Deerfield Beach Community Redevelopment Agency

AGENDA
SPECIAL MEETING
Tuesday, August 16, 2011, 6:30 P.M.
City Commission Chambers, Deerfield Beach City Hall

CALL TO ORDER AND ROLL CALL

APPROVAL OF MINUTES
None

APPROVAL OF THE AGENDA*

GENERAL ITEMS

1. Presentation of the Urban Land Institute Technical Advisory Panel (TAP) draft report on the redevelopment of the Cove Shopping Center/Sullivan Park area

BOARD/ADMINISTRATION COMMENTS

ADJOURN

* Indicates an Action Item

(Next Meeting: Tuesday, August 30, 2011, 6:30 PM unless otherwise determined)

DEERFIELD BEACH
COMMUNITY REDEVELOPMENT AGENCY

Agenda Item 1
Tuesday, August 16, 2011

REQUESTED ACTION:

None. Representatives from the Urban Land Institute Technical Advisory Panel will present the findings of their study of the Cove/Sullivan Park area. CRA staff will facilitate a discussion regarding the report as time allows or at a future meeting.

SUMMARY EXPLANATION/BACKGROUND:

At the April 26, 2011 CRA Board meeting, CRA Staff was directed to contract with the Urban Land Institute to participate in the Technical Advisory Panel (TAP) program to receive expert guidance and recommendations on the redevelopment of the east side of the Cove Shopping Center and the Sullivan Park area. CRA staff provided the ten member panel with extensive background information on the area. The TAP convened onsite and over the course of two days, met with stakeholders, studied constraints and opportunities and discussed various redevelopment opportunities for the area.

Dr. Chuck Bohl, Director of Real Estate Development & Urbanism from the University of Miami School of Architecture served as TAP Chair. The panel has prepared a draft report and Dr. Bohl will present the TAP findings in a presentation to the CRA Board.

ATTACHMENTS:

Urban Land Institute Technical Assistance Panel Report

Urban Land Institute

Southeast Florida/Caribbean

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

July 7 and 8, 2011 | Deerfield Beach, Florida

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

What Are Technical Assistance Panels (TAPs)?

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

How Do TAPs Work?

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

What Do TAPs Cost?

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

Who Is ULI?

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

Sponsor and Panel Members

Sponsor

City of Deerfield Beach, Florida, Community Redevelopment Agency (CRA)

City of Deerfield Beach CRA Board Members

- Peggy Noland
  Chair
- Martin Popelsky
  Vice Chair
- Joseph P. Miller
- Ben Preston
- Bill Ganz

CRA Staff

- Keven Klopp
  Assistant City Manager and CRA Director
- Kris Mory
  CRA Coordinator

Panel Members

TAP Chair

- Dr. Charles Bohl
  Director of Masters in Real Estate Development & Urbanism, University of Miami, School of Architecture

Panelists

- Marcela Camblor-Cutsaimanis
  Principal, Marcela Camblor & Associates, Inc.
- Christian M. Cobb
  President, Cobblestone Enterprises
- T. Spencer Crowley, Esq.
  Shareholder, Akerman Senterfitt
  Miami-Dade County Commissioner, Florida Inland Navigation District
- Charles W. DeSanti
  Senior Partner, Kitson + Partners, LLC
- Christopher W. Heggen, P.E
  Transportation Engineer/Vice President, Kimley-Horn and Associates, Inc.
- Eric Liff
  Principal, Lambert Advisory Services
- Art Noriega
  CEO, Miami Parking Authority
- Mike Sobczak
  Senior Associate, AECOM

ULI Southeast Florida/Caribbean District Council

TAP Vice Chair

- James R. Brindell
  Shareholder, Gunster

District Council Staff

- Carla Coleman
  Executive Director
- Jean Scott
  TAP Report Preparation

ULI Southeast Florida/Caribbean District Council
3170 North Federal Highway, Suite 106
Lighthouse Point, FL 33064
Phone: 954-783-9504

Urban Land Institute
Southeast Florida/Caribbean

Panel Process and Agenda

Panel Process

The Deerfield Beach Community Redevelopment Agency (CRA) TAP process centered on the following five steps:

"The Cove is the City of Deerfield Beach's jewel in the crown. It is what makes our city unique. The key is the leadership that will make its redevelopment possible." (A citizen participant in the TAP public comment forum)

- Representatives from the ULI Southeast Florida/Caribbean District Council met with CRA staff and board members to discuss issues related to the redevelopment of the Cove Shopping Center and potential improvements to the Sullivan Park area.

- ULI Southeast Florida/Caribbean District Council staff researched the CRA's goals for the TAP and, based on their findings, selected the TAP members who had the expertise most tailored to addressing the issues raised by CRA staff and board members.

- The TAP received a complete set of pre-meeting briefing materials about the City of Deerfield Beach and the Cove Shopping Center and Sullivan Park study area.

- The TAP met on July 7 and 8, 2011, in the Royal Fiesta, located on the edge of the Cove Shopping Center.

- The TAP, under the leadership of the ULI Southeast Florida/Caribbean District Council, prepared a report on its recommendations and conclusions.

Panel Agenda

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

On July 7, the TAP began its orientation with a lunch meeting with representatives of the CRA staff and several property owners in the study area who could provide information on key sites. The lunch meeting was followed by a comprehensive tour of the study area. The CRA staff used the tour to acquaint the panel with the study area. Following the tour, the panel heard comments from residents and other interested parties. That evening, panel members and CRA staff participated in a publicly-noticed dinner meeting to discuss strategies for the Friday work session.

On July 8, the TAP spent the morning and early afternoon working on the issues that the CRA staff had asked it to address. In the afternoon, the panel members presented their observations and recommendations to an audience of interested citizens, community and business groups, CRA board members, and CRA staff.

Background: The Planning Context and TAP Focus

The Deerfield Beach CRA convened the TAP to examine two key sites fronting the Intracoastal Waterway – specifically, the redevelopment potential of the eastern edge of the Cove Shopping Center and improvements that would enhance Sullivan Park. When reviewing this report about the TAP's focus area and findings, please note that the both the City of Deerfield Beach and the Deerfield Beach CRA are referred to in the report. While the two organizations' functions are integrated and well coordinated, their responsibilities are often distinct. This report may at times refer to one when the other or both might be more technically correct. Because the two agencies are overseen by the same individuals and their objectives are generally aligned relative to the topic of this report, meaning should not be unnecessarily assigned if an individual reference is made to one without mentioning the other.

> *"The TAP is the start of a community discussion about an area full of potential. Given its desirable Intracoastal location, we know that the area will change. The CRA's goal is to help facilitate a discussion that results in an agreement on a strategy for change that will lead to decisions about the strategies that will yield the changes that ensure the highest benefit for everyone involved." (Keven Klopp, City of Deerfield Beach Assistant City Manager and CRA Director)*

Planning Context: A Walk Around the Study Area

Outlined in red in the aerial image below, the two principal areas studied by the TAP were the eastern edge of the Cove Shopping Center and Sullivan Park. Those two sites are notable for their location on the Intracoastal Waterway which borders their eastern edge. They also have the advantage of having direct access to Hillsboro Boulevard, a major local and regional arterial that provides a short trip from I-95 and points west to the Cove Shopping Center and Sullivan Park and on to the nearby beach where the CRA has made significant improvements.

South of Hillsboro Boulevard: Eastern Edge of the Cove Shopping Center

The Sites

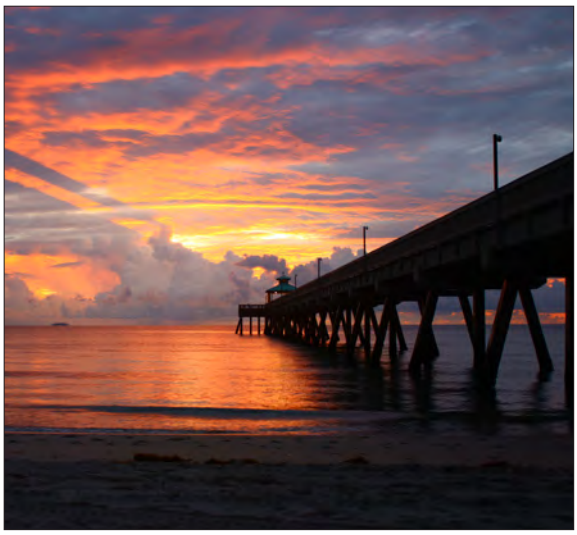
The TAP focused on two premier sites that border the eastern edge of the Cove Shopping Center – the Two Georges at the Cove Waterfront Restaurant and Marina and the vacant site owned by Blue Water LLC that was the location of the former Pal's/Charley's restaurants. The lot is located between the Two Georges and the Hillsboro Bridge (#3 on the aerial). Those sites, which are now underutilized, represent an exceptional opportunity for more intense development that could serve as an economic and financial engine for the surrounding area and create a signature destination.

In addition to their waterfront location, and also relevant to their redevelopment potential, the two sites are:

- Owned by individuals interested in redevelopment.
- Designated in the CRA Real Estate Master Plan as one of top five acquisitions, underscoring their importance to the redevelopment of the area and other public improvements.
- Separated by a public right-of-way that could become part of a larger development envelope.
- Adjacent to an area designated by the 2006 Cove Shopping Center Master Plan (described below) as the location of a future five-story, 400-stall parking garage (#2 on the aerial). The plan anticipates that the garage would be incorporated in waterfront redevelopment and designed to offset the high parking demand created by the center.

The area designated for the garage is privately owned. Its location paralleling Hillsboro Boulevard as it ramps up to cross the Intracoastal Waterway means that a structure would not visually detract from views of the water. (See #16 on the aerial for the Florida Department of Transportation's [FDOT] right-of-way for Hillsboro Boulevard and #7 for a tunnel under or skywalk over Hillsboro Boulevard that has been discussed by the public.)

The location of the Two Georges and the former Pal's/Charley's restaurants (two images above) on the Intracoastal Waterway makes them a prime redevelopment opportunity that will enhance and serve as an economic engine for the entire community. Their close proximity to the beach (the image below) also adds value.



The Cove Shopping Center: A Little History and Its Master Plan

A Little History: The Cove Shopping Center was developed primarily during the 1960s and 1970s as individual properties. The parking area consists of right-of-way that is dedicated to the city (#1 on the aerial). The center's high degree of individual ownerships has had its pluses and minuses. On the plus side, buildings have a different style, creating the unique character of the center. On the minus side, the diverse ownership has made it difficult to reach a consensus among property owners, tenants, and other stakeholders about the improvements that would keep the center competitive and enable it to capitalize on its strategic location within the region. Another minus is the heavy use of the parking lot, especially on weekend nights. Beach goers also use the parking lot, since presently there is no charge to park in the surface lot.

The Master Plan: The lack of consensus around how to improve the center, coupled with the site's premier location, led the CRA to sponsor a highly participatory (including landowners, tenants, neighbors, and interested citizens) planning and design charrette in 2006. The resulting master plan is divided into two phases:

Phase I – The only phase approved by the Deerfield Beach City CRA and now underway, Phase I is divided into the areas of connectivity and buffering, architecture, and visibility and identity. Connectivity and buffering improvements include internal crosswalks, new landscaping at the connection to the neighborhood to the south (#9 on the aerial), and a pedestrian greenway to Sullivan Park where a pedestrian sidewalk and paved road constructed by FDOT now extend under the Intracoastal bridge and dead end in Sullivan Park (#8 on the aerial).

Architectural elements include enhanced signage, decorative pavers, and a Key West-themed entryway design that will attract drivers traveling east on Hillsboro Boulevard and create a sense of entry and identity. Other improvements include a redesign of the parking area west of the study area, installation of additional landscaping, provision of a new employee parking lot behind buildings on the north side of the center, and implementation of drainage, street lighting, and irrigation improvements. An

"The Cove Shopping Center is "… one of the most recognizable landmarks in Deerfield Beach … that carries with it a unique identity and history and is recognizable by its name well beyond the boundaries of Deerfield Beach." (The Cove Shopping Center Charrette Master Plan)

From top to bottom, the Cove Shopping Center, a rendering from the Cove Shopping Center Master Plan, and entry and parking lot improvements designed to improve the center's competitiveness and desirability as a destination.

east-west alleyway (#10 on the aerial) at the southern end of the site provides a route for service vehicles. The CRA also offers grants for façade improvements, and that program is beginning to be utilized by property and business owners.

Phase II – Like Phase I, Phase II proposes improvements related to connectivity and buffering and architecture. Connectivity would be enhanced by relocating the connection to Sullivan Park to begin just east of a parking structure proposed for Phase II, additional entryway features, and a pedestrian promenade along the marina. Architecture provisions include allowances for additional height on the north and west sides of the Cove and, for taller buildings, use of tropical design elements such as porches, metal roofs, and shutters.

North of Hillsboro Boulevard: Sullivan Park and Surrounding Area

The Park and Surrounding Area

Located at Riverview Road (#6 on the aerial) and the Intracoastal Waterway, the 2.5-acre Sullivan Park (#13 on the aerial) has an excellent location. The Intracoastal Waterway forms it eastern boundary, and its main entryway (#11 on the aerial) is marked by the traffic light where Riverview Road intersects Hillsboro Boulevard. Despite its good location, the park is underutilized, and few residents know it exists because of its low visibility from Hillsboro Boulevard. Park features include public restrooms, an outdated shuffleboard court, and several large trees that shade barbecue grills and benches.

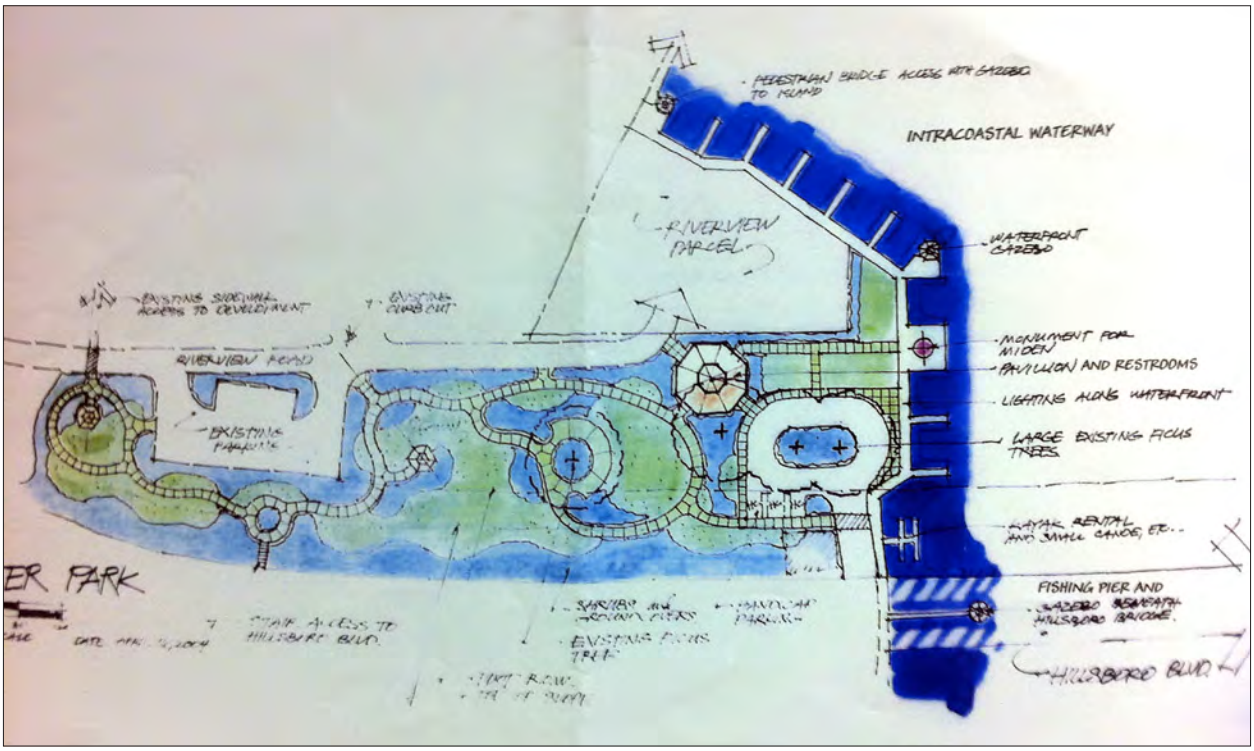
Sullivan Park (above) presents an ideal gathering place for city residents to enjoy the benefits of its Intracoastal Waterway location (shown above during the Farmers' Market). Its proximity to Deerfield Island (image below) adds to its natural value.

Sites adjacent to or near the park include:

- To its east, an historical site (#4 on the aerial) where Seminole Indians hunted deer (the origin of the city's name). The site represents the largest single Indian capture during the second Seminole war.
- To its west, at the intersection of Riverview Road and Hillsboro Boulevard, the Deerfield Beach Chamber of Commerce (#15 on the aerial).
- To the east, the Deerfield Island Boat Ramp (#5 on the aerial) that is located on a small sliver of land that provides the only access to the 56-acre Deerfield Park-owned and operated by Broward County and providing critical habitat for gopher tortoises.
- To its northeast, the former Riverview Restaurant site (#14 on the aerial) that, because of a foreclosure, is now owned by Builder's New York Holdings. Although recently planned for a small boutique hotel, the waterfront site is now vacant and is listed as one of the top five CRA acquisition priorities (potentially for an expanded Sullivan Park).

- To the northwest, Hillsboro Landings (#12 on the aerial), a condominium development composed of four buildings. Residents complain of homeless people using the park and the lack of maintenance and are concerned about more traffic on Riverview Road if the park is developed more intensely. They would, however, like to see an expansion of the park and a safer, more pleasant environment.

What Residents Say About the Park and the Park Master Plan



Sullivan Park presents a rare opportunity in South Florida – a place to create a beautiful urban park that connects residents to and celebrates its waterfront location.

Residents' comments about Sullivan Park emphasize its waterfront location. They want a park where people like to spend time and take their children or grandchildren to play, fish, have a picnic, watch or rent boats, and have occasional community events (an art show, culinary event, and movies, for example).

The 2004 plan for the park (illustrated above) features elements that emphasize those water connections that city residents value. They include a waterfront gazebo, lighting along the waterfront, a place to rent kayaks and small canoes, and a fishing pier and gazebo under the Hillsboro Boulevard bridge that crosses the Intracoastal. At the southern edge is a stair to access Hillsboro Boulevard.

TAP Focus

The TAP was asked to focus on practical recommendations that can be implemented and financed and will provide the improvements that stakeholders and the public desire for the area. As described in more detail in Appendix B, the TAP specifically focused on:

- How to maximize the redevelopment potential of the Cove Restaurant and former Pal's restaurant sites so that they create a landmark anchor for the Cove Shopping Center and an economic generator that can help fund improvements at the Sullivan Park site while minimizing potential public concern about more intense development.

- The greatest impediments to redevelopment and how to mitigate them.
- The expansion possibilities of the Sullivan Park area and the elements that should be included in a great urban park with a waterway location.
- Parking needs and solutions for the study sites and nearby uses.
- The CRA's capacity to accomplish the TAP recommendations and the highest priorities for allocation of public resources.

The TAP spent a day-and-a-half learning about the study area and developing responses to the areas that they had been asked to focus on and provide direction.

The TAP's Response to the CRA's Questions

TAP Chair Chuck Bohl began the panel's report-back session with a welcome and review of the TAP's focus: the eastern part of the Cove Shopping Center and Sullivan Park (two opportunity areas with a prime waterfront location and proximity to the highly utilized Hillsboro Boulevard). The panel members, Bohl noted, were volunteers and their areas of expertise were aligned with the issues related to the TAP's focus – urban design, landscape architecture/park design, planning, parking, traffic engineering, and real estate development, management, and finance. To develop their recommendations, the TAP members toured the study area, reviewed extensive background materials, and carefully listened to residents during a public comment session.

> *"The highly desirable location of the Cove Shopping Center makes it a strong candidate for developing a regional business center that will provide a higher economic return for the landowners and the community. Public benefits include a strengthened job base, higher tax revenues, and an enhanced quality of life for all residents." (The ULI Technical Assistance Panel)*

TAP members organized their comments around four topics:

- Eastern edge of the Cove Shopping Center
- Sullivan Park and its surrounding area
- Impediments to redevelopment and parking
- CRA implementation capacity and priorities

The TAP focused its recommendations on how to enhance and strategically position two key areas (depicted above) that front the Intracoastal Waterway and border Hillsboro Boulevard – Sullivan Park to its north and the eastern edge of the Cove Shopping Center to its south.

The eastern edge of the Cove Shopping Center

The TAP's comments on the eastern edge of the Cove Shopping Center focused on redeveloping the area as an anchor for the shopping center that would maximize economic returns and at the same time minimize public concerns about more intense development. The TAP organized its discussion around two topics: opportunities and issues that should be addressed and strategies to consider.

Opportunities and Issues

The eastern edge of the Cove Shopping Center, the TAP observed, has some real pluses and some challenges.

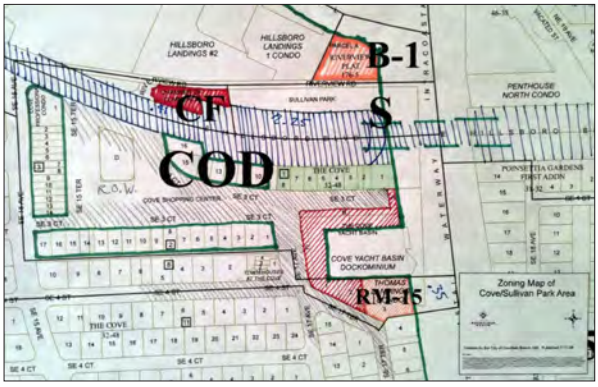
Pluses:

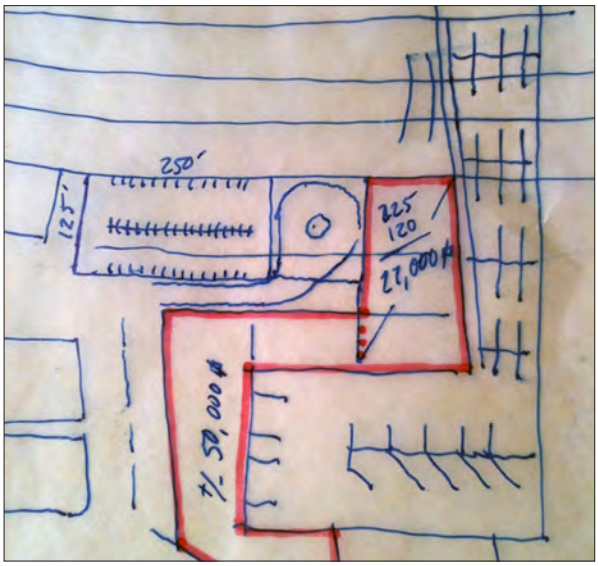
- The properties have Intracoastal Waterway frontage (their most important marketable feature), direct access to Hillsboro Boulevard, and close proximity to the beach.

- The sites have the potential for connectivity to Sullivan Park (north of Hillsboro Boulevard) which is a scenic and historic city asset for the entire community.

- The waterfront parcels are controlled by two owners who are interested in infill and redevelopment: (shown in the solid green and hatched red in the illustration to the right) along with the city-controlled land area (the SE 3rd Court right-of-way between the two large privately-owned tracts).

- The city is willing to use its resources to stimulate private redevelopment consistent with the 2006 charrette and master plan. Redevelopment could include contributing a part of the city right-of-way between the two private tracts to gain desirable community outcomes (e.g., depth for space to line the parking garage with retail), provided that the property owners contribute a fair share of the investment. The city's and CRA's investments already include the current improvements to the Cove Shopping Center, the availability of a Commercial Façade Program to help businesses coordinate façade improvements, and the CRA's convening of the TAP to look at the potential of this pivotal area.





TAP working sketch illustrating the development potential of consolidated properties

The most frequently cited challenges involved problems with parking, particularly at peak times. Potential solutions such as structured parking are constrained by the multiple ownerships of the properties comprising the Cove Shopping Center. Other issues are the level of development intensity that will be acceptable to the center's neighbors and economic and market conditions that are still in recovery mode for these particular real estate sectors. Maintaining views and public access to the water is also considered important. The views and public access to the water justify the use of public resources invested in support of redevelopment and also contribute to the value and desirability of properties throughout the Cove, not only those bordering the waterfront. Vistas to the water can be modest and should not preclude development, for example an attractive pedestrian passageway of sufficient height to frame a dramatic view to the water through a building.

Strategies to Consider

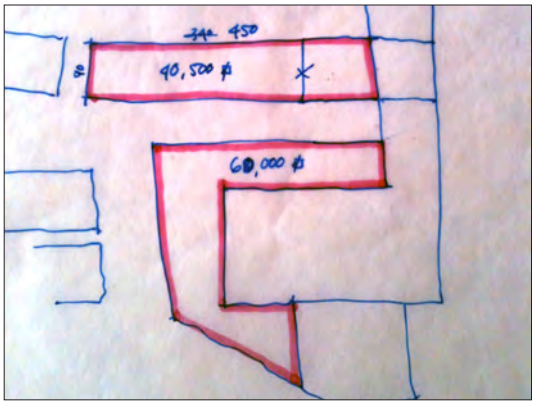
The TAP explored a number of development scenarios (illustrated below) that related to the development of a signature destination anchor for the Cove Shopping Center and related parking strategies.

Example of a dramatic vista to the harbor in Boston through the Rowes Wharf building that houses a hotel and other uses and provides public access. This concept could be adapted to the style and scale of development appropriate for the Cove in Deerfield Beach.

- A single-story scenario that involved approximately 60-65 percent of the site as surface parking and 35-40 percent of the site as buildings.
- The development potential achieved by consolidating the two privately-owned properties and a portion of the SE 3rd Court right-of-way.
- Several Cove Village/Marine Village scenarios and related parking estimates.

Alternative Redevelopment Scenarios

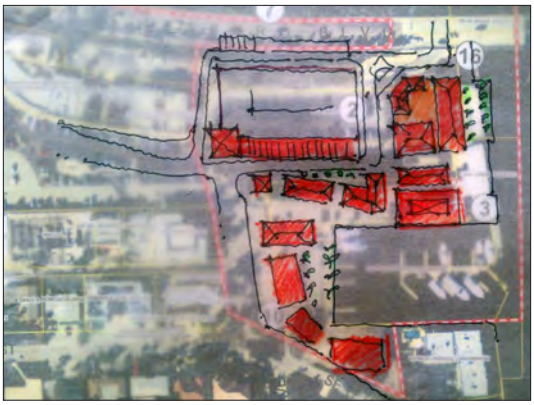
Although the single-story scenario illustrated the lowest risk and lowest cost option given current market conditions, the TAP does not recommend that option as it is the least satisfying from both a highest and best use real estate scenario and from a public investment perspective. The single-story option would fail to tap the existing development potential of the properties, would not enhance the value of the overall Cove properties or the center's attractiveness for prospective tenants, and would result in large amounts of surface parking that would defeat any effort to create a sense of place.



A single-story scenario with surface parking

The TAP used the analysis from the above to prepare two alternative redevelopment scenarios (depicted in the image at the top of the next page). Both scenarios call for:

- Commercial uses, including restaurants and a limited amount of additional cafe/lounge space
- Marina wet slips
- Residential multi-family dwelling units

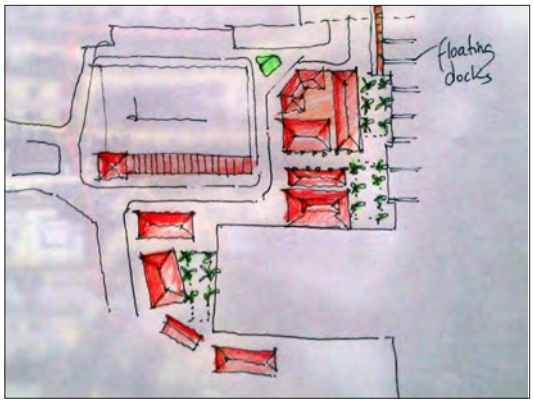


A Cove Village/Marine Village scenario

The difference in the two scenarios is the amount of

DEVELOPMENT SCENARIO A

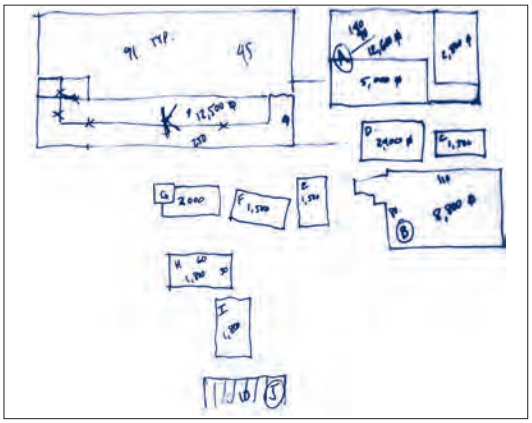
TYPE OF USE	INVENTORY		CODE REQUIREMENT	
Café/Lounge	60	Linear Feet	30	Parking Spaces
Commercial	25,000	Square Feet	84	Parking Spaces
Hotel	0	Rooms	0	Parking Spaces
Marina	20	Wet Slips	7	Parking Spaces
Office	0	Square Feet	0	Parking Spaces
Restaurant	21,400	Square Feet	189	Parking Spaces
Multi-Family	18	Dwelling Units	36	Parking Spaces
		TOTAL	346	Parking Spaces



A Cove Village/Marine Village scenario

DEVELOPMENT SCENARIO B

TYPE OF USE	INVENTORY		CODE REQUIREMENT	
Café/Lounge	60	Linear Feet	30	Parking Spaces
Commercial	16,400	Square Feet	55	Parking Spaces
Hotel	0	Rooms	0	Parking Spaces
Marina	20	Wet Slips	7	Parking Spaces
Office	0	Square Feet	0	Parking Spaces
Restaurant	21,400	Square Feet	189	Parking Spaces
Multi-Family	18	Dwelling Units	36	Parking Spaces
		TOTAL	317	Parking Spaces



Parking estimates

commercial space: 25,000 square feet in Development Scenario A and 16,400 square feet in Development Scenario B. That difference is reflected in the amount of parking spaces required under the city's code: 346 spaces for Development Scenario A and 317 spaces for Development Scenario B.

Although the two redevelopment scenarios are very conceptual in nature and will require further definition and refinement based upon supporting economic, market, and construction cost analyses, some initial parameters (image below) for evaluating the alternative scenarios can be established. It is important to note, the TAP stressed, that the estimates for each scenario do not in any way represent a valuation of

	Scenario A				Scenario B			
			Low	High			Low	High
Retail	*Sq.Ft.*	*$/SF*	*$150*	*$250*	*Sq.Ft.*	*$/SF*	*$150*	*$250*
	25,000	*Value*	*$3,750,000*	*$6,250,000*	*16,400*	*Value*	*$2,460,000*	*$4,100,000*
Restaurant	*Sq.Ft.*	*Sq.Ft.*	*$200*	*$300*	*Sq.Ft.*	*Sq.Ft.*	*$200*	*$300*
	2,400	*Value*	*$480,000*	*$720,000*	*2,400*	*Value*	*$480,000*	*$720,000*
Marina	*Slips*	*Slips*	*$25,000*	*$50,000*	*Slips*	*Slips*	*$25,000*	*$50,000*
	20	*Value*	*$500,000*	*$1,000,000*	*20*	*Value*	*$500,000*	*$1,000,000*
Residential	*Units*	*Units*	*$150,000*	*$300,000*	*Units*	*Units*	*$150,000*	*$300,000*
	18	*Value*	*$2,700,000*	*$5,400,000*	*18*	*Value*	*$2,700,000*	*$5,400,000*
Total			**$7,430,000**	**$13,370,000**			**$6,140,000**	**$11,220,000**

the subject site or the proposed redevelopment scenarios; rather, they serve as preliminary guidance to the CRA in its approach to the site's redevelopment process. The TAP strongly recommended that the CRA and their development partners should undertake more comprehensive market and financial analyses to better define the alternative program options, especially before entering into any negotiation and/or contractual obligation between the CRA and landowners.

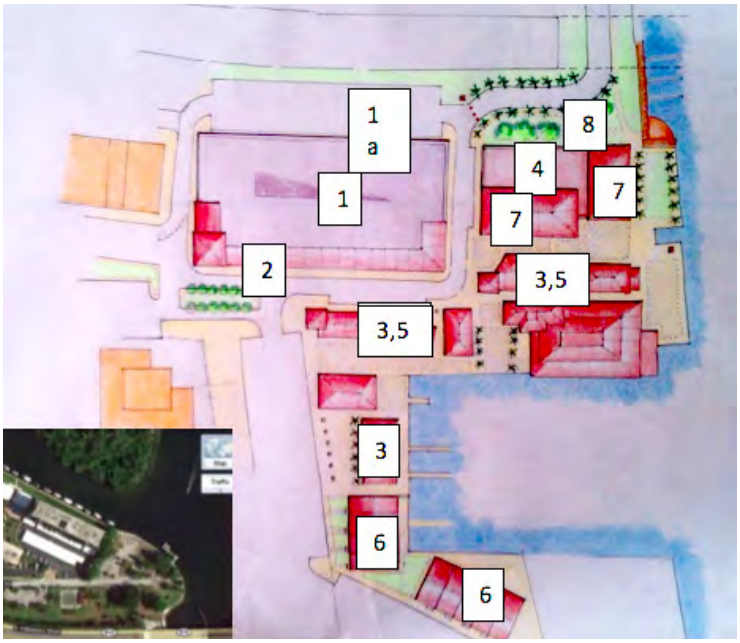
In consideration of the preliminary evaluation outlined above, the TAP offered the following recommendations for redevelopment scenarios A and B for the CRA consider:

- Contributing some of the right-of-way to facilitate the development of scenarios A and B. The right-of-way can enable configurations of buildings to provide for a variety of uses. That, in turn, will enhance the market potential of the properties and also help accommodate a retail-lined parking garage by providing the additional depth that might be needed. (Because of the FDOT right-of-way that restricts development along Hillsboro Boulevard, the current parcel might lack the lot depth necessary for a garage). In-kind contributions in the form of expedited plan review, approval, and permitting should also be considered to support redevelopment.
- Funding the needed parking garage feasibility analysis to support redevelopment scenarios A and B and the Cove Shopping Center.
- Negotiating with the primary property owner of the site for the proposed parking structure. That could include developing a contribution of land concept with the property owner for consideration of development related consideration. The CRA could also consider the trade of land for the retail square footage developed at the ground floor level of the proposed parking garage.
- All scenarios should require public access to the waterfront that connects with the passageway to Sullivan Park and allows for waterfront cafes and restaurant seating on the waterfront side.

The Deerfield Beach Marine Village

The TAP used the information gathered through the analysis of the alternative development scenarios to develop a concept plan for a Deerfield Beach Marine Village. "The Marine Village is a key component for the redevelopment and economic prosperity of the Cove Shopping Center and the CRA redevelopment area as a whole," the TAP concluded.

Depicted in image to the right, the Marina Concept Plan includes the following elements. (Numbers on following page correspond to those on the concept plan.)



The Marine Village Concept Plan maximizes a superlative waterfront location while creating a development style and form that will complement the surrounding area.

- Located at the easternmost end of the Cove Shopping Center, the Marine Village is anchored by a retailed-lined garage (1). The garage will accommodate all parking necessary for the Village itself, as well as the additional parking needed to ease the current parking congestion and provide additional parking for beachgoers.

- A surface parking lot to the rear (1a) of the garage located over land leased from FDOT acts as overflow parking and allows for vehicles to loop around the garage. That loop provides easy drop-off to waterfront restaurants and residences, as well as efficient use of the vehicular circulation.

- The liner retail (2) that wraps the ground floor of the garage seamlessly links the existing retail with the new proposed waterfront retail (3) and restaurants (4). The retail would contribute to the pedestrian environment and add to the existing mix of stores and restaurants.

- The master plan proposes a system of public, open waterfront plazas (5) that can house special events such as green markets or small weekend concerts (such as Jazz on the Waterfront in Stuart), while ensuring that access to the waterfront remains a public amenity. That is an important trade-off in view of the fact that, in order for the master plan to be executed as shown, the city will need to allow redevelopment to occur within currently designated public right-of-way and in excess of what zoning presently allows. The CRA may also need to commit resources to make the garage feasible and ensure that there are enough spaces to support parking needs above and beyond those required for the new development.

- Live-work units and townhouses (6), or a small, marine-oriented boutique hotel (6), are proposed to transition both with similar height, use, and intensity into the neighborhood to the south.

To create a level of development that is compatible with the surrounding area, smaller buildings in the Key West style of architecture identified in the 2006 master plan should be used. The façade, scale, and size of buildings should create the feel of a village and form small inviting places to discover. In plain terms, this means development

The Palm Beach County Intracoastal Waterway Master Plan (above) depicts a Key West styled marina village.

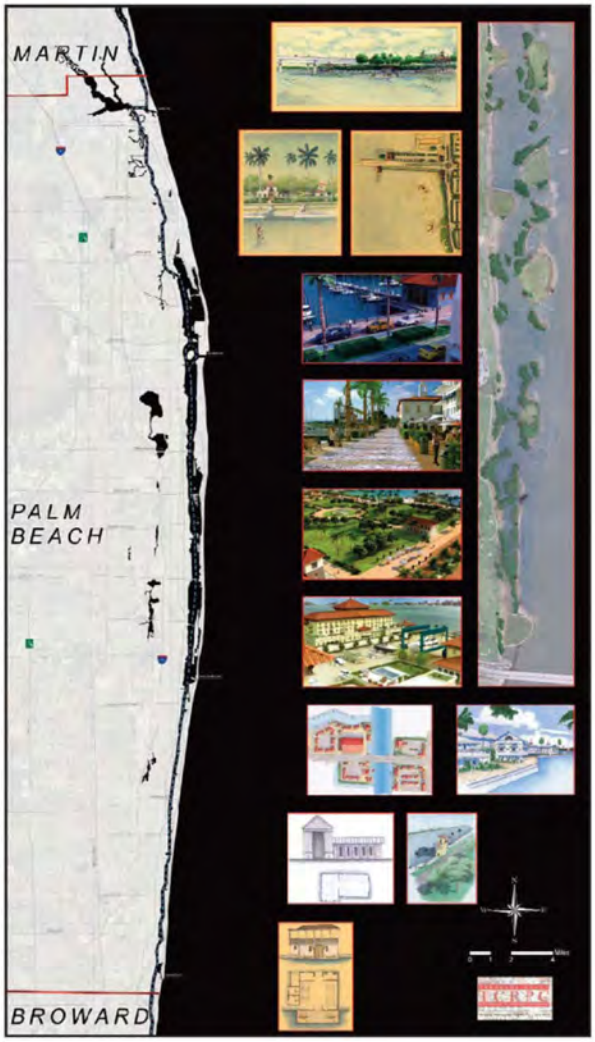
consisting of multiple buildings of moderate size with walkways and vistas in between rather than one or two large, monolithic buildings that might wall off the waterfront (see the building footprints in the illustrative conceptual plan). Larger, more contiguous buildings are possible if the design incorporates significant public passages and views, for example the Rowes Wharf building on Boston harbor, however it becomes increasingly difficult to realize the "Key West Village" character.

Equitable Sharing of Benefits

The more intense development enabled by structured parking brings with it a number of equity factors. They include who pays for the land and the construction and how to fairly address the fact that one property (the former Pal's/Charley's restaurants) is far more suitable for a parking structure. "There must be equitable sharing of the costs and benefits of a garage to the redevelopment of the entire area," the TAP stressed. That means an important next step is for all three property owners (the two private owners and the city) to sit down in a series of facilitated discussions that enable them to jointly work through the issues and agree on the scenario that creates maximum value for all parties, including the public. The small number of property owners and the potential to unlock increased development potential and deliver a high quality public waterfront that will enhance the value of the Cove as a whole make this a win-win scenario for all stakeholders.

Sullivan Park and its surrounding area

Sullivan Park is currently an unrealized amenity, suffering from poor design, low maintenance, and sparse activity that encourages vagrants and potentially undesirable activities. The least safe parks are those with the least amount of activity. As a part of developing its recommendations, the TAP listened closely to residents of the high-rise condominium buildings adjacent to Sullivan Park who attended the



In the image on the right, the Palm Beach County Intracoastal Waterway Master Plan depicts a Key West styled marina village.

Sullivan Park is situated to be a great waterfront park for the community. Pictured above, it is nestled between Hillsboro Boulevard, a major regional connector, and Riverview Road and terminates at its eastern edge at the Intracoastal Waterway, thus providing a rare and highly desirable waterfront location. To its immediate south is the popular Cove Shopping Center.

workshop. The TAP also considered the park's potential as a community-wide public space for all residents of Deerfield Beach. The TAP's recommendations for Sullivan Park focused on how to make it a great urban park that celebrates and provides access to the water while balancing the wants and needs of the adjacent residents and all residents of the city. TAP member comments are organized around three main topics: learning from great parks, observations about Sullivan Park, and potential park features and options.

Learning from Great Parks

TAP comments about common features of great parks focused on the basic elements of a functional park and the features of great waterfront parks.

Basic Elements of Functional Parks

For parks to function well, they must have a combination of elements:

- Shade and sun
- Attractive views
- People
- Activities for all age groups
- Food and drink
- Restrooms
- Easy access by foot
- Convenient access for patrons
- Attractive lighting for aesthetics and safety
- Maintenance and upkeep

They also should provide three types of places:

- Places to be alone but not feel isolated
- Places to be with a small group without disturbing the privacy of people who want to be alone
- Place(s) for occasional community gatherings during special events of limited duration (e.g., a 4th of July Celebration, a "Parade of Boats" type event, and community celebrations)

This partial view of Hillsboro Inlet Park shows several elements of what all parks need to be successful, including things to do for people of all ages such as to watch or access the water, stroll, or picnic. Not shown are the playgrounds, historic markers, restrooms, showers, shade pavilions, fishing docks, and other amenities. Even with all those activities in a 1.5 acre park, there is still room for open lawn space that is not only useful for lawn games, but also serves as rainwater storage during major storm events and frames views into and out of the park, making the space "feel" larger than it really is.

The riverwalk in Sanford, Florida, includes places to picnic, concession areas, and a broad pedestrian walk that is scaled to be comfortable for one or two people to use, but also works for thousands of visitors.

The rule of thumb used by the Project for Public Spaces, which has studied and helped created great parks since William H. Whyte's work began in the 1960s, maintains that there must be at least ten different reasons to be, or things to do, in a park. Having at least 10 things to do helps insure that a variety of people will use a park, thereby reducing the risk of any single group deterring or preventing others from enjoying it.

Among the relevant factors:

- People want to be around other people or at least want to know that others are nearby.
- People need to feel safe; empty parks are uninviting and make many people feel vulnerable.
- Not enough people using a park lead to dead periods during the day when the park is, or is perceived as, empty. Loiterers gravitate to dead spaces and may deter potential park users. Crime also gravitates to dead spaces where there are not enough potential witnesses to discourage criminals from engaging in illegal activities

Features of a Great Waterfront Park

To take full advantage of the natural beauty of the location and focus attention on the water, great waterfront parks provide:

- spectacular or carefully composed views from within the park to the water
- direct contact with the water
- close proximity to the water
- activities and other park features on or near the water

They also integrate the park with its surroundings through:

- working in harmony with the ecology of the region through features and spaces that "do no harm" to the environment or neighborhood
- features and spaces in scale with the neighboring land uses and water bodies
- incorporating materials, forms, and patterns that recall the history of the place

The waterfront park in Beaufort, South Carolina, (image above) combines natural beauty, food, and recreational activities into a world class facility that is tailored to the lifestyle of the city's residents and visitors and celebrates and provides multiple ways to connect to the water. That is in stark contrast to Sullivan Park (image below), which has areas of disrepair and disuse and does not offer amenities on the water.

Observations about Sullivan Park

The Park Today

The most salient feature of Sullivan Park is its extraordinary setting with nautical, urban, and natural views. Despite that setting, there are no well-designed places to sit, picnic, or stroll along the water's edge.

In addition, the current facilities are in state of disrepair. The existing restrooms look uninviting, the shuffleboard courts are not usable, and the large, old trees are set in a sea of broken asphalt, gravel, and weedy grass that is not park-like. Another negative is the dead-end underpass that people avoid instead of using to walk over to the Cove Shopping Center, to fish, or to simply take pleasant, leisurely walks along the waterfront (which is a primary activity of all successful waterfronts).

Opportunities to enhance Sullivan Park include potential access to funding from the Florida Inland Navigation District that manages and maintains the Intracoastal Waterway (image above) and the proximity of the two adjacent properties (shaded in red below) that could become part of a larger concept for the park.

Unique Opportunities

Two opportunity assets are its proximity to the Intracoastal Waterway (upper image to the right) and two adjacent parcels that could be used to further the park experience.

The Intracoastal Waterway: Sullivan Park's location on the Intracoastal Waterway presents some limitations and an opportunity.

The principal limitation is the restriction on the amount of development (only non-permanent structures are allowed) that can occur on the west side of the waterway (the FIND easement area between the red and blue lines in the image to the upper right). Docks may be possible under the bridge (would first require dredging to allow boat access) and in the area protected by the wooden fender that would protect the dock from boats travelling in the channel. Those restrictions would also limit the amount of development that occurs on the east (upland) side of the park.

The opportunity is potential access to the resources of the Florida Inland Navigation District (FIND), the special taxing district that is responsible for the management and maintenance of the Atlantic Intracoastal Waterway in Florida. The district has a number of assistance programs including the Small-Scale Spoil Island Restoration and Enhancement Program (used for Deerfield Island Park improvements),

Cooperative Assistance Program, and Waterway Assistance Program. The Cooperative Assistance Program can be used, for example, for boat ramps, docking facilities, fishing and viewing piers, waterfront boardwalks and educational programs and facilities. The city's chance to receive additional funds is enhanced by the fact that the district has already invested in the area.

Two Adjacent Properties: Another opportunity is the adjacency of two properties that could become part of a larger concept for the park. They are the Deerfield Beach Chamber Commerce building, located to the west of the park at the intersection of Riverview Road and Hillsboro Boulevard, and the former Riverview Restaurant site, to the northeast of the park, that is vacant, available and listed as one of the top five CRA acquisition priorities. The potential availability of that site is all the more important because of the development limitations placed on the east side of the park and the greater feasibility for a dock and upland structure because of fewer restrictions at this location.

Key West-style tiki huts (above) provide a place for casual waterside lunches and views of the water. A sampling of signature and functional art for parks (images below).

Potential Park Features and Circulation Options

As described below, the TAP outlined several potential park activities and uses. Three circulation options were also provided. Each option, which depicts the impact on the park space, accessibility, and visibility, can be used by the city in the future when it prepares a park master plan and decides on a mix of park activities tailored to the site and park user needs.

Potential Park Features

A revitalized Sullivan Park could offer a variety of activities and related facilities, including:

- Day slip boat docks
- Shuttle to Deerfield Island
- Canoe and kayak launch
- Strolling paths

- A waterfront promenade that follows the shoreline from Sullivan Park through the Cove
- Fishing and dock area
- Children's play area
- Moveable seating
- Picnic tables
- Grills
- Great lawn area(s)

Special accent features could also be used to provide points of interest and additional activities. Examples include:

- An interactive water feature – a water fountain that people can sit on, walk through, walk under or over, sometimes without getting wet, other times they may choose to be fully immersed. Shown in the image to the upper right from West Palm Beach, the fountain gives children a chance to play in water without the danger of drowning associated with swimming pools.
- Signature art – a unique accent feature for park space that can be enjoyed on several different levels, such as through the symbolic messages of the artwork, humor, or aesthetic qualities of color and shape. They can be abstract large scale features or functional art at a human scale such as a custom benches, shade structures, play features, or ornate paving and wall surfaces.
- Interpretive and educational exhibits or installations
- Waterside access docks
- An overlook/observation platform or modest observation tower/lighthouse building as a distinctive landmark

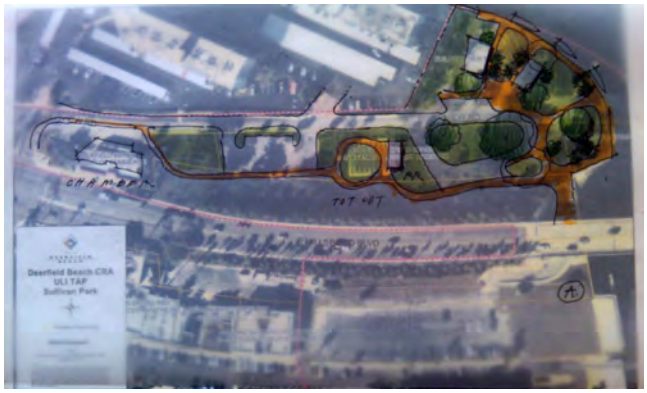
Children playing in a fountain on Clematis Street in downtown West Palm Beach (above). The Red Fish Grill (below) is located in the historic Matheson Hammock Park, a Miami-Dade County Park and recreation area.

To provide more "eyes" on the park, several of the uses above could be combined in a small casual Key West-style place on the water that provides a place to rent kayaks and canoes, dock a boat, buy bait, and get something light to eat, or have a drink. This could incorporate a distinctive waterfront restaurant, reviving the popularity of the Riverview Restaurant that was lost. The facility could be owned by private operator or the city.

In Miami-Dade County, the Red Fish Grill (depicted above) is a distinctive landmark property in the Matheson Hammock Pavilion building located in the historic Matheson Hammock Park, a Miami-Dade

County Park and Recreation area. The CRA, the TAP recommended, should consider working with the bank that owns the Riverview Restaurant site to develop or sell the land for such a facility (further economic and financial analysis should be undertaken to ensure optimal utilization of CRA funds).

Preliminary park road diagram showing parking and the potential for a connection under the bridge to the Cove Shopping Center (image above). Large turnaround and parking area just west of the existing restroom (image below).



Option A: Park road turnaround with parking at the east end and preserving existing trees in the middle.

Circulation Options

The TAP began its discussion of circulation options by reviewing a preliminary park road diagram (illustrated above). TAP members noted the following advantages and disadvantages of the options.

Advantages:

- Moving the park access drive south to the toe of the bridge embankment allows for a contiguous park space north of the drive, with parking for the park and a turnaround at the end
- Providing a connection under the bridge dramatically improves surveillance capabilities in addition to pedestrian and vehicle (restricted to special events only) connectivity for the park and the Cove Shopping Center
- Using a turnaround discourages cut-through traffic

Disadvantages:

- All existing park features must be replaced, including roads, restrooms, and parking
- Residents to the northwest may perceive this as an encroachment of park users into their realm

Building on the initial park circulation option, the TAP explored a series of options (A-C, with refinements) described below and illustrated in the images to the right and on the following page.

Park Option A – Features:

- Web of walkways leading to/from the water and to the Cove and Hillsboro Boulevard
- Small concession buildings at the northwest corner offer food, canoe/kayak rentals, and a picnic plaza facing north to Deerfield Island

- Small "tot lot" play area west of existing restrooms and parking (replace existing shuffleboard)
- Potential for bridge underpass connection

Park Option B – Features:

- Small concession building and shade pavilions radiate away from entry turnaround to water
- Coconut palm picnic grove along water
- Chickee hut at "point" of the park; on axis with entry drive and in view from the underpass
- Potential for underpass road connection

Park Option B Refinement – Features:

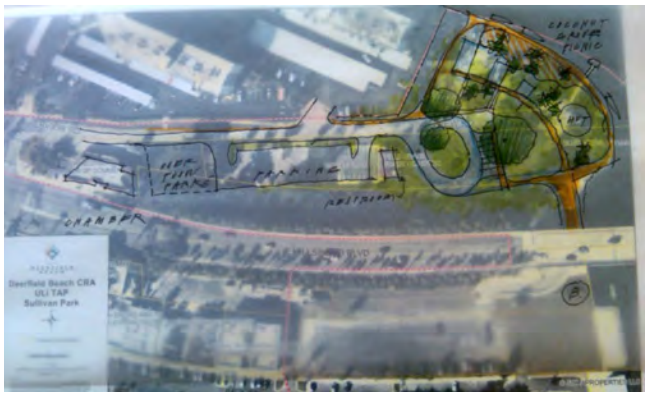
- Concession /restroom dining terrace
- HC parking
- Splash fountain
- Turnaround
- Sculptural play
- "Great lawn"
- Stairs – overlook
- Waterside seating

Park Option C – Features:

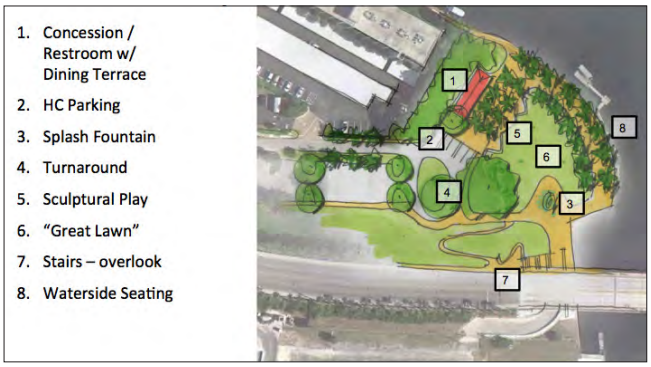
- Play space between existing restroom and large tree
- Interactive fountain in center of park, visible from the entry drive, play area, and water
- Chickee hut next to a "Great Lawn" area
- Picnic grove with coconut palms and buffer plantings along west side of park
- Simple, wide multi-purpose paths delineating the outdoor spaces

Park Option C Refinement – Features:

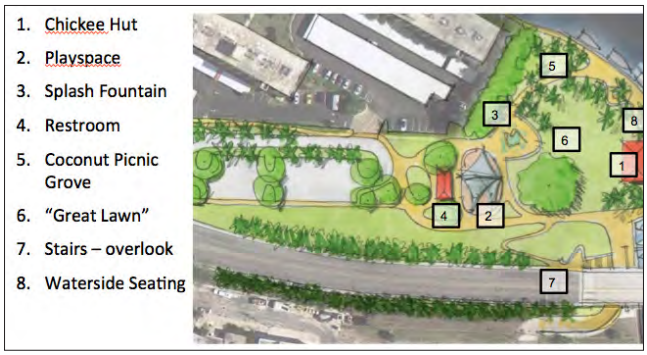
- Chickee hut
- Play space
- Splash fountain
- Restroom
- Coconut picnic grove
- "Great lawn"
- Stairs – overlook
- Waterside seating



Option B (image above): Small park road turnaround and accessible parking spaces at the east end; existing parking area expanded.



Option C (top image): Small turnaround just after the condominium entrance and expanded paved parking area to the west. Option C Refinement (image below).



A Great Park Example

Bryant Park, a green oasis in the heart of Manhattan behind the New York Public Library, is an example of the classic great park renaissance that incorporates many of the recommended park elements and illustrates the potential to maintain a variety of continuous, passive activities while also accommodating the occasional spectacular community event. Bryant Park is not a waterfront park; however, its transformation from an undesirable, threatening, and underused public space that attracted vagrants and drug dealers in the 1970s into the crown jewel of the city's park system after its redesign was completed in 1992 is a case study in safety, flexibility, and beautiful park design.

The park incorporates:

- A great lawn lined with a variety of shade trees that form an arboretum, with species labeled using distinctive low-to-the-ground iron post signs.
- Tree-lined walkways that wrap around the park and feature benches that attract a steady stream of people strolling, meeting and conversing.
- Two small kiosks at the fountain terrace entrance where sandwiches, soft drinks, and coffee are available and people can sit and have a light breakfast, lunch, or refreshments.
- Moveable chairs so that people can position themselves in or out of the sun, off by themselves, or in pairs or larger groups.
- An exceptionally clean and well-maintained public restroom on one side of the park, near the library, and an area where people can select and read books from bookstands at small café tables in the shade along the northern walkway closest to the library.
- At the rear of the library, a large open-air patio served by an outdoor café and an elegant, upscale indoor restaurant providing more substantial meals. The patio overlooks the great lawn, which is a simple green space where people can sit or lay on blankets to enjoy the sun, read, relax, or play with their children.
- Wireless internet access provided by the library to park users.

The redesign of Manhattan's Bryant Park converted it from a threatening place that attracted vagrants and drug dealers to the crown jewel of the city's parks.

The design for Bryant Park features a great lawn wrapped by tree-lined walkways (above). Depicted below, kiosks provide places to buy refreshments and movable chairs enable park visitors to arrange them to fit their needs.

For special occasions, Bryant Park is transformed into a dramatic entertainment space for outdoor movies, fashion shows, concerts, and events that attract major sponsors and provide funding to support the maintenance and upkeep of the park. Temporary stages and screens can be quickly set up for an event, and dismantled and removed to return the park to its passive character the next day.

The renaissance of Bryant Park exerted an incredible "halo effect" on the adjacent properties, where leasing increased 60 percent and rental rates increased 40 percent in the 24 months after completion. An investment in Sullivan Park will have a similar effect on the nearby residential properties for existing residents and should have a positive effect on the Cove Shopping Center once an attractive waterfront promenade is realized. Bryant Park also provides an exceptional model that illustrates how Sullivan Park could balance the desire for a quiet public gathering place with modest food and refreshments and everyday year-around park and water activities that provide a beautiful waterfront venue for occasional community events and celebrations. Bryant Park also demonstrates how the maintenance of and support for a park can be subsidized by private funding for special events.

Impediments to redevelopment and parking

The TAP suggested a series of steps to address a major site impediment –parking. Concerns related to parking supply were discussed in two contexts: (1) in relation to zoning requirements and (2) in relation to actual demand, including future increases in demand resulting from more intense development on site. Recommendations focused on conducting a comprehensive parking demand study, establishing a parking waiver certificate or in-lieu of payment program, and establishing a new parking rate structure.

Comprehensive Parking Study

During the TAP process, panelists heard varying anecdotal accounts regarding the adequacy of the current parking supply to meet existing demand requirements. To better understand the existing baseline demand and how that demand fluctuates throughout hours of the day and days of the week, the TAP recommended that the CRA conduct a comprehensive parking demand study to understand the current utilization.

The study should include the following steps:

- Collect existing parking utilization/turnover data.
- Review code requirements.
- Recommend parking ratio adjustments and allowances for shared parking.
- Analyze surrounding parking inventory and options.
- Evaluate pros and cons of surface versus structured parking options.
- Prepare projections of short term and long term parking supply needs for the Cove shopping center and other potential parking patrons (e.g., visitors to Sullivan Park).

The study results should be used to evaluate the parking requirements in the current zoning code. The current requirements, the TAP stressed, appear to be out of line with true demand for some uses. Applying the current parking standards to the new development would require additional parking spaces, which translates to higher costs for structured parking. For surface parking, that would create a significant increase in the amount of land dedicated for potentially unused parking. Changes to reduce the current code requirements could be implemented through a zoning overlay and/or shared

parking calculation process that would apply to the redevelopment area. Reducing the parking requirement would also serve as an enticement for businesses to locate in the area because of lower overall investment costs. Business owners provided anecdotal evidence to the TAP that the current code-based measure of parking requirements had discouraged some potential tenants from locating businesses within the Cove shopping center.

CODE PARKING (DEVELOPMENT SCENARIO A)

LOCATION	SPACES PER LEVEL	TOTAL SPACES	SURPLUS / DEFICIT
Surface N of Garage	70	70	-276
Garage Floor 1	45	115	-231
Garage Floor 2	91	206	-140
Garage Floor 3	91	297	-49
Garage Floor 4	91	388	42
Garage Floor 5	91	479	133
Garage Floor 6	91	570	224

PARKING @ 25% REDUCTION (DEVELOPMENT SCENARIO A)

LOCATION	SPACES PER LEVEL	TOTAL SPACES	SURPLUS / DEFICIT
Surface N of Garage	70	70	-190
Garage Floor 1	45	115	-145
Garage Floor 2	91	206	-54
Garage Floor 3	91	297	37
Garage Floor 4	91	388	128
Garage Floor 5	91	479	219
Garage Floor 6	91	570	310

The TAP analyzed two options for parking for Development Scenario A (described earlier): the number of spaces required by the current code (left column) and the number that would be required by a 25 percent reduction in the current code (right column).

Parking Mitigation Strategies

A variety of strategies can be used to address parking. They include a waiver certificate, an in-lieu of payment program, and shared parking.

Waiver Certificate

To make a parking waiver certificate program work, payments can be made monthly or once, for a permanent waiver. Changing the Technical Deviation approval from a legislative to an administrative action is also recommended. The income could be used for a variety of purposes, including land acquisition, parking operations, marketing, and/or a trolley servicing the area. The program could be managed by the CRA or a Business Improvement District (BID), described below under "CRA Implementation."

Payment In-Lieu-Of Program

Another option is to change the parking fund to allow for a simple payment in-lieu-of program. Such a program is more permanent and would generate dollars that could be used to subsidize the construction of a parking garage that would service both the Cove Shopping Center and the new development on the Intracoastal Waterway and Sullivan Park.

Shared Parking

Shared parking makes parking spaces within a common parking supply area available for more than one use. The approach takes advantage of uses that have their peak parking demand at different times of the day. For example, a medical or office use would require parking during the day, while a restaurant or entertainment use would have a higher demand in the evening. The approach is an inexpensive way to maximize the use of each parking space, thereby significantly reducing the number of parking spaces required in mixed-use environments.

New Parking Rate Structure and Incentives and Signage

Parking Rate Structure and Incentives

Once the recommended parking garage is built, a new parking rate structure should be developed. It could allow for a validation program for merchants, a higher rate in surface parking areas, and a lower rate in the garage. An additional option is to explore opportunities to negotiate with adjacent property owners with regard to having some or all of the required parking built in exchange for increased zoning rights and/or assessment waiver. Another option is free parking for a limited period of time (e.g., one or two hours) to discourage long-term parking.

Trailblazing signage (depicted below) can be used to direct people to and around a destination.

Signage

Once the parking improvements are completed and the parking demand analysis is verified, a trailblazing signage package that identifies the Cove Shopping Center and Sullivan Park should be developed. Such a package should be designed to help people find their destination and assure them that they are going the right way and describing parking options and costs. It also should feature a common branding theme. Banners and flags could also be part of the program.

CRA implementation capacity and priorities

The TAP focused its final comments on the capacity of the CRA to implement the TAP's recommendations and determine the highest priorities for the allocation of public resources.

CRA Implementation Capacity

The city and CRA have already proven their ability to undertake the significant projects and make the investments that promote redevelopment and private investments, the TAP observed. Their capacity to implement redevelopment plans is demonstrated by the growing list of current and completed projects (illustrated by the map on the next page).

Examples include the current improvements to Hillsboro Boulevard and the Cove Shopping Center and (in the beach area) the pier entrance and Phase III of the A1A S-curve project. Successful completed projects are the Ocean Way and North Boardwalk extension and Phases I and II of the A1A S-curve project. It is also important to note that the CRA has an aggressive yet flexible five-year capital improvement plan that is projected to remain fully funded.

Implementation Priorities

Equitable Solutions

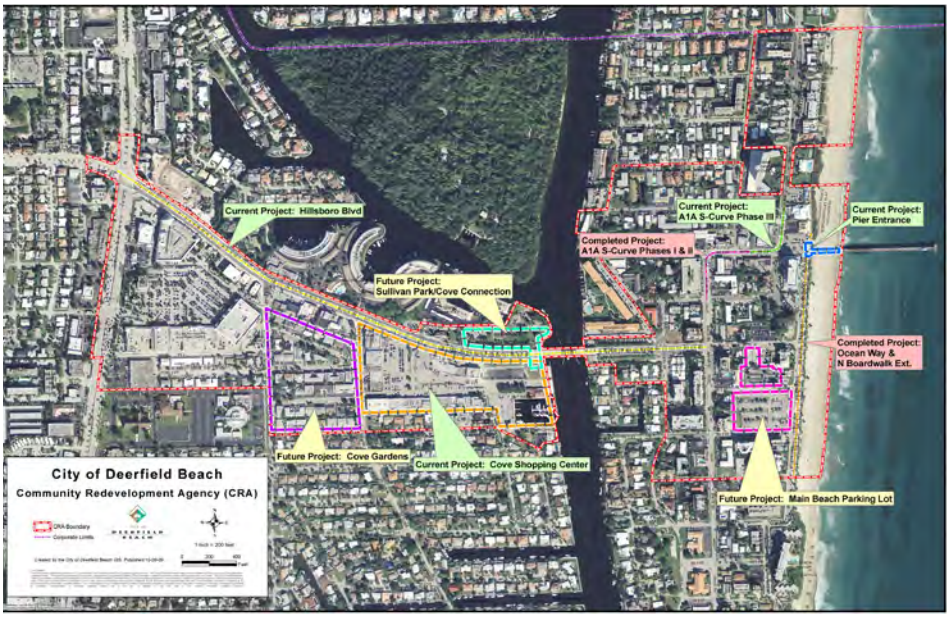
As noted in the earlier discussion of equitable sharing of benefits, a priority first step is for the two private landowners in the focus area and the city to engage in a series of facilitated discussions that will enable

them to work through the issues and agree on a scenario that creates maximum value for all parties, including the public. The process should include deciding who pays for the land and the construction and how to fairly address the fact that one property (the former Pal's/Charley's restaurants) is far more suitable for a parking structure that makes the more intense development possible.

> *"The creation of a destination place that creates value for the entire community would not be possible without the strong leadership of the CRA and the city. It is through them that the ideas proposed can become a reality." (The ULI Technical Assistance Panel)*

Physical and Management Strategies that Create Great Places

As a part of implementation, the redevelopment plan for the area should outline a set of guidelines that can be used to manage and regulate activity. That should include physical improvements that promote visitation to the area and regulatory improvements that encourage and control a lively environment. Also important to implementation are building and maintaining community and stakeholder support to ensure that there is a cohesive relationship between the commercial activity and the established surrounding residential neighborhoods.



With its current and completed projects, the Deerfield Beach CRA has proven its ability to successfully implement redevelopment projects that enhance the community and its sense of place and stimulate private investment.

Additional strategies should focus on enhancing a strong, distinctive sense of place, a point articulated by stakeholders attending the TAP public comment periods. Those strategies should address both the physical and the management facets of creating great places. Physical strategies should involve investing in the improvements that benefit the community and creating the identifiable and treasured public spaces that residents want to visit and linger at for a while.

On the management side, it is very important that the existing businesses (property owners) in the western portion of the Cove Shopping Center are engaged in the process, as they will inevitably have a vested interest in the redevelopment plan. The improvements envisioned can and should have a dramatic, positive impact on the Cove Shopping Center as a whole. To help facilitate and support surrounding stakeholder/business involvement, establishment of a merchant's association or a BID (Business Improvement District) should be considered to promote the merchant's voice, help focus redevelopment opportunities, and

coordinate marketing, leasing, and management to complement and elevate the Cove overall. Establishing such an organization provides the city and CRA with a partner that is invested in the success of the redevelopment plan and in ensuring the viability of the area over time.

The businesses and property owners in the western portion of the Cove Shopping Center would benefit from a Business Improvement District or Merchant's Association.

In a BID (sometimes called a community improvement or special improvement district), businesses elect to support a self-imposed tax assessment (at a maximum 2 mils) and/or pay an assessment fee to fund improvements or provide special services within a defined boundary. The services typically include those that are over and above what the city normally provides, such as sponsoring events, offering additional security, marketing the area, and installing streetscape enhancements. In Florida, examples of successful BIDs and/or Merchant's Associations include those for Coconut Grove <www.coconutgrove.com/index.ph> and Coral Gables/Miracle Mile <www.shopcoralgables.com> in Miami Dade County, St. Armands Circle Association in Sarasota <starmandscircleassoc.com>, and Fifth Avenue South in Naples <www.fifthavenuesouth.com>.

Conclusions

With their strategic location on the Intracoastal Waterway, the TAP concluded, the eastern edge of the Cove Shopping Center and Sullivan Park could serve as a magnet for residents and visitors and greatly enhance the city's already desirable quality of life while creating a higher economic value for the city and the landowners. The next step is to use the strong leadership and proven capacity of the CRA to move forward with the plans, the public-private partnerships, and the investments that will stimulate the redevelopment recommended by the TAP.

Recommended actions are to:

Enable the equitable redevelopment of the eastern edge of the Cove Shopping Center. The waterfront location provides an opportunity to create a marine village that will reinvigorate the entire center. To address concerns about compatibility, modest buildings (three-to-five stories, for example) in the Key West style of architecture should be used. Where the buildings abut single-family residential homes, the building height should taper down to two-to-three stories to provide a transition. By participating in a partnership with the CRA and adjacent property owner, the owner of the property abutting the single-family homes can benefit by having parking requirements satisfied through the proposed parking garage (discussed below), allowing all development on this site to be habitable, leasable space.

The development of the TAP recommended retail-lined parking garage at the village's northern edge will help solve what many view as the area's most pressing problem: parking. To get the process started, the

CRA, city, and two private property owners should engage in a series of discussions to work through the issues and agree on a win-win scenario – one that unlocks the increased development potential of the area and delivers a high quality public waterfront that creates maximum value for all parties (the landowners, city, the Cove Shopping, and the public). Also important is undertaking a comprehensive market and financial analysis to better define the alternative redevelopment options, especially before entering into any negotiation and/or contractual obligation with prospective landowners.

Make Sullivan Park a great urban waterfront park. To be that place, the park's design should take full advantage of the natural beauty of the location and focus attention on views of the water. The park should provide points of interest (fountains, signature art, places to sit and view the water, and docks, for example) and a variety of activities that meet the Project for Public Spaces' "at least 10 things to do." Part of the package should be a casual waterfront Key West-style place that offers the opportunity to rent kayaks and canoes, dock a boat, buy bait, and get something to eat or drink. The Red Fish Grill/Matheson Hammock and Bryant Park provide excellent concepts to adapt and emulate in Sullivan Park to support a variety of everyday activities and special occasions worthy of this spectacular location. Improving the area under the bridge that crosses the Intracoastal Way with amenities such as landscaping, lighting, and pavers should also be part of the package. Initial actions should include developing a new master plan designed to create that great urban waterfront park recommended by the TAP, accessing the resources of the Florida Inland Navigation District, and negotiating the acquisition of the former Riverview Restaurant site, as called for in the CRA's plans.

Address parking, a major impediment to redevelopment. The development of a parking garage is a prerequisite for the recommended redevelopment scenario: a marine village. Other parking strategies should include conducting a comprehensive parking demand study, as described by the TAP, to understand the utilization of current uses and using the results to evaluate the parking requirements in the current zoning code. Those requirements, the TAP stressed, appear to be out of line with true demand for some uses, which translates into potentially excessive parking requirements and higher costs. Code changes could be implemented through a zoning overlay and/or shared parking and other parking mitigation strategies. Once those first steps are complete, develop a new parking rate structure and related incentives; also establish trailblazing signs that direct visitors to and around the site, including to parking options and costs. The signage, and other identity features such as banners and flags, should highlight a common branding theme.

Move forward with implementation and setting priorities. Strategies should focus on creating a destination that people want to visit many times. That includes physical improvements that create great public spaces, regulatory provisions that encourage and control a lively environment, and a management organization (a Business Development District, for example) that involves and supports the businesses and property owners in the Cove Shopping Center and maintains good relationships with adjacent neighborhoods. Purchasing strategic properties on the CRA acquisition list is also important.

The CRA has the proven capacity and leadership to undertake the significant projects that will produce the recommended redevelopment, the TAP concluded. The result will be two signature waterfront assets – a great urban park popular with all ages and a destination marine village that enhances the Cove Shopping Center (the city's jewel).

APPENDIX A: TAP AGENDA

ULI Southeast Florida/Caribbean
Technical Advisory Panel (TAP) Workshop
Deerfield Beach CRA/Cove Shopping Center & Sullivan Park Area

Thursday, July 7

12:00 – 1:30	Panel arrives, meets over lunch with CRA Staff & Others *Venue: Two Georges at The Cove (aka The Cove Restaurant in the Cove Shopping Center)* *(Lunch Meeting not open to the public)*
1:30 – 3:00	Walking/van tour of site
3:15 – 5:00	Panel discussion with client(s), surrounding governmental entities (if appropriate), community representatives, neighbors, etc., and other interested parties. This meeting is open to the public. *Venue: Royal Fiesta, Cove Shopping Center*
5:00 – 6:00	Hotel check-in and break *Venue: Wyndham Deerfield Beach Resort, 2096 NE 2nd Street Deerfield Beach (on the beach)*
6:00 – 9:00	Dinner, panel interviews and discussion. (Staff is invited to dinner, and City Commissioner for this district will also be invited to dinner.) *Venue: JB's on the Beach, 300 N. A1A, Deerfield Beach*

Friday, July 8

7:30 – 8:30	Breakfast *Venue: Wyndham Deerfield Beach Resort*
8:30 – Noon	Panel work session (closed to public) *Venue: Royal Fiesta, Cove Shopping Center*
Noon – 1:00	Working lunch *Catered by Royal Fiesta*
1:00 -3:00	Panel work session (closed to public)
3:00 -3:30	Break
3:30 – 4:00	Panel review of Draft Report (closed to public)
4:00 – 5:00	Presentation of Draft Report; Questions & Answers *Venue: Royal Fiesta, Cove Shopping Center (open to public)*

APPENDIX B: QUESTIONS FOR PANELISTS

Deerfield Beach CRA
Cove Shopping Center & Sullivan Park TAP
July 7 & 8, 2011

- How can development on the Cove Restaurant and former Pal's Restaurant sites create an economic generator in order to fund improvements at the Sullivan Park site? How do the City and the CRA maximize the potential and minimize possible public concern about more intense development. What could comprise an "anchor" project? Hotel/mixed use? Other uses?

- What are the greatest impediments to redevelopment for this site? (Lay out issues such as zoning restrictions, infrastructure needs, etc.) Mitigation strategies?

- Reviewing the public park and adjacent property on the north side of the bridge, discuss park expansion possibilities. What elements should be contained in a great urban park that is on the water?

- Evaluate parking needs and solutions for the study sites and nearby uses.

- Does the CRA have the capacity to accomplish recommendations? What are the highest priorities for allocation of public resources?