



Broadway Mixed Use District (BMUD) Land Use Analysis and Recommendations

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I. INTRODUCTION

In 2003, the City of West Palm Beach established the Broadway Mixed Use District (BMUD). This was the first time that City officials adopted a form-based land development zoning code to shape the future of development in the city outside of the Downtown areas. The BMUD is intended as a linear, urban, pedestrian-oriented mixed-use district. It spans for approximately two miles from 25th Street to 59th Street along Broadway Avenue up to the city limits. In this report, this area will be referred to as the “Broadway Corridor.”

The Corridor abuts other established areas within the city, such as the Currie Park Area, Northwood Village and Pleasant City – all directly to the south of the Corridor. To the east and west of the Corridor, there are well established residential neighborhoods with a mix of businesses, religious establishments and some city facilities. The intent of creating the BMUD was to foster new economic activity in the area to complement, not detract from, the character and activity of these abutting neighborhoods.

In 2004-05, following the zoning changes for the Corridor, there was pronounced interest from the development community to develop in the Corridor. Activity stalled due to economic and political changes that affected the city, including the global financial crisis of 2007-08. Over the last few years, Palm Beach County Transportation Planning Agency has designated the Corridor as a priority in recent studies (2017-2018). The West Palm Beach City Commission has also renewed its concentration in the revitalization and growth of the Corridor, designating it as a key strategic priority area. Despite the interest in transforming this Corridor by both city staff and residents, development activity has stalled without much physical change to the Broadway Corridor to date despite the growth in the surrounding areas in the city.

The City of West Palm Beach CRA has requested the ULI Leadership Institute explore ways to implement the vision for the Broadway Corridor in accordance with the BMUD strategic objectives. This research is being explored as a ULI Leadership Project (LP) by Team 5 who is introduced below. Part of this task is to analyze the Corridor’s challenges and opportunities, with an understanding of current market trends to provide impactful recommendations to the city. These recommendations aim to take steps forward to make the city’s vision for a thriving, and dynamic BMUD a reality by catalyzing the private sector’s development community.

Some of the key challenges weighing down re-development opportunities in the BMUD include, but are not limited to:

- Lot depth limitations and inconsistencies
- Irregular historic designation for properties directly abutting large portions of the Corridor

Figure 1- BMUD boundary



- Lack of north-south interconnectivity and transit options
- Perceived socio-economic and demographic divide between the east and west sides of the Corridor
- Perceived incidence of crime with the existing businesses on the Corridor
- Absent owners
- Zoning abutting the BMUD not entirely compatible with the proposed mixed-use vision
- Limited CRA / TIF funding
- Limited private partnership involvement
- Economic viability of commercial/retail uses without the residential uses and parking infrastructure to attract and sustain tenants
- Right-of-way width constrained
- Dissimilar priority and vision for the Corridor between the City and the Florida Department of Transportation, which owns and maintains the road

While there are clear challenges with realizing the full potential for the BMUD, there is also tremendous opportunity for development:

- Public support for improvements along Broadway Avenue
- New construction and proposed development by the marina in the pipeline (i.e. Rybovich – 1059 units, 80 Points West – 173) to encourage densification
- Vehicular traffic in the area steady
- Dynamic diversity and historical pride for the neighborhood
- Significant amounts of vacant land and land assemblages by private sector
- Key publicly-owned anchor sites at both ends of the Corridor.
- Proximity to the intracoastal waters.

II. TEAM BIO – Team 5

Jenny Baez

Jenny is the Branch Manager and South Florida leader for Bowman Consulting Group. She has experience in land development across the State of Florida and a portfolio that expands into the Midwest of the United States. Bowman is a trusted, multi-disciplinary consulting civil engineer firm offering a broad range of real estate, energy, infrastructure, and environmental management solutions to both public and private clients across the country. Her specialty at Bowman is commercial and residential land development across Florida.



John J. Clark, AIA, NCARB

John is an Architect and development manager for the South Florida Community Land Trust in Fort Lauderdale. Selected as a 2021-2022 Enterprise Rose Fellow, John left architectural practice in his home state of New Mexico to join a non-profit developer building resilient and affordable housing in Miami-Dade and Broward counties. Previously with RMKM Architecture in Albuquerque, John served as project architect for the Virgin Galactic Gateway to Space at Spaceport America and for local public safety and justice projects. John was recognized as the 2018 National Emerging Professional Scholar by the AIA Academy of Architecture for Justice and as a recipient of the 2022 AIA National Young Architects Award.



Zachery Davis-Walker

Zach is a public administrator in municipal government who provides oversight and management of community development functions. In this capacity, he works with elected officials, advisory boards and other groups in interpreting community needs and assists in the development of varying programs. A graduate of Indiana University with a degree in public affairs, he also holds a law degree from the Maurer School of Law at Indiana University. Zach's experience as a land use attorney in the private and public sectors has resulted in an excellent understanding of how land use and zoning shape community development from a regulatory perspective and fostered a keen ability to clearly and persuasively communicate crucial policy objectives



Jennifer Gomez, AICP

Jenny is an urban planner with 18 years of experience. She has a Master's Degree in International Development from the University of Pittsburgh, with a Major in Development Planning and Environmental Sustainability. Jennifer currently serves as the Assistant Development Services Director for the City of Pompano Beach. The department's focus is on improving livability by directing orderly growth and promoting well-designed private development and public spaces. In this role, she directs the planning and zoning division's operations, including the development process and permitting. Work includes overseeing special projects related to comprehensive planning, strategic planning, zoning text amendments, Corridor studies, transit-oriented development, sustainability, historic preservation, short term rentals, group homes, and affordable housing.



Oscar Hentschel

Oscar's responsibilities encompass all phases of the development process from land acquisition and predevelopment through stabilization, including entitlements, capital sourcing, design, and construction management. He has experience with diverse financing sources including conventional debt and equity, tax credits, and HUD subsidies. Prior to joining Atlantic Pacific Communities, Oscar worked for Greystar's Global Development Group where he focused on analysis and oversight of multifamily development deals. He also has experience working in asset management and real estate private equity. Oscar holds bachelor's and master's degrees in Finance from the University of Florida and an MBA from Columbia Business School.



Michael Larmoyeux

Michael graduated from the University of Georgia with a degree in economics. Michael then attended the University of Miami School of Law and graduated in 2013. He worked in the UM Law Immigration Clinic and was an editor on the University of Miami Business Law Review. Currently, he works as an attorney at Bilzin Sumberg. He represents owners and developers in the design, construction, and development of a wide array of projects, including apartments, luxury high-rise condominiums, hotels, industrial, affordable housing, commercial and mixed-used projects. He handles the negotiation and preparation of construction agreements, professional design agreements, and developer agreements, and assists clients with project administration to identify and achieve early resolution of potential disputes. In addition, he represents owners and developers in disputes arising from design and construction agreements, including construction defect and delay claims, insurance coverage and warranty claims.



Derek Lubsen

Derek is responsible for maximizing the financial returns of all real estate assets owned and/or managed by The Altman Companies. This includes setting rents and renewal rates, overseeing the property financials, forecasting cash, and approving budgets. Derek is also responsible for all aspects of the asset sale transaction process for Altman owned properties. Prior to joining Altman in 2008, Derek worked for Lennar homes underwriting land acquisitions for single family and multifamily residential development. He was also responsible for creating condominium association operating budgets, procuring association insurance, and managing the association startup and ongoing operations. Derek joined the Altman Companies in early 2008 as a Development Associate for Altman Development Company and has also spent time working with Altman Management Company. Derek received his Bachelor's degree in Business Administration from the University of Florida in 1999 and his MBA in Finance and Real Estate from the University of Florida in 2004.



III. CLIENT DEVELOPMENT OBJECTIVES

- What land uses and zoning changes should occur along US-1 from 25th St. to 59th St. also known as the “Broadway Corridor” to promote redevelopment?
- What are recommended lot depths along the Corridor?
- What are specific catalytic sites that should be acquired by the CRA to redevelop and spur other redevelopment projects along the Corridor? How should these catalytic sites redevelop?
- What accessibility improvements could be made to increase pedestrian and bicycle access and safety to/from the Corridor?
- Any other recommendations from an urban design / land use perspective that should be considered?

IV. CORRIDOR CHARACTERISTICS AND APPROACH

A. Corridor Characteristics

The Broadway Corridor spans for approximately two miles from 25th Street to 59th Street along Broadway Avenue up to the city limits.

Location(s): Broadway Avenue (US 1) from 25th Street to 59th Street, also known as “Broadway Corridor”

Jurisdiction: The City of West Palm Beach

Future Land Use: Mixed Use – The current build-out of the BMUD will not exceed a maximum of 830,000 square feet of retail/commercial use and/or 830 residential units based upon the average unit size of 1000 square feet. Any increases would require further review by FDOT and Palm Beach County

Zoning: Broadway Mixed Use District; the Corridor was divided in two zones:

BMUD – I Broadway Mixed-Use District (25th – 39th Street)

- Approximately 100 feet in depth (Additional service alley in rear)

BMUD – II Broadway Mixed-Use District (39th – 59th Street)

- Varies between 38 feet and 270 feet in depth (No service alley in rear)

CRA Owned Properties: 2401 Broadway Avenue and 5706 Broadway Avenue

Roadway: Broadway Avenue is a four-lane road. Between 25th Street and 45th Street, Broadway Avenue has 2 northbound lanes, 2 southbound lanes, and alternates every other block with either a median or a left turn lane. There are narrow sidewalks on both sides and no bicycle lanes. The right-of-way consists of approximately 75 feet. The Corridor has been identified as a high crash Corridor within the city’s transportation network.

At a more granular level, the Corridor has been envisioned into three separate zones to prioritize development per the below:

Zone 1: - 25th St. to 40th St: Prioritized for multi-family residential, with some mixed uses. The existing lot depths are the deepest in the Corridor which could allow for improved street landscaping and buffers, on-street parking, minimal off-street parking, small multifamily properties (two to three story walk-ups) and

boutique hotels. Interconnectivity can be maintained through side alleyways. Pedestrian interconnectivity can be provided through the network of existing road closures/pocket parks at certain intersections.

Zone 2: 40th St. to 47th St: Predominantly prioritized for mixed-use development. This section has a few key intersections that have been identified as re-development nodes (i.e. 40th Street and 45th Street).

Zone 3: - 47th St. to 59th St: currently dominated by commercial uses and challenged by narrower lot depths abutting residential communities with historic district overlays. The City has prioritized attracting marine-related uses to capitalize on the proximity to the current and pipeline growth within the marina east of the Corridor.

B. Approach

1. Field work

On Friday, February 4, 2022, the ULI, CRA and West Palm Beach staff teams officially kicked off the project. The project team drove the entire Corridor and discussed the existing conditions, known challenges and areas for opportunity.

2. Public Outreach & Data Collection

During the months of February 2022 and March 2022, the ULI consulted with key stakeholders to gain a better understanding of the Corridor and community objectives. The ULI consultant team met with City and CRA staff, including CRA Executive Director, Christopher Roog; CRA Marketing Coordinator, Alex Krahe; and Principal Planner, John Roach. The ULI consultant team also met with Craig Glover, the Executive Director of Rise, and conducted informal meetings with developers in the area. The ULI consultant team reviewed the January 31, 2022 CRA Special Workshop, the April 14, 2014 North End Visioning Week final presentation, the adopted Community Redevelopment Area Plans, the zoning map, the BMUD zoning code, and the Comprehensive Plan. The team obtained the proposed Broadway roadway cross section that is currently being vetted by the Florida Department of Transportation and city engineering staff.

3. GIS Analysis

The ULI team conducted a lot-by-lot analysis to see if there were areas of opportunity to intensify and/or expand the BMUD zoning boundary. The WPB GIS Planner, Abdalla Abdalla, was key to this effort. Ms. Abdalla lent her GIS expertise to the team by mapping key features including: vacant lots, historic districts, contributing and non-contributing historic structures, City and CRA owned lots, green spaces, and the BMUD zoning boundary. The team used Urban Footprint software to further analyze demographics, property information, and urban planning layers to find key nodes and parcels of opportunity.



V. ZONING ANALYSIS

A. Overall Lot Depths and Intensity Analysis

Like many narrow commercial Corridors, Broadway can be characterized as having a single-use and low-intensity commercial development pattern. This auto-oriented Corridor is directly abutting historically significant single-family neighborhoods. It provides minimal buffering or transitions to those adjacent residential uses. The area contains smaller parcels, many of which have not been assembled and lack depths to structure parking and create viable mixed-use developments.

The vision for the BMUD is to be a linear, urban, pedestrian-oriented, mixed-use district; yet the existing intensity standards in this zoning district are quite low. The height requirements provided for in the city's zoning code, as well as the depths of the commercial Corridor appear to be limiting the redevelopment potential of the area. The height limit in the BMUD range between 2-3 stories (depending on location). The existing lot sizes are narrow in depth. The development flexibility of this area is also constrained by the immediately adjacent single-family homes, many of which are historically contributing structures within a historic district.

Given the sensitivity of the adjacent single-family homes and the past discussions of amending the BMUD district that did not move forward, it was evident that large-scale and intense rezonings may not be politically feasible. The ULI team recommends this area be moderately intensified in order to allow mid-rise (4-5 stories) mixed-use development with compatible transitions to the single-family districts. The additional height could either be added "by-right," which is the easiest for developers to comply with. Or incentive zoning could be used to offer flexibility for developers in exchange for a public benefit. For example, height might be permitted to be increased to 4-5 stories for projects that accomplish specific public goals, such as vertically integrated mixed-use development, structured parking, public open spaces, green building, or a minimum % of affordable housing, etc. Along with any significant zoning change, a public outreach meeting can help identify those public goals most important to the community and therefore worthy of the additional height.

The ULI team recommends lot depths of 140' to 170' for the BMUD district. A 170' depth parcel would allow for structured parking, a retail liner, and room to meet the BMUD setbacks (0'-5' front and 15' rear). The ULI recommends an Edge subdistrict be added to the edges of each side of the BMUD Corridor from 40th Street – 59th Street. The goal of the Edge district will be to allow larger projects along Broadway to be developed, with some residential intensification, while still guaranteeing compatible height and use transitions to the adjacent single-family neighborhoods. Specific buffering standards consisting of both well-designed landscaping and fences and/or walls should also be prepared to give the adjacent single-family neighborhoods assurances as to what to expect should a development go beyond the existing BMUD boundary. The Edge district is not recommended for 25th to 40th Streets due to the existing alley network.

The Edge zoning district could be accomplished through a straight rezoning; however, the city can consider a more conservative approach. The zoning code from the BMUD district could be revised to include the specific conditions that must be met before an individual rezoning can be approved that allows the BMUD to be expanded for an existing piece of land (i.e. full block development with frontage on Broadway, compatible height transitions, parcels that lack historically designated properties, etc.). This approach will

both show the intent to accommodate larger developments that front on Broadway, while also protecting the single-family neighborhood from piecemeal development.

From 45th to 59th Streets, expanding BMUD and adding an 'Edge' District would overlap with the Northwood Harbor Historic District. It is approximated that 70-80% of the district's buildings are historically contributing. A more complete and rigorous historic survey should be commissioned for the city to determine the value of the district and the highest and best use of land.

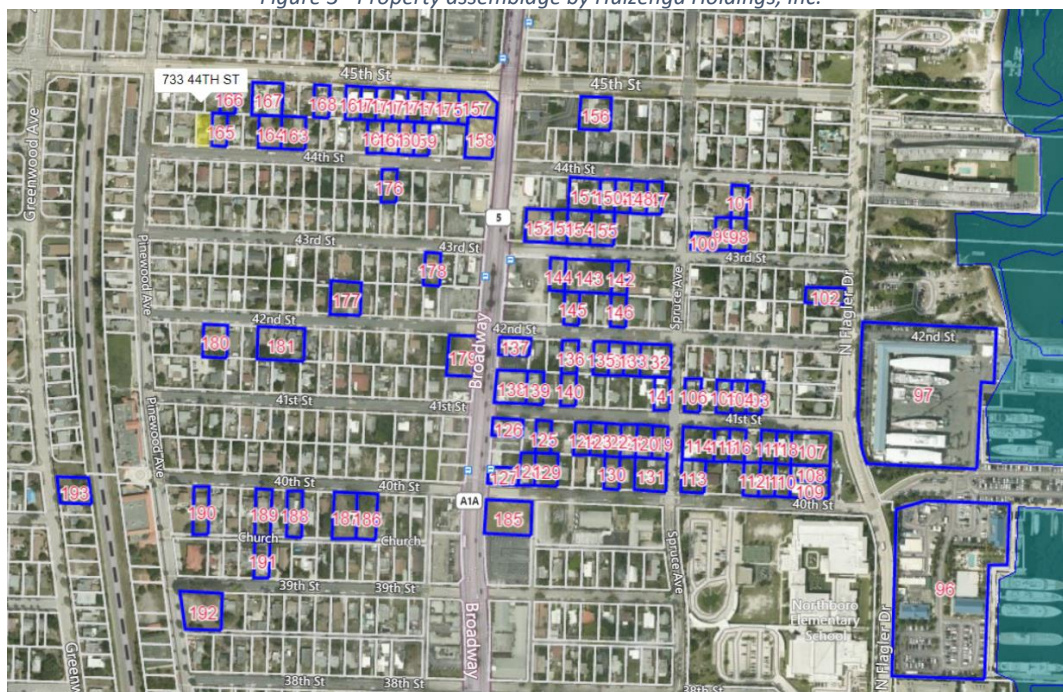
B. Nodes for Intensity

The BMUD district is a liner district; however, there are a few areas where a more intense development node might be considered.

1. 40th to 45th Street

The area along Broadway generally between 40th Street and 45th Street shows tremendous opportunity for redevelopment. 45th Street provides direct access from I-95 to the port. The road terminates at a city-owned park and the Rybovich Marina Development. While this area contains existing single-family homes, the area is not part of a West Palm Beach historically designated district. PBPA mapping shows there is a concentration of property owned by numerous Limited Liability Corporations in this general area. Sunbiz records show many of these properties are listed with a common Agent -- SERVICE U.S.A., INC. and/or Manager -- HUIZENGA HOLDINGS, INC. This is particularly true along the south side of 45th Street and the areas between 40th – 45th and between US 1 and Flagler Drive. The adjacent high-rise development, the private assemblages, combined with the other features described herein make this area prime for a more intense development pattern than would be compatible with other parts of the Corridor. Further zoning intensification of this area and/or additional lot assemblage could create a catalytic area that could continue to spur redevelopment along the entire Corridor.

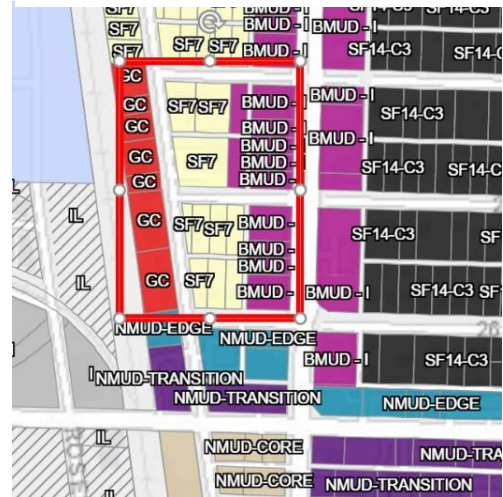
Figure 3 - Property assemblage by Huizenga Holdings, Inc.



2. 26th Street -28th Street between US 1 and the Railroad

The area between 26th Street -28th Street and between US 1 and the railroad is immediately adjacent to the Northwood Mixed Use District (NMUD) Edge district. There is BMUD-1 zoning on the east, General Commercial (GC) zoning on the west, and NMUD Transition and Edge to the South. The center of this node contains two churches, vacant land, and single-family homes. It is one of the few places along the Corridor that does not contain deep blocks of single-family homes. There is also already an assemblage of several city-owned parcels along Broadway, which increases the city/CRA's ability to control the type of development that goes into that area.

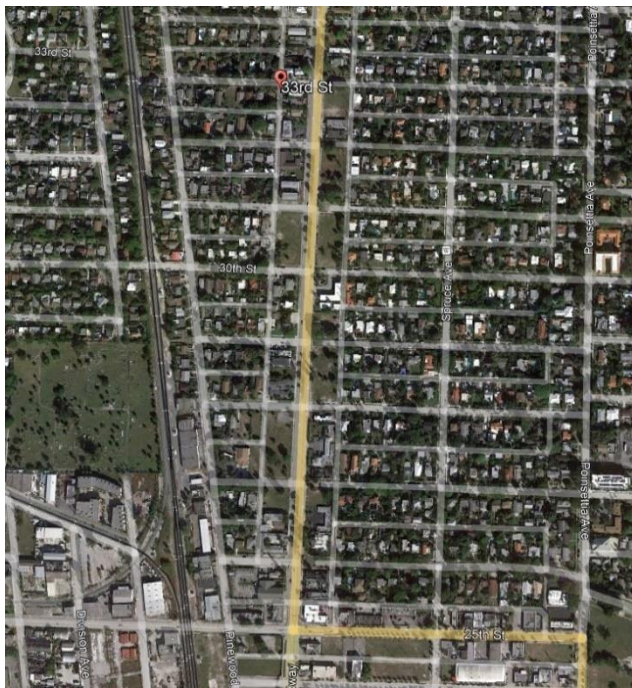
Figure 4 Proposed BMUD Expansion Area



The redevelopment potential of these blocks could be maximized if the alley running parallel to Broadway was abandoned in this segment. While alleyways are a critical element of roadway infrastructure, the blocks in this area are already shorter than a typical block. Importantly, this alley does not connect all the way to 25th, but rather starts between 25th and 26th Street. If the full blocks were assembled, abandoning these few blocks of alleys would create much deeper development parcels, without disrupting a connected alley network.

3. Areas to Watch

i. East and West side of Broadway between 25th -33rd



There is a significant amount of vacant land along this portion of the Corridor. If private development purchases property adjacent to the vacant lots, the larger lot sizes along with a small BMUD expansion could create a meaningful redevelopment project.

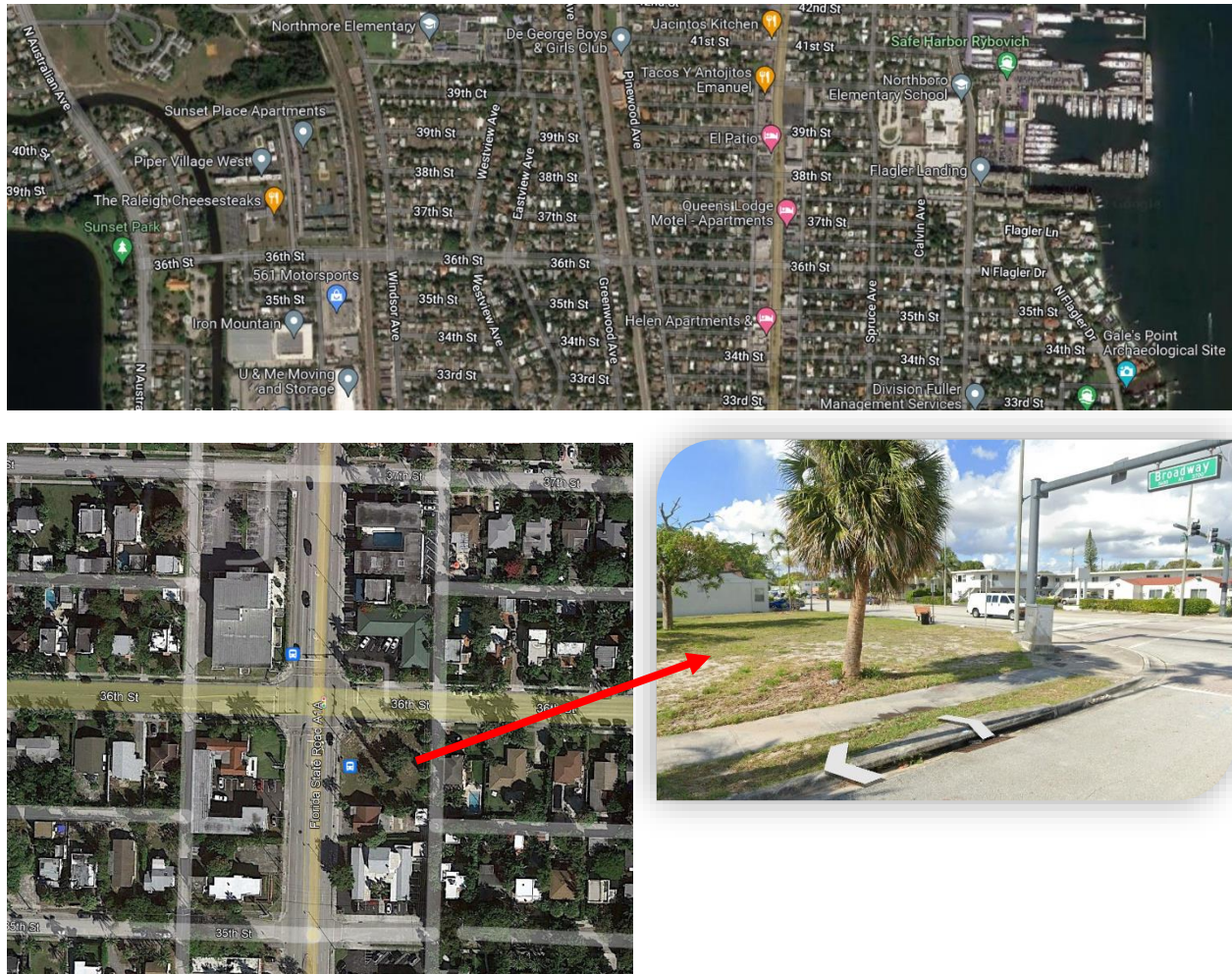
Many of these parcels have significant frontage on Broadway, extending a full block from cross-street to cross-street. Their depth is approximately 120 to 125 feet, limited by the alley network to the rear of the parcel.

Considering a full-block parcel or assemblage, land area varies from .72 to .86 acres.

ii. 36th Street & Broadway

36th Street is one of the Broadway's primary intersecting roadways, which connects the Intracoastal waterway to North Australian Avenue and eventually to the primary West Palm Beach roadway system. The majority of 36th Street contains well-maintained and often historically significant homes.

Figure 5 - 36th Street



The corner of 36th and Broadway is the commercial center of this existing neighborhood and contains one vacant lot with redevelopment opportunity.

Below is an image depicting the areas of opportunity identified within the BMUD Corridor:

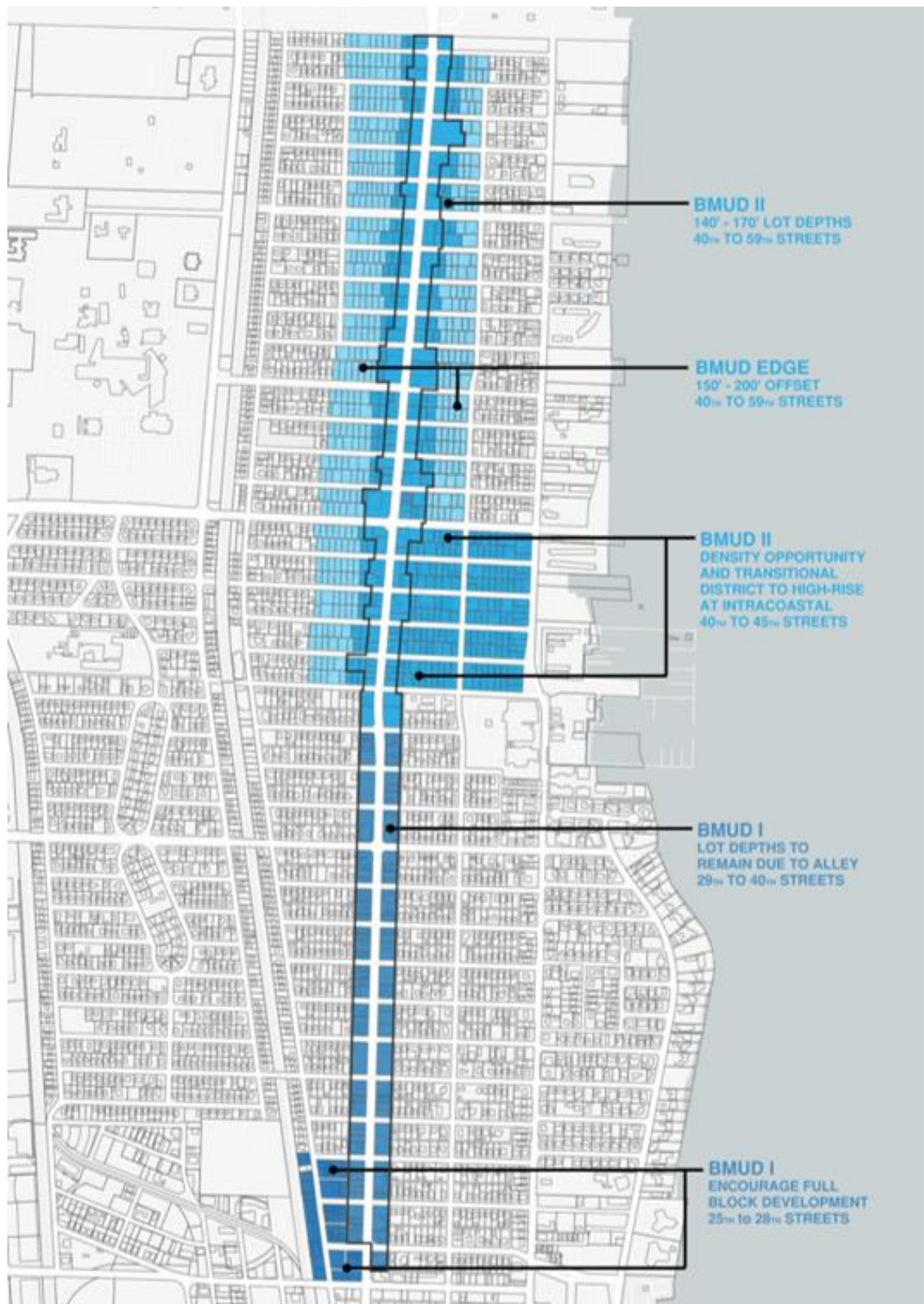


Figure 6- areas of opportunity within BMUD

The following images are a massing study illustrating the land use and zoning recommendations included within this report.

Figure 7 - Massing study



Images from the massing study of the corridor provide a visualization of the entire corridor at a full buildout of the proposed BMUD and BMUD Edge Districts and proposed waterfront developments. While these images present one potential option and vision, they are not intended to demonstrate the solution. Rather they should initiate conversations around a holistic vision of the corridor, potential nodes for intensity, and transitions into single family and historic neighborhoods.

Figure 8 - BMUD North Corridor

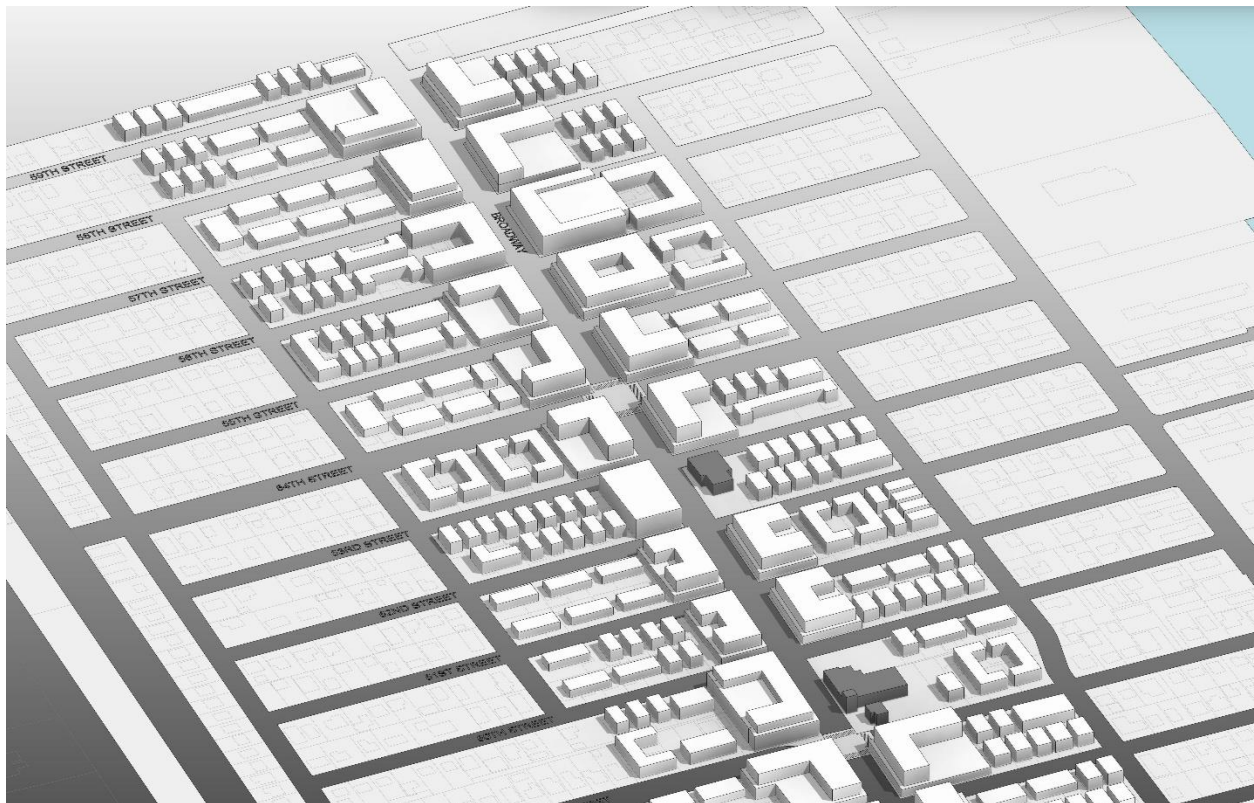
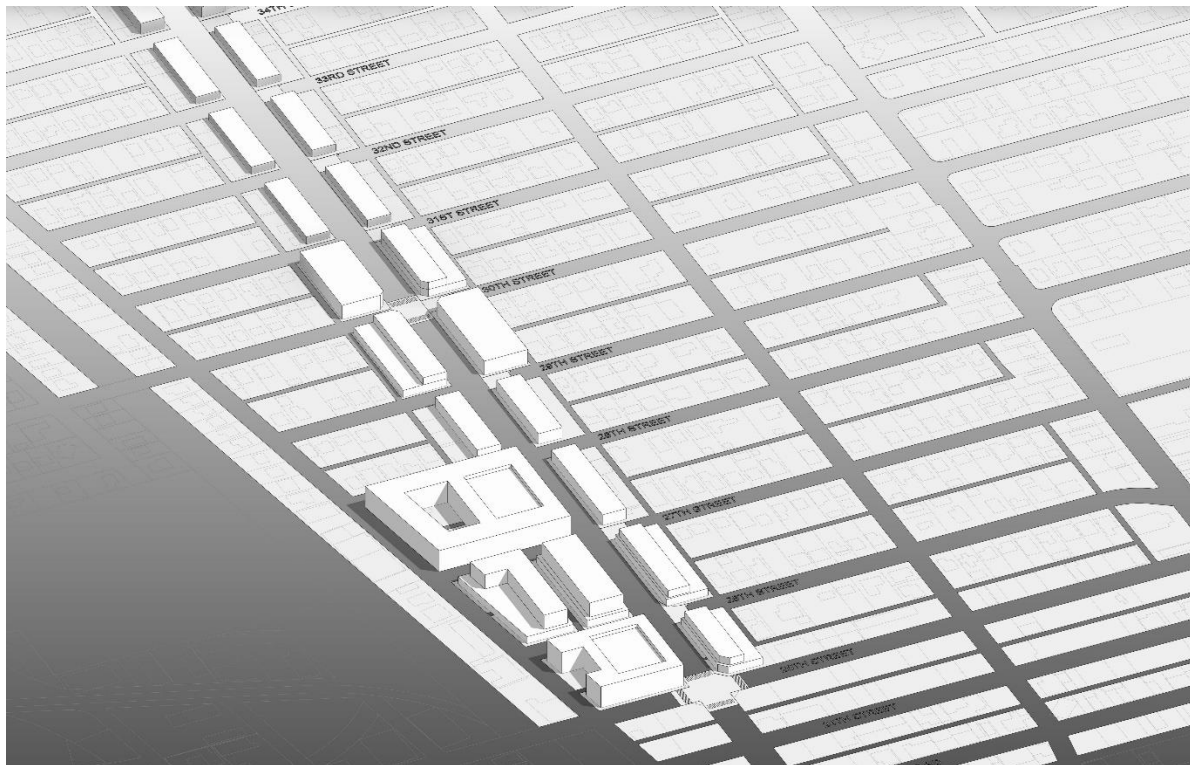


Figure 9 - BMUD Mid Corridor (8 story residential, 1-2 story commercial on the East of Broadway)



Figure 10 - BMUD South Corridor



C. Uses

1. Undesirable uses

The Broadway Corridor is largely developed with auto-oriented uses, including motor-vehicle type uses, which are not conducive to an urban or walkable development pattern. Additionally, there are other problematic uses that have been associated with crime and are safety concerns to residents such as motels, convenience stores, and pawn shops. The city of West Palm Beach is preparing a solicitation to hire a professional planning company to review the zoning code. At that time, all permitted uses should be examined to ensure there is not a continued proliferation and concentration of these use types along the Corridor. In order to create a vibrant mixed-use district, the city should consider either prohibiting some of these uses, changing them to conditional uses, and/or adding a separation requirement (based on a study).

2. Marine Industries

The Broadway Corridor runs parallel to the Intracoastal Waterway and is just blocks from marinas, boat builders and related businesses, which makes it a great location for the marine industry. The WPB Comprehensive Plan Transportation Policy 3.3.1(a) states that the City shall encourage retail and service establishments along Broadway (U.S. 1) which cater to the Port and Foreign Trade Zones as long as the adjacent residential areas are not negatively affected. The ULI recommends further analysis of the BMUD permitted uses with the goal of allowing additional marine related uses that are compatible with the area. Interviews with the marine community may reveal other types of marine uses that should be added to the permitted use tables and allowed in the BMUD district.

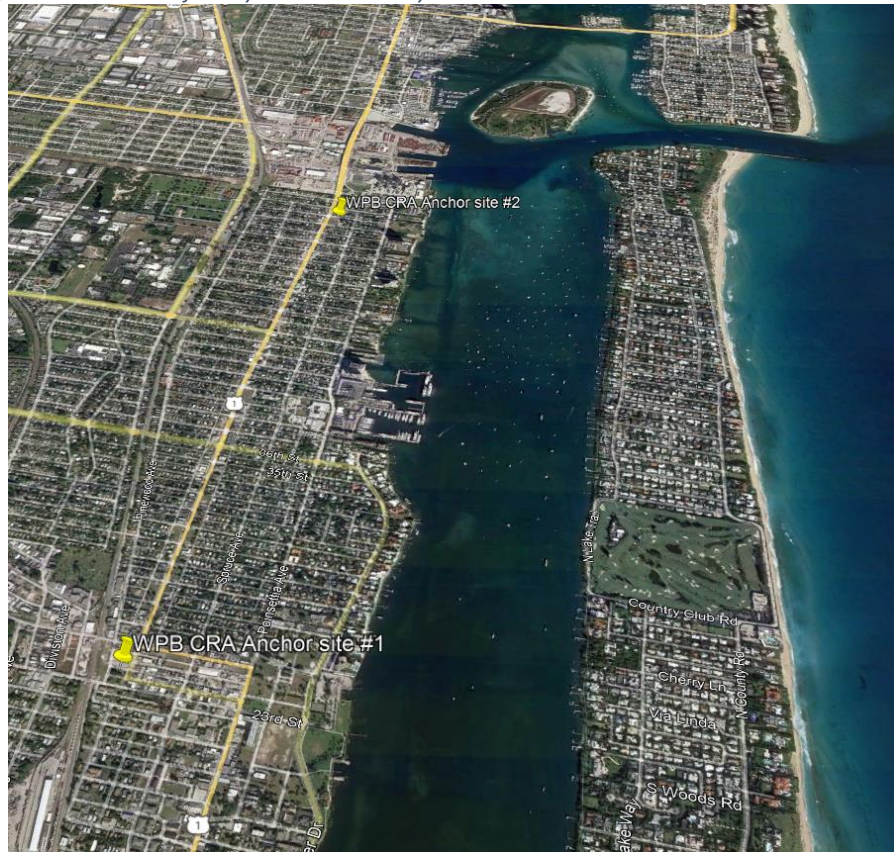
D. Land Use

The entitlements for the BMUD zoning district are part of a basket-of-rights for the overall BMUD Corridor and are distributed/assigned to private properties as they are developed. The West Palm Beach Comprehensive Plan Land Use Policy 1.7.2.4 states that the build-out of the BMUD will not exceed a maximum of 830,000 square feet of retail/commercial use and/or 830 residential units based upon the average unit size of 1000 square feet.

In speaking to WPB Planning staff, the majority of the entitlements have not yet been assigned to private development; therefore, there are existing units to allow the first 1-2 mixed-use and/or residential projects to occur. These entitlements are not, however, sufficient to allow significant redevelopment of the entire Corridor. Once 25%-50% of these 830 entitled units are allocated to private development, a Land Use Plan Amendment to allow additional residential entitlements should be considered. Additionally, land use and zoning changes will be needed to either expand the BMUD district and/or to create additional nodes of intensity. As part of this effort, the city should initiate discussions with the development community to determine if the City's overall density restrictions are sufficient to spur redevelopment of additional areas of higher intensity. The CRA should also work with planning staff to explore the feasibility of creating an affordable housing density bonus program to create new opportunities for residential entitlements without having to draw from the redevelopment pool. See Example from Broward County (Policies 2.16.3 and 2.16.4).

VI. Catalytic / Anchor Sites

Figure 11 - Location of catalytic sites owned by CRA



A. 2401 Broadway Ave

2401 Broadway Ave is owned by the West Palm Beach CRA, and can serve as the gateway to the Corridor. It has high potential for re-development because of its proximity to Northwood Village. This site is ripe for a mixed-use development, incorporating multifamily residential, ground floor retail, and parking. More specifically, a grocery anchor would be an impactful addition to the neighborhood given the lack of high-quality grocery stores in the vicinity – this will not only serve as an amenity to residents of the neighborhood, but it will also drive



more foot traffic to the evolving Corridor. The multifamily would also bring an established base of locals that would demand higher quality retail and attract direct investment from commercial developers. Parking

is also essential as this is the base of the lengthy Corridor and parking is extremely limited in the district. This gateway development should be of highest priority to the CRA.

B. 5706 Broadway Ave

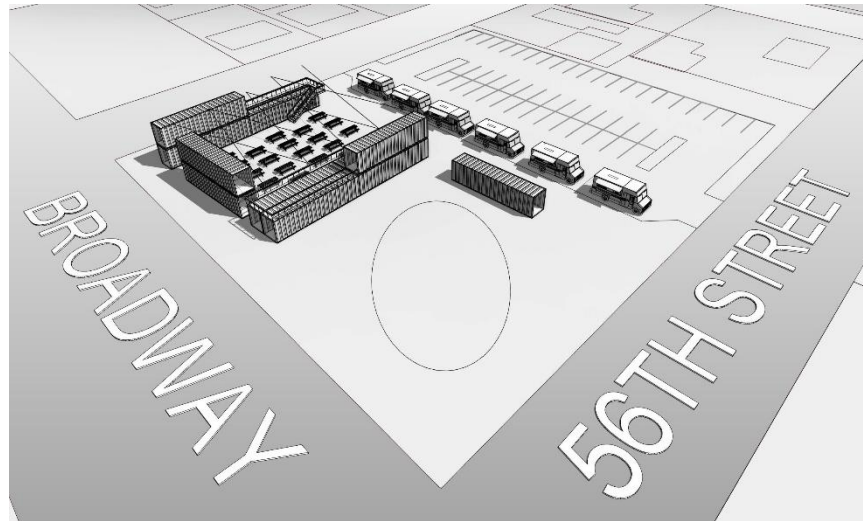
5706 Broadway Ave, located at the very north of the Corridor, also owned by the West Palm Beach CRA. This site has potential to be a second mixed-use bookend to the district in the medium-to long term. However, given the distance from the “gateway” on the south end of the Corridor, the lack of retail and parking, and the Port and FPL facility to north, it does not have attractive development potential at the moment. In the short run, however, this site could be used as a marketing tool for the growing Corridor. More specifically, an event driven space, such



as an outdoor beer garden and market could attract visitors to the Corridor at regular intervals. Weekly live music, food trucks, picnic tables, art displays, and a location within walking distance to the water could drive young professionals and families to the area so they can witness the growth from the south up. This activity would accelerate the connectivity between the north and south end of the Corridor, and eventually foster interest from developers in the immediate vicinity. A pop-up, temporary development could also help test market conditions, incubate future tenants, and catalyze the branding of the area with relatively low upfront costs.

This would ensure the site is not underutilized and serves the public while the CRA assesses long-term development options and partners. It is recommended that the CRA focus additional acquisitions around this anchor site at the north of the Corridor, knowing the privately-led investment in this area may not take place in the near future.

Figure 12- Concept to activate the CRA owned site on 5706 Broadway Ave



C. Typical Block

The blocks in between the anchor sites on 24th, 45th, and 57th Streets will also need to be activated. These blocks would most benefit from rows of 3-5 story multifamily development with ground floor retail to create a sense of place and connectivity. Townhome liners could also fill in some of the space given the length of the Corridor. The biggest concern here has been availability of parking for new development; however, with deeper lots, a developer can deliver the required parking for both the multifamily and retail. Economics on these potential developments will follow in the section below.

VII. FINANCIAL ANALYSIS

A. Product and Location

Attracting the first entrant to the Corridor will require a location in the heart of the district with a product that will be both welcomed by the residents of the community and in high demand. The likely product will be a mix of retail and residential that is scalable to the available sites. This first mover will look for a location on “main and main” which are clearly the lots on 24th Street and 45th Street and Broadway.

Aside from the gateway site on 24th, the vacant land on the SW corner of Broadway and 45th street is one of the best locations in the CRA for a first entrant. 45th street is the midpoint of the CRA district as well as the entrance from Interstate 95.

Additionally, there are several vacant parcels along Broadway between 27th and 33rd streets closer to Northwood Village that could be great opportunities for infill development. The North end of the district is unlikely to attract first entrant development but is an attractive bookend to the Corridor in the long run.

B. Return thresholds

Developers, equity investors, and lenders look at a few key metrics to determine the financial viability of potential real estate developments. The key metrics are return on cost (ROC) and internal rate of return (IRR). ROC is the annual net operating income (NOI) of a project divided by the total development cost (TDC). IRR is the discount rate that makes the net present value (NPV) of all cash flows equal to zero in a discounted cash flow analysis. ROC provides a current return not accounting for the sale price of the asset and IRR measures the total return of the entire holding period of an investment through the sale.

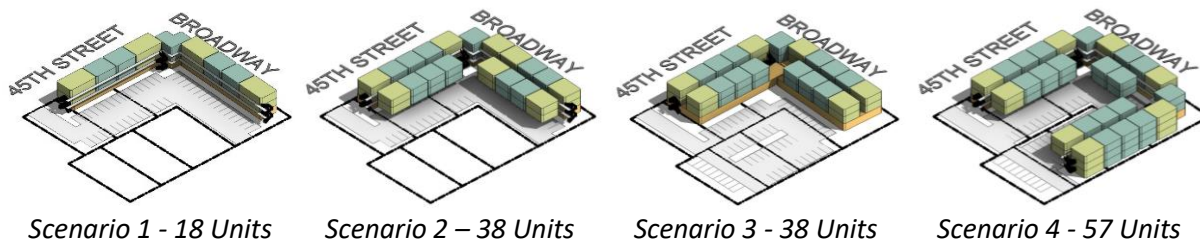
The returns investors and lenders are looking for on similar mixed-use products discussed are ROC of 6% - 6.5% and IRR of approximately 20%. Calculating the ROC requires understanding the total cost to construct the project (land, hard costs and soft costs) as well as the operating income and expenses. Calculating the IRR requires the same information as well as an estimated sale price. Commercial real estate values are estimated by dividing the net operating income (total income less total operating expenses) by a capitalization rate, or CAP rate. The current CAP rate for a small mixed-use project as proposed is around 5%. A 5% CAP rate equates to a value of 20 times NOI.

In the scenarios below, you will see that returns are not attractive in a typical deal structure without any incentives from the municipalities. In order to attract development and investment, we believe financial incentives, in particular property tax breaks, will be required. In a typical underwriting, a multifamily development with ground floor retail only pencils if there is a 50% discount on property tax rates for the project. This assumes that rents are set at a maximum of 120% AMI levels in order to preserve attainability for the workforce. It is important to note that the typical Broadway block only generates \$4,000 in taxes annually, so despite the \$70,000 discount on taxes, West Palm Beach is still generating significantly more revenue.

C. Scenarios

i. Broadway and 45th Street

Several site plans for this location were considered including some with additional adjacent parcels to the west. For the purpose of analyzing the financial feasibility, the focus was on scenario 1 - the existing vacant parcel not including additional parcels to the west and limited units to allow for sufficient parking. This site plan includes 7,650 square feet of ground floor retail space and two floors of rental apartments with 18 1-bedroom and 2-bedroom units. The results of the analysis indicated that incentives in some form would be necessary. A proposed scenario with a real estate tax reduction of 50% was analyzed which increased the net operating income sufficiently to produce acceptable returns. Summaries of the base case and discounted RE tax version are below.



Broadway & 45th Street	
Scenario 1 – 38 units	
Ground Floor:	7,650 SF Retail
2nd & 3rd Floor:	18 rental apartments

ii. Typical Broadway Block

The typical block size throughout the CRA district is approximately 265' x 120' and there are several vacant parcels of this size along Broadway. Similarly to Broadway and 45th street, an analysis was performed for a proposed mixed use development with ground floor retail and two floors of residential. A typical site can comfortably include approximately 10,000SF of retail and 24 one and two-bedroom apartments. The results of the analysis were very similar to the 45th Street analysis. The proposed development requires some incentives to increase the return metrics to acceptable levels. Again, a 50% reduction in RE taxes increases the NOI and property value to levels that produce acceptable investment returns.



Typical Broadway Block

Ground Floor: 10,250 SF Retail
2nd & 3rd Floor: 24 1-bed and 2-bed apartments

	Ordinary RE Taxes	50% Discount RE Taxes
Total Development Cost	Total \$10,681,038	Total \$10,681,038
FORECAST P&L AT SALE		
Total Income	\$945,857	\$945,857
Expenses excl RE Taxes	\$158,757	\$158,757
Real Estate Taxes	\$180,110	\$90,055
Total Expenses	\$338,867	\$248,812
Net Operating Income	\$606,990	\$697,045
Return on costs @ sale	5.68%	6.53%
Internal Rate of Return	5.80%	18.60%

Based on the financial feasibility assessment, what are some of the CRA Incentives that could be offered?

- Public/Private Partnerships (PPP)
- Grants
- Tax & Fee Considerations

VIII. ACCESSIBILITY IMPROVEMENTS

A. West Palm Beach's Broadway Avenue (US Highway 1)

Broadway Avenue is a four-lane regional road with a posted speed limit of 35 mph. The roadway once used almost exclusively for moving regional traffic, has since taken on the additional load of local traffic using the road for everyday trips resulting from South Florida's continued population growth. The roadway's existing streetscape is a major contributor to unsafe traveling conditions and poor aesthetics. The predominantly auto-oriented commercial uses that line the Corridor are visually burdensome on the character of the roadway and negatively affect the surrounding redevelopment area.

The uninviting physical and visual conditions of the roadway are an obstacle to redevelopment. Sidewalks along the roadway are narrow, mostly unshaded, and lacking adequate crosswalks. Barriers or buffer areas are non-existent between the sidewalk and the road making for an uncomfortable experience for pedestrians and bicyclists. Public transit facilities along the roadway lack shelters exposing transit riders to the elements and making it difficult to identify transit stops. The aesthetics of some of the abutting property frontages are not uniform from a landscaping or buffer area perspective. Certain properties, particularly on the west side of the roadway, have deteriorating landscape buffers or chain link fences separating the parking lots from the public right-of-way. There are multiple intersections on the east side of the roadway that are closed to vehicular access. These intersections are not uniform in terms of landscaping, or the structures being utilized to close them off. Overall, the Corridor lacks aesthetic uniformity and amenities for pedestrians, transit riders, and bicyclists.

The CRA's vision requires a roadway that is safe, walkable, and aesthetically welcoming in order to attract new development and investment in the area. While the roadway presents certain challenges in the way of redevelopment, there are plenty of opportunities to improve safety and create a uniform aesthetic to help revitalize the area and situate it for private investment.

B. Short Term Recommendations

1. Tactical Urbanism

Tactical urbanism is a great option for local governments that are not yet able to make a long-term capital investment due to budgetary or regulatory constraints. The "Tactical Urbanist's Guide" describes tactical urbanism as "[...]an approach to neighborhood building that uses short-term, low-cost, and scalable interventions and policies to catalyze long term change." The use of temporary and cost-effective projects enables local governments to make an immediate impact with projects that include barrier elements, landscaping, signage, street furniture, and surface treatments.



The city should employ tactical urbanism to address the immediate needs of the Corridor. The city should consider short term options such as creating high visibility crosswalks with public art, activation of the existing alleyways, and implementation of a unified landscape plan at existing closed intersections. These projects will improve the safety and aesthetics of the Corridor while acting as a test run for long-term right-of-way improvements the city seeks to implement.

Tactic #1: High Visibility Crosswalks and Public Art

The intersections of NW 25th Street, NW 30th Street, NW 36th Street, NW 40th Street, and NW 45th Street are the few major intersections along the Corridor, as they provide connectivity to other parallel roads. As such, there are higher volumes of turning vehicles at these intersections increasing pedestrian and vehicle interaction. This presents a great opportunity to maximize visibility while promoting public art.

While maintaining the integrity of the ladder crosswalk as established by the Manual of Uniform Traffic Control Devices ("MUTCD"), the City should implement artistic crosswalk designs utilizing acrylic asphalt paint or street bond pavement coating to employ colorful surface treatments will create a colorfully defined crossing area and enhance visibility for pedestrians and drivers. It is recommended that products like thermoplastic which is heat applied and durable material on the FDOTs approved product list. The same approach can be used for the crosswalks on the minor roadways that feed into the Broadway Corridor further enhancing uniformity and creating a sense of place. The City should explore funding opportunities through Art in Public Spaces ("AIPS").



Tactic #2: Unified Landscape Plan

The auto-oriented commercial nature of the Broadway Corridor has resulted in disjointed frontages and landscapes. A unified landscape plan will assist in softening the Corridor and creating a sense of identity. Landscaping is a form of green infrastructure. Green infrastructure is defined as “the range of measures that use plant or soil systems, permeable pavement or other permeable surfaces or substrates, stormwater harvest and reuse, or landscaping to store, infiltrate, or evapotranspire stormwater and reduce flows to sewer systems or to surface waters” ([U.S. EPA 2020](#)). As such, landscape buffers offer drainage solutions and a public amenity. The landscape plan should be incorporated in the community redevelopment plan or the design guidelines for the CRA. The plan should specifically apply to businesses within the CRA that front the Broadway Corridor. When businesses improve their properties, they should be required to install the necessary landscape buffers as a matter of compliance. As the long-term right-of-way improvements are implemented, the landscape plan should be scaled and incorporate appropriate shade trees for median enhancement. The City should use the closed intersections as opportunities to illustrate the intent of the landscape plan. The closed intersections could be transformed into areas of civic engagement outfitted with more articulated components of the agreed upon landscape plan, serving as micro pocket parks along the Corridor.



2. Multimodal Transportation Options

In order to allow residents and new visitors to the Corridor, the City should engage other forms of transportation while permanent designs are coordinated with Florida Department of Transportation – and constructed along Broadway Avenue.

Innovative transportation methods

Many cities around Florida have already incorporated free ride services to mobilize their communities. Some options are City-led shared-trolleys with pre-determined stops, private transportation partnerships such as the Freebee electric car network and other shared-micro mobility options. Providing these opportunities can help the residents traverse the Corridor without having to utilize their personal vehicles to enjoy the redevelopment activities in the City. It can connect residents to other downtown areas, to the brand-new projects along the marina as well as bring visitors with spending power to aid the growth of the BMUD. These options have been tested and proven effective in many growing Cities in South Florida, including City of [Delray Beach](#) CRA and others.

The City of West Palm Beach Downtown Development Authority already runs the [Circuit shuttle](#) in the Downtown area, therefore partnerships might be possible to extend ridership to the Broadway Corridor. Encouraging the foot traffic to the Corridor will be key to encouraging new development into the area, especially if parking is not widely available along the BMUD Corridor.



Promote the use of Brightline 'last mile' services

The Brightline is an exciting new transportation option that allows individuals from downtown Miami or Fort Lauderdale (and soon Boca Raton, Aventura and Orlando) to take a high-speed train to Downtown West palm Beach. Currently, Brightline is offering a free 'last mile' service to get their ridership into the heart of the City at no extra cost to the passengers. Since the Brightline operates on every hour, on the hour, there is an opportunity to partner with the Brightline fleet to facilitate the mobility of passengers from outside the City into areas within the Corridor. First, riders can be attracted to the marina abutting Broadway and special events to activate the Corridor.

Expanded use of the existing City trolley systems

Currently the City of West Palm Beach has a free, accessible trolley system. These are free and convenient around the downtown areas, the waterfront, Northwood Village, the Historic Northwest and Pleasant City, but do not have the same operational reach into the BMUD Corridor. The expanded trolley service could be a great option of getting residents around Broadway and encourage less motorists on the road, especially to especial events to activate the Corridor's nodes of de development. Currently, the trolley runs every 15-30 minutes. Reliable ridership would likely require more service availability, but additional studies can be performed to determine the exact need of the area.

Other transportation facilities and amenities

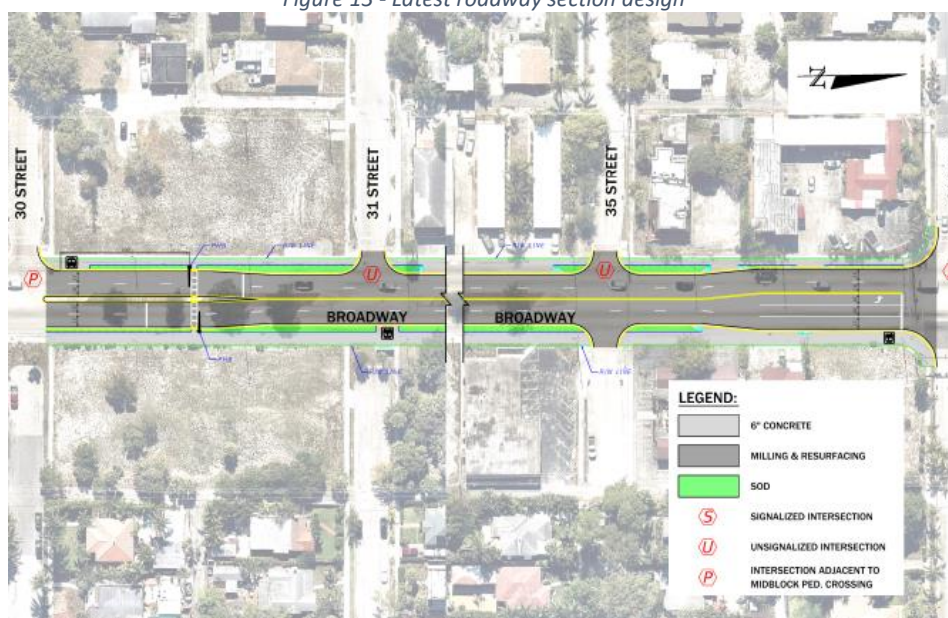
City of West Palm Beach can install lower cost facilities such as bicycle racks and bike repair stations and outdoor seating to facilitate the mobility of pedestrians and non-vehicular commuters. Simple upgrades

such as shaded bus stops or intersection crossings could encourage the residents to better utilize the public realm abutting their communities.

C. Long Term Recommendations

During fact-finding meetings with CRA staff, it was explained that certain right-of-way improvements planned in coordination with the Florida Department of Transportation (“FDOT”) did not gain traction due to differences in what the City envisioned and what FDOT would approve. Specifically, the City and CRA explored lane elimination as a means of accommodating shared use paths on both sides of the roadway and potential on street on-streetn one side of the roadway to help revitalize the area and improve safety. While the existing corridor layout is prohibitive for certain desired improvements, the City should continue to move forward in coordination with FDOT to realize the improvements planned as part of the FDOT work program and begin planning for similar improvements on the northern portion of the corridor.

Figure 13 - Latest roadway section design



The FDOT work program provides for a shared use path on the east side of the roadway by removing certain sections of the existing typical. As explained by representatives from McMahon, the turning volumes are minor at non-signalized intersections. This creates an opportunity to remove existing medians or turn lanes to install a modest landscape buffer between the future shared use path and roadway. The landscape buffer should be abundant with shrubbery in compliance with the corridor’s landscape plan. The City should also provide street furniture and expanded bus shelters where feasible. The planned bus shelters and decorative lighting along the corridor will enhance the corridor aesthetically and improve driver visibility. The midblock crosswalks will eliminate the need for pedestrians to navigate all four undivided lanes of the roadway at once. The pedestrian refuge areas should be well shaded, include pedestrian level lighting, and incorporate public art installments to further enhance the sense of place and identity. All of the improvements planned from NW 25th Street to NW 45th street should be planned designed and continued north to NW 59th Street.

1. Grant Preparedness

Continuation of the pending FDOT work program north on the corridor will likely require certain studies to illustrate a need for improvement dollars. It is important that the City is proactive in its approach to gathering needed studies, conceptual plans and cost estimates to ensure backup is in place for timely participation in grant application cycles. As part of my research I spoke with traffic engineer Uyen Dang, who has had extensive involvement with the planning and design of the pending FDOT work program for Broadway Avenue. Ms. Dang is also involved with Northern RISE community organization. Ms. Dang explained the importance of the City beginning coordination of a road safety audit on the northern stretch of Broadway that is not subject to the pending FDOT work program. The safety audit will identify short and long-term improvements that will guide the City in the planning phase. The City should also begin strategic planning of City initiated projects on ancillary roadways that connect to Broadway Avenue, and for funding projects that augment the FDOT Transportation Improvement Plan.

The West Palm Beach Transportation Planning Agency (“TPA”) administers three competitive grant applications on an annual basis. Each TPA grant program provides funds for an identified purpose. The Local Initiatives (“LI”) program allocates federal Surface Transportation Block Grant funds to identify and fund Complete Street that can be implemented without right-of-way acquisition. The LI program would be helpful in enhancing multimodal amenities on roads that run immediately parallel and/or perpendicular to Broadway Avenue. Per the TPA grants funding webpage, the Transportation Alternatives (“TA”) program provides funds for “[O]n- and off-road pedestrian and bicycle facilities, infrastructure for improving non-driver access to public transportation and enhanced mobility, community improvement activities, and environmental mitigation; recreational trail projects; safe routes to school projects; and projects for planning, designing, or constructing boulevards and other roadways largely in the right-of-way of former divided highways.” The TA program is geared toward many of the components that are included in the pending FDOT work program. The remaining northern portion of the corridor might be an opportunity for additional funding for the continuation of improvements. The third grant application administered by the TPA is the State Road Modifications program which allocates district dedicated revenue to improve state roadways. The funds associated with the State Road Modifications program are used to fund complete street, traffic calming, and intersection improvements. The State Road Modification program funds the very improvements that are components of the pending FDOT work program and should therefore be explored as a funding source for continuation north to NW 59th Street.

Most of the TPA grants require a certain level of preparedness by the local agency. As such it is crucial to set a timeline based on the grant submission cycle. The City should work with applicable staff and consultants to identify eligible projects for review, establish a conceptual design and determine costing. This ensures that the City has a well thought out project that not only meets the intent of the grant but shovel ready. This process takes time and would ideally take into account overlap between the City’s planned capital roadway improvements and grant eligible projects to maximize capacity and impact.

2. Sidewalk Barriers

Sidewalk barriers create both a visual and physical barrier between vehicular traffic and on-vehicular traffic. The materials utilized to create these barriers range from simple traffic cones or delineator posts for temporary implementation while artistically designed concrete barriers or planters are ideal for permanent installation. For a corridor with limited available right of way such as Broadway, barriers that are low lying non obstructive are ideal. The City should consider low-lying hearty shrubs in the “pole zones” a furnishing area along the corridor that is usually about 2 feet in area.

3. Alleyway Activation

The Broadway avenue corridor is lined by narrow access roads on the east and west side of the corridor that separate the residential and commercial districts. Alleyways can act as a character-defining asset if enhanced with public art that promotes the local history of the surrounding community and furnished with streetscape elements that invite pedestrian use.



The subject alleyways are not identical on each block, so the City should target alleyway segments with the greatest length of connectivity and the least amount of conflict with existing parking stalls or building access ways. The implementation of a walking path parallel to the Broadway corridor provides pedestrians with additional means of connectivity along the corridor. More importantly, activation of the existing alleyway will transform liability generating underutilized public infrastructure, into a community amenity that enhances surrounding property values and community identity. A community-oriented approach is necessary to be successful in activating existing alleyways. Public input and effective execution of crime prevention through environmental design would generate needed support and investment. In light of the limitations associated with the shared use path on the west side of the corridor, the City should explore the feasibility of an alleyway pedestrian path on the west side of the corridor before activation of the east side. Alleyway activation may be feasible on the west side between NW 37th Street and NW 40th Street. Again, a well thought established CPTED program is crucial to the success of an alleyway pedestrian path. An approved maintenance program must be adopted to ensure the envisioned improvements are kept in good repair and the alleyway is kept clean. The alleyway improvements should complement the agreed upon or envisioned aesthetic program along the corridor by way of landscape or public art features.

Alleyway activation can be accomplished in a cost-effective way. Improvements such as uniform planters, shade canopies, public art programming to enhance the aesthetics at the rear of commercial properties, and temporary string lighting can be implemented quickly. If the alleyway activation is deemed a success, then more permanent improvements such as entryway features where alleys meet the street, pedestrian level lighting, enhanced pavement, and street furniture should be implemented. Uniform wayfinding signs should also be installed to guide pedestrians to alleyway networks.



As stated by Uyen Dang, the community on the west side of Broadway Avenue is void of public amenities. Alleyway activation is a means to address this need. Specifically, the alleyway network abutting the Boys and Girls Club near 40th Street. This would provide a safer route for children traversing or walking along Broadway. Furthermore, there is heavy Hispanic influence in the area due to the large Hispanic population. Creating a sense of place by utilizing the existing alleyway networks could activate and enhance the already popular bodegas and restaurants creating an economic driver and showcasing the culture of the community.

IX. CASE STUDY

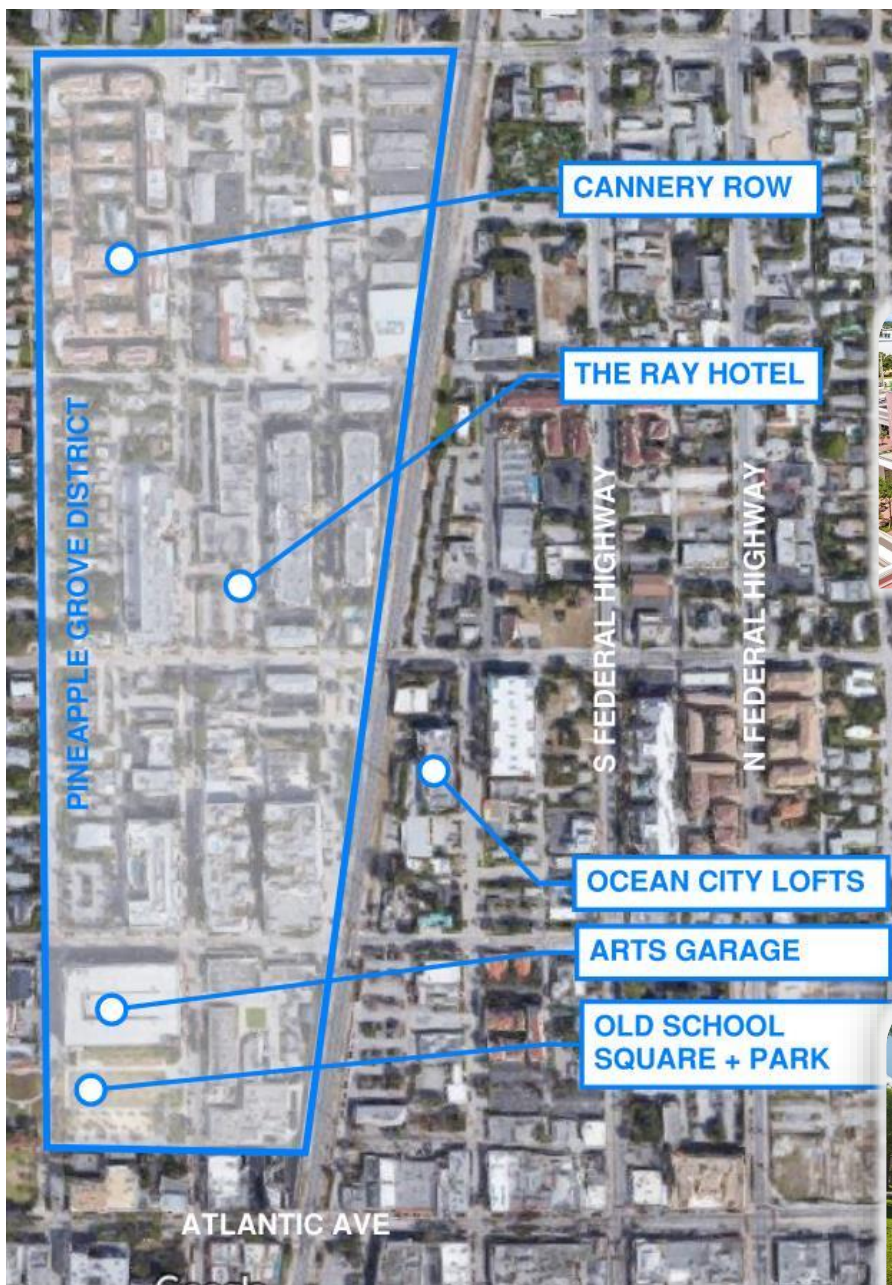
Precedent case studies of long corridors with similar site constraints and desired density were difficult to identify and analyze during the term of the project. The city of Delray Beach, particularly its Pineapple Grove District, does offer some useful urban planning and design principles for the future development of the Broadway corridor in West Palm Beach.

Pineapple Grove is generally composed of properties located along NE 1st, 2nd, and 3rd Avenues, between NE 4th Street and Atlantic Avenue. An eclectic, arts-oriented section of downtown Delray Beach, the district contains a mix of commercial, residential, and industrial uses. Pineapple Grove differs from the Broadway corridor in that it sits west of the Federal Highway by two blocks, with some similarly scaled developments by the highway itself. It also differs in that it is more centrally concentrated in a four-block by three-block area, rather than straddling a single long corridor.

Because of its similar lot depths due to an existing alley network, the district boasts many built examples of residential, commercial, and mixed-use developments with the height and intensity being recommended by our team for the Broadway corridor. This comparison is especially relevant for the portion of Broadway between 25th and 40th Streets that are served by existing alleys. On parcels with depths of about 120 feet, Pineapple Grove offers examples of two- and three-story townhome communities (Cannery Row); four to

five-story condominiums with integrated structured parking (Pineapple Grove Village); three- to four-story mixed-use developments (Ocean City Lofts); and four- to five-story boutique hotels (The Ray Hotel). Each development in the district complements the whole, creating a vibrant, unified, and pedestrian-oriented environment. Branded as an arts and cultural district, Pineapple Grove is anchored with a large public parking garage (Arts Garage), public open space and performing arts space (Old School Square) to the south.

Given the similarities, city staff, elected officials, design consultants, and community members can visit this district, just 30-minutes south of the subject corridor, to help determine if the recommendations of this report are appropriate for Broadway Corridor.



I. CONCLUSION

This project report primarily aimed to provide some answers on the land use and zoning changes needed within the Corridor. The report also investigated the minimum lot depths to realize some of the goals envisioned in this strategic, priority area of growth for the City of West Palm Beach. The team suggested some massing studies within different sections of the district to increase intensity and density in some areas without compromising the character East and West of Broadway.

The Broadway Corridor is full of challenges but also full of opportunities. For a true realization of the vision for Broadway, there will have to be a combination of zoning actions, private development encouraged by government incentives, and some re-evaluation of the historically designated areas to address the challenging and inconsistent lot depths. The CRA needs to balance the preservation of character of the Corridor, but also allow some flexibility in the way of new improvements to provide for the facilities to transform this area into its full potential.

While the private community already possesses real estate interests in key areas of the Corridor, the City's CRA is well positioned to kick off the transformation of the Corridor with the anchor sites it already owns but also through future land acquisitions, where possible. When activity starts, it is more likely to attract the private sector into investing on the Corridor's assets as well.

The proximity to the marina and its growing assets, and the growth of the surrounding neighborhoods can help continue to move the prospects of the Corridor in the right direction. As the Broadway Corridor is transformed, and traffic patterns change, a new phase of design and coordination could take place with Florida Department of Transportation for the Broadway corridor transit components are that not immediately feasible.

There appears to be a general desire for the corridor to be transformed within the various government agencies, the private development and overall community. Generally, the community predominantly wants to see change in this Corridor to make it a more walkable, safer neighborhood for all.

We hope this analysis and recommendation can generally serve to inform and guide some of the avenues that could open up opportunities to make the BMUD Corridor vision a reality.