme and the Town's rich history that it connotes going forward, the TAP emphasized, should be for the CRA and Town of Davie to seek professional assistance

in exploring, expanding, and better delineating its western-theme brand. That process should be thoughtfully planned and include broad public participation in formulating the branding and recommendations and their implementation. Such involvement is important, the TAP noted, because when it asked members of the public to describe the brand or cite good examples of its implementation, clarity was often lacking. Evaluating and refining the Town's western theme might also be necessary to attract new investment in the area, the TAP noted. The Town is more likely to receive interest from private developers and potential public-private partners (P3) if the brand is clearly understood and forward-thinking. The theme cannot be subjectively reviewed by elected officials on each potential development.

When developing and refining a brand, it is important to remember that:

- A well-developed brand should express the positive experience that the corridor will deliver. If needed, it can include sub-brands for different sections of the corridor, with the cowboy-theme implementation being more intense in the area contiguous to rodeo arena. The brand should also be used to develop a sense of cohesion and unity and provide a framework for differences, if any, in the intensity of its application.
- A brand is not a logo; instead, it communicates the nature of the unique experience of the district and helps tie private development and public streetscapes into an inviting environment.
- Because a brand must be used over a long period of time to be effective, regular assessments of brand success is critical. Such an evaluation should be tied to key brand attributes and use agreed upon benchmarks (increase visitor numbers and sales, for example)

Once an agreed upon and well researched brand is developed, the focus should turn to preparing and putting in place a marketing strategy that builds off the brand and communicates the vision for the overall development. Marketing the CRA's properties will be needed in order to move the project forward. A possible marketing strategy might include a process with the following steps:

- Solicit feedback from five top national brokerage firms with a presence in the South Florida area.
- Focus on a list of the top three-to-five developers that operate in South Florida and meet with them face-to-face.

- Utilize a third party consultant to act as a liaison between the Town of Davie, the CRA, and prospective developers.

» **Creating a toolbox of meaningful incentives that will attract development.**

The TAP suggested a number of incentives that might be considered by the CRA and the Town of Davie to attract development. The intent of the incentives, the TAP underscored, is to provide the financial resources needed to move from a good plan to implementation. Suggestions included:

- Reinvesting the proceeds from selling the CRA-owned three-acre parcel into a new structured parking facility.
- Utilizing CRA TIF and/or Town of Davie funds to pay for public parking spaces and improve the arena lawn. Two ideas were to build an arrival sequence and iconic gateway feature at the front door of the rodeo arena and to acquire three or four key parcels to avoid the jack-o'-lantern effect (gaps in the development pattern).
- Further determining eligibility for New Market Tax Credits (NMTC) for the Davie Road corridor given the corridor itself is not in a Qualified Census Tract but as a result of the CRA designation may meet other NMTC threshold standards.
- Targeting a set aside from the tourist development bed tax to fund improvements and marketing of the rodeo arena.

» **Putting in place the necessary components for a successful public/private partnership to facilitate development of the CRA-owned three-acre site.**

Today, public/private partnerships, or P3s, are considered to be creative alliances formed between a governmental entity and private developers to achieve a common purpose. Over the past decade, they have become commonly used to successfully implement a variety of pursuits ranging from single projects to long-term plans for land use and economic growth. The Urban Land Institute has written a great deal about the principles common in successful P3 case studies. The following highlights recommendations that draw from those examples. It also outlines suggested information for inclusion in a request for proposals (RFP) or request for qualifications (RFQ) process.

From the perspective of the Town and the CRA as the P3's public sector partners, there are certain responsibilities central to a successful P3 project that are briefly outlined below.

Features of a Successful P-3

Create a Public Vision

Although each P3 project is unique in its local implementation, most share common stages within a development process. As a project is conceptualized and initiated, stakeholders' opinions of the vision should be surveyed and reflected in the project vision. The need for a common vision was discussed earlier in this report and is repeated for emphasis. A P3 is more than a project: it is a process that must be transparent in order to be successful. Rolling out a "done" vision that does not reflect stakeholder input will not work and last over time.

Competitive Bid Process

A private sector partner is selected through a bid process, either an RFP or RFQ. The RFQ allows for greater flexibility, especially in cases such as the CRA-owned site where some of the ultimate development uses are yet to be determined. The CRA has certain development goals, such as creating a downtown centerpiece and parking for adjacent development (Town Hall and Rodeo Grounds/Arena), but the market will help determine the exact mix of retail, office, residential, etc., pursued by the project developer. Throughout the process, steps must also be taken to define clear project elements, roles, and responsibilities, risks and rewards, and the decision and implementation process.

Administrative Preparations and Package of Possible Incentives

The Town of Davie must make sure its building codes and regulations support the vision established for the P3 development, including the potential for streamlining building codes and regulations to remove potential obstacles to effective P3s. Offering shortened review times, condensed public hearings, and elimination of overlapping regulations can be powerful incentives. Elimination of such risk factors makes successful P3s more likely but this flexibility is not an easy decision in many jurisdictions. As the public partners, the Town and the CRA must resolve the dilemma in their dual roles of partner and land regulator. Remember that time is money and certainty in the process will attract more bidders to a project. As the public partners, the CRA must resolve the dilemma in its dual role of partner and land regulator.

Resourceful Funding Options

In addition to providing the land and entitlement incentives, the CRA must be resourceful – and clear – about its role in helping to assemble a financial package for the project. Today, financing for successful P3s must be creative and forward looking. Identify any and all possible public sector funding mechanisms, such as possible bonding ability, CDBG dollars, local revolving loan funds, possible lease/rent payments by the Town for space in the project, etc., that might be available and include as part of the financing package for the P3 in the RFP/RFQ for discussion during negotiations with potential partners.

Manage Expectations

Managing expectations for both elected officials and potential bidders is also important throughout the process. A schedule might be created for all parties, including the stakeholders.

In addition, certain private sector responsibilities are required to make sure the project succeeds. They are outlined below in order to help the CRA evaluate its private partner and keep the project on track.

Preparation of a Transparent Process

If a developer is not prepared to participate in a transparent process, with a few exceptions such as during the bid competition itself, that developer is not the right partner for a P3.

Establish Feasibility

After the CRA has created clear-cut goals and expectations for the project, the private partner should use them to meet with investors to explain the nature of the P3.

Know Your Partners

A getting-to-know you stage will ease the subsequent stages in the development process. During the due diligence phase, the private sector partner can familiarize itself with other jurisdictional plans, approval processes, and potential roadblocks that might be resolved before they become issues.

Get the Right Team

Each project is unique, but the right development team is essential for a successful outcome. The developer's team should provide insights into the types of development chosen

for the site and ideally have previous experience with public partners and public projects. That is especially important if shared financing is involved, since public finance rules are often more detailed and involved than funding from other sources.

After the “deal” is negotiated and agreement on all relevant terms has been reached between the Town of Davie, the CRA, and the private sector partner, support from stakeholders will allow the project to move more smoothly through the stages of project financing and tenant commitments. Only then can construction begin. Along the way care must always be taken to make sure the process is clear and open. That requires give and take on both sides of the table to insure success.

» Getting to and Implementing the RFP/RFQ Process

Earlier in this report in the section discussing branding and marketing, a recommendation was made to meet with top national brokerage firms active in South Florida to discuss the CRA project, as well as to seek out and meet with three to five top South Florida developers regarding the project. Those recommendations can work in conjunction with the RFP/RFQ process outlined below. They should be considered prior to issuing a formal bid process, as “groundwork” in marketing the potential opportunity.

As the CRA works toward formulating a formal bidding process for the CRA project, the TAP stressed, do not delay implementation of the recommendations outlined earlier in this report. They are critical steps in making sure that the RFP/RFQ has the best chance for success. Shortcuts can result in many questions being raised by potential bidders or stakeholders, and that can significantly delay or derail the project.

Think of the RFP/RFQ as a sales document (an investor recruitment marketing tool), the TAP advised. Include information about why the brand is important and what the CRA hopes to achieve for the Town with the project. Listed below are a number of items that the TAP recommended be included in the bid documents:

- *A description of steps taken to involve the community.* A full description of the process shows the developer the degree to which stakeholders have been engaged in the planning process leading up to the bidding.

- *A current property survey and current appraisal.* That information will inform the developer of the CRA's initial stake in the partnership.
- *Current Environmental Audit (Phase I).* An environmental audit will put the developer on notice if a Phase II audit is needed and helps relieve developer uncertainty about the site.
- *Zoning and land use designations.* Any potential problems or unusual limitations in the zoning and land use should be cured before the bid documents are issued. Alternatively, the Town and CRA could issue a statement saying that they are open to facilitating a rezoning. In addition, the Western-themed overlay requirement should be outlined thoroughly. As noted earlier in this report, a clear description of the Western Theme should be included at an early stage; that description should not be left open to interpretation.

Other useful site attributes that should be described in the RFP or RFP are:

- Utility and drainage infrastructure information.
- Traffic counts for the area.
- Current economic and latest market analysis
- Historical context, including a community desire that the site support the Rodeo Arena and other activities planned for adjacent Town area.
- Critical uses, such as the parking needs, as well as any discouraged uses.
- Copy of this ULI TAP report.
- CRA Toolbox, including possible financial and regulatory assistance.
- Process, including any cone of silence requirements.
- Pre-proposal conference information.
- The proposal format, timeline, and evaluation process.

The process is as important as the result. Without a clearly defined process and confidence from the development community that the Town will absolutely execute a transaction once the process has been adhered to, there is little likelihood good responses will be received and a transaction ultimately completed.

Summary of Policy Options: Three Town Center/Rodeo Development Scenarios

A final TAP session engaged CRA Board members, rodeo stakeholders, business and property owners, and citizens in a significant discussion of alternatives for the future development and refinement of the rodeo facilities, rodeo grounds, and ways to leverage CRA and town assets to achieve the vision for the town center. Rather than a single blueprint, the dialogue identified three distinct scenarios for Town leaders to consider. The scenarios are not mutually exclusive, the TAP stressed, and could be pursued as incremental, successive steps to implementing the Town's goals for the town center. They also are at the core of what the TAP heard in the closing dialogue and clearly lay out choices and provide a starting point for moving forward.

The three scenarios are outlined below:

- Dover Kohl and Partners Plan and Overlay Scenario (frequently referenced by those attending the TAP public input sessions)
- ULI TAP Scenario (fleshed out by the TAP in its work sessions)
- “Go Big or Go Home” Maximum Rodeo Scenario (would create a much larger rodeo complex and grounds)

Scenario One: Dover Kohl and Partners Plan and Overlay Scenario

The *Western Theme Overlay Zoning District Development Manual* by Dover, Kohl and Partners and the Town of Davie CRA 2012 Redevelopment Plan call for a thematic mixed-development in a town center format. In that scenario, the CRA parcel located on the northwest corner of Davie Road and Orange Drive would be developed with low to medium intensity buildings, with parking imbedded within the block. That approach limits the amount of square footage that could be developed for mixed-uses on the site but preserves the entire Huck Lyles fields.

The Dover Kohl scenario would establish a much clearer, more detailed code that blends the western style and character with modern building types to create a small- to mid-scale character for the town center. All of the parcels would include liner buildings with various commercial uses. The plan preserves the rodeo grounds but calls for redevelopment of the Town of Davie Town Hall. The plan also incorporates both

vehicular and pedestrian improvements and addresses access to off street parking and connectivity to parking facilities. The Dover Kohl plan also introduces modern urban standards as well as contemporary elements into downtown Davie.

Scenario Two: ULI TAP Scenario

The ULI TAP scenario detailed in this report also embraces the Western Theme overlay but is focused on providing support for increased rodeo activities, expanded arts, cultural and community programming of events, and mixed-use development. The driving force behind that scenario is a shared parking structure for the rodeo, community uses, and the CRA site development on the southern section of the Huck Lyles field. Through utilization of a shared parking facility, the CRA site does not have to imbed parking in the block, which makes it possible to nearly double the square footage on the site without having to increase building height. The increased development capacity of the CRA parcel enables it to become a cornerstone use for the town center with retail, restaurants, and office space.

While the Dover Kohl scenario illustrates the potential redevelopment of Davie's Town Hall, the ULI TAP prefers to preserve the rich history of the buildings and grounds. Both scenarios emphasize the importance of improving circulation and the pedestrian experience, with a much stronger connection between the rodeo and rodeo grounds and the businesses along the Davie Road commercial corridor. Both scenarios also strongly recommend public investment to refine the rodeo grounds into a year-round public space when rodeos are not scheduled. The ULI TAP scenario envisions mixed-use, medium density buildings designed with architectural elements that preserve Davie's western heritage, establish a mixed-use town center, and support larger rodeos and diverse programming.

Scenario Three: “Go Big or Go Home” Maximum Rodeo Scenario

The Town Hall discussion at the close of the ULI TAP also raised a third, longer term scenario, one that is not exclusive of either of the scenarios outlined above. The main focus of that scenario is the maximum expansion of the rodeo facilities and grounds to the extent that Davie can compete for national-level rodeo and equestrian events. The rodeo facility becomes the centerpiece of the entire district, and additional land would need to be acquired to accommodate parking, staging, stalls, and other back of the house activities associated with rodeo events. All aspects of the streets, connectivity, and pedestrian

experience revolve around the events hosted at the rodeo facility. In Scenario Three, less land would be available for the type of mixed-use town center envisioned in Scenarios One and Two, and the Town Hall might need to be relocated to another part of the town to free up additional land for expansion of the rodeo facilities.

The maximum rodeo scenario would require acquisition of one or more large adjacent properties, such as the mobile home park to the west or the multi-family property to the north. That type of acquisition and expansion will require a much more aggressive approach to assembling the necessary land and resources, making it a more long-term scenario than Scenario One or Two. However, the ULI TAP emphasized that the three scenarios are not mutually exclusive, and they could be pursued as successive steps to implement the Town's goals for both an expanded rodeo and a mixed-use town center that supports a wide variety of community activities.

One additional scenario that was not raised during the TAP sessions but which the team was made aware of after its sessions was the possibility of pursuing the Maximum Rodeo Scenario on Town-owned park land in another part of Davie where there is already sufficient land assembled to support the Maximum Rodeo Scenario. Although the TAP was not made aware of that Town-owned land during its meetings in Davie, it recognized that the land could present one more alternative that the Town could immediately work on – implementing a large scale rodeo, as envisioned in Scenario Three, along with many auxiliary uses to the rodeo arena. Western-themed retail, hospitality, and museum venues could be some of those uses. Before moving forward with the Maximum Rodeo Scenario in a new location, in-depth dialogue would be essential with citizens and stakeholders to insure the legacy of the rodeo as it exists today is honored while establishing a larger, more comprehensive world-class venue and grounds at the new site.

TAP Concluding Observation

In closing, the TAP urged Davie residents to vote with their money. “Every time you choose where to shop or eat, you are voting with your dollars. If you shop or eat in Davie, you are voting for Davie. If you choose to do those activities elsewhere, you are voting for those places, not Davie. If Davie residents support THEIR local businesses, they will survive. If you have a bad experience, tell the business instead of putting out the critical word on social media. Use social media to promote Davie businesses, not tear them down. If potential new businesses see existing ones thriving, they will invest. It's all about the community working together with every dollar you have. Pulling together can equal success.”

Appendix A: TAP Agenda

ULI Southeast Florida/Caribbean
Technical Advisory Panel (TAP) Workshop
Town of Davie CRA Downtown Centerpiece
August 6 & 7, 2015

Thursday, August 6

12:00 – 1:30 pm	Panel arrives, meets over lunch (CRA/Town staff invited); Lunch at Flashback Diner (4125 Davie Rd., Davie)
1:30 – 3:00 pm	Tour of site & general area; Panel moves to the Davie/Cooper City Chamber of Commerce Office (4185 Davie Road)
3:00 – 5:00 pm	Panel discussion and deliberation (Davie/Cooper City Chamber of Commerce, 4185 Davie Rd.)
5:00 – 5:30 pm	Travel to Davie Town Hall (6591 Orange Drive)
5:30 – 7:00 pm	Panel discussion with the Davie community and interested parties; this meeting is open to the public. (Davie Town Hall, Council Chambers)
7:00 – 7:30 pm	Travel to hotel & check-in for those staying onsite overnight (Renaissance Hotel, 1230 S. Pine Island Rd., Plantation 33324)
7:30 – 9:00 pm	Dinner with CRA Board & panel discussion (Bin 595 Restaurant at the Renaissance Hotel)

Friday, August 7

7:30 – 8:30 am	Breakfast at hotel for those staying onsite; travel back to TAP workroom
8:30 – 10:00 am	Panel work session (Chamber of Commerce)
10:00 – 10:30 am	Break
10:30 am – Noon	Panel work session
Noon – 1:00 pm	Working lunch
1:00 – 3:15 pm	Panel work session
3:15 – 3:30 pm	Break
3:30 – 5:00 pm	Panel review of Preliminary Recommendations
5:00 – 5:30 pm	Travel to Town Hall Council Chambers
5:30 – 6:30 pm	Presentation of Preliminary Recommendations; Questions & Answers

Appendix B: Questions for the TAP Panel

1. What are the highest and best uses for the 3 acre parcel at the northwest corner of Davie Road and Orange Drive?
2. How should the Town property, which includes the current Town Hall site, Bergeron Rodeo Grounds, and Huck Liles property be developed, and still be in compliance with the restrictive covenants on the site? If housing is recommended, what type is recommended, and elaborate on suggested partnerships, focus of use, and timing of development
3. What marketing strategy should be deployed to attract partners/investors to the properties?
4. What incentives might be considered by the CRA and the Town to attract development?
5. What can the Town Hall site be used for? What can be done to increase the events at the Bergeron Rodeo Arena? What can be done to make the Rodeo Arena facility more functional? What kinds of improvements are possible for the Huck Liles property which is consistent with the restrictive covenant?
6. What is the optimal location for the potential construction of a new Town Hall, while recognizing Davie's western culture and existing development restrictions?
7. Should consideration be given to expanding the 3 acre parcel owned by the Davie CRA and for what purpose?
8. What type of parking should be considered for the entire site and where should it be located?