

State Road 7/U.S. 441 Corridor Broward County, Florida



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Strategies for Redevelopment and Revitalization

March 14–19, 2004
An Advisory Services Panel Report

ULI—the Urban Land Institute
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About ULI—the Urban Land Institute

ULI—the Urban Land Institute is a non-profit research and education organization that promotes responsible leadership in the use of land in order to enhance the total environment.

The Institute maintains a membership representing a broad spectrum of interests and sponsors a wide variety of educational programs and forums to encourage an open exchange of ideas and sharing of experience. ULI initiates research that anticipates emerging land use trends and issues and proposes creative solutions based on that research; provides advisory services; and publishes a wide variety of materials to disseminate information on land use and development.

Established in 1936, the Institute today has 22,000 members and associates from 80 countries, representing the entire spectrum of the land use and development disciplines. Professionals represented

include developers, builders, property owners, investors, architects, public officials, planners, real estate brokers, appraisers, attorneys, engineers, financiers, academics, students, and librarians. ULI relies heavily on the experience of its members. It is through member involvement and information resources that ULI has been able to set standards of excellence in development practice. The Institute has long been recognized as one of America's most respected and widely quoted sources of objective information on urban planning, growth, and development.

This Advisory Services panel report is intended to further the objectives of the Institute and to make authoritative information generally available to those seeking knowledge in the field of urban land use.

Richard M. Rosan
President

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About ULI Advisory Services

The goal of ULI's Advisory Services Program is to bring the finest expertise in the real estate field to bear on complex land use planning and development projects, programs, and policies. Since 1947, this program has assembled well over 400 ULI-member teams to help sponsors find creative, practical solutions for issues such as downtown redevelopment, land management strategies, evaluation of development potential, growth management, community revitalization, brownfields redevelopment, military base reuse, provision of low-cost and affordable housing, and asset management strategies, among other matters. A wide variety of public, private, and nonprofit organizations have contracted for ULI's Advisory Services.

Each panel team is composed of highly qualified professionals who volunteer their time to ULI. They are chosen for their knowledge of the panel topic and screened to ensure their objectivity. ULI panel teams are interdisciplinary and typically include several developers, a landscape architect, a planner, a market analyst, a finance expert, and others with the niche expertise needed to address a given project. ULI teams provide a holistic look at development problems. Each panel is chaired by a respected ULI member with previous panel experience.

The agenda for a five-day panel assignment is intensive. It includes an in-depth briefing day composed of a tour of the site and meetings with sponsor representatives; a day of hour-long interviews of typically 50 to 75 key community representatives; and two days of formulating recommendations. There are many long nights of discussion. On the final day on site, the panel makes an oral presentation of its findings and conclusions to the sponsor. A written report is prepared and published.

Because the sponsoring entities are responsible for significant preparation before the panel's visit, including sending extensive briefing materials to

each member and arranging for the panel to meet with key local community members and stakeholders in the project under consideration, participants in ULI's five-day panel assignments are able to make accurate assessments of a sponsor's issues and to provide recommendations in a compressed amount of time.

A major strength of the program is ULI's unique ability to draw on the knowledge and expertise of its members, including land developers and owners, public officials, academicians, representatives of financial institutions, and others. In fulfillment of the mission of the Urban Land Institute, this Advisory Services panel report is intended to provide objective advice that will promote the responsible use of land to enhance the environment.

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The panel recognizes as well the important contributions to the success of its visit made by the following people: U.S. Representative Alcee Hastings, Cynthia Chambers (Broward County Office of Urban and Regional Planning), Peter Ross (Broward County Office of Urban and Regional Planning), Anita Taylor (city manager for Lauderdale Lakes), and Gary Rogers (Lauderdale Lakes CRA).

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Foreword: The Panel's Assignment

The State Road (SR) 7/U.S. 441 Collaborative invited the ULI Advisory Services panel to provide advice on the redevelopment and revitalization potential of a 25-mile north/south arterial roadway located in the center of Broward County. The corridor passes through 14 separate municipalities. While significant portions of the corridor exhibit the characteristics of blight, neglect, and deterioration, the emergence of new investment and interest in the corridor has begun to reverse the decline. The combination of strong projected population growth in the region and the lack of available vacant land in Broward County points to significant redevelopment potential along the corridor.

Most of the development located on the SR 7/U.S. 441 corridor occurred in the 1960s and 1970s when many retirees were moving to the county. From the 1980s onward, new interstates, expressways, and the Florida Turnpike attracted much new development and rendered the corridor obsolete as a commercial location. The negative image of the corridor that this neglect engendered compelled local governmental leaders to formally address the problem, and in 2000 they formed the SR 7/U.S. 441 Collaborative in order to bring continuity to local efforts to improve the corridor.

The collaborative has received federal funding for the creation of a strategic master plan. It is currently conducting design charrettes aimed at identifying redevelopment potential along the corridor and ascertaining the desires of area residents. It asked ULI to provide objective advice on the market potential of the corridor and to identify locations along its length that can accommodate and attract new development. The panel's recommendations will play an important role in the master-planning process.

The corridor is currently served by a heavily used public bus system; and plans to widen the roadway and provide additional transit services are in



Above: Broward County is located on the east coast of Florida, south of Palm Beach County and north of Dade County. Left: The corridor study area includes 25 miles of roadway passing through 14 municipalities.

the works. The planning vision of the collaborative favors transit-friendly development that incorporates many of the design principles seen in successful transit-oriented districts emerging throughout the United States.

The panel began its work by investigating the current state of the corridor and projections for growth within the communities surrounding the corridor. It worked together on assessing the “big picture” and divided into teams—market potential, development strategies, planning and design, and implementation—to make specific findings and recommendations.

This report is divided into the topic areas addressed by the panel teams. Each section builds on the recommendations from the preceding sections and the four sections together offer a framework of strategies for the redevelopment and revitalization of the SR 7/U.S. 441 corridor that recognizes the entirety of the corridor as well as the uniqueness of its individual parts.

Overview and Summary of Recommendations

Recent population growth trends suggest that the population of Broward County will increase by 600,000 people by 2020. With a current population of more than 1.7 million, the county is already almost completely built out, which is to say that it contains very little vacant developable land. The Everglades to the west and the Atlantic Ocean to the east preclude opportunities for growth through annexation. The combination of inevitable population growth and a constrained land supply leaves only one good option for accommodating growth: to redevelop (at higher densities) land that is currently underutilized.

With 44 percent of the county's population now living within three miles of the SR 7/U.S. 441 corridor, the corridor is, in the panel's opinion, well situated to accommodate a portion of the anticipated growth. The corridor boasts a remarkably diverse population and communities that vary significantly one from another. The many obsolete land uses and underutilized parcels along its length represent a real opportunity for redevelopment. The SR 7/U.S. 441 Collaborative is right to plan for the revitalization and redevelopment of the corridor now before it becomes too late to plan. Early planning can maximize the opportunities created by existing and proposed transit improvements and effectively address the wants and needs of the corridor's constituent communities.

Despite visual indications of blight and neglect along a good portion of the corridor, some investors and developers appear to have already realized its future potential. Recent development along the central portion of the corridor and the current construction of the Seminole Hard Rock Hotel and Casino are signs that the corridor is poised for revitalization and redevelopment.

Planning for this corridor must address several difficult land use and development issues. Many of the parcels along it are not very deep. The proposed widening of the roadway will make many

parcels physically and financially infeasible to develop without significant land assembly. Long stretches of the roadway lack sewer service, which limits development potential. The constituent jurisdictions lack consensus on some important issues, including the width of the roadway's new right-of-way and the best method of providing rapid-transit services.

With these and other issues in mind, the panel recommended specific strategies for redevelopment along the corridor. Based on its assessment of the market potential of the corridor, the panel recommended a number of development strategies related to land uses and infrastructure, housing for workers, and the regulatory environment. The panel's planning and design recommendations support its development strategies. Finally the panel addressed methods for implementing its recommendations. These recommendations are summarized below and discussed in detail in the chapters that follow.



Top left: The Seminole Hard Rock Hotel and Casino, which was under construction during the panel's visit, is likely to transform its neighborhood. Below left: New multifamily development along the corridor speaks to the growth pressures in the county and the acceptability of the corridor as a place for new development.

Market Potential

- Anticipate and plan for significant population growth in Broward County. By 2020, the population of the county will have increased by an estimated 600,000 people.
- Population growth will drive the creation of new retail and other commercial uses. Given the corridor's existing road infrastructure and based on the theory that retail uses draw customers from a five- to eight-minute radius, it can be anticipated that five activity centers will develop along the corridor.
- Anticipate and plan for the largest of these centers to develop at the SR 7/U.S. 441 and I-595 interchange.
- Anticipate and plan for the creation of 36,000 new jobs by 2020 in the corridor, with roughly 20,000 being office jobs, 8,700 being flex/R&D jobs, 5,900 being retail jobs, and 1,300 being hotel jobs.

Development Strategies

The panel recommends a number of specific development strategies related to planning and development, workforce housing, and regulatory and public policy environment.

Planning and Development

- Accelerate right-of-way and related infrastructure improvements along the corridor to meet current and anticipated future needs and encourage new private investment.
- Acquire sufficient right-of-way along the corridor to correct existing inefficiencies and safety issues, such as angled parking that fronts directly on the roadway.
- Plan for development centers at locations where bus stops and stations have been planned and bus routes intersect.
- Rezone the land around planned development centers for mixed-use development.
- Build on the strengths of the east/west corridors at the development centers.

- At development center intersections, allow higher-density development to proceed on each corner independent of current or planned land uses on other corners.
- Encourage themed retail that celebrates the diversity of the corridor.
- Locate new public buildings and functions within development centers.
- Use the county's redevelopment capital fund to address infrastructure deficiencies in development centers.

Workforce Housing

- Develop a plan for workforce housing in the corridor.
- Where possible, assemble sites that are suitable for workforce housing.

Regulatory and Policy Environment

- Clarify the rules for a mixed-use zoning designation and rezone land within development centers for mixed-use development.
- Create a lead agency for acquiring key parcels in planned development centers in which the market is slow to respond.
- Support community redevelopment agencies.
- Encourage community redevelopment agencies to purchase delinquent, low-cost, or obsolete properties, where possible.
- Beef up code enforcement.

Planning and Design

The panel recommends a number of specific planning and design recommendations related to the corridor's image, infrastructure, community building, and density.

Image

- Agree on overarching design standards for the entire corridor.
- Define an identity for the corridor.
- Agree on a basic design framework for the corridor, while encouraging each constituent com-

munity to adopt a framework that emphasizes its unique characteristics.

- Eliminate visual clutter.
- Use high-quality materials.
- Make use of banners and seasonal elements to emphasize specific places within the whole corridor.

Infrastructure

- Control access to SR 7/U.S. 441 by limiting curb cuts and crossroads.
- Provide bus rapid-transit (BRT) service along the corridor.
- Design and schedule BRT to high standards.
- Encourage transit-related development, and work to develop other uses in a more transit-friendly manner.
- Design SR 7/U.S. 414 as an eight-lane roadway.
- Take advantage of the Florida Department of Transportation's (FDOT) financial commitment to the corridor.
- Provide greenways and other open space along the corridor.
- Incorporate stormwater management into open space requirements.
- Develop strategies for mediating deficiencies in water and sewer services.

Community Building

- Plan for the creation of vibrant, sustainable, and dynamic multiuse neighborhoods.
- Locate schools and other community facilities to maximize their "community building" impact.

Density

- Increase the density of new development at development centers located at transit intersections.
- Design spaces between development centers to provide links between them and to existing neighborhoods.



Transit-friendly development should be encouraged along the corridor.

Implementation

The panel's specific implementation recommendations concern the organizational structure, the entitlement process, and land assembly.

Organizational Structure

- Create a special regional district (SRD).
- Use the SRD status to engage in comprehensive actions.

Entitlement Process

- Apply for an areawide Development of Regional Impact (DRI) development order for the entire corridor.
- Alternatively, apply for a comprehensive plan exemption.

Land Assembly

- Create an efficient and effective land assembly process.
- Facilitate land assembly through specific programs.

Market Potential

The SR 7/U.S. 441 corridor within Broward County is a major north/south roadway spanning more than 25 miles and traversing 14 municipalities. Socioeconomic forces at work in the greater Broward County area will in large measure determine the future of the corridor.

According to Census Bureau and Bureau of Economic Analysis data, Broward County is home to 1,723,400 people living in 702,300 households; and 895,000 jobs. Job growth is strong: Since 1970, an average of 19,650 new jobs have been added per year, with the annual average job growth during the last decade having accelerated to 22,400. The service sector accounts for 47 percent of the new jobs, with the retail trade sector's share being 12 percent and the construction sector's 8.5 percent. Projections of growth trends suggest that the county will add 19,440 new jobs per year over the next decade, for an employment total of 1,222,400 by 2020.

Unemployment, while high by certain standards, is relatively low in light of the large number of people who have moved to Broward in recent years. The growth of the labor force since 2000 is shown in figure 1.

Population is expected to grow by 32,670 per year through 2020, when it should reach 2,246,100. The number of households is expected to grow by 12,370 annually, reaching 900,200 by 2020. It should be noted that Broward County also has a sizable seasonal population. Its seasonal housing units number 49,900, and the seasonal housing stock has been growing at a rate of 1,670 units per year. The county has an inventory of 33,240 hotel rooms, which is growing at an average rate of 574 rooms per year and which accommodates more than 8,108,700 annual visitors.

For local and regional planning authorities, the problem of planning to accommodate such strong economic and population growth is complicated by

the fact that Broward County is essentially built out. The county has very little raw land available for development, and expansion opportunities are constrained by its location between the Everglades to the west and the Atlantic Ocean to the east. County officials are left with only a few options for accommodating anticipated growth: the redevelopment of abandoned and underused properties; the reuse of existing space; and redevelopment at higher densities.

Corridor Demographics

As defined by the SR 7/U.S. 441 Collaborative—a partnership of 14 municipalities brought together (in 1999) by a desire to improve the aesthetics, functioning, and economic value of this important corridor—the study area includes all properties within three miles of both sides of the roadway. It contains 709,000 residents or 43.7 percent of the county's population. The population of the corridor is remarkably diverse, with much of its growth occurring from immigration from other countries or in-migration from Miami-Dade County to the south. More than 100 languages are spoken in the school system. There follow a number of selected demographic and housing characteristics that help define the corridor study area:

- More than 30 percent of the population is non-Hispanic black or African American—compared with about 20 percent for the entire county.
- The share of the population that is Hispanic or Latino is only slightly higher than for the entire county.
- Approximately a quarter of the workforce earns less than \$15,000 per year, while only 14 percent earns more than \$50,000 per year (1999 data).
- Single-family houses make up 44 percent of the housing stock, with an average value of approximately \$135,000.

- Units in multifamily buildings with five or more units make up 37 percent of the housing stock.
- More than 28,000 housing units are vacant, and more than half of these are in multifamily buildings.

Based on its estimates of market demand for commercial space through 2030, the panel projects the creation of 2,238 new jobs per year in the SR 7/ U.S. 441 corridor, for a total of 35,808 new jobs by 2020 and 58,188 new jobs by 2030. (See figure 3 for a breakdown of new jobs by sector.) The panel estimates that 35 percent of the new jobs will go to corridor residents.

Office Market

Broward County contains 24.4 million square feet of office space in 11 submarkets. The current vacancy rate is 15.4 percent, and the triple-net lease rate is \$12.60 per square foot per year. With 20 percent of the inventory, downtown Fort Lauderdale is the largest submarket, followed by the Cypress Creek corridor, which has a 14.3 percent share of the total market. Since 1990, annual office construction in the county has ranged from 500,000 square feet to 1.5 million square feet. Approximately 400,000 square feet of space is under construction currently.

The number of office-based jobs in Broward County is expected to grow by 8,260 per year through 2020, which will create an average annual demand for 1.9 million square feet of new office space. A review of the performance of the various office submarkets suggests that the SR 7/U.S. 441 corridor submarket can capture approximately 35 percent of the projected office space demand—or 660,000 square feet annually. Office sector growth should create demand for 10.5 million square feet of space absorption in the corridor submarket through 2020 and 17 million square feet through 2030.

Flex/R&D Market

Broward County has an inventory of 92.5 million square feet of industrial space—of which R&D and flex space is a subset—in seven submarkets. The current vacancy rate is a very healthy 6.9

Figure 1
Net Changes from Previous Year in Labor Force, Broward County, 2000–2003

Year	Net Change
2000	+16,300
2001	+36,900
2002	+17,000
2003	+8,000

Sources: U.S. Bureau of Economic Analysis; and THK Associates.

Figure 2
Projected Growth of Population, Households, and Employment, 2020

Year	Population	Households	Employment
2004	1,723,400	702,300	895,000
2020	2,246,100	900,200	1,222,400

Sources: U.S. Bureau of the Census; U.S. Bureau of Economic Analysis; and THK Associates.

Figure 3
Estimated Job Creation, SR 7/U.S. 441 Corridor, 2020 and 2030

Sector	Average Annual New Jobs	Estimated Total New Jobs	
		2020	2030
Office	1,244	19,904	32,344
Flex/R&D	542	8,672	14,092
Retail	368	5,888	9,568
Hotel	84	1,344	2,184
Total	2,238	35,808	58,188

Sources: THK Associates; and ULI panel estimates.

percent, and the effective lease rate is \$5.50 per square foot per year. The largest concentrations of industrial space are in Pompano Beach (24.2 percent of the inventory), southeast Broward (23.1 percent), and central Broward (17.3 percent). Annual construction over the last decade has ranged from 840,000 square feet to 2.2 million square feet. Currently 1.2 million square feet is under construction.

The number of industrial jobs in Broward County is expected to grow by 4,300 per year through 2020, which will create an average annual demand for 2.1 million square feet of new industrial space, of which 952,000 square feet will be flex and R&D space. A review of the performance of the various industrial submarkets suggests that the SR 7/U.S. 441 corridor submarket can capture approximately 50 percent of the projected demand for flex and R&D space—or 476,000 square feet annually. Growth in the flex/R&D sector should create demand for 7.3 million square feet of space absorption in the corridor submarket through 2020 and 11.9 million square feet through 2030.

Retail Market

Broward County has an inventory of 30.3 million square feet of retail space in six submarkets. The current vacancy rate is 7.05 percent, and the lease rate is \$14.90 per square foot per year. The largest concentrations of retail space are in central west Broward (23.7 percent of the inventory), southwest Broward (21 percent), and northwest Broward (16.8 percent). Since 1990, annual retail construction has ranged from 568,000 square feet to 3.5 million square feet. Approximately 740,000 square feet of space is under construction currently.

Growth in household expenditures for retail items is expected to create an average annual demand for 765,000 square feet of new retail space. A review of the performance of the various retail submarkets suggests that the SR 7/U.S. 441 corridor submarket can capture approximately 25 percent of the projected demand for retail space—or 191,250 square feet annually. Growth in the retail sector should create demand for 3.1 million square feet of space absorption in the corridor

submarket through 2020 and 5 million square feet through 2030.

Hotel Market

Broward County has an inventory of 33,242 rooms in 614 hotel/motels. The current occupancy rate is 67.8 percent, and the average daily room rate is \$89.21. Since 1992, an annual average of 574 rooms has been added to the inventory—with 1,012 rooms being added annually in the last five years.

The Broward County lodging market is expected to expand by 1,015 rooms per year through 2020. The SR 7/U.S. 441 submarket can capture approximately 25 percent of this growth—or 250 rooms (100,000 square feet). Expansion of the lodging market should create demand for 1.6 million square feet of hotel space in the corridor submarket through 2020 and 2.6 million square feet through 2030.

Residential Market

Since 1980, residential development in Broward County has averaged 12,700 units per year, of which approximately 54 percent have been single-family units. Over the last decade, construction has averaged 12,400 units annually, with 65 percent being single-family units. Since 2001, single-family units have represented a declining share—58 percent—of residential construction. This trend is likely to continue in the face of a dwindling supply of vacant land.

Job growth and projected seasonal and second-home demand will create an average annual demand for 13,970 residential units through 2020, of which a diminishing share (6,900 units) will be single-family houses and a growing share will be condominiums (1,820 units), townhouses (1,810 units), and rental apartments (3,350). The faster rate of growth expected in the demand for condominiums, townhouses, and apartments over the next three decades is indicated in figure 4.

Current land use patterns and projected demographic trends suggest that the SR 7/U.S. 441 corridor can capture approximately 2.5 percent of the demand through 2020 for single-family construction (or 180 single-family units annually); 25 per-

Figure 4
Estimated Annual Demand for Housing by Type, Broward County, 2004–2030

Period	Estimated Total Annual Demand	Detached Single-Family	Condominiums	Townhouses	Rental Apartments
2004–2009	13,000	7,150 (55%)	1,560 (12%)	1,170 (9%)	3,120 (24%)
2010–2014	13,900	6,950 (50%)	1,810 (13%)	1,800 (13%)	3,340 (24%)
2015–2020	15,200	6,840 (45%)	2,130 (14%)	2,580 (17%)	3,650 (24%)
2020–2030	15,500	5,430 (35%)	3,100 (20%)	3,250 (21%)	3,720 (24%)

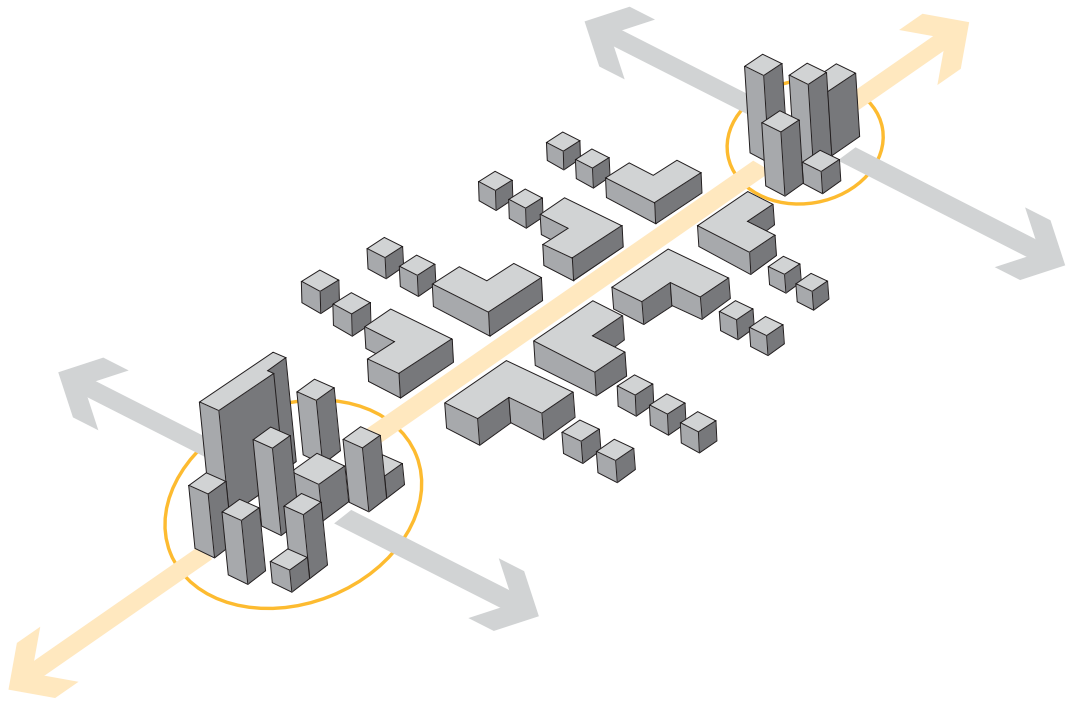
Sources: THK Associates; and ULI panel estimates.

Figure 5
Estimated Square Footage of Space and Units Required to Meet Anticipated Demand, SR 7/U.S. 441 Corridor, 2020–2030

Land Use	2020 Units	2020 Improvement (Square Feet)	2030 Units	2030 Improvement (Square Feet)
Office	–	10,500,000	–	17,000,000
Flex/R&D	–	7,300,000	–	11,900,000
Retail	–	3,100,000	–	5,000,000
Hotel	4,000	1,600,000	6,500	2,600,000
Rental Apartments	16,000	13,600,000	27,300	23,200,000
Condominiums	3,000	3,800,000	6,200	7,800,000
Townhouses	7,200	10,800,000	15,300	23,000,000
Single-Family	2,900	5,800,000	4,400	8,800,000
Total Residential	29,100	34,000,000	53,200	62,800,000
Total	–	56,500,000	–	99,300,000

Sources: THK Associates; and ULI panel estimates.

The panel believes that high-density development should occur at major intersections, with lower-density development occurring between the centers.



cent of the demand for townhouse construction (or 450 units annually); 10 percent of the demand for condominium construction (or 180 units annually); and 30 percent of the demand for rental apartment construction (or 1,010 units annually). In square feet, the corridor can absorb 2.1 million square feet of residential space annually through 2020, for a total 34 million square feet; through 2030, it can absorb a total of 62.2 million square.

Corridor Development Centers

To summarize the estimates for long-term development demand in the SR 7/U.S. 441 corridor: a total of 56.5 million square feet of added space will be needed to accommodate the projected demand for urban uses by 2020; 99.3 million square feet will be needed by 2030. Figure 5 breaks down this overall demand by land use. Additional land area—typically 15 percent of developed land—will be needed for open space, community uses, and minor rights-of-way.

In the panel's view, five major development centers—based on the theory that most consumers will shop within a five- to eight-minute commute from their residences—along the 25-mile corridor; plus some minor centers that will evolve at transportation centers and major east/west interchanges, can accommodate the projected demand. The largest development center should be located at the intersection of SR 7/U.S. 441 with I-595, because this interchange has the best access and the highest traffic counts of any location along the

corridor. Good access and high traffic counts are critical factors for retail and hotel uses, and good access is very important for office and residential uses as well.

As much as 30 percent of the projected commercial and residential development through 2030 will occur close to the I-595 intersection. Some development constraints exist at this intersection, but, in the panel's view, the desirability of the traffic counts on I-595 and the access provided by it will create strong demand for land around this development center. As concerns the other development centers, each should receive 15 to 20 percent of the development projected for the corridor through 2030.

The I-595 development center will support approximately 1 million square feet of commercial and residential development annually, for a total of 17 million square feet by 2020 and 29.9 million square feet by 2030. (See figure 6 for projected demand by land use.) With an average floor/area ratio of about 1, 390 acres would be needed to accommodate development of the I-595 activity center through 2020; and 690 acres through 2030. Office and flex space will constitute the I-595 center's leading land uses, followed by multifamily housing, hotels, and retail.

Each of the (four) other development centers will support approximately 631,000 square feet of development annually, for a total of 10.1 million square feet by 2020 and 17.7 million square feet by

Figure 6
Estimated Annual Demand and Total Absorption by Land Use
at the I-595 and SR 7/U.S. 441 Development Center, 2020 and 2030

Land Use	Estimated Annual Demand		Estimated 2020 Total Absorption		Estimated 2030 Total Absorption	
	Square Feet	Units	Square Feet	Units	Square Feet	Units
Office	196,000	–	3,200,000	–	5,100,000	–
Flex/R&D	137,000	–	2,100,000	–	3,600,000	–
Retail	58,000	–	1,000,000	–	1,500,000	–
Hotel	30,000	75 ¹	400,000	1,000 ¹	800,000	2,000 ¹
Rental Apartments	16,000	300	4,100,000	4,800	7,000,000	8,200
Condominiums	3,000	55	1,300,000	1,000	2,400,000	1,900
Townhouses	7,200	135	3,300,000	2,200	6,900,000	4,600
Single-Family	2,900	55	1,600,000	800	2,600,000	1,300
Total Residential	29,100	545	10,300,000	9,800	18,900,000	6,000
Total	1,058,000	17,300,000	8,800	29,900,000	16,000	–

¹Hotel rooms.

Sources: THK Associates; and ULI panel estimates.

Figure 7
Estimated Annual Demand and Total Absorption by Land Use
at a Typical Other¹ SR 7/U.S. 441 Development Center, 2020 and 2030

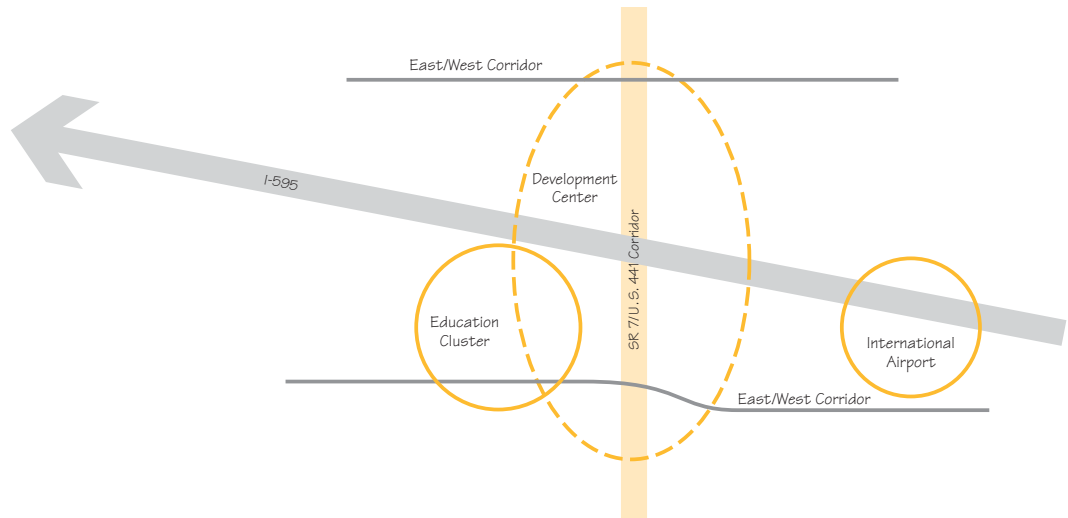
Land Use	Estimated Annual Demand		Estimated 2020 Total Absorption		Estimated 2030 Total Absorption	
	Square Feet	Units	Square Feet	Units	Square Feet	Units
Office	115,000	–	1,900,000	–	3,000,000	–
Flex/R&D	80,000	–	1,200,000	–	2,100,000	–
Retail	34,000	–	600,000	–	900,000	–
Hotel	18,000	45 ²	200,000	600 ²	500,000	1,200 ²
Rental Apartments	150,000	175	2,400,000	2,800	4,100,000	4,800
Condominiums	44,000	35	800,000	600	1,400,000	1,100
Townhouses	120,000	80	2,000,000	1,300	4,100,000	2,700
Single-Family	70,000	35	1,000,000	500	1,600,000	800
Total Residential	384,000	325	6,200,000	5,200	11,200,000	9,400
Total	631,000	–	10,100,000	5,200	17,700,000	9,400

¹Excluding the larger proposed development center at I-595 and SR 7/U.S. 441 (see figure 6).

²Hotel rooms.

Sources: THK Associates; and ULI panel estimates.

The panel believes that the largest development center should be located at the I-595 and SR 7/ U.S. 441 intersection because of the superior access it would provide to new development and its proximity to the airport and nearby educational facilities.



2030. Based on an average floor/area ratio of 0.5, these smaller and less dense activity centers will each need 465 acres by 2020 and 815 acres by 2030. (See figure 7 for projected demand by land use.) The leading land uses in these smaller development centers will be neighborhood retail and multifamily housing. (Note that single-family housing will be extremely difficult to develop anywhere within the SR 7/U.S. 441 corridor due to the infeasibility of assembling enough land.)

Productive Land Uses

The corridor’s market potential and the collaborative’s growth strategy will be challenged by land assembly difficulties. Maximizing the corridor’s potential will require redevelopment and mixed-use development at higher densities. Given the difficulties that would be encountered in trying to acquire major land blocks within single-family neighborhoods, the most likely and easiest redevelopment option will be to acquire vacant or underutilized strip retail parcels. The redevelopment of such parcels for retail, multifamily, and—in certain areas—office uses can render this land highly productive.

Most development is expected to be low-rise and horizontal in nature, although some mid-rise development may occur. Mixed-use development along the corridor can serve the community while it also can help to provide a sense of place along

the corridor, spur additional development, and produce tax revenues.

While the transit-oriented development nodes that the panel proposes along the corridor may include entertainment and cultural uses that draw people from throughout the county, the panel expects that the majority of the projected development will serve the residents of the corridor. Typical uses are likely to be medical offices, food stores, housing, and stores offering clothing and personal-care products. Home entertainment stores and restaurants (including fast-food restaurants) are also likely to be attracted to the revitalized corridor.

In addition to community-oriented retail and office uses, some institutional uses may be appropriate for this location. The medical and hospital needs of the area’s large and aging population must be considered. The demand for convenient in-patient and out-patient services will no doubt increase over the next 30 years. Land uses related to education will be important elements in the corridor’s development and growth. The cluster of educational facilities located in to the south and west of the I-595 and SR 7/U.S. 441 intersection should be treated as an important development asset. Spin-off R&D ventures should be encouraged and the possibility of developing a corporate office park in this location considered.

Attempts to market the corridor should seek to leverage the corridor's many assets to attract new development. Among these assets are

- its significant supply of underutilized land in retail use;
- its central location with easy access to the majority of the county's population;
- the positive economic outlook for Broward County;
- the significant amount of population growth that is projected; and
- the availability of dedicated funds for transit-corridor improvements.

To attract the desired land uses, planners must consider the needs of future tenants and investors. The following sections list those needs. If the goal of the collaborative is to attract high-quality development and capital to the corridor, these lists should guide its land use decisions.

The Needs of Future Tenants

Tomorrow's tenants will be looking for

- high-quality and compatible neighbors;
- a proper mix of tenants;

- people living nearby who can afford the products they want to sell;
- safe areas around the development;
- a pleasant and attractive development environment that encourages customers;
- easy access and parking; and
- a convenient, central location.

The Needs of Future Investors

Tomorrow's investors will be looking for

- easy and rapid land assembly;
- properly zoned land;
- a shortened permitting process;
- financial incentives;
- the ability to demonstrate a return to investors; and
- adequate infrastructure to support development.

Development Strategies

The panel's development strategy for the SR 7/U.S. 441 corridor is to leverage the Florida Department of Transportation's (FDOT) investment in the corridor's right-of-way and planned transit improvements. The panel views this investment as a significant catalyst for economic development that can benefit the State Road 7/U.S. 441 Collaborative, the communities along the corridor, and Broward County. The road improvements and the transit improvements create significant permanent value for property owners along the corridor. The transit improvements create a competitive advantage for the SR 7/U.S. 441 corridor compared with other corridor routes in the county that lack efficient transit systems.

This section of the panel's report seeks to identify development strategies that will take advantage of the strong market forces identified in the previous section. A goal of these strategies is to reposition the SR 7/U.S. 441 corridor in the minds of private investors as a viable, competitive, and quality location for capturing a sizable portion of Broward County's projected growth.

Timing is critical. Property along the corridor is relatively undervalued because of many factors, among which are the uncertainty regarding future public intervention; the obsolescence of many properties; multiple and difficult ownership patterns; and a host of regulatory issues. The corridor may be characterized by marginal uses, high vacancy rates, and derelict properties, but this current reality belies the fact that with strategic public intervention and coordinated planning, the SR 7/U.S. 441 corridor could capture a significant portion of Broward County's projected growth.

Some new public and private investment has already started to emerge. The construction of the Seminole Hard Rock Hotel and Casino and initial right-of-way improvements adjoining the casino and in Plantation are concrete steps on the

way to realization of the potential for repositioning the corridor.

Redevelopment Objectives

It is important to incorporate key community and economic development objectives into the development strategies that are adopted for the corridor. Among these objectives are the following.

Retention of Small Businesses

A host of small businesses and enterprises operate within the corridor, providing services and low-skilled jobs that are important to area residents. As higher-density redevelopment occurs, efforts to maximize the retention and expansion of these businesses will be critical.

Development of Workforce Housing

Increasing the supply of affordable rental and ownership housing for worker households is a critical need throughout Broward County. The redevelopment of the SR 7/U.S. 441 corridor will present many opportunities to develop mixed-income housing. The availability of quality housing serving a broad mix of incomes and coupled with transit access would give Broward County a competitive advantage in the three-county (Miami-Dade/Broward/Palm Beach) region.

Meeting the Needs of Major Employers

Attention should be paid to the infrastructure, environmental, and worker training requirements of the corridor's regional hospitals and other large employers. The hospitals, for example, employ workers with a broad range of skill levels, ranging from physicians to technicians and support-service providers. These employers should be engaged to participate as partners in the corridor redevelopment process.

Improving Deteriorated Housing

Much of the housing stock in neighborhoods contiguous to the corridor is deteriorating and in need

of reinvestment. Deterioration not only lowers people's perceptions of the corridor as a good location, but also threatens, if left unabated, to reduce the inventory of affordable housing. Over time, as people moving into the area demand better housing, the forces of supply and demand will bring about improvements in the housing stock. In the meantime, however, the public sector should proactively seek to encourage housing upgrades in order to improve people's image of the SR 7/U.S. 441 corridor.

Code enforcement and rehabilitation programs that involve partnerships among neighborhoods, financial institutions, and the public sector have proved to be effective in encouraging the repair and upkeep of housing. There are many models of such programs. Many of them use federal community development block grants to provide a public source of funding for repairs. The corridor development strategy should seek to ensure that neighborhood improvement programs are undertaken concurrently with the corridor redevelopment effort.

A Mix of Uses

The community benefits of a full mix of uses along the corridor and at the development centers have been articulated in the collaborative's charrette process. The panel concurs with those recommendations on mixing uses. Much of the corridor's redevelopment will be incremental and driven by individual investment decisions. This means that zoning and land use regulations must be sufficiently flexible to permit the gradual emergence of a compatible mix of uses.

Where market demand warrants, mixed-use development on parcels large enough to accommodate a mix of uses should be encouraged and, where necessary, incentivized. If there is significant market demand, incentives may or may not be necessary.

Development standards that protect public health, safety, and welfare should not be compromised, but outdated regulations that needlessly separate land uses, involve duplicative reviews of permit applications, and impose time-consuming special requirements for mixed-use projects should be revised. The economic and social benefits of mixed-



Above: Many older, single-level neighborhood retail centers operate along the corridor. Left: The Walk at University, a retail/office center located on a nearby corridor, exemplifies the scale and quality of development that should be pursued at major development centers along the SR 7/U.S. 441 corridor.

use development are well established, and development regulations should reflect that reality.

A mixed-use development (MXD) typically has three or more uses—for example, retail, office, residential, or civic—that are planned and developed as part of a coherent plan. Mixed-use zoning districts typically permit development with a minimum floor/area ratio of 0.5, meaning that the building square footage is at least half of the square footage of the land. MXD site designs are pedestrian friendly, and as density increases structured parking may be required. MXDs are developed with design controls and standards that typically are more specific than those for single-use properties.

Impediments to Private Sector Investment

Developing a project in the SR 7/U.S. 441 corridor area compared with many other locations is relatively riskier, more protracted, costlier, and

less predictable. Therefore, private investment will seek other locations. It behooves the constituent communities to address these impediments to investment. Many impediments cannot be effectively addressed by a single municipality or community redevelopment agency, and their removal will require more coordinated actions.

There follows a list of issues that the panel has identified as the most critical impediments to development in the corridor. The need to deal with these problems forms a framework for the strategies and recommendations of this report. The successful redevelopment of the corridor depends on the resources and political will that stakeholders apply to finding solutions to development impediments. The stakeholders must find solutions, although these may differ from those recommended by the panel as policies and programs are adjusted to respond to local realities, conditions, and opportunities.

Uncertainty and Delays in the Roadway Expansion and Transit Improvements

The nemesis of development is uncertainty and delays. The prolonged debate over the road and transit improvements proposed within the corridor and the timing of the implementation schedule are impeding quality investment. The panel observed that there is still indecision regarding the width and profile of the roadway alignment, and that proposed alignments vary community by community. Property owners cannot make quality investments when the extent of the acquisition of roadway rights-of-way and the timing of the schedule are unknown.

Regulatory and Zoning Uncertainty

The panel was told that it can take up to two years to obtain approval for projects that require a plan modification or zoning change. The large-scale and high-quality projects that would most contribute to the revitalization of the corridor would require such changes, and thus face a daunting approval process. These kinds of projects also entail the highest holding and predevelopment costs for the developer. Throughout the corridor, the outcomes of approval processes are unpredictable. Developers and builders frequently perceive these processes as arbitrary.

Land Assembly Problems

The corridor's typically small lot sizes reflect commercial development patterns of the 1940s. Parking is limited and frequently located directly off the street, which necessitates backing directly into the roadway. The small size of parcels will be exacerbated by the proposed right-of-way acquisition for the roadway, which will reduce the size of adjoining parcels. Only a few large parcels exist, and many of these are encumbered with obsolete strip malls and other structures and require total redevelopment rather than lending themselves to rehabilitation or adaptive use.

All told, land assembly within the corridor takes time, entails holding costs, and is unpredictable. These difficulties—encountered without the help, if required, of a public partner with condemnation powers—greatly limit the corridor's ability to attract quality redevelopment.

Infrastructure Deficiencies

The panel learned that the provision of sewers, stormwater management, and other infrastructure elements at levels that can support redevelopment is scattered and inconsistent. Inadequately served locations that might otherwise be developed may be passed by because of the costs and lead time required for engineering, bidding, and implementing infrastructure improvements.

The development of housing, which is the major market demand component in the corridor, can be further impeded by inadequate school capacity.

Impact Fees

The panel was made aware of the existence of considerable inconsistencies and unpredictability in the imposition of impact fees by various governmental agencies with jurisdiction in the corridor. The incidence and amount of impact fees vary widely. In that rents and returns within the corridor are fairly homogenous, regulatory costs should be similarly homogenous. The unpredictability of impact fees creates risk and can be a deal-breaker for many projects.

Localities without CRAs

Established by local governments under state enabling legislation, community redevelopment agencies (CRAs) allow local governments to use



Some older retail centers within the corridor, while fully leased, lack consistent signage, provide no protection from the hot Florida sun, and are visually unappealing.

certain land assembly and infrastructure financing tools—such as tax-increment financing—in designated areas. CRAs fund public investments from new growth rather than existing revenue sources and often make specific development opportunities feasible. Some jurisdictions along the SR 7/U.S. 441 corridor have designated CRAs, but others have not. This situation creates a disparity among localities with and without CRAs, the latter being at a clear competitive disadvantage. Although a debate over diverting property tax revenues from the general fund to specific CRA projects is currently underway between the county and its municipalities, the panel recommends that CRAs be uniformly established within the corridor to serve areas put at a competitive disadvantage by the absence of a CRA.

Negative Image

The generally unattractive appearance of large segments of the corridor, especially in the southern and central sections, is a major marketing obstacle. The prevalence of unattractive land uses along the roadway makes it essential to begin to identify and assemble parcels that are large enough for developments that can on their own create a different image of a quality environment.

Specific Development Strategies

As has been noted, the overall objective of the panel's recommended development strategies is to capture a portion of Broward County's growth

by repositioning the corridor and thus changing the private market's perception of its viability and competitiveness as a quality location. To accomplish this objective, the panel recommends the following specific development strategies related to planning and development, workforce housing, and the regulatory and policy environment.

Planning and Development

Accelerate right-of-way and related infrastructure improvements along the corridor to meet current needs and support private sector investment. One of the biggest impediments to timely real estate investment in the corridor is the uncertainty surrounding the improvements to be made in the SR 7/U.S. 441 right-of-way. For example, of the 6.6 miles slated for improvements in the southern portion of the corridor (County Line Road to Griffin Road), \$14.7 million in funding for 2.4 miles has been programmed for "letting" by the state from July 2006 to July 2008; the Seminole Tribe has agreed to advance funds and manage construction of 1.2 miles—costing \$6.9 million and under construction at the time of panel visit—in order to provide improved access to its new casino and related development; and about three miles costing \$19.6 million remain unfunded.

The panel recommends that other means be sought to make the unfunded improvements. One option would be to seek developer advances for construction related to specific projects, similar to the advance provided by the Seminoles. A second

option would be for the county to advance capital from its infrastructure fund to the state. And a third option would be to seek private sector bond financing that is paid back through state funding in later budget cycles. This latter approach, referred to as the “privatization” of road construction, has been used effectively in other states when budgeted funds have proven insufficient for critical road improvement needs. Massachusetts is using it on several \$100 million construction projects. With the adoption of one or more of these funding approaches, the project could be completed by 2009 or 2010—a decade or so sooner than if the state funded it.

Acquire sufficient right-of-way along the corridor to correct existing inefficiencies and safety issues.

Under state law, the FDOT can purchase by eminent domain only those parcels or portions of parcels required for its road construction. In the southern portion of the corridor, where the parking spaces of many businesses are located in the planned right-of-way for road improvements, the right-of-way acquisition will create land use problems, especially parking problems.

The panel believes that the time to fix these problems is during the taking process. Individual community requirements for right-of-way width and other characteristics need to be carefully considered, while ensuring that variances from the comprehensive plan do not impede development and economic growth within the corridor as a whole. Planners should seek creative solutions, such as shared parking arrangements and municipal parking lots, to eliminate land use and transportation

conflicts while retaining businesses to the maximum extent possible.

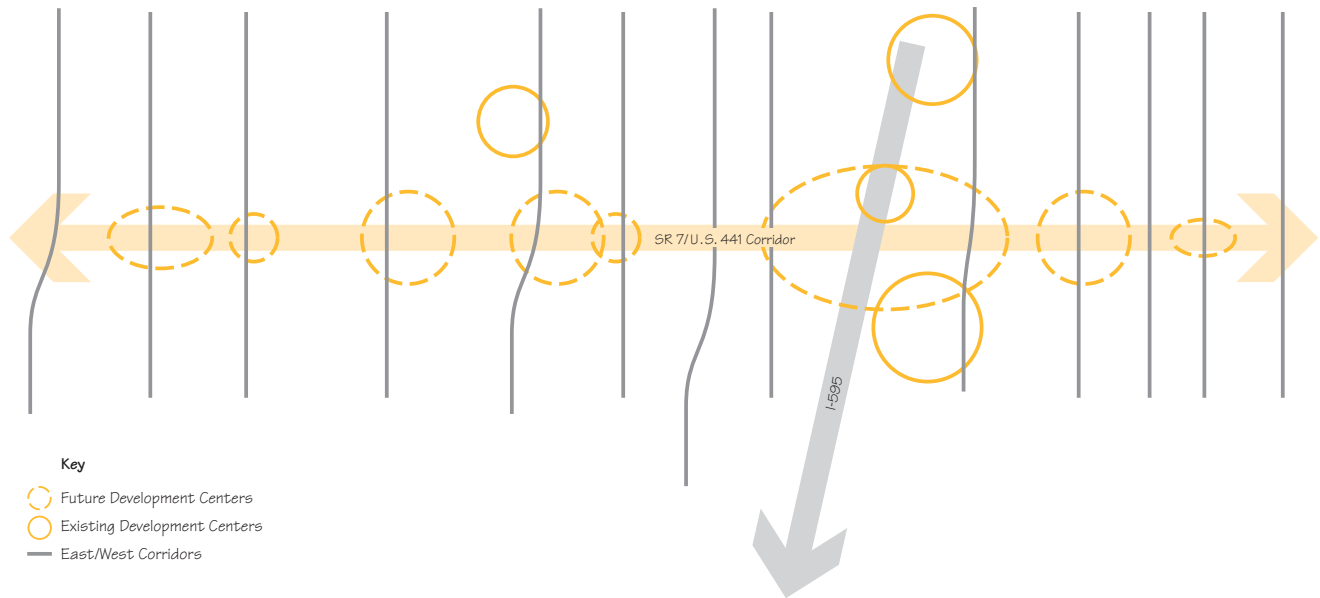
Plan for development centers at locations where BRT bus stops and stations have been planned and bus routes intersect. Extensive planning has been done along SR 7/U.S. 441 south of I-595 on what is called the “Transit Bridge,” a link between the Miami-Dade and Broward County transit systems. Locations for bus stations (large waiting structures and related parking lots) and bus stops (small waiting structures and no parking) for a proposed BRT system have been identified from I-595 south to the Golden Glades Intermodal Center in Miami-Dade County. Within Broward County, these locations are (from north to south):

- I-595 (station),
- Griffin Road (stop),
- Stirling Road (stop),
- Sheridan Street (stop),
- Johnson Street (stop),
- Pines/Hollywood Boulevard (station),
- Pembroke Road (stop), and
- Miramar Parkway (stop).

The proposed SR 7/U.S. 441 development nodes must be located at intersections with bus stops or stations. Because bus lines operate along most of the east/west arterials that cross SR 7/U.S. 441, the intersections of the most-traveled east/west corridors with SR 7/U.S. 441 should become devel-

At many points, no separation between the roadway and parking areas exists. The roadway right-of-way acquisition should address this potentially dangerous situation.





opment centers. BRT stations rather than stops are likely but not necessarily to be located at these intersections.

Detailed planning and engineering for transit locations on SR 7/U.S. 441 north of I-595 have not been completed. A study by the Transportation Planning Division of the Broward County Department of Strategic Planning and Growth Management—*SR 7/U.S. 441 Corridor Study, Congestion Management Study* (April 1998)—identifies locations for “transfer points”: N.W. 19th Street (Lauderhill City Hall Park), Oakland Park Boulevard, Commercial Boulevard, and Park Drive (Margate City Hall). A process to identify transit stations/stops similar to the one that was completed for the Transit Bridge should be conducted for the remaining portion of the SR 7/U.S. 441 corridor.

Build on the strengths of the east/west corridors at the development centers. Efforts to plan large-scale development in built-up locations often are challenged by problems related to adjacent uses that are not part of the new development plan. The SR 7/U.S. 441 corridor contains many low-value real estate uses. However, some intersecting east/west corridors have higher-end, more attractive uses. New development at these intersections should attempt to integrate with the

higher-end development to create additional mass or synergy in the initial phases. When deciding where to locate development centers, planners should factor in the quality of the development on the intersecting east/west roadway.

At development center intersections, allow higher-density development to proceed on each corner independent of current or planned land uses on other corners. While it is to be hoped that eventually all four corners of every development center intersection will be redeveloped, it is unlikely that all four corners will be planned at the same time. Jurisdictions should process development proposals without reference to the land uses in place on corners that have not been redeveloped, but rather with reference to the approved design guidelines and zoning that (will) have been adopted for the whole development center. In cases where more than one jurisdiction has approval authority over a development center, they should agree on design guidelines for that center.

Encourage themed retail that celebrates the diversity of the corridor. An ethnic theme often works as a retail strategy—attracting shoppers looking for an alternative to typical malls, drawing ethnic shoppers unable to find the goods they want elsewhere, and achieving high sales per square foot.

New development centers should attempt to integrate with existing higher-end centers on intersecting east/west corridors.

Broadway, a themed center in downtown Los Angeles aimed at the Hispanic market, has been successful. In Boston, an operator was convinced to locate a Caribbean market in an ethnic neighborhood—and enjoyed success on its third configuration. An ethnically themed retail center may be difficult to execute, and the fine-grained ethnic diversity of Broward County makes it imperative to consider carefully the appropriateness of the theme relative to the size of the development and likely market response.

Locate new public buildings and functions within development centers. At least two city halls sit on the SR 7/U.S. 441 corridor and several schools are adjacent to it. As public buildings need to be built, officials should always consider locations in or near the corridor development centers. The role of public buildings in creating traffic and a sense of civic pride can be important to the successful evolution of development centers. The investment of public funds for the construction of public buildings at development centers also signifies the commitment of the public sector to the development center and the corridor. Such a display of commitment mitigates risk in the minds of developers and investors considering investing in the corridor.

Use the county's redevelopment capital fund to address infrastructure deficiencies in development centers. As has been mentioned, a debate is underway concerning tax-increment financing, which diverts general property tax revenues from the county to fund specific projects in revitalization areas designated by community redevelopment agencies (CRAs). The county does not support traditional TIF financing, but it is making \$200 million available to local government for infrastructure development. This is an excellent program that is needed to support redevelopment in locations without a CRA. The county should consider putting at the top of the list of possible recipients of these funds public infrastructure projects that are slated to serve areas designated as development centers, some of which lack the sewer and water capacity to support higher-density projects.

Workforce Housing

Develop a plan for workforce housing in the corridor. An assessment of the need for workforce housing and the financing options available should be de-

veloped. The need for a housing plan stems from strong market demand, population projections, the large number of jurisdictions in the corridor, and the community's interest in the availability of housing for the full spectrum of household incomes. The housing plan should determine what public and private financing options are available and how the financing should be allocated throughout the corridor. Also, the plan should set goals for the distribution of the housing within the corridor. Once the locations of the development centers have been selected, workforce housing could be allocated on the basis of the size of development projects, local need, the availability of other resources, and other factors.

Where possible, assemble sites that are suitable for workforce housing. Because of their ability to acquire and assemble land, community redevelopment agencies could presumably be called upon to assemble sites for workforce housing in accordance with the corridor's housing plan. While development centers do not need assembled workforce housing sites in order to attract development, the presence of such sites could help create a synergy with other proposed development and, in certain cases, accelerate the demand for higher-density residential uses.

Regulatory and Policy Environment

Clarify the rules for a mixed-use zoning designation and rezone land within development centers for mixed-use development. The panel sensed that developers are confused about what is permitted and what is not permitted for mixed-use developments. They do not know, for example, if they can put housing above first-floor retail. They are unsure about how much flexibility is provided under the overlay district known as "local activity center." Some developers report that conventional zoning designations have allowed them to site different uses adjacent to one other, creating a feeling of "mixed use." If the cause of this confusion is ambiguity in the regulations, it should be eliminated. If the cause is misguided perceptions on the part of developers, an effort should be made to educate developers on current policies on mixed-use development.



Facing a dwindling supply of developable land in Broward County, developers are reconsidering once overlooked land, such as this parcel on the corridor.

In the meantime, land in development centers should be rezoned to permit mixed-use development.

Create a lead agency for acquiring key parcels in planned development centers in which the market is slow to respond. If after the locations of development centers have been identified and zoning and design guidelines have been established for them the market still does not respond by proposing appropriate development, incentives—including land assembly—may be needed to make appropriate development more attractive. A lead agency for stimulating market responses should be created (see the discussion of the proposed special regional district in the implementation chapter of this report.)

Given the area’s strong economic and demographic growth, it is quite possible that as right-of-way construction is completed the private sector will respond without excessive public intervention. Some contingency plans should be prepared, however, in case the private sector response does not meet the expectations of the collaborative. On the other hand, public agencies should take care to use public funds to spur growth and not to fund deals with questionable market fundamentals.

Support community redevelopment agencies. Community redevelopment agencies address inefficiencies in the marketplace, in particular the inadequacy of infrastructure, in order to foster higher and better uses for sites that have problems. For

fiscal reasons, Broward County has recently proposed the elimination of tax increment-financing (TIF) districts. The diversion of property tax revenues may be a legitimate concern, but CRAs serve a useful and unique function in the local development process. The panel believes that CRA powers should remain the same or even be enhanced. It suggests that the county reconsider its efforts to remove TIF from the CRA toolbox.

Encourage CRAs to purchase delinquent, low-cost, or obsolete properties, where possible. CRAs are authorized to purchase properties that are perceived as good value and need to be redeveloped or reconfigured for the next development cycle. In order to achieve the collaborative’s development objectives within the plan’s larger development centers, relatively large parcels will have to be assembled out of the many small parcels that currently make up most of the study area.

Beef up code enforcement. As stated earlier, a concentrated effort should be initiated to improve the appearance of the corridor. Beefing up code enforcement would help in this regard.

Planning and Design

The panel's planning and design recommendations are intended to reinforce the development strategies detailed in the preceding chapter. As has been emphasized, the panel feels that the collaborative's ability to reposition the corridor as a viable and competitive location for quality mixed-use development will be—in the light of strong market potential—largely a matter of improving the corridor's image. Image is one key consideration in the planning and design of urban redevelopment.

The other key consideration is infrastructure. Infrastructure can be defined as the physical support services that are necessary for a healthy community. It can be “gray” as in roads, transit, and water and wastewater systems; or “green” as in open space and recreation systems. It can be “visible” as in community service facilities; or “invisible” as in buried electrical lines. Infrastructure lays the foundation for development and must be managed for short- and long-term opportunities and affordability. Development opportunities are impeded by the lack of adequate infrastructure.

The panel observed both opportunities and constraints with respect to infrastructure systems in the SR 7/U.S. 441 corridor. Opportunities include the commitment of FDOT to premium transit in the corridor and the commitment of the collaborative to improving the corridor. Constraints include uncontrolled highway access, lack of vision for coordinated open space, insufficient water and sewer systems, and lack of stormwater management.

Planning Framework

The panel believes that the SR 7/U.S. 441 corridor has the potential to become a location that individuals and communities embrace and enjoy. The integration of individual real estate projects with a cohesive framework of roads, transit, open space,

and community facilities will create a unified and distinctive corridor. Creating such a corridor results in places where people will want to live, work, shop, and play.

Specific Planning and Design Recommendations

The corridor as a whole should have an image that will be created by transit, landscape, and other high-quality design elements. Individual communities should be encouraged to maintain their identity through gateway treatments, signage, and other adaptations of the corridor image, according to local history, culture, and environmental conditions. Specific steps can be taken to create this unified yet distinct image for the corridor and the communities within the corridor. The panel developed the following specific recommendations related to image, infrastructure, community building, and density.

Image

Agree on overarching design standards for the entire corridor. The panel believes that good design is a critical element of success—raising property values, improving community identity, and creating synergy between neighbors. The collaborative should establish and implement site-design standards for the overall corridor in order to create an integrated image. Within these parameters, each community will have the flexibility to interpret these standards in order to maintain individual identity.

Such standards should include

- a uniform road section from one end of the corridor to the other, including the location of travel lanes, transit lanes, and bike lanes;
- minimum requirements for the amenities to be included within the right-of-way, such as sidewalks, landscaping, and lighting;



Some existing bus stops have significant room for improvement.



Consistent signage standards should be developed and enforced to reduce visual clutter.



High-quality materials and effective landscaping create a feeling of place along this segment of the corridor.



- minimum and maximum building setback requirements;
- minimum signage standards to reduce visual clutter and encourage quality; and
- minimum standards regarding transit stop and station amenities, including benches, shelters, and kiosks

Define an identity for the corridor. The corridor can be unified through landscaping that creates a boulevard image. The panel recommends that the landscaped medians should be designed to create a pedestrian realm by separating pedestrians from traffic and creating a safe haven for people crossing the wide roadway. Landscape should be used to reduce the scale of the roadway. The consistent use of landscaped medians presents a unified visual experience. Individual communities can choose landscape materials to reflect their own community's identity. When choosing landscaping, communities should be sensitive to long-term maintenance requirements. The collaborative has received \$1 million in landscape funding that can be used to begin to create this continuity.

Agree on a basic design framework for the corridor, while encouraging each constituent community to adopt a framework that emphasizes its unique characteristics. The panel believes that the collaborative should agree on the basic design framework—including transit stop/station dimensions and materials, lighting, sidewalk materials, street furniture, and so forth. Each community should be

encouraged to customize these elements to reflect a local image and create a sense of place while remaining true to the agreed corridor-wide theme. The design of transit stops should not be left to transit agencies or advertising groups. Consistent design elements “brand” the corridor. Local flavor creates a sense of place and pride for the community. Striking the correct balance between consistency and local flavor should be the goal.

Eliminate visual clutter. Visual clutter, such as overhead utility wires, excessive signage, and other elements detract from the corridor's image. Utilities should be buried whenever possible. An inventory of the existing signage on the corridor, including billboards, should be conducted. Sign regulations should be revised. The revised regulations should limit the number of signs along the corridor and improve their quality.

Use high-quality materials. High-quality design and materials should be used for all public infrastructure (lighting, benches, and so forth) along the corridor. This will create a feeling of place. A visitor entering the corridor should know immediately that he or she has arrived. The use of quality design and quality materials will harmonize the corridor.

Make use of banners and seasonal elements to emphasize specific places within the whole corridor. Specific design elements can and should vary by community. Banners and gateways are a way for communities to let their local colors shine through. To maintain a cohesive image and minimize visual



The unsightliness of some land uses poses an obstacle to marketing the corridor for reinvestment.

clutter, the dimensions, materials, and locations of banners should be consistent, while the content of banners should be community-specific. All banners could contain a small feature that signifies the corridor as a whole.

Design elements should be sensitive to the Florida weather. Building faces can shade the sidewalks and awnings can provide shelter from sun and rain.

Infrastructure

Control access to SR 7/U.S. 441 by limiting curb cuts and crossroads. The panel observed that access is virtually uncontrolled on segments of the road, to the point that there are no curbs adjacent to the roadway. Drivers must be sensitive to what is happening on the side of the road, and this distraction results in a significantly higher accident rate. Controlling access would substantially improve the safety and increase the capacity of the roadway. It is also necessary for the success of any rapid-transit system—such as bus rapid transit—on the corridor.

In traffic engineering, access management is the systematic control of the location, spacing, design, and operation of driveways, median openings, and street connections. Access management preserves the capacity and functionality of roads and reduces conflict points, thus enhancing safety.

The collaborative should conduct an inventory of shared-access opportunities and require shared access whenever possible. It should perform an

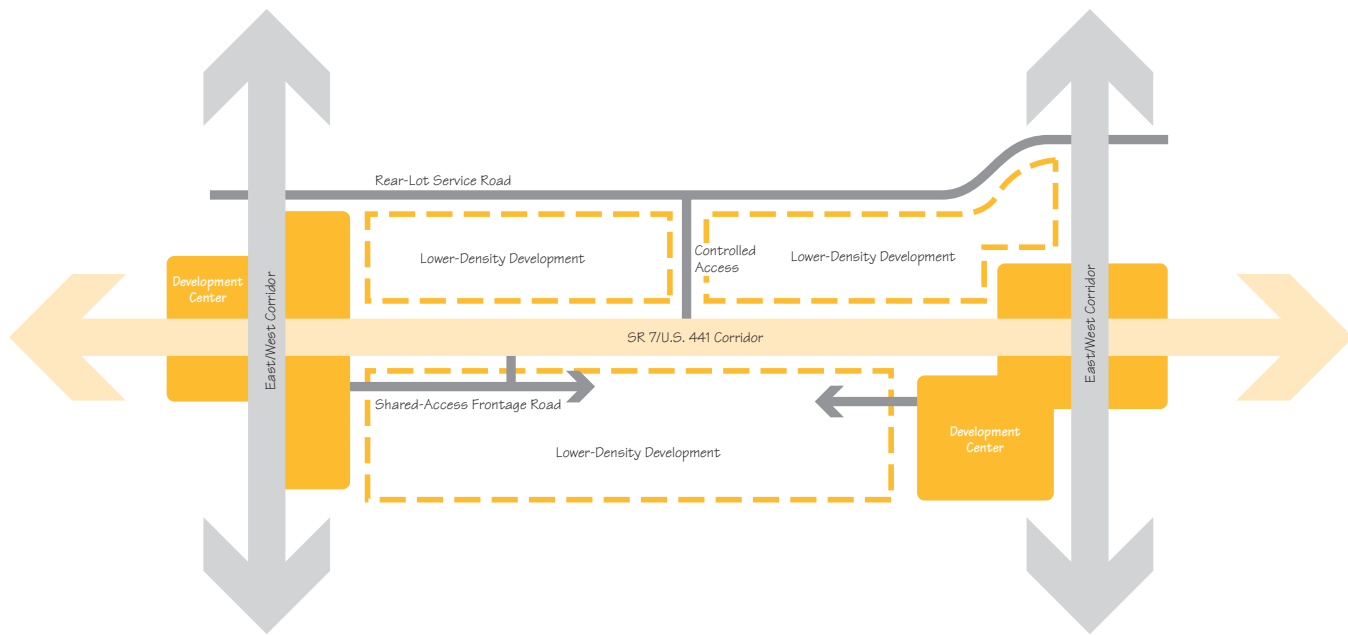
analysis of block length to determine if new minor streets and service roads should be introduced or, possibly, eliminated. It should adopt various access-management concepts, such as median treatments and signal spacing, to maximize the capacity and safety of the roadway.

Provide bus rapid-transit (BRT) service along the corridor. The panel endorses the plan for implementing bus rapid transit (BRT) along the corridor.

BRT will introduce premium transit services (supplemented by existing transit services) to the corridor and change the image of mass transit. Existing mass transit is used mainly by the transportation disadvantaged; BRT will attract a new demographic and new riders to the mass-transit system. It can attract aging baby boomers who even might be persuaded to give up their cars—particularly if they live in a great place that is connected to other great places by premium transit.

BRT is also an economic development opportunity, providing a clean, fast, and efficient mode of transportation for the employees and customers of businesses located along the corridor. It will add value to the properties along the corridor. In fact, in the panel's view, BRT, which like most transit services will require significant subsidies, should be viewed as an economic development project with mobility enhancement as a bonus.

The careful design, routing, scheduling, and marketing of BRT can contribute to a new image for



Access to the corridor should be controlled by limiting curb cuts and cross roads.

the corridor. For a number of reasons, the panel believes that BRT is a better solution for the corridor than light-rail transit (LRT) for both the short term and long term:

- The Federal Transit Administration is funding more BRT new starts than LRT new starts, so BRT could be implemented sooner.
- The cost per mile for LRT is substantially higher than for BRT.
- BRT can “grow” into LRT (although the major disruption in service that would occur during the transition could permanently impair transit ridership).
- BRT is more flexible; it can serve special events and can respond quickly to unanticipated land use changes.

Design and schedule BRT to high standards. The panel believes that the BRT system needs to be designed and implemented to very high standards in order to maximize its economic development potential. It must be easy to use and offer a convenient schedule. The BRT vehicles need to be “branded.” Marketing should target people who do not traditionally use transit. A high level of design, comfort, and amenities both on the vehicles

and at stops will be important. For example, buses should be equipped with high-tech signs that clearly indicate routes; and bus stops—in addition to being attractive shelters with seats—should provide route and fare information in an easily accessible form.

Encourage transit-related development, and work to develop other uses in a more transit-friendly manner. BRT can support multimodal, pedestrian-friendly development centers. Conversely, relatively high development densities and transit-friendly land uses are necessary to support BRT.

Transit-friendly land uses include

- medium- to high-density housing;
- offices;
- food markets;
- dry cleaners;
- newsstands and bookstores;
- spas, salons, and gyms;
- many other retail establishments;
- entertainment venues, theaters, restaurants, and cafés; and



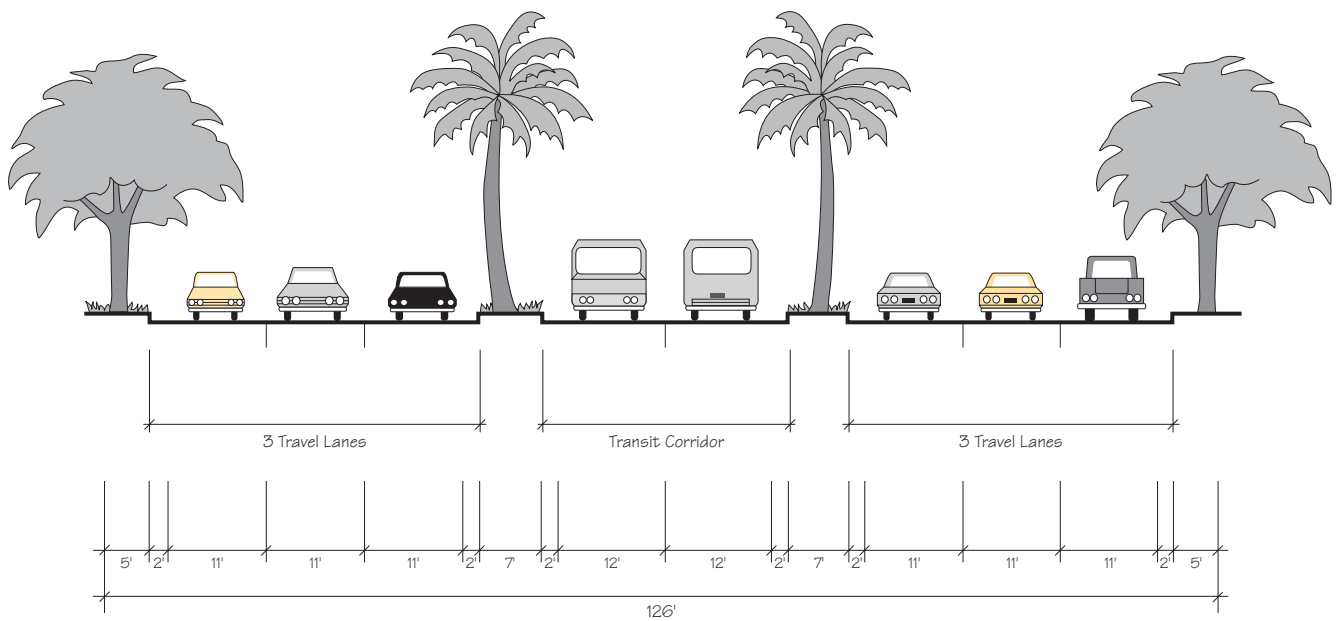
Bus transit within the corridor achieves some of the highest ridership rates in the county.



While a well-designed and well-constructed bus stop in the northern portion of the corridor (far left) goes unused, a heavily used bus stop to the south (left) demonstrates neglect and a lack of concern for passengers.



Automobile dealerships and auto-related service uses dot the corridor from one end to the other.



The panel believes that bus rapid transit could operate successfully in the center of the roadway (as illustrated here) or along its sides (facing page). This roadway section illustrates 126 feet divided into eight lanes.

- structured parking.
- Land uses that are not transit supportive include
- extensive surface-parking lots;
 - gas stations, auto repair shops, and car washes;
 - automobile dealers;
 - self-storage facilities;
 - big-box retailers; and
 - warehouses.

Saying that the corridor plan should pursue the development of new transit-friendly land uses is not saying that uses that are not transit-supportive are inappropriate for the corridor. Such uses may provide an important economic benefit to their communities. Some of these uses can be developed in a more transit-friendly manner. An auto repair shop, for example: in the review of the proposal for its development, consideration should be given to its accessibility to public transportation for people who have dropped a car off for service. Making all uses more transit friendly is a win-win situation for business owners and the community.

Design SR 7/U.S. 441 as an eight-lane roadway. An eight-lane cross section can be designed to include travel lanes, transit lanes, bike lanes, landscaped medians, lighting, transit amenities, sidewalks, and landscaped drainage swales. Eight lanes can be accommodated in as little as 126 feet, but may require more area depending on such site-specific issues as stormwater management requirements.

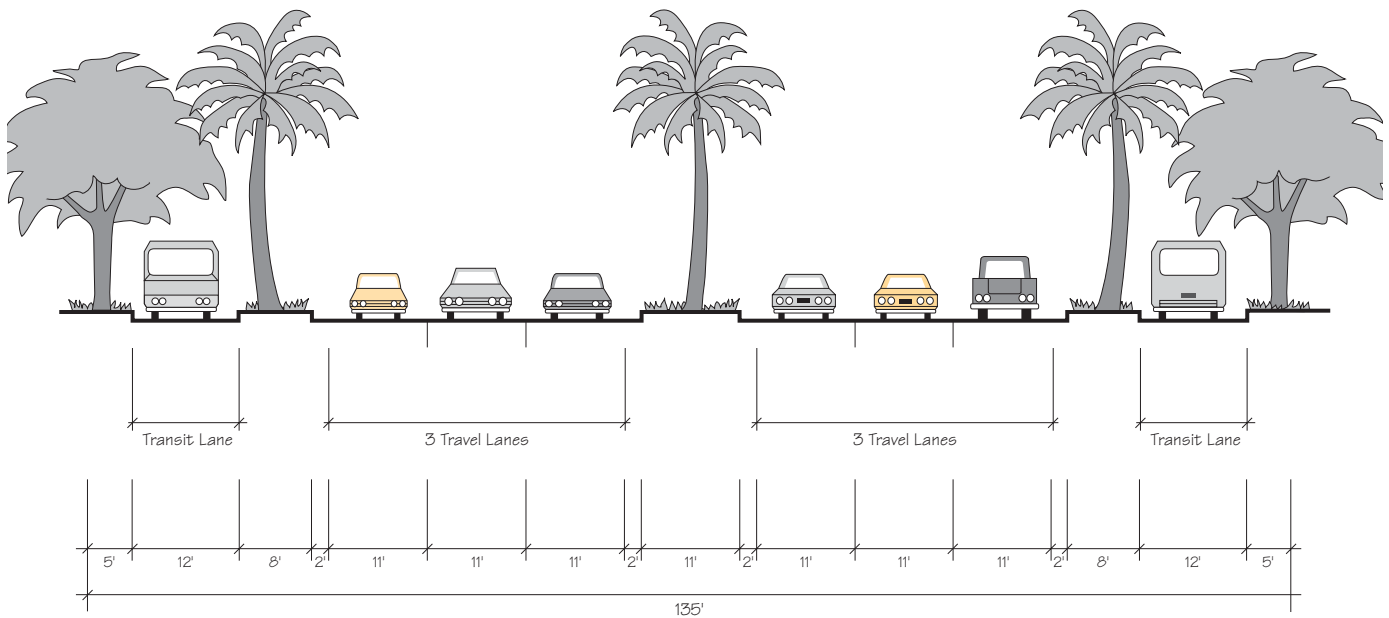
An eight-lane roadway can meet the following key criteria for the design of SR 7/U.S. 441:

- safety for pedestrians,
- an attractive “boulevard” appearance,
- development opportunities on adjacent land,
- “greenways” linking development centers, and
- the preservation of roadway capacity for the future.

In the panel’s opinion, BRT could operate successfully in the center of the roadway or along its sides. An eight-lane cross section can be appropriately designed to facilitate transit, automobile travel, and pedestrian use. FDOT and the corridor’s constituent communities should continue the charrette process in order to reach consensus on the particular configuration of the roadway.

Take advantage of the Florida Department of Transportation’s financial commitment to the corridor. It is important for constituent communities to recognize and appreciate FDOT’s financial commitment to the SR 7/U.S. 441 corridor. There are many worthwhile projects competing for limited funds. The communities should recognize the opportunity before them and reach a consensus on the configuration of a BRT system as soon as possible.

Provide greenways and other open space along the corridor. The roadway right-of-way needed to provide adequate circulation and appropriate lane widths and BRT amenities may result in right-of-way takings that render some adjacent parcels



This roadway section illustrates eight lanes in 135 feet, with bus lanes on the sides.

unusable. The panel believes that these parcels should be made part of the corridor’s network of green infrastructure. Swaths of greenways can be used to buffer adjacent land uses, provide recreational opportunities, link neighborhoods, and manage stormwater.

Open space should not be an afterthought. It is as much a part of infrastructure as is stormwater management. The provision of open space is a regional as well as a local issue, and the panel believes that the proposed redevelopment of the corridor offers opportunities to plan for regional open space. Authorities should take advantage and plan for various types of open space in tandem with the corridor’s redevelopment.

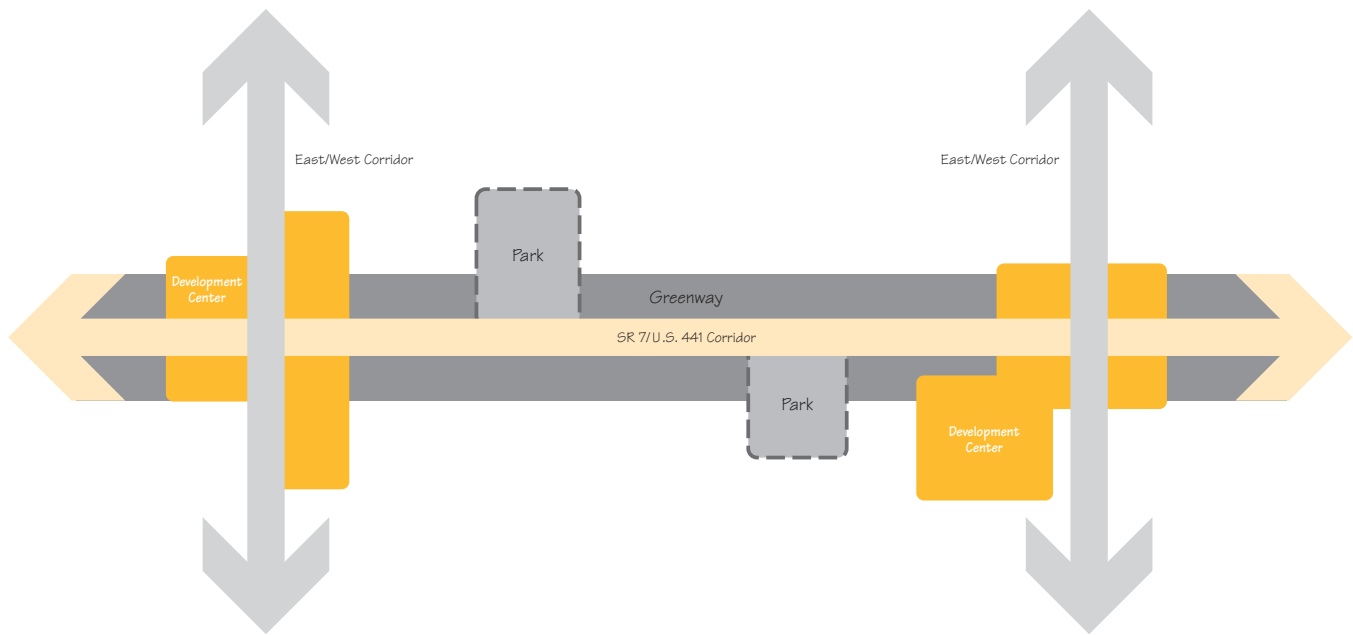
Incorporate stormwater management into open space requirements. Although the county is taking steps to assure that stormwater management is provided for new development, the panel is concerned about the apparent lack of a plan to address existing stormwater management issues along the SR 7/U.S. 441 corridor. The limited availability of land in the corridor and the prospect of increased development densities suggest that it will be important to creatively use open space as a location for stormwater management. The panel believes that developers should be allowed to incorporate stormwater management into their required open space, provided that the stormwater facilities are well designed and coordinated. This would give developers an incentive to make the best use of a scarce resource—open space—and to think of the environment as a living thing that truly relates to the way people live.

A study should be undertaken to identify areas within the corridor that are prone to flooding and other environmental constraints. The information from this study should be used to create a regional open-space plan for connecting development centers, neighborhoods, and parks via greenways—a linear open-space network that helps unify the corridor. Where environmental remediation is necessary, it should be designed as a landscape element.

Develop strategies for mediating deficiencies in water and sewer services. Impressed by the efforts being made by some communities to invest in new sewer and water service, the panel encourages other communities to undertake similar initiatives. New development can be expected to pay its fair share toward community infrastructure, but should not be expected to fix existing deficiencies. The panel believes that communities need to develop a strategy for mediating existing infrastructure deficiencies. The collaborative should explore opportunities to address infrastructure deficiencies through the development of a large-scale regional project.

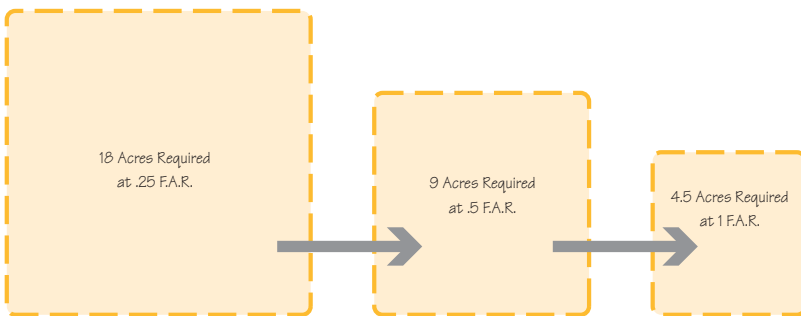
Community Building

Plan for the creation of vibrant, sustainable, and dynamic multiuse neighborhoods. Community building uses people’s relationship with the physical environment, both manmade and natural, to create vibrant, sustainable, and dynamic neighborhoods and communities. It is a tool for place making. Community building leverages public and private investment in physical improvements to maximize



Unusable parcels should be made part of the corridor's network of green infrastructure.

Higher-density development can reduce the amount of land needed to accommodate anticipated growth. Illustrated below is the amount of land required to accommodate the same amount of development at lower to higher floor/area ratios.



social interaction, creating sustainable communities and enhancing citizen engagement.

Locate schools and other community facilities to maximize their “community building” impact. In metropolitan areas nationwide, the school-age population is expected to continue to increase, as will demands for the replacement of worn-out schools as the immigrant population moves through schools built for a smaller population. While the need for new schools can have enormous financial implications, it also presents significant opportunities for community building.

The panel recognizes the need for new and expanded school facilities within the study area:

- The “temporary” classrooms added at many schools are approaching permanence.

- School investment seems to be disproportionately concentrated west of the corridor.
- Frequent redistricting causes disruptions that are not conducive to learning, stability, or development.

Public facilities such as schools, libraries, and parks can enhance the multiuse aspect of a place and help create synergy among people of different ages and backgrounds, which the panel believes is critical to the long-term success of a place. The location of public facilities that can share elements also leverages public and private investment.

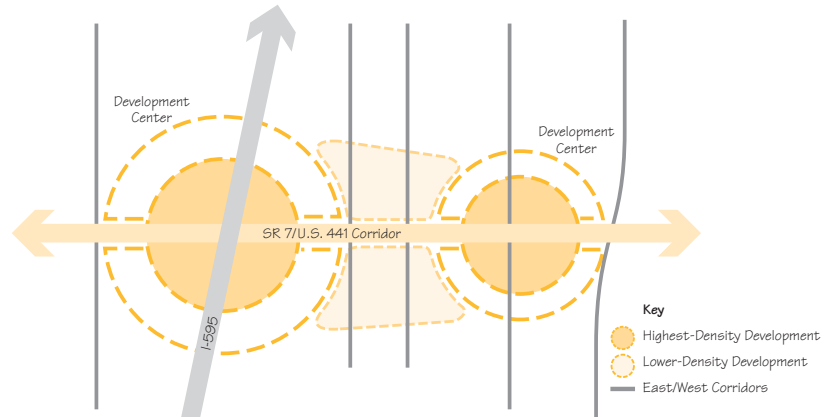
Multiuse development centers thrive on a variety of uses. A new school can become the focal point of a new community center. Schools as centers of community expand their functions to include adult education, job training, community recreation, and public safety, and they can house related public facilities such as libraries or meeting space. A concentration of uses within school facilities is an investment in social capital. School grounds can be used for after-hours and weekend sports events; the school library can supplement other public libraries; or the school auditorium can be used to host local theatrical performances. When populations of differing ages mix in nonthreatening environments, barriers to interaction are removed.

Schools that are the center of community also increase parental involvement, a widely recognized key to academic achievement.

Density

Increase the density of new development at development centers located at transit intersections. In order to accommodate expected population and economic growth and to discourage automobile dependency, the current practice of building at low densities at scattered locations up and down the corridor will have to come to an end. The emergence of high-density development centers at key transit intersections will create the critical mass necessary to attract employment, higher-density housing, and the associated mix of uses that can support the transformation of the SR 7/U.S. 441 corridor. Development intensity and use mixes will vary from one development center to another, according to adjacent land uses, local space markets, site size, and transit access.

At the SR 7/U.S. 441 and I-595 intersection, the panel proposes a major development center with region-serving land uses. Its location on an interstate highway, near the Fort Lauderdale/Hollywood International Airport, and adjacent to the south fork of the New River makes the I-595 development center suitable for corporate offices, flex space, multifamily housing, hotels, and regional retail. Given the shortage of marina services in the market and the I-595 center's proximity to the river, the potential exists for the development of a full-service inland marina here.



Other development centers within the corridor will offer community retail, various types of attached housing, smaller-scale office buildings—and possibly flex space and hotels.

Design spaces between development centers to provide links between them and to existing neighborhoods. The spaces between development centers should support the centers and link the communities. Uses such as greenways, parks, medium to low-density housing, and neighborhood retail can link the development centers and provide transitions to existing neighborhoods.

Spaces between development centers should accommodate lower-density development and provide transitions to existing neighborhoods.

Implementation

The panel believes that the development strategy and the planning and design recommendations put forward in the earlier chapters of this report represent a plan of action that could and should engender public consensus and support. In order to successfully implement these proposals, the panel recommends a number of specific actions that would move the collaborative to the next step in the revitalization process.

Implementation Strategy

The key implementation approach recommended by the panel is to create a new entity with assessment and bonding powers. The idea is not to add a layer of approval to the development process, but rather to establish an entity that would act as a corridor-wide facilitator and clearinghouse of information for land use planning and provide financial assistance. This entity would consider the best interests of the common good of the corridor, but not impinge on the prerogatives of constituent jurisdictions. Cities would still make final land use and regulatory decisions within their boundaries.

Having broader powers than the State Road 7/U.S. 441 Collaborative enjoys, this entity would be able to engage in a variety of comprehensive actions aimed at achieving the redevelopment vision. Among these actions should be an application for a Development of Regional Impact (DRI) permit for the entire corridor or for a Local Government Comprehensive Plan Certification and Exemption—either of which would serve to facilitate the currently difficult approval process for individual projects.

Finally, the panel recommends the creation of an efficient and effective land assembly process. As has been noted, numerous small lots characterize land holdings in the corridor, and many of these parcels will be made even smaller by right-of-way

acquisition. Strategic land assembly will be key to the successful redevelopment of the corridor.

The panel believes that this implementation strategy will make it possible to pool environmental, land, and transportation resources available in the corridor's constituent communities in order to establish financing and other mechanisms that will generate the consolidated political power that is needed to accomplish broad community objectives for the corridor. In short, it is—and should be—a grass-roots, bottom-up, unified strategy for success.

Specific Implementation Recommendations

In order to move the State Road 7/U.S. 441 Collaborative to the next step in the corridor's redevelopment process, the panel recommends the following specific implementation measures related to the organizational structure, the entitlement process, and land assembly.

Organizational Structure

Create a special regional district (SRD). The panel recommends that the State Road 7/U.S. 441 Collaborative be incorporated as a more permanent organization that would establish and manage a special regional district (SRD) created under Chapter 189 of the Florida Statutes. An SRD is a multijurisdictional district established to serve special purposes. It is allowed to levy special assessments or tax-increment financing, to issue bonds, and exercise eminent domain. An SRD could deal with important regional issues, such as revenue sharing in development centers that encompass multiple jurisdictions.

Although concerns about and differences over the State Road 7/U.S. 441 Collaborative's current processes and controls are, in the panel's observation, widespread, its makeup is broadly representative and includes a representative from Broward

County. With perhaps the addition of a few more neighborhood members, the collaborative could easily be formally reconstituted as the SRD.

Use the SRD status to engage in comprehensive actions. Incorporated as an SRD, the collaborative could engage in a set of comprehensive actions that can help achieve the vision of the corridor's redevelopment. These include the following:

- Generate revenue through tax-increment financing or special assessments based on square footage, lineal frontage, or property taxes paid. These assessments could range from \$.05 to \$.15 per square foot for commercial uses.
- Obtain grants—federal, state, and foundation—and other funds.
- Through a broad spectrum of participation, gain stature as a political force in the state capital and at the federal level.
- Apply the funds raised through assessments and grants to a broad range of redevelopment, public improvement, and community needs. Among likely funding initiatives are land assembly, road and other transportation upgrades, public/private civic and cultural projects, affordable housing programs (such as location efficient mortgages, which help households qualify for higher mortgages than their incomes would normally warrant when they buy housing near transit), parking facilities, urban drainage, greenways, bikeways, trails, parks and other recreational facilities, right-of-way maintenance and beautification, special events, public relations, newsletters, and post-construction performance guidelines.
- Inventory existing and proposed land uses and provide and/or coordinate adjustments in land use absorption and allocations.
- Establish an identity for the corridor—and connect it with a name that is more marketable than “SR 7/U.S. 441,” for example, “Coconut Grove,” “South Beach,” or “Worth Avenue.”
- Set up a centralized coordinating entity and information clearinghouse. Such an arrangement

would not preclude or interfere with existing city, regional, or state entities.

- Accelerate development and implement the long-term development objectives described in the development strategies chapter of this report by acting as the corridor's lead planning coordinating organization. The SRD can assist constituent municipalities in the preparation of requests for proposals (RFPs), help them create categories within their comprehensive plans that facilitate the development of mixed-use districts, and help cities draft zoning and overlay-zone changes as needed to correspond to new comprehensive plan designations.
- Encourage constituent communities to adhere to generalized design and landscape guidelines in order to achieve a more consistent image for the corridor.
- Help focus energy and resources at key development centers—leading to early success stories that can attract developer and investor interest. Eventually, the development of infill housing between the centers will complete the “boulevard” concept for long-term economic development.

Entitlement Process

Apply for an areawide Development of Regional Impact (DRI) development order for the entire corridor. That it can take as long as two years to obtain approvals for the kinds of projects that would contribute to the collaborative's redevelopment goals is a major implementation impediment. The panel therefore proposes that the SRD seek an areawide Development of Regional Impact (DRI) approval for the entire corridor.

The SRD would prepare and submit a DRI application to the state's Department of Community Affairs, which would then issue a development order for a specific period of years in anticipation of redevelopment occurring. The order would approve a master plan for the corridor and spell out mitigation requirements. The DRI approval would eliminate the need for any further state review and would bind developers to existing regulations for a specific time period. It would give state and local permitting agencies the information they

need to approve permits. Most importantly, new large-scale development proposals that are consistent with the requirements of the corridor's DRI would not have to go through a separate DRI process, thus streamlining the development approval process.

Alternatively, apply for a comprehensive plan exemption. Instead of seeking a DRI approval, the SRD might prefer to complete a master plan and then apply for a Local Government Comprehensive Plan Certification and Exemption. This would also reduce current permitting burdens for large-scale, mixed-use project proposals in the corridor. At any rate, the SRD entity should work with municipalities in the corridor and with the county to revamp and expedite planning and permitting processes in order to reduce the two-year wait needed to obtain approval for comprehensive plan amendments.

Land Assembly

Create an efficient and effective land assembly process. In February 2004, ULI in cooperation with the U.S. Department of Housing and Urban Development (HUD) convened a panel of experts to identify the barriers to land assembly for urban infill development and suggest how to remove them. In many urban areas, a lack of available land that is appropriate for development imposes the biggest barrier to revitalization and redevelopment efforts. By assembling land, local governments can significantly reduce the risk involved with redevelopment and thus increase the attractiveness and value of the assembled parcels as well as of adjacent land. In that land assemblage will be required to achieve many of the recommendations of the panel, the findings of the ULI/ HUD forum have direct relevance for the State Road 7/ U.S. 441 corridor.

The process created for land acquisition and disposition for redevelopment in the corridor should build upon the land acquisition activities currently managed by community redevelopment agencies.

Facilitate land assembly through specific programs.

Empowered as an SRD, the collaborative could take a number of steps toward creating an effective land assembly process. In pursuing its land assembly programs, the SRD entity should be sensitive to gentrification and displacement issues. Land assembly should be for the purpose of creating mixed-income developments that are both economically and socially diverse. And land assembly should focus first on development centers and encourage growth to radiate to surrounding areas. Among the specific land assembly programs that should be pursued are the following:

- Prepare an inventory of properties within the corridor—including market value, zoning, and ownership—and make the data publicly available.
- Categorize properties by condition—for example, “stable,” “emerging,” or “distressed”—in order to determine appropriate priorities for land assembly.
- Help community redevelopment agencies finance their land purchases.
- Participate in the assemblage of sites large enough for redevelopment. For example, encourage and support the efforts of Lauderdale Lakes to assemble land for residential uses and of Margate to purchase four parcels for a town center development.

Conclusion

The panel thinks that the coordination and cooperation among the members of the State Road 7/U.S. 441 Collaborative are exemplary. Despite differing local concerns and priorities, the collaborative has been able to focus on the overarching needs of the corridor as a whole, without ignoring the particular needs of each of the 14 participating municipalities. The panel cannot overemphasize the importance of continued cooperation to the success of the corridor redevelopment effort. The ability of the collaborative to leverage its collective assets to address future development proves the truth of the observation that “the sum is greater than its parts.”

The continued success of the collaborative is made all the more urgent by the projections of strong growth for Broward County. With its central location, well-used transit system, many underutilized properties, and obsolete land uses, the SR 7/U.S. 441 corridor is ideally situated for redevelopment and revitalization. The corridor may appear to be built out, but it offers many opportunities for development that would capture much of the county’s anticipated growth. Since establishing itself in 2000, the collaborative has added value to the SR 7/U.S. 441 corridor and has positioned it well to accommodate future growth. Its constituent communities have opportunities to leverage and expand on the benefits bestowed by the collaborative, to enhance both themselves and the corridor as a whole.

Benjamin Franklin said: “By failing to prepare, you are preparing to fail.” The collaborative heeded this admonition and is to be commended for successfully preparing for the significant growth coming to the county. The organized and proactive approach of the collaborative has addressed many

important planning issues that had they been left unaddressed could have become planning crises in the future. By getting out in front of growth, the collaborative has strengthened its hand and allowed its members to control their destinies rather than be controlled. While local officials can do little about the planning mistakes of the past, they can do much to positively affect future development. The panel thinks that this report can and should play a part in that future.

The members of the collaborative are justified in taking pride in their work to date. Future generations will benefit from the forward thinking and thoughtful leadership they are providing. The collaborative must continue to forge ahead with its spirit of cooperation. Most importantly, it must not fall victim to pessimism or provincialism.

The attractions of southeastern Florida will draw people and businesses for decades to come. But the opportunities that this demand presents should not be taken for granted. Many other regions would love to trade places. While growth presents challenges to current residents, the challenges of stagnating job growth and declining population are far worse. With the confidence acquired through statistically supported estimates of future demand, the collaborative should aim its efforts high, demand quality, and plan big, in the spirit of legendary Chicago architect Daniel Burnham’s advice: “Make no little plans, they have no magic to stir men’s blood and probably will themselves not be realized. Make big plans, aim high in hope and work, remembering that a noble logical diagram, once recorded, will not die.”

About the Panel

Alex J. Rose

Panel Chair
El Segundo, California

Alex J. Rose serves as director of development for Continental Development Corporation, a suburban office/R&D park developer located in El Segundo, California. He is responsible for managing all the firm's development and construction activities. CDC holds 3.5 million square feet of space in Southern California's South Bay market and in the city of San Francisco. Rose oversees acquisitions and new project development; the planning and execution of tenant improvements, core and shell renovation, and new construction work; maintenance and upgrades for major facilities; project budgeting and cost controls; internal project management; and architect, engineer, and contractor management.

Over the past nine years, Rose has overseen the development and acquisition of nearly 1 million square feet of Class A office space, as well as the conversion of single-tenant R&D facilities totaling more than 1 million square feet into multitenant office, restaurant, retail, and entertainment uses. Before becoming director of development, Rose served as CDC's director of property management. He has extensive experience as well in title insurance, and is a licensed California attorney with experience in general civil and bankruptcy litigation practices.

Rose received an MBA from the University of Southern California, a J.D. from Southwestern University School of Law, and a bachelor's degree in political science from UCLA. He is a trustee of the Urban Land Institute, chair of ULI's Commercial and Retail Development Council, a vice chair of ULI's Program Committee, a vice chair of ULI's District Council Committee, and a member of the Executive Committee of ULI's Los Angeles District Council. Rose has chaired and served on

numerous ULI Advisory Services panel assignments that focused on the redevelopment and revitalization of downtowns or transit corridors or on office development issues; and he has participated in several ULI workshops on office development.

Among the many community, development industry, law, UCLA-affiliated, and USC-affiliated groups of which Rose has been a member are the Los Angeles Conservancy; Leadership Manhattan Beach; and the steering committee of New Schools Better Neighborhoods, a broad-based private and public citizens advisory board that is researching and developing standards and methodologies for the development of more than 100 "community-asset" public schools in the Los Angeles metropolitan area.

Daniel M. Conway

Aurora, Colorado

Daniel M. Conway is a real estate marketing and research authority specializing in residential, commercial/industrial, and golf course developments and with more than 30 years experience as an urban land economist. For the last 20 years as president and director of economics and market research for THK Associates, he has conducted numerous residential, commercial, industrial, and golf course economic feasibility and market studies, socioeconomic impact assessments, and financial planning studies.

Among the projects with which he has been involved are an international market center and industrial market analysis for the Dove Valley Business Air Park in Arapahoe County, Colorado; residential and related uses market analyses for several major developments in Douglas County, Colorado, including the 1,342-acre Parker City site; and numerous golf course feasibility studies throughout the country. Conway has completed a

wide range of research and analyses in many markets, including Las Vegas and Reno; Oxnard, Palm Springs, and Carmel (California); Kansas City, Missouri; Oklahoma City and Tulsa; Austin; Albuquerque and Santa Fe; Seattle; and Phoenix and Tucson.

Conway is currently a sought-after speaker on the golf course development circuit, and his presentations at recent Crittenden golf development expos have been widely attended. He is the author of a book, *The Cost and Revenues of a Unique Golf Club*, that has furthered his reputation as one of the industry's leading authorities. Under Conway's guidance, THK Associates conducts more than 75 golf course feasibility studies and golf driving range market studies and appraisals each year.

William C. Lawrence

Westwood, Massachusetts

William C. Lawrence has accumulated more than 25 years of in-depth experience in real-world problem solving, strategy formation, feasibility assessment, and project management for complex real estate development projects. As principal of Cityscope, he participates in development projects for his own account and provides contract services in project management and development to clients in the public and private sectors. Cityscope specializes in value creation for real estate assets, including strategic planning and assessment, asset positioning and management, and public and private financing.

Among his projects have been a \$275 million, multi-block commercial development in Warwick, Rhode Island, located between a new Amtrak northeast corridor station and the T.F. Green Airport and being developed as a joint venture of the Bulfinch Companies, the city of Warwick, and the state of Rhode Island, for which Lawrence wrote the winning proposal and has been designated co-project manager; a large commercial development on excess public lands undertaken by the Boston Community Development Corporation, for which Lawrence provided planning assistance; and outsourcing the MBTA real estate group with annual revenues in excess of \$5 million, for which Lawrence was the contract project manager.

Before he started Cityscope, Lawrence was director of seaport planning and development at the Massachusetts Port Authority, for which he planned and developed a diverse portfolio of real estate assets on 400 acres. Before joining MPA, he created and directed public sector real estate consulting groups in Los Angeles and Boston for Kenneth Leventhal & Company (now E&Y Kenneth Leventhal Real Estate Consulting), a national accounting firm. Earlier, he founded the William C. Lawrence Company, a market feasibility and economic development consultant located in Pasadena, California, which he managed for 12 years. Still earlier, he spent four years managing environmental policy planning for two new community developers—the Irvine Company and Mission Viejo—on the West Coast.

Lawrence has a master's degree in city and regional planning from the Harvard Graduate School of Design, an MBA from Pepperdine University, and a bachelor's of art degree in political science from Trinity College. He was awarded the Thomas J. Watson Traveling Fellowship to study new town planning in Europe and India after college. He is currently a full member of ULI and has been a member of NAIOP and the Council on Urban and Economic Development. Lawrence is a gubernatorial appointment to the Boston Metropolitan Area Planning Commission and a member of its executive committee.

Donna Lewis

Trenton, New Jersey

Donna Lewis is the planning director for Mercer County, New Jersey, which she has served for 16 years. The planning division is responsible for growth management and redevelopment, open-space and farmland preservation, and transportation planning. Mercer County is a leader in applying cutting-edge transportation concepts, most notably through the creation of a transportation development district and through development of an access-management plan. A strong redevelopment effort in the county focuses on the city of Trenton and its first-generation suburbs.

Lewis serves on the Transportation Research Board's Access Management Committee, the

steering committee of the Central New Jersey Transportation Forum, and the Delaware Valley Regional Planning Commission.

Lewis holds bachelor's degrees in political science and English from the College of New Jersey and a master's of city and regional planning from Rutgers University. She is a licensed professional planner in New Jersey and a member of the American Institute of Certified Planners. She is an adjunct professor at the College of New Jersey.

Kenneth W. McGovern

Shaker Heights, Ohio

Kenneth McGovern's career has focused on community and economic development in complex urban environments. He maintains an independent consulting practice serving a mix of public and private clients with an emphasis on redevelopment and reinvestment. Clients include institutions, foundations, nonprofit corporations, local governments, transit agencies, and property developers and owners.

Before establishing his consulting practice, McGovern served for more than 20 years in senior management with two organizations, University Circle Inc. and Doan Center Inc., comprising many of Cleveland's major institutions—including Case Western Reserve University, the Cleveland Clinic, the Cleveland Orchestra, university hospitals, and major museums—that share an inner-city location contiguous to a diverse set of neighborhoods. The agendas of these organizations focus on community planning, development, and services. McGovern has had extensive professional experience in organizing, managing, and maintaining public/private partnership vehicles.

McGovern holds a master's degree in city planning from Harvard University and a bachelor's of arts degree in architecture from the University of Pennsylvania. He has been a member of ULI since the mid-1970s and serves on the boards of several community development corporations that represent area business and residential interests. He is an outside director of National City Community Development Corporation. He served for 12 years on the Shaker Heights Planning Commission and

continues to play an active role in that community's civic life.

John M. Prosser

Denver Colorado

John Prosser is a professor of architecture and urban design at the University of Colorado, and began private practice in 1969. He served as dean of the university's College of Design and Planning and taught at other universities, including Oxford Polytechnic.

He is a planning and architectural consultant for a diverse range of projects, such as the Denver Technological Center, the private sector development of the Denver International Airport environs, and the Denver Botanic Gardens. He has planned major retail facilities in Kansas, Colorado, California, Hawaii, and Arizona. Since 1981, Prosser has chaired the University of Colorado Design Review Board, which critiques all projects proposed on the university's nine campuses and he sits on eight other architectural review committees—federal, state, municipal, and private. He is a founder of the University of Colorado Real Estate Center.

Prosser served on the Economic Recovery Committee for the decommissioned Lowry Air Force Base in Denver and Aurora, providing expertise on reuse planning and implementation. He has received numerous national, regional, and state awards, and is listed in *Who's Who in the World*, *Who's Who in America*, and *Who's Who among America's Teachers*. Prosser received a bachelor's of science degree in architecture from the University of Kansas and a master's of architecture from Carnegie Mellon University.

Robert J. Ravelli

Philadelphia, Pennsylvania

Robert J. Ravelli is currently the executive director of the East Passyunk Avenue Business Improvement District, a nonprofit special services district covering an urban neighborhood commercial corridor in South Philadelphia. His duties include promoting the area as a retail destination,

attracting new businesses, and effectuating street-scape improvements.

From 1995 to 2003, Ravelli was an assistant deputy mayor working in the city of Philadelphia's Mayor's Office of Transportation, where he provided policy analysis and project management on transportation and planning issues and performed impact studies.

Prior to joining the Philadelphia city government, Ravelli was a planning consultant where he wrote the car-free transit guide series and spent time working in Bulgaria assisting in the country's land privatization efforts. Ravelli spent most of the 1980s working for consulting firms as a project manager on growth management, urban revitalization, and campus master plans—including the Fort Lauderdale beach revitalization plan and the Fort Lauderdale riverwalk master plan.

Ravelli has been a planner for more than 20 years. He earned a master's degree in city planning from the University of Pennsylvania and a bachelor's degree in business administration from the University of Richmond. He is a member of the American Institute of Certified Planners and ULI. In 2000, he served on a ULI panel to consider transit-oriented development options along a proposed light-rail line in Charlotte, North Carolina.

Michael L. Sturges

Cleveland, Ohio

Michael L. Sturges has more than two decades of experience in real estate and leisure-time-industry consulting. His strong negotiating skills, ability to creatively solve clients' problems, and network of contacts have earned him a national reputation. He has an enviable track record in both the private and public sectors for seeing projects through from inception to completion, while maximizing clients' return on investment. His hands-on operational experience gives him the credibility to act as an asset manager and owner's representative in meetings with lenders and management companies, and the ability to comprehend operating problems and make sound recommendations.

In 1969, Sturges joined the real estate and leisure-time-industries group of a national accounting and consulting firm, and he spent the next 20 years building—and eventually heading—a highly regarded national practice. In 1990, he joined IMR-global-ORION to direct its leisure-time consulting practice.

Sturges has completed assignments involving the development or rehabilitation of office buildings; retail; public and recreational facilities, such as marinas, golf courses, and theme parks; mixed-use developments; and parking facilities.

As adviser to the city of Cleveland, he negotiated a transaction that brought the world headquarters of Figgie International—and hundreds of jobs and millions of dollars in economic impact—back to Cleveland. As adviser to a partner in the Sheraton Hopkins Hotel in Cleveland, he found a new investor to help buy out the existing management company; negotiated a 37-year extension to the ground lease that generated important new revenue from parking and allowed an innovative reuse of an antiquated section of the property; and recruited a new management group that invested substantially in the complete renovation of the hotel.

He participated in the preparation of the master plan for an area around a major regional shopping mall that included an office park and several hotels; as well as the master plan for SeaGate, the Owen-Illinois world headquarters, which includes office, hotel, retail, marina, and public space uses.

A graduate of the School of Hotel, Restaurant, and Institutional Management of Michigan State University, Sturges was instrumental in attracting its national spring meeting to Cleveland.

Christine Teike

San Francisco, California

Christine Teike is a licensed landscape architect and urban designer with Sasaki Associates, an interdisciplinary design firm based in Watertown, Massachusetts with a second office in San Francisco, California. She has developed a special focus in the planning and design of urban environments and campuses, both nationally and interna-

tionally, including urban districts, streetscapes, waterfronts, civic spaces and campus master plans.

Significant projects in which Teike has been involved include the Michigan State University master plan, the Schuylkill River gateway plan in Philadelphia, the comprehensive master plan for the University of Nevada at Reno, and the Shanghai Urban Bank riverfront plan in China.

Teike received a master's of landscape architecture in urban design from Harvard University and a bachelor's of science degree in landscape architecture from Purdue University.

