



ULI TECHNICAL ASSISTANCE PANEL REPORT

# CITY OF LAUDERHILL

Land Use Analysis of Closed Inverrary Golf Courses

City of Lauderdale, Florida | June 21-23, 2021

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The Urban Land Institute is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of providing leadership in the responsible use of land and in creating and sustaining thriving communities worldwide.

ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics.

ULI was established 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, the Institute has a presence in the Americas, Europe, and the Asia Pacific region, with members in 80 countries.

For more than 25 years, the ULI Southeast Florida / Caribbean District Council has served the Southeast Florida and Caribbean region. Our over 1,100 members live and work in Florida's seven southernmost coastal counties reaching from Indian River through Monroe, and throughout the Caribbean Islands.

More information is available at [uli.org](http://uli.org). Follow ULI on Twitter, Facebook, LinkedIn, and Instagram.

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Since 1947, ULI has assisted communities by bringing together panels of seasoned real estate, planning, financing, marketing and development experts to provide unbiased pragmatic advice on complex land use and development issues. In 2004, the ULI Southeast Florida/Caribbean District Council began providing these services locally through Technical Assistance Panels (TAPs) to address specific development/real estate issues in areas such as housing, parking, redevelopment, future land use, Transit Oriented Development (TOD), and similar topics.

Drawing from its local membership base, ULI Southeast Florida / Caribbean conducts TAPs offering objective and responsible advice to local decision-makers on a wide variety of land use and real estate issues ranging from site-specific projects to public policy questions. The TAP program is intentionally flexible to provide a customized approach to specific land use and real estate issues. In fulfillment of ULI's mission, this TAP report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

Learn more at <https://seflorida.uli.org/>.

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## ACKNOWLEDGMENTS

On behalf of ULI Southeast Florida / Caribbean, the panel would like to thank the City of Lauderhill for this effort.

Special appreciation goes to the city staff in particular for their work in preparation, support, and coordination leading up to, during, and following the panel.

The panel would also like to thank the community leaders, planning staff, and representatives from across the City of Lauderhill who shared their perspectives, experiences, and insights with the panel.

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## EXECUTIVE SUMMARY

**THIS IS THE THIRD TAP** requested by the City of Lauderhill as it seeks to stimulate economic growth while improving the quality of life for its residents. The first (in 2019) was to help develop strategies for the repositioning of three development sites within Lauderhill, while the second (2021) provided guidance in the redevelopment of a Community Redevelopment Area (CRA) along the commercial corridors of Broward Blvd. and NW 31st Ave. The City again sought the assistance of the ULI Southeast Florida/Caribbean District Council to provide an assessment of the three privately held golf courses that had ceased operations but are limited in their redevelopment options due to a restrictive covenant.

The mission for ULI was to help the City, its residents and other stakeholders develop a better understanding of the former golf course properties located within the Inverrary neighborhood and to evaluate the land use within a variety of external frameworks. Specifically, ULI was asked to determine the best potential future uses for the sites that are most consistent with abutting properties and will contribute to the long-term vitality of the area and the City.

The three golf courses have been closed by their owners. The Executive course closed in 2004 after it was purchased by Home Dynamics, a Florida-based residential developer. The East and West courses were closed in June of 2020, with owners Victorville West Limited Partnership citing losses and a lack of profitability. All three courses are restricted from residential redevelopment by a covenant with

the Inverrary Association, which represents over 30 condominium and homeowner associations within Inverrary. The Association would like to see the properties remain as municipally maintained golf courses or open space, but are open to other recreational commercial uses. The Association is also opposed to any form of mixed-use or residential development. Any changes to the covenant would require a 2/3 vote by the homeowners within Inverrary.

Despite the opposition from the Association, it should be noted that the golf courses represent approximately 98 percent of the Lauderhill's vacant, potentially developable property, and there is little opportunity to develop residential or commercial properties elsewhere in a city with stagnated population and economic growth.



## FOUR DIFFERENT SCENARIOS, FOUR DIFFERENT FUTURES

While TAPs typically provide sponsors with recommendations for redevelopment, this report instead focuses on an analysis designed to lay out the advantages and disadvantages of potential development scenarios that will allow the City and its residents to make an informed decision regarding the future of the golf courses.

Before presenting the scenarios for each of the potential actions being considered, panelists provided a comprehensive picture of the implications for each land use decision. These included the economic impact of each scenario, including the cost of remediation; an overview of the state of the golf industry both nationally and in Florida; and an assessment of the allowable uses and rights and responsibilities of ownership, for both the golf course owners and the Association.

The report details four potential future land use scenarios for the former golf course properties. These scenarios were developed by the panel based on the priorities expressed by the City and stakeholders while taking into account key factors that contribute to long-term vitality and a healthy community. These scenarios are meant to serve as an illustrative and educational tool to help the City of Lauderhill understand its options regarding the Inverrary properties. The four potential scenarios are:

- **Scenario 1: Municipal Golf Complex**  
Retains and re-establishes the three courses through a City purchase of the properties and establishment of a municipal golf complex
- **Scenario 2: 100% Network of Public Parks**  
Converts the 350 acres of former golf courses to a network of public parks through a City purchase of the properties
- **Scenario 3: 70% Public Park**  
Retains 70% of the current space (roughly 250 acres) for municipal parks and introduces small-scale mixed-use / residential development on 30% of the space
- **Scenario 4: 30% Public Park**  
Retains 30% of the current space (roughly 100 acres) for municipal parks and introduces mixed-use or residential development on 70% of the space

The report concludes with suggestions for building a healthy community, recommendations for finding funding assistance, and some final thoughts to guide the community as it considers the future of properties and the role that they could play in transforming the future of Lauderhill.

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This is an incredibly unique, once-in-a-generation opportunity for Lauderhill to determine the course of its future.

# BACKGROUND AND PANEL ASSIGNMENT

## TAP CONTEXT

The City of Lauderhill reached out to the ULI Southeast Florida/Caribbean District Council to request a TAP to provide guidance on what the highest and best uses would be for three golf courses that had ceased operations in the area known as Inverrary. The City is currently experiencing an abundance of inquiries from potential developers and the public, and panelists were asked to conduct an analysis to assist in the long-term planning for the sites that will contribute to the long-term vitality of the area and the City. A major consideration is that the properties are limited in their redevelopment options due to a restrictive covenant that only allows for “commercial recreational uses. Any changes to the covenant would require a 2/3 vote by homeowners within the 1000-acre Inverrary neighborhood.

The panel was asked to conduct a study of the former Inverrary Golf Courses to determine the best potential future uses for the sites that:

- are most consistent with abutting residential properties, and
- contribute to the long-term vitality of the area

## PANEL PROCESS

Prior to convening, the Panel received a comprehensive briefing book on the study area, the surrounding community and the City of Lauderhill, including site maps and aerial photos, demographic data, and previous studies commissioned by the City. Panelists then met with City officials online on June 15th for a panel orientation to discuss the scope of the assignment, as well as background and context.

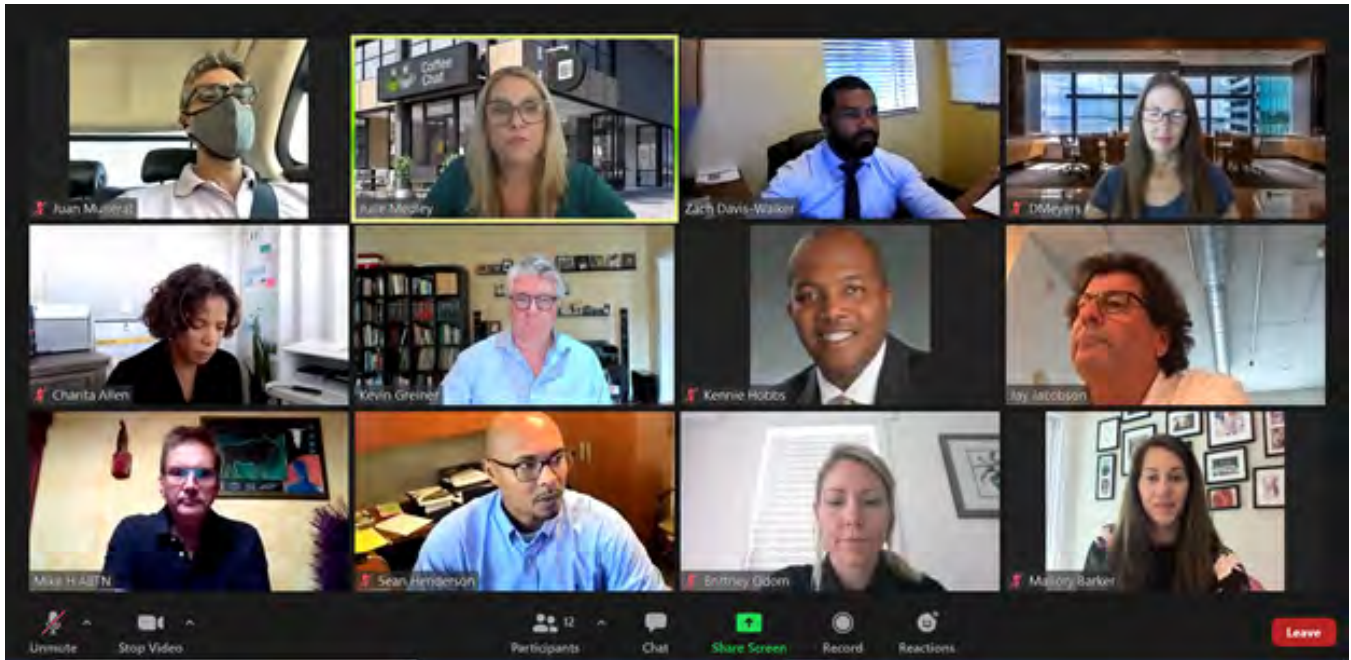
On June 21st, panelists were greeted at Lauderhill City Hall by City officials and given a socially distanced and masked bus tour of the study area, narrated by Zach Davis-Walker, Assistant Director of

Community Development for the City of Lauderhill. The tour included City Manager Desorae Giles-Smith; Commissioners Melissa P. Dunn and Lawrence “Jabow” Martin; Leslie Johnson, Director of Public Relations and Cultural Arts; and April Skinner, Chief of Code Enforcement.

The tour began with a stop at the clubhouse area of the Inverrary Country Club (comprised of the “East” and “West” courses) on Inverrary Boulevard, where panelists observed that the club is used as a public recreational area for walkers and bicyclists despite being a private club. Panelists were also informed that the property is sometimes populated by homeless individuals, and ATV and dirt bike riders also use the property. Although the courses are closed for golf uses, ownership provides routine maintenance to all of the properties. It was also noted that there is no obligation under the existing covenant for owners to maintain the open space at any of the three sites, which could lead to excessive vegetation overgrowth and an exacerbation of issues associated with illegal usage.

Panelists also conveyed to City officials that the combined golf properties total approximately 350 acres of potentially developable land in a city where 98% of available land has already been developed. It was noted that the officials appeared genuinely surprised by the amount of developable land the courses represent.

The tour then traveled to the Executive Golf Course, which is surrounded by condominiums and single family homes as well as an adjoining property, the Environ Cultural Center. The center offers amenities to seven of the nearby home-owners associations (including five 55-plus communities), and includes a 500-seat theater, a pool, library, tennis courts and a bowling alley, as well as offering an array of activities and classes. The City also maintains a two-acre park next to the course, the Ilene Lieberman Botanical



Gardens, which includes a nature trail and public art as well as the botanical garden.

Following the tour, the panel held a debriefing/work session before meeting again with City officials and Inverrary community members in a public forum at City Hall to listen to concerns and gain clarity on the issues facing the study area. Stakeholders in attendance at the session expressed strong opposition to any multifamily or non-recreational commercial redevelopment of the properties. Their stated preference was to keep the golf courses intact or to have them developed as public space, and most voiced support for the City purchasing and operating the properties as municipal golf courses.

The following day, panelists met virtually in an all-day working session to conduct analysis. On the afternoon of June 23rd, panel members presented their findings in a Zoom recording to be reviewed by City officials. The regularly scheduled presentation at City Hall, which would have been open to the public and also available on Zoom, was cancelled due to a City emergency. The complete assessment and recommendations from the panel's recorded presentation follows in this report.



MAXWELL ZENGAGE

Top: The ULI panel meets with City of Lauderhill staff and officials online via Zoom for their orientation and briefing meeting on June 15th.

Above: Some members of the panel, along with ULI staff, City of Lauderhill staff, and elected officials during a tour of the study area and surrounding areas on June 21<sup>st</sup>.



## LOCATION AND CONTEXT

**LOCATED AT THE CENTER OF BROWARD COUNTY**, the City of Lauderhill stair steps between the cities of Sunrise, Tamarac, Plantation and Lauderdale Lakes. Nearly nine square miles in size, Lauderhill is close to the Fort Lauderdale/Hollywood International Airport and within easy reach of the Everglades; the Florida Turnpike, I-75, I-95, I-595 and the Sawgrass Expressway, where its central location and easy travel access have made it increasingly attractive to developers.

Before its incorporation in 1959, The City of Lauderhill was largely farmland. By the late 1970's, Lauderhill had seen significant single-home community development, including the development of the Inverrary Country Club, which hosted the Jackie Gleason Inverrary Classic on the PGA Tour in 1972.

Today, the City is home to over 70,000 residents, with roughly 60% claiming birth or heritage from Caribbean countries such as Jamaica, Haiti, Guyana, and Trinidad and Tobago. The City's Caribbean heritage is evident throughout, with an abundance of community celebrations, sporting events, locally-owned retail, and restaurants that sell a variety of Caribbean cuisines.

The City boasts a strong sense of community engagement and involvement, and earned an "All-America City Award" from the National Civic League in 2005 for its strength at "using inclusive civic engagement to address critical issues and

create stronger connections among residents, businesses, and nonprofit and government leaders."

The Central Broward Park & Broward County Stadium located at the edge of the Study Area features a multi-purpose stadium that hosts international cricket matches, rugby and soccer, while the nearby Lauderhill Performing Arts Center and Library, a 47,585 square-foot facility which opened in 2016, provides cultural offerings throughout the year.

## STUDY AREA

The Inverrary Study Area is bounded by NW 44 Street, Inverrary West Blvd, Oakland Park Blvd, and Rock Island Road, and includes three privately-owned golf courses, known as the “East Golf Course”, the “West Golf Course”, and the “Executive Golf Course” (also known as “South”) that have ceased operations and are currently unused.

The Inverrary area of Lauderhill has a population of 11,755, with nearly 4,500 households, accounting for just over 16% of the City’s population. Residents include a broad mix of families, retirees, snowbirds, full-time residents, renters, and homeowners, with broad representation of the City of Lauderhill’s diverse cultural and ethnic backgrounds.

Homeowners in the area are represented by the Inverrary Association, a master association of over 30 condominium and homeowner associations that include senior and family-oriented communities, with the neighborhoods spread across 1,000 acres of land within the City of Lauderhill.



FORE LIFE



Top Right: Young golfers participate in a session hosted by Lauderhill-based Fore Life, a nonprofit organization dedicated to empowering vulnerable youth through golf. Above: The Inverrary area of Lauderhill is outlined in pink, with the three closed golf courses highlighted in red.

# THE GOLF COURSES: LEGACY & OPPORTUNITY

In order to understand the importance of the three golf courses being looked at in this study, the opportunity they represent, the potential implications of any actions taken with them, and the risks associated with inaction, it is necessary to understand the scope, regulations, history, legacy, and community attitudes surrounding these properties.

The three golf course properties, commonly referred to as the “East Golf Course”, the “West Golf Course”, and the “Executive Golf Course” or “South Golf Course,” are privately-owned properties totalling roughly 350 acres of open space that constitute the cultural and historical heart of the Inverrary community. Established over forty years ago, the courses were wildly popular during the golf heyday of the late seventies, welcoming numerous PGA tournaments, former presidents, and celebrities.

Originally, all three courses were part of the Inverrary Country Club. Built in 1970, it was once one of the top golfing destinations in the U.S., with the East course hosting 15 PGA and LPGA tournaments, including the Jackie Gleason Inverrary Classic from 1972-1980 and the 1976 Tournament Players Championship.

However, due to a nationwide decline in golf since the early 2000s, the courses have been steadily losing money since the early 2000s. In 2004, the Executive Golf Course, which totals approximately 59.5 acres along Rock Island Road, was shuttered. It was purchased by Home Dynamics shortly after, with the company submitting plans to the City seeking permission to build a housing development on the course prior to the closing.

The remaining East and West courses of the Inverrary Country Club total approximately 292 acres and are owned by Victorville West Limited Partnership. The courses remained operational until 2020, when they were finally closed after “years of operational losses where revenues have not been sufficient to cover the expenses.”

Since their closure, the courses have been regularly mowed by their owners, and as of this Study, remain functionally accessible to the public and the residents of the surrounding community, which values them greatly as a public park and open space.



STATE LIBRARY AND ARCHIVES OF FLORIDA



MAXWELL ZENGAGE

Top: Jackie Gleason with Lee Trevino and Bob Hope at the Inverrary Country Club in the 1970s.

Bottom: A current view of the golf course property.

## Regulations and Protections

All three golf courses are governed by a Declaration of Use Restriction Covenant, which states that the land must be kept for a “Commercial Recreation use”, which generally means that any recreational and income-producing recreational uses are allowed on the properties. Some commercial recreational uses that are currently allowed under the covenant include:

- Golf courses or related facilities such as Top Golf
- Sport facilities such as field houses and training academies
- Soccer fields, tennis courts, basketball courts
- Stadiums
- Pools, water parks, and waterski facilities
- Active and passive parks

Any changes to allow uses not in keeping with the “Commercial Recreational” restriction of the Inverrary Community Benefits at large agreement would require a two-thirds vote of approval from Inverrary property owners.

## Privately Owned

It is crucial for all parties to understand and remember that the golf courses are privately owned, as are the properties that abut the golf courses. In simplest terms, what this means for the community is that the owners of the golf course properties have absolutely no obligation to provide public access or maintain the properties as open space. They are only required to maintain the property to the standard level of property maintenance required under the code, and can sell or redevelop the properties however they see fit within the existing “Commercial Recreational” covenant.

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Even within the guidelines of the restrictive covenant, the open space that the community values as a public asset could disappear overnight.

## Pursuing Redevelopment

It is also important to note that the current owners of all three former courses have already expressed interest in and begun efforts to pursue redevelopment of their properties into more financially viable non-commercial recreational uses, namely to residential development. In 2017, the Inverrary Country Club club sought to cancel the covenant in a 2017 court filing, stating that “the golf course has become unprofitable.”



A current view of the golf course property.

MAXWELL ZENGAGE

## THE GOLF REALITY

Driven by a relatively strong economy and the rise of golf stars like Tiger Woods, golf boomed in the period from 1986 to 2005, and single family home development in Florida often centered around golf courses.

But interest in golf has been in decline nationally since 2005. Between 2005-2018, there were 1,243 course closures in the U.S.; a 22% decrease in golf rounds played between 2003-2018 (a drop-off of 6.8 million rounds); and golfing households within golfing communities have decreased, with only 10% to 30% of residents identifying as golfers, according to data provided by the National Parks and Recreation Association and the PGA.

There are a myriad of reasons given for the decline, including the perception of golf as an “elite” sport, out of step with the demographic trends of the nation. Courses are often geographically inaccessible for large swaths of the population, and greens fees are expensive. And for many, technology has changed the way the sport is played. The rise of virtual golf simulation venues reduces the length of time it takes to play 18 holes in a climate-controlled virtual environment, two major selling points for players.

### Is Golf Still a Viable Option?

During the public TAP meeting held at City Hall, a passionate constituency within Inverrary expressed their desire to see the golf courses purchased by the City and operated as municipal courses. In the past, this may have made economic sense. However, the closing of golf courses is a national trend, one that is particularly prevalent in South Florida. Private and public courses throughout the region have been forced to shutter, and a 2018 investigation by USA TODAY Network-Florida reported that Florida’s municipal golf courses have lost nearly \$100 million over the past five years. While some dipped into reserves or found one-time sources of revenue, overall these county- and

city-owned courses required \$64.9 million in subsidies to stay afloat, the investigation showed.

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### Golf Course Remediation

Any discussion of the repurposing of the golf courses for other uses must take the cost of remediation into consideration. Although there is no available documentation indicating that any of the three courses located in Inverrary are contaminated, it is highly likely that some level of soil and groundwater contamination may be present given the methods used to maintain the golf courses. Contamination is due to the legal and beneficial application of pesticides, herbicides, and fungicides used in courses in the region over the course of 50 years.

Per Broward County code, any change from golf to other uses would require an environmental assessment of the property to identify any potential contaminants that may be harmful to humans. The costs of the assessment and potential remediation could vary greatly, but using conservative estimates, could exceed well over \$3 million for passive recreational use ( $\$10,000 \text{ per acre} \times 352 \text{ acres} = \$3.52 \text{ million}$ ), or over \$7 million for residential use ( $\$20,000 \text{ per acre} \times 352 \text{ acres} = \$7.04 \text{ million}$ ). Since passive recreational uses are not as profitable, this may discourage passive recreational investors or owners from purchasing such a property.

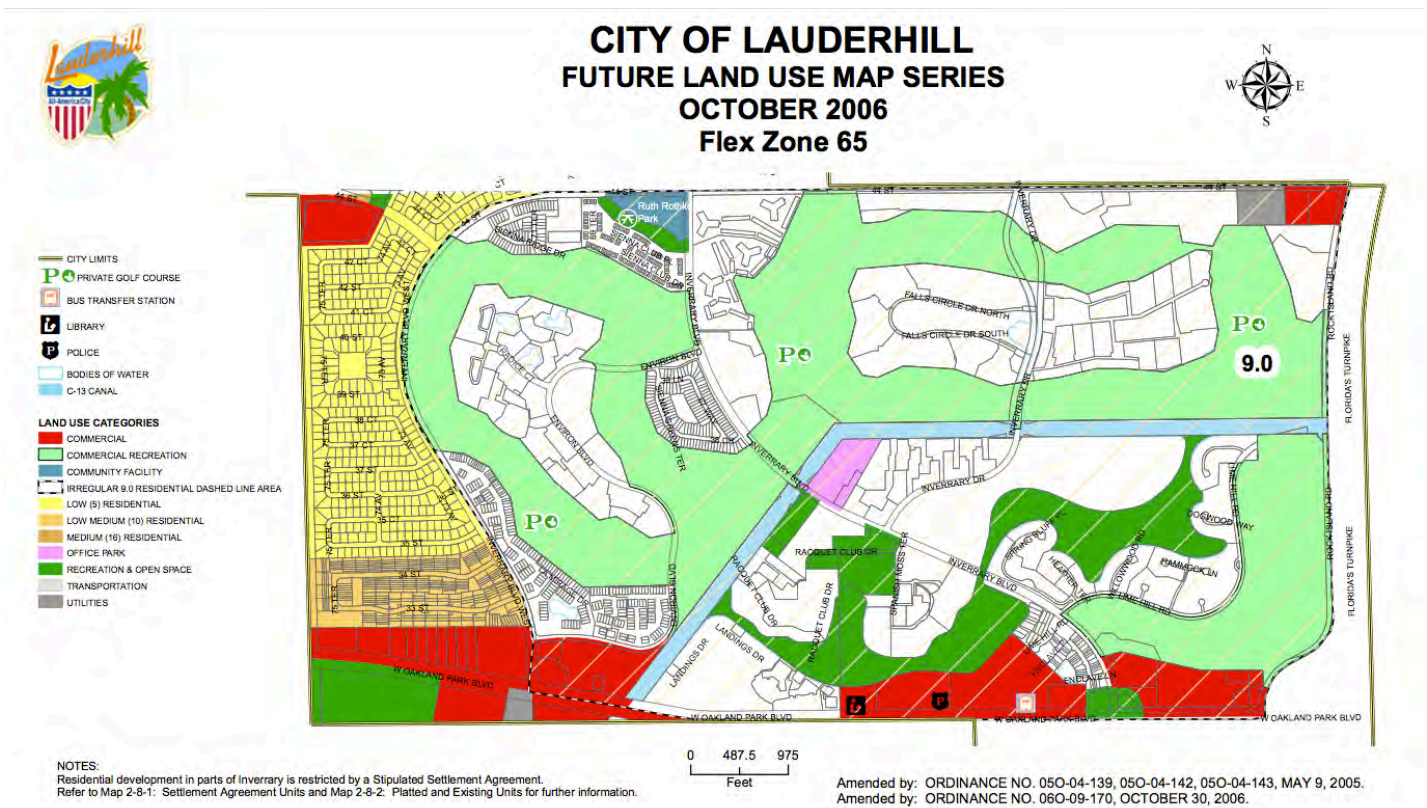


# ADDITIONAL RESIDENTIAL DEVELOPMENT ALLOWED

The Inverrary neighborhood, including the three privately-owned golf courses, is part of a Planned Unit Development (PUD) that has been approved for nine dwelling units per acre within the 1008-acre area, for a total of 9,072 units allowed for development. To date, only 7,762 units have been built, with another 168 platted units on reserve. What that effectively means is that based an additional 1,142 units are already allowed to be built anywhere within the dashed line area – except for the golf courses, which are still protected by the covenant.

The background on the Inverrary neighborhood's PUD status and remaining 1,142 allowed units for development is critical because it is a trend we are seeing more frequently. Stakeholders should be aware there is an emerging strategy being deployed across

the country by investors, real estate investment trusts, and developers. This strategy includes purchasing land in PUDs with remaining units to be developed – especially in areas with neighborhood-located golf courses – for residential development. The current debate concerning the future of the Inverrary golf courses is not unique. We are seeing this golf course acquisition strategy in other communities throughout the country – and especially in Florida.



An additional 1,142 residential units are allowed to be developed within the Planned Unit Development (PUD) area, outlined with a dotted line.

# ASSESSING POSSIBILITIES

This report is designed to be educational and informational, serving as a resource and reference for the City and its residents as they discuss the future of the golf courses. The purpose of this report is to help stakeholders understand what's at stake, how these properties should be considered and why, and lay out the advantages and disadvantages of potential development scenarios so that the City and its residents can make an informed decision regarding the future of the golf courses, and ensure that this land serves as a catalyst for a healthy and financially sound future for the City of Lauderhill.

When carefully planned and considered within the context of a community's needs and vision, redevelopment projects can present cities with valuable opportunities to address pressing community needs, capture opportunity, and provide maximum value to their residents, businesses, and economy.

As it looks to its future, Lauderhill is facing increasingly difficult challenges, particularly around employment, economic development, housing availability, and traffic. It is imperative to recognize the potential that redevelopment of the golf course properties has to help solve them, and any discussion regarding the fate of the golf courses needs to take place within this much larger context, as these properties represent the City's largest remaining mass of land to work with, as well as an area with cultural and historical significance.

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Any discussions regarding the fate of the golf courses needs to take place within the broader context of the City of Lauderhill's current and future needs, challenges, and potential. It represents the City's best opportunity to determine and secure its future.

## THE LAUDERHILL REALITY

It is important to remember that an area must provide three things for its residents in order to maintain a healthy economy:

1. Economic opportunity in terms of job choices or opportunities to start a business;
2. A wide variety of housing choices; and
3. Housing that is safe, of high quality, and affordable

A healthy employment and housing market is vital to a city's success because limited choice affects not only middle- and low-income families, but also young workers entering the job market – even those with higher levels of education. Areas without enough lower-priced and rental housing options risk failing to retain or attract young talent.

From 2010 to 2015 the population of Broward County grew by 8%, with Lauderhill right behind at 7%. But from 2015 to 2019 (the last year U.S. Census population figures were available), the City's population growth has slowed to a standstill, with Lauderhill expanding by just 0.4% while the whole of Broward County grew by 3%. That slowing of growth is due largely to the lack of available land for residential and commercial uses, which severely impacts the potential future tax base. This lack of development also impacts population growth, as house-hunters are increasingly choosing communities with newer housing stock, diverse retail, and jobs in close proximity to home.

## Declining Housing Options

The total number of housing units in Lauderhill declined by nearly 1,200 following the recession. That number rebounded to close to pre-recession levels (28,371) in 2019 but many of the units were sold to out-of-town or institutional investors, leaving Lauderhill residents with limited housing choices.

Currently, 64% of all households and 75% of the renter households in Lauderhill are considered “cost burdened,” which HUD defines as spending more than 30 percent of household income on housing. These numbers are drastically higher than the 49.7% national average in 2018. This indicates that residents in Lauderhill have a difficult finding desirable housing options within their budget, which has multiple associated negative impacts, including an adverse effect on educational attainment rates, healthcare spending, and a decrease in disposable income, which drastically reduces spending on local retail, and in turn harms the overall local economy.

## Limited Opportunity and Upward Mobility

At \$41,723, Lauderhill’s average median income lags far behind the rest of the U.S. (\$65,712) and Broward County (\$61,502). The poverty rate of 15.4% and childhood poverty rate of 25.2% in Lauderhill also significantly exceeds that of the U.S. (10.5% and 14.4% respectively). This data is a strong indicator of a lack of upward mobility and opportunity.

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The lack of land availability, well-paying jobs, and population growth will make it increasingly difficult for Lauderhill to continue providing housing, creating opportunity, and retaining residents in the future.

## Traffic Issues

Due to the lack of well-paying jobs within Lauderhill, less than 5% of the nearly 34,000 employed residents work within the city limits. This means that over 32,000 people are leaving and returning to Lauderhill each day, creating problematic workday traffic congestion.

Generally speaking, traffic improves when the number of trips – particularly single occupancy car trips – is reduced. In environments where the land use is homogenous (dominated by single-family homes and/or dense multifamily) and there is limited mixed-use development, daily activities tend to generate excessive vehicular trips, overloading infrastructure facilities and creating gridlock conditions. Inversely, in areas where a variety of land uses (commercial, retail, dining, and residential) are present within a short distance, those trips are minimized, and traffic is mitigated as daily needs are met within walking distance.

Increasing the amount and variety of local employment opportunities and encouraging a greater mix of land uses, particularly ones that meet daily needs such as grocery stores, childcare centers, and restaurants, could greatly help in reducing the amount of trips that Lauderhill residents are currently making outside of the City on a daily basis in order to fulfill their basic needs. The closer that these uses are located to residential areas, the more vehicular traffic can be reduced as a walking becomes an increasingly viable and attractive option.



BOX WATER IS BETTER, UNSPLASH

## A CRUCIAL DECISION

If a city cannot provide housing, jobs, and lifestyle opportunities for its young workers and families, it risks losing its next generation of homeowners, business owners, employers, and taxpayers. In Lauderhill, delivering on these objectives is becoming increasingly difficult due to the lack of land availability, stalled population growth, and a dearth of well-paying jobs within the city.

At over 350 acres, the golf courses represent approximately 98 percent of Lauderhill's vacant, potentially developable property. The size, value, and opportunity that these properties present cannot be overstated - they present a once-in-a-generation opportunity to shape the future of Lauderhill.

Though the City faces a critical need for more housing and there are few opportunities to develop workforce housing elsewhere, the need for housing in no way diminishes the importance of high-quality parks and open space to a community, and the community should carefully think about this in considering future plans

Parks that are well-designed, safe, accessible, near active uses such as jobs, retail, cultural amenities, and education, and beneficial to the whole community can drastically improve the long-term vibrancy

and economic success of a City. Successful parks can also greatly contribute to creating a sense of place, strengthening the bonds within a community, increasing property values, and attracting and retaining residents and businesses.

It is crucial for all parties to remember that the golf course properties are privately owned, and that within the guidelines of the restrictive covenant they can be bought, sold, or completely redeveloped into any other type of commercial recreation, including ones that may be completely undesirable to the neighboring residents, and that this valued open space can disappear overnight. In short, even with the existing covenant, these valuable open spaces are not protected as such.

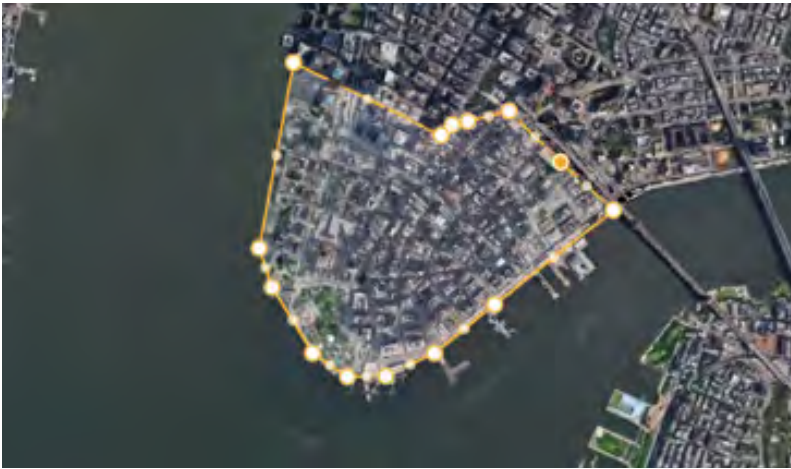
As it remains locked in a conflict over the fate of these properties, the City risks losing this crucial opportunity to shape its future. Optimally, they should be discussed in the broader context of what Lauderhill would like to become as a city, and what it wants to provide for all of its residents over the next half-century.

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These properties present a once-in-a-lifetime opportunity for the City of Lauderhill to shape and secure its future



A view of one of several ponds located within the golf course properties.



The golf course properties total 350 acres, an area equal in size to Downtown Fort Lauderdale (top left), the Washington D.C. Mall and all of its museums (top right), Lower Manhattan (above left), and half of Central Park (right).

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At over 350 acres, the golf course property is a huge piece of land that accounts for about 98 percent of Lauderhill’s vacant, potentially developable property.

350 acres of land

Susceptible to change

**Four possible scenarios**

# FOUR POTENTIAL SCENARIOS

It was clear from the public forum held at City Hall that there is a passionate constituency within Inverrary that would like to see the golf courses continue to operate as originally conceived, while another large group of residents that would like to see the areas preserved as public parks. Despite these differences, residents emphasized that what is most important to them is the protection of the open space and the views from their properties; the preservation of the historic legacy of the courses; and the improvement of property values for all stakeholders.

To prepare the City and stakeholders for an educated discussion going forward regarding future plans for the properties, the panelists have put together four different future scenarios for the properties based on the community's different priorities. These scenarios span the spectrum from purchasing and operating the properties as municipal courses to an option with a significant mixed-use development component.

These scenarios illustrate the pros, cons, and related outcomes of each potential option and are meant to serve as an unbiased educational tool for the City and stakeholders to understand the benefits and opportunity costs of any choice that can be made regarding the properties.

ULI does not advocate for one scenario over another. But with such a significant amount of land and potential opportunity to address key community needs being discussed, as well as big budget decisions, it is crucial for the community to understand that any choice, including inaction, carries both benefits and considerable opportunity costs, and contributes to creating a different future for the City of Lauderhill.

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Any choice the community makes for the future of the properties, including inaction, carries significant benefits and opportunity costs and could drastically reshape the long-term future of Lauderhill.

The first two scenarios preserve the entirety of the 350 acres of available land: These two options are public-driven, meaning that they are City-led ventures and the cost of carrying them out falls on the City.

- **Scenario 1: Municipal Golf Complex**  
Retains and re-establishes the three courses as a municipal golf complex
- **Scenario 2: 100% Network of Public Parks**  
Converts the 350 acres of former golf courses to a network of public parks

Scenarios 3 and 4 were approached with the goal of maximizing parks and open space while seeking to address some of the City's challenges regarding housing and lack of jobs and retail while staying within the bounds of the pre-approved development potential associated with the PUD. Each looks to cluster development (using the same number of units for each scenario – roughly 1,000) in order to preserve views and protect neighbors from existing and future externalities, such as the nearby Florida Turnpike.

- **Scenario 3: 70% Public Park**  
Retains 70% of the current space (roughly 250 acres) for parks and introduces mixed-use / residential development on 30% of the space
- **Scenario 4: 30% Public Park**  
Retains 30% of the current space (roughly 100 acres) for parks and introduces mixed-use / residential development on 70% of the space

## EVALUATING SCENARIOS

In order to best evaluate all potential scenarios, the community should carefully determine which criteria are most important to the Inverrary community and the City of Lauderhill's future.

The panel identified several distinct criteria areas that reflect the concerns and priorities raised by the Commission, City Staff, and Inverrary residents, as well as additional criteria that are important contributors or detractors to a community's long-term vibrancy and economic success. These criteria should be considered together in evaluating potential futures for the properties:

- How would any actions taken with this land benefit not only residents of the Inverrary neighborhood, but the entirety of Lauderhill citizenry?
- How do those actions honor the history and cultural significance of the golf courses?
- What would be the impact of development overall, including the commercial and recreational aspects of a redevelopment, as well as the traffic implications?
- What is the existing land use pattern, and does it provide the basic elements of a healthy community with access to the daily needs of the residents?

- How would views from adjacent properties be affected by building housing or changing the landscape to facilitate development?
- And finally, what is the financial viability (including both the upfront costs to start and the long-term funding to sustain) each of these scenarios?

As readers of the report go through each of the scenarios, there are a number of important considerations to keep in mind:

- Maintaining the status quo is not a long-term solution
- There are costs associated with buying and maintaining recreational facilities
- Each scenario impacts health, traffic, and quality of life
- Any land use changes will require site assessment/ remediation and legislative action

## WHAT CAN THESE PROPERTIES DO FOR LAUDERHILL'S FUTURE?

In order to better understand and evaluate the potential future of this land, the panel recommends that the City, residents, and stakeholders strive to think about what it can change and achieve for the City of Lauderhill on a macro scale. A helpful way to do this is by thinking about the following questions:

How can this land...

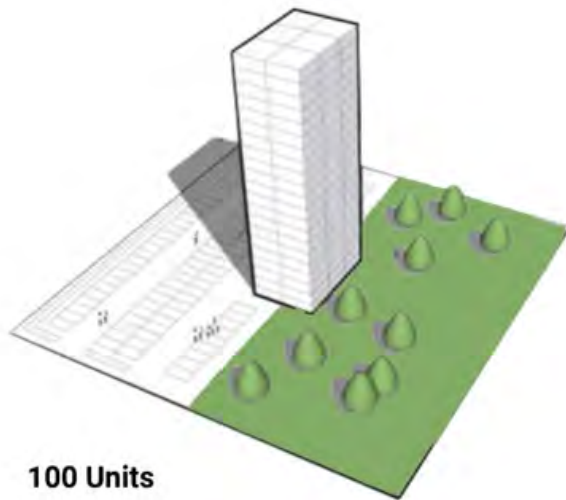
- Provide the greatest benefits to City residents?
- Provide the greatest benefits to Inverrary residents?
- Retain or improve cultural and community benefits?
- Mitigate or improve impacts on adjacent neighbors (traffic, noise, safety, property values, etc.)?
- Be financially viable and sustainable long-term?



## DENSITY PRIMER

Before examining these scenarios, it is also important to understand the role of density in the retention of open space. Clustering development is an important principal that allows developers to retain more open space by increasing density in areas with the least impact to existing residents. While ULI remains agnostic to building design and height, the diagram below illustrates how the clustering of development in nodes can preserve space for parks and retaining important viewsheds.

For example, clustering development at the edge of Inverrary next to the Turnpike could accommodate the same number of dwelling units as dispersing them at a lower density across the entire site. Clustering preserves open space and views and also mitigates traffic impacts. Alternatively, accommodating the very same number of dwelling units in a low-density configuration across the site would preserve little to no land for parks while obstructing the majority of views for residents and limit access to the remaining land designated for public use.



# SCENARIO 1: A MUNICIPAL GOLF COMPLEX

## A 350 ACRE MUNICIPAL GOLF COMPLEX

In this scenario, the three former golf courses are acquired by the City (at the public / taxpayer expense) and are then restored to full operating condition, including parking facilities, clubhouses and other support facilities, and site remediation.

The Lauderhill Municipal Golf Complex is open to the public. Golf facilities are operated and maintained by the City and/or a third party vendor.



Pompano Beach's municipal golf course consists of two 18-hole championship courses.

### FINANCIAL SUMMARY

#### PUBLIC COSTS

Course Restoration	\$22.4 Million
Annual Maintenance	\$2.99 Million
Annual Debt Service	\$1.5 Million
<b>Total Annual Cost to City</b>	<b>\$4.5 Million</b>

#### PRIVATE COSTS

Value of Private Development	—
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#### PUBLIC REVENUE

Operating Profit	—
Property Tax Revenue	—

### FINANCING OPTIONS

Options for the City to fund this scenario include:

- **Service / Special District Assessment**  
Specific to Inverrary residents, this would collect revenues from the residents who would benefit the most  
*A Special Assessment District works by assessing an additional tax on top of the existing property or sales taxes for property owners within the district. This additional pool of tax revenue is then used to finance the project it was created for.*
- **Municipal Bond**  
Serviced by all residents, this would spread the collection of funds throughout the City  
*A Municipal Bond is a debt investments issued by a local government entity to raise money to fund specific projects or operations.*

# SCENARIO 2: A 100% PUBLIC PARK NETWORK

## A 350 ACRE NETWORK OF PUBLIC PARKS

The three former golf courses are acquired by the city (public/taxpayer expense) and converted into a network of parks animated with a combination of active and passive recreational opportunities.

The Inverrary Public Park is open to the public. Park facilities are operated and maintained by the city and/or third party vendor.



### FINANCIAL SUMMARY

#### PUBLIC COSTS

Park Conversion	\$20.8 Million
Annual Maintenance	\$2.0 Million
Annual Debt Service	\$1.4 Million
<b>Total Annual Cost to City</b>	<b>\$3.4 Million</b>

#### PRIVATE COSTS

Value of Private Development	—
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#### PUBLIC REVENUE

Operating Profit	—
Property Tax Revenue	—

### FINANCING OPTIONS

Options for the City to fund this scenario include:

- **Service / Special District Assessment**  
Specific to Inverrary residents, this would collect revenues from the residents who would benefit the most from the project  
*A Special Assessment District assesses an additional tax on top of the existing property or sales taxes for property owners within the district. This additional pool of tax revenue is then used to finance the project it was created for.*
- **Municipal Bond**  
Served by all residents, this would spread the collection of funds throughout the City  
*A Municipal Bond is a debt investments issued by a local government entity to raise money to fund specific projects or operations.*

# SCENARIO 3: 70% RETAINED FOR PUBLIC PARKS

## 246 ACRES RETAINED FOR A NETWORK OF PUBLIC PARKS

In this potential scenario, a 106-acre portion of the Executive Golf Course located along Rock Island Road that is currently designated for the development of a Florida Turnpike Ramp is redeveloped into mixed-use / residential development with a variety of housing units: 40% Multifamily, 30% Single-family, and 30% Townhomes. The East and West Golf courses are purchased by the City and preserved as a public park.



### FINANCIAL SUMMARY

#### PUBLIC COSTS

Park Conversion	\$14.5 Million
Annual Maintenance	\$1.4 Million
Annual Debt Service	\$0.9 Million
<b>Total Annual Cost to City</b>	<b>\$2.4 Million</b>

#### PRIVATE COSTS

Value of Private Development	\$302 Million
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#### PUBLIC REVENUE

Operating Profit	—
Property Tax Revenue	\$2.6 Million
<b>Total Annual City Revenue</b>	<b>\$0.2 Million</b>

This scenario:

- Preserves viewsheds for existing homeowners
- Provides a first-class park system for Inverrary
- Covers the costs to purchase, develop, and maintain the East and West properties as public parks via increased tax revenues from the additional residential units

# SCENARIO 4: 30% RETAINED FOR PUBLIC PARKS

## 106 ACRES RETAINED FOR A NETWORK OF PUBLIC PARKS

In this potential scenario, 245 acres are developed into mixed-use / residential development with 1,000 residential units: 250 Multifamily units on the Executive Course / FL Turnpike site, and 750 Single-family or Townhome units are dispersed throughout the East and/or West properties.



### FINANCIAL SUMMARY

#### PUBLIC COSTS

Park Conversion	\$6.3 Million
Annual Maintenance	\$0.6 Million
Annual Debt Service	\$0.4 Million
<b>Total Annual Cost to City</b>	<b>\$1.0 Million</b>

#### PRIVATE COSTS

Value of Private Development	\$342 Million
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#### PUBLIC REVENUE

Operating Profit	—
Property Tax Revenue	\$2.9 Million
<b>Total Annual City Revenue</b>	<b>\$1.9 Million</b>

This scenario:

- Covers the costs to purchase and develop the remaining 106 acres of the properties as public parks via increased tax revenues from the additional residential units
- Impacts viewsheds for existing homeowners
- Provides a more constrained park system for Inverrary

# SCENARIO SCORECARD

To help frame thoughts and future conversations around each of these four scenarios, the Panel prepared a scenario evaluation scorecard based on the nine priority considerations distilled from the Panel’s conversations with Commission members, city staff, and Inverrary residents. With such a significant amount of land susceptible

to change and some big budget ideas regarding future use of the acreage, there are significant opportunity costs associated with each scenario.

	Retain Golf 350 Acres	100% Park 350 Acres	70% Park 246 Acres	30% Park 106 Acres
BENEFITS TO CITY RESIDENTS				
BENEFITS TO INVERRARY RESIDENTS				
HONOR LEGACY & HISTORY OF INVERRARY				
PROMOTE AFFORDABILITY & OPPORTUNITY				
IMPACTS TRAFFIC				
RESPECT VIEWSHEDS				
REQUIRES REMEDIATION				
COST TO CITY RESIDENTS				
COST TO INVERRARY RESIDENTS				

Green dots identify benefits while red dots indicate impacts. A half circle indicates less of an impact vs a full circle.

Scenario 1, a Municipal Golf Complex provides benefits to Inverrary residents and to all City residents that play golf. It honors the history and legacy of the properties, but comes with significant costs to buy, improve, and maintain the properties, which falls on the City and residents. The scenario fails to provide additional opportunity to the City by promoting affordability, healthy living, employment, or economic development.

Scenario 2, a Public Park Network provides broader benefits to a greater percentage of Inverrary and City residents by creating a recreational asset accessible and open to all. It only partially honors the legacy and history of the courses by retaining a valued open space. This scenario also comes with a significant cost to the City and fails to address the City’s housing, employment, or affordability challenges.

Scenario 3, a 70% Park and 30% Private Development provides the same broader benefits to a large percentage of Inverrary and City residents by creating a recreational asset accessible and open to all. It only partially honors the legacy of the courses by retaining open landscape. By clustering development to buffer the Turnpike ramp, it protects property owners’ views and has minimum impact on the landscape. It also completely covers the cost of the parks through increased tax revenues, and enables the City to make strides on its housing, employment, and affordability challenges.

Scenario 4, a 30% Park and 70% Private Development still provides benefits to all residents through a high-quality public park, but at a more limited scale. It only partially honors the legacy of the courses by retaining a smaller amount of open landscape. Though it completely covers the cost of the parks through increased tax revenues and enables the City to make strides on its housing, employment, and affordability challenges, it does not create as large and potentially impactful of a park as the previous two scenarios.

## BUILDING A HEALTHY COMMUNITY

In addition to weighing each of the scenarios by the previously mentioned criteria, it is important to zoom out and consider these options in the context of creating a healthy and equitable community. The City of Lauderdale must ultimately pursue an approach that addresses as many of the City’s concerns and challenges as feasible.

The City and stakeholders should consider following the guidelines of the CDC Health Impact Assessment for building a healthy and equitable city.

The CDC Health Impact Assessment is a useful tool for evaluating the potential health effects of a plan, project, or policy before it is built or implemented. A Health Impact Assessment can lead to practical recommendations for maximizing positive and minimizing the negative health effects of projects such as those being considered for Inverrary.

### The Five Key Goals of a Health Impact Assessment

- Promote physical activity
- Improve air quality
- Lower the risk of injuries
- Increase social connection and sense of community
- Reduce contributions to climate change

Panelists adapted the CDC tool to more closely align with the needs of Inverrary and Lauderdale, and asks the City and stakeholders to consider the degree to which each scenario would:

- Encourage a mix of uses
- Reduce car dependency
- Improve pedestrian and bicycle infrastructure
- Diversify housing stock
- Accommodate community centers
- Provide access to open space

The scorecard below illustrates which scenarios would most meaningfully contribute to the creation of a more healthy and equitable community according to these criteria.

Scenarios	Encourage Mixed Use	Reduce Car Dependency	Pedestrian and Bicycle Infrastructure	Diversify Housing Stock	Community Centers	Access to Open Space
#1: Retain Golf			◐			◐
#2: 100% Public Park			●		●	●
#3: 70% Park	●	●	●	●	●	●
#4: 30% Park	◐	◐	●	◐	◐	◐

This table illustrates the bigger-picture benefits that each of these scenarios could have on the greater community and help reshape the future of Lauderdale. With full circles representing significant benefits and half circles representing smaller impacts, you begin to see here which scenarios would most meaningfully contribute to the creation of a healthy and equitable community.

## FUNDING ASSISTANCE

There are numerous funding options that the City can consider in order to support its desired option:

- **Local Funding**

Explore the creation of a special development district using:

- Municipal Special Taxation Unit (MSTU)
- Tax Increment Financing (TIF)

- **State and Federal Funding**

Seek Federal and State Government Financial Assistance Redevelopment

- Economic Development Administration (EDA) grants: available for site preparation, job creation, job retention, training and apprenticeship uses, and more
- Community Development Block Grant (CDBG) funding: available for open space, neighborhood, and facility development, including wellness, water, sewer, and more
- America Rescue Plan Act (ARA) funding: available for public infrastructure, addressing needs for public and outdoor space, restoring cuts in service due to pandemic, and more
- Environmental Protection Agency (EPA) Brownfield Redevelopment Assessment Grants offer Voluntary Cleanup Tax Credits and Brownfield Redevelopment Bonus Refund

- **Nonprofit Funding and Partnerships**

Seek Nonprofit Partnerships for Land Preservation: The Trust for Public Land provides capacity building and planning grants for the preservation of green space



KOKOMO TRIBUNE



THE TRUST FOR PUBLIC LAND



THE TRUST FOR PUBLIC LAND

Top: The Industrial Heritage Trail in Kokomo, IN utilized CDBG funds for improvement projects and the installation of new playground equipment.

Middle: The Ocean Meadows Golf Course in Santa Barbara, CA was purchased, preserved as open space, and restored as wetlands through assistance from the Trust for Public Land.

Bottom: The former Rancho Cañada golf course in California was purchased and preserved as open space through help from the Trust for Public Land.





## FINAL THOUGHTS

**THIS ULI PANEL FOCUSED ITS EFFORTS** during the two-day TAP on preparing educational scenarios that develop realistic assessments for the potential uses of the vast swath of land – ones that makes the most sense for residents, the City and the larger Broward County.

Panelists stressed that the golf courses represent an incredibly unique, once-in-a-generation opportunity for the community to determine the course of its future. It is highly unusual to have a well-located property or properties of this size in Southeast Florida that has not already been developed, and the community needs to undertake a thoughtful decision-making process as it moves forward.

It is important to note that open space and the economic benefits of development are not mutually-exclusive, and decisions regarding the disposition of the golf courses should not be an either-or proposition. Projects can be developed in phases and with a variety of land use patterns that serve the community and

new residents best. But it is also important to create a shared community vision for the properties, because once the decision is made for the future of this land, experience tells us that changing course is difficult.

Panelists would like to re-iterate that these tools and frameworks are intended to be used as a resource for education and communication. Continued community engagement is the key to determining the best course of action towards building a shared community vision for these spaces going forward.

## ABOUT THE PANEL



### Juan Mullerat

#### TAP Chair & Founder, Plusurbia

Juan Mullerat is the Founding Principal of Plusurbia Design – a firm that specializes in value added contextual design methods. As a designer with over 20 years of experience, he has worked on numerous successful revitalization projects around the world, including the Wynwood Master Plan, recipient of the APA's 2017 National Economic Planning Award, and Hialeah's Transit Oriented Developments and Complete Districts, recipient of the 2017 Merit Award from the Florida APA. He is part of the team for the Miami-Dade County SMART Plan – the largest mass transit corridor study in the history of Greater Miami. Mullerat frequently lectures and publishes on urban revitalization, place making, healthy design, zoning, form-based codes, transportation corridors and safe streets.



### Charita D. Allen

#### Former Deputy Administrator, Economic Development, City of Chattanooga

Charita Allen has more than 16 years of Economic & Community Development experience, including a recently appointed position with the City of Chattanooga. As the Deputy Administrator, she was responsible for designing and overseeing Economic Development Programs and Workforce Development Initiatives. In addition to project implementation for incentivized Business Attraction and Retention projects, she also managed industrial site preparation and revised legislation for outdated economic development programs and financing initiatives.



### Kevin Greiner

#### Founder & Principal, Urban Centric

Kevin Greiner is an urban planner and economist over 33 years of experience who publishes and speaks on the issues driving regional economic change and the future of cities. A consultant who has advised US and international clients, and a former Senior Fellow at the Florida International University Jorge M. Perez Metropolitan Center, Mr. Greiner's research and consulting work focuses on metropolitan economic competitiveness, income inequality, the impacts of new technology on urban systems, and developing regional responses to climate change.



### Jay Jacobson

#### President & CEO, EDEN Multifamily

As founder, President, and CEO of EDEN Multifamily, Jay Jacobson has developed over 25,000 multifamily units and invested in/acquired over 40,000 units located in over 30 sub-markets in 22 cities nationwide over his 30-year career in the multifamily industry. Prior to forming EDEN Multifamily with Jay Massirman, he served as the President of Stiles Residential Group in Fort Lauderdale and is a former national partner with Wood Partners. He was also a senior director of multi-family investments for Goldman Sachs Real Estate Services (fka Archon Group) and a managing director of Archstone Communities Trust.



**Will Herbig**  
Senior Director, Building Healthy Places, Urban Land Institute

William is Senior Director of ULI's Building Healthy Places Initiative, where he oversees a portfolio of content and programs focused on the intersection of health and social equity in the built environment. This work includes managing ULI's District Council Task Forces for Health and Social Equity, a program that is addressing land use and transportation barriers and providing recommendations for local policy shifts and reforms. Prior to ULI, he co-led Kimley-Horn's Atlanta-based Planning and Urban Design Studio where oversaw master planning for the conversion of the 130-acre former Milton Country Club into a public passive preserve.



**Dawn Meyers**  
Partner, Berger Singerman

Dawn M. Meyers is a Partner and Team Manager of the Firm's Government and Regulatory Team, concentrating on environmental and land use law, government contracting, and regulation. Her regulatory experience has included representation of clients in various industries, including aviation, port, and marine, large manufacturers, solid waste transportation and disposal, detention facilities, beverage producers and distributors, extensive venue management, land developers, construction, hotels, restaurants, and hospitals. Dawn routinely represents clients before the municipal, county, state, and federal agencies and governing bodies. She enjoys the unique distinction of being the first female lawyer to be named shareholder at Berger Singerman; an achievement attained in 1996.



**Brittney Odom**  
Project Director, SCS Engineers

Brittney Odom is a Project Director with experience directly managing small to large scale projects that include emergency response; environmental site assessment and characterization; remedial pilot testing, construction, installation, operations, and maintenance; regulatory negotiations; and compliance. She also conducts large scale assessments and remediation of arsenic-impacted sites to useable residential properties. Additional experience includes conducting performance evaluations, and implementing performance management processes. Additionally, she served as the primary client contact on assigned projects which involved building and maintaining professional relationships with clients.



**Maxwell Zengage**  
Panel Intern & Student, NSU Nova

Max Zengage is a Delray Beach "Village by the Sea" native who appreciates the balance of historic preservation and sustainable community growth. Becoming a NSU MSRED graduate student was the clear path following Urban Planning at FAU. A community-conscious real estate developer has always been the goal to build long-term local relationships, learned from a lifetime of mentorship from veteran developers. A life focused in visual arts drives the aspiration to build 3D interactive functional artwork with zoning guidelines.



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