



WEST PALM BEACH

Community Redevelopment Agency

# Broadway Mixed Use District (BMUD)

Land Use Analysis and Recommendations

June 1, 2022



# Project Team

▶ **ULI Consultant Team:**

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# Client Objectives

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

# Introduction

- ▶ BMUD established in 2003; first time the City adopts form-based code outside downtown areas
- ▶ Corridor: approximately one mile - 25<sup>th</sup> Street to 59<sup>th</sup> Street along Broadway Avenue. Abuts other predominant areas (i.e. Currie Park Area, Northwood Village and Pleasant City) as well as well-established residential neighborhoods
- ▶ BMUD implementation: strategic priority for Commission and TPA

# Challenges

Financial	Design	Political	Social
<ul style="list-style-type: none"><li>• Limited CRA funding / TIF funds</li><li>• Insufficient parking and other amenities</li><li>• Limited private partnership involvement</li><li>• Economic viability of such a long retail component</li><li>• Careful to spur development without detracting from other key neighborhoods (i.e. Northwood)</li></ul>	<ul style="list-style-type: none"><li>• Length of corridor (without corresponding width)</li><li>• Roadway speed (high, minimal incentive to stop and consume)</li><li>• Limited ROW widths</li><li>• Irregular lot depths, generally too small/narrow</li><li>• Narrow sidewalks</li><li>• Lacking aesthetics</li><li>• Historic designations and contributing properties</li><li>• Interconnectivity between lots</li><li>• Lack of pedestrian amenities</li></ul>	<ul style="list-style-type: none"><li>• Historic committee involvement</li><li>• East / West corridor divide</li><li>• Zoning limitations</li><li>• Different vision between City and FDOT</li><li>• Neighbors desire street closures rather than interconnectivity</li></ul>	<ul style="list-style-type: none"><li>• Perceived crime (loitering, sex work) associated with existing businesses</li><li>• Demographic inequality</li><li>• Major increase in residential problematic for the school system</li><li>• Increasing height problematic in single family home districts</li></ul>

# Opportunities

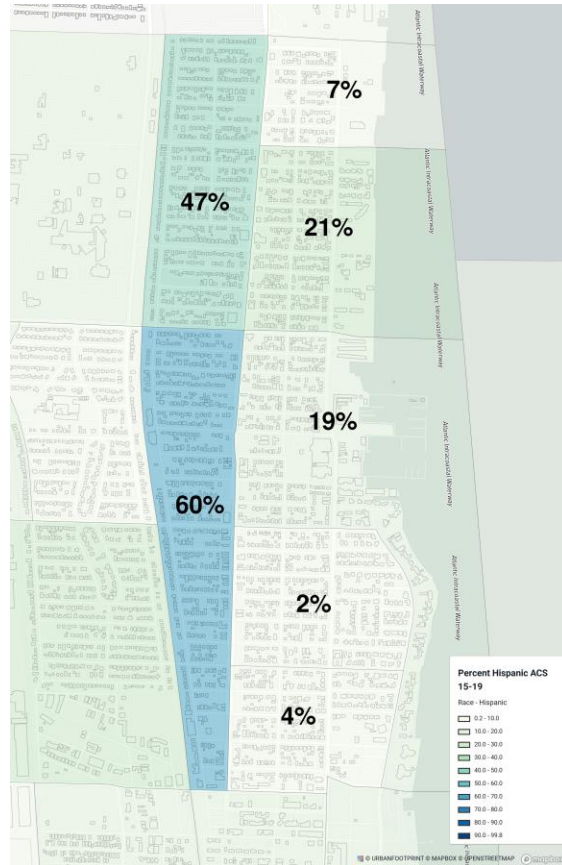
Geographical	Economic	Political	Social
<ul style="list-style-type: none"><li>• Already established neighborhoods</li><li>• Proximity to the marina</li><li>• Direct link to the Port of Palm Beach</li></ul>	<ul style="list-style-type: none"><li>• Demographic density</li><li>• CRA strategy for land acquisition</li><li>• Available land for strategic development by private sector</li><li>• Traffic / foot traffic</li></ul>	<ul style="list-style-type: none"><li>• Commission support of creative solutions (ULI involvement)</li><li>• Progress with FDOT on shared path improvements</li></ul>	<ul style="list-style-type: none"><li>• Residents generally in support of seeing improvements along the district in line with BMUD objectives</li></ul>



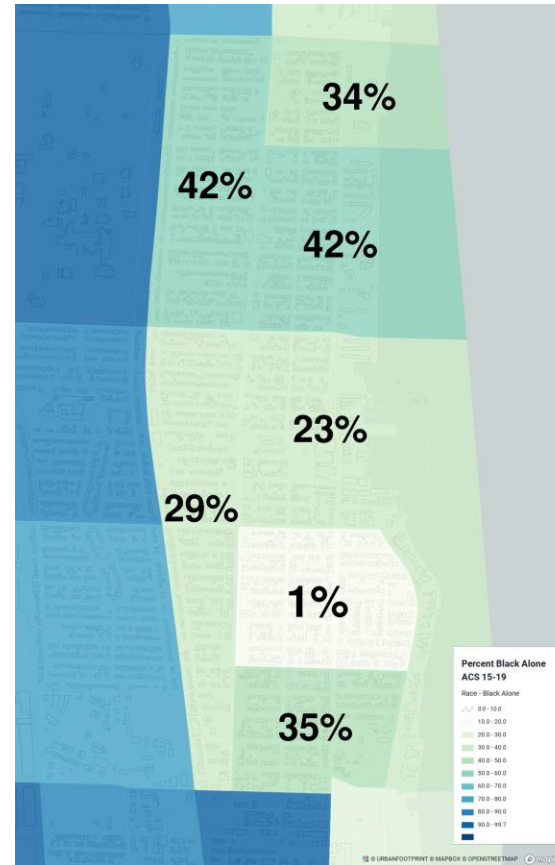
# Context and Demographics

- ▶ Study Area: Atlantic Intracoastal Waterway to east, railroad tracks to west, 59th Street to north, and Northwood Road to south
- ▶ Population: 8,035 (7% of WPB population 116,346)
- ▶ 4,086 dwelling units
  - ▶ 2,711 Single Family Homes
  - ▶ 1,375 Multifamily Units
- ▶ Existing Retail Area: 153,219 sq. ft.
- ▶ Existing Restaurant Area: 26,816 sq. Ft.
- ▶ Existing Office Area: 146,618 sq. Ft.

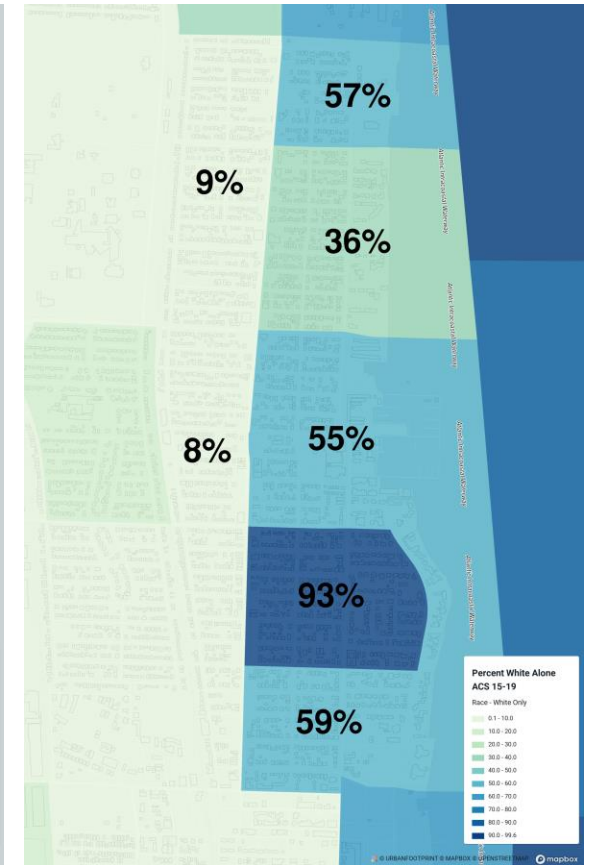
# Context and Demographics



HISPANIC



BLACK



WHITE

► By Race:

- 32.6% Hispanic
- 34.9% White
- 31.3% Black
- 1% Asian, Other Races



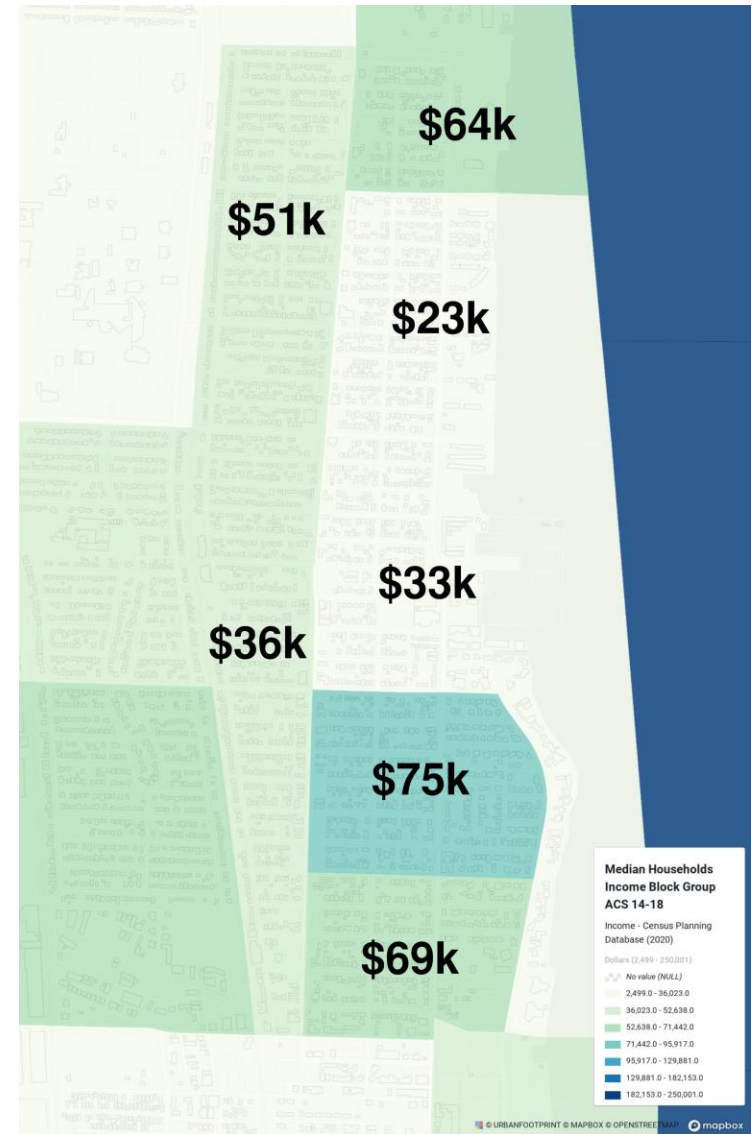
# Context and Demographics

## By Age:

- Under 5: 7.5%
- 5 - 17: 11.0%
- 18 - 24: 10.3%
- 25 - 44: 30.6%
- 45 - 64: 26.1%
- Over 65: 14.4%

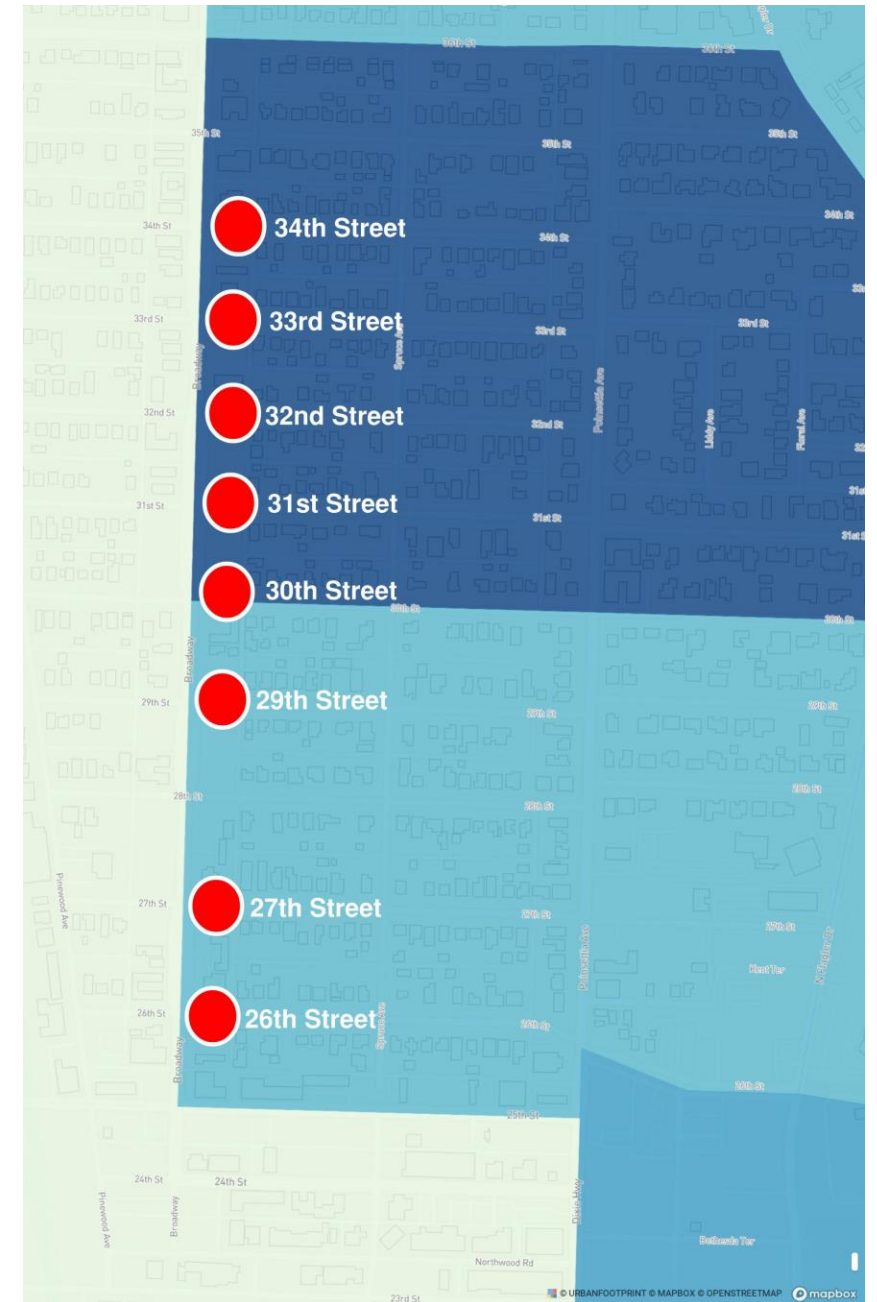
## Income:

- Median Household Income \$50,718 for entire study area
  - Individual block group Median Income ranging from \$23,244 to \$75,781
- 26.7% of population below poverty line



# Context and Demographics

- Physical East - West divide due to road closures reinforces perceived divide of demographic and socioeconomic status.





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# Broadway Reimagined



# The team's approach



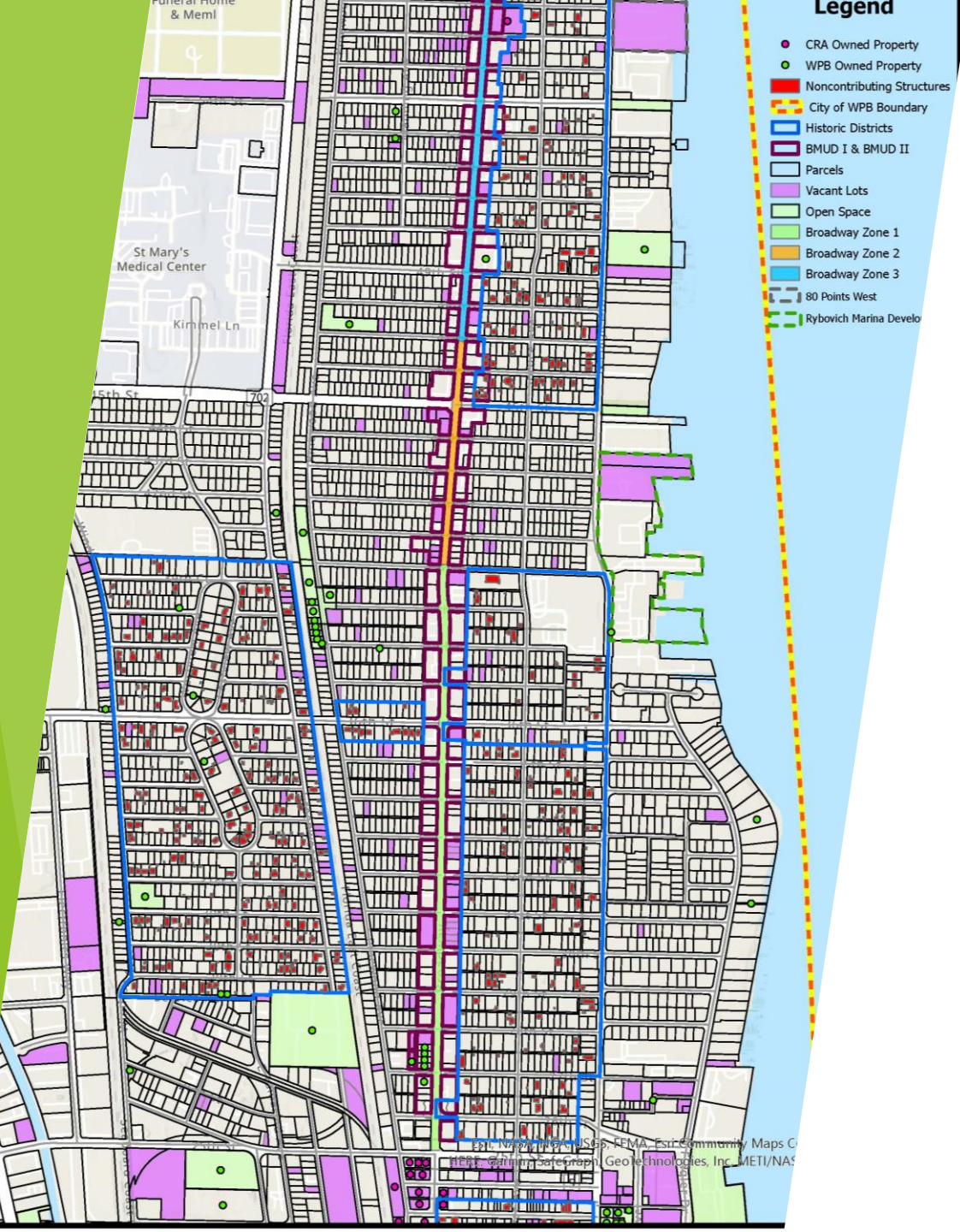
Field Work



Public Outreach and  
Data Collection



GIS Analysis



# GIS Analysis

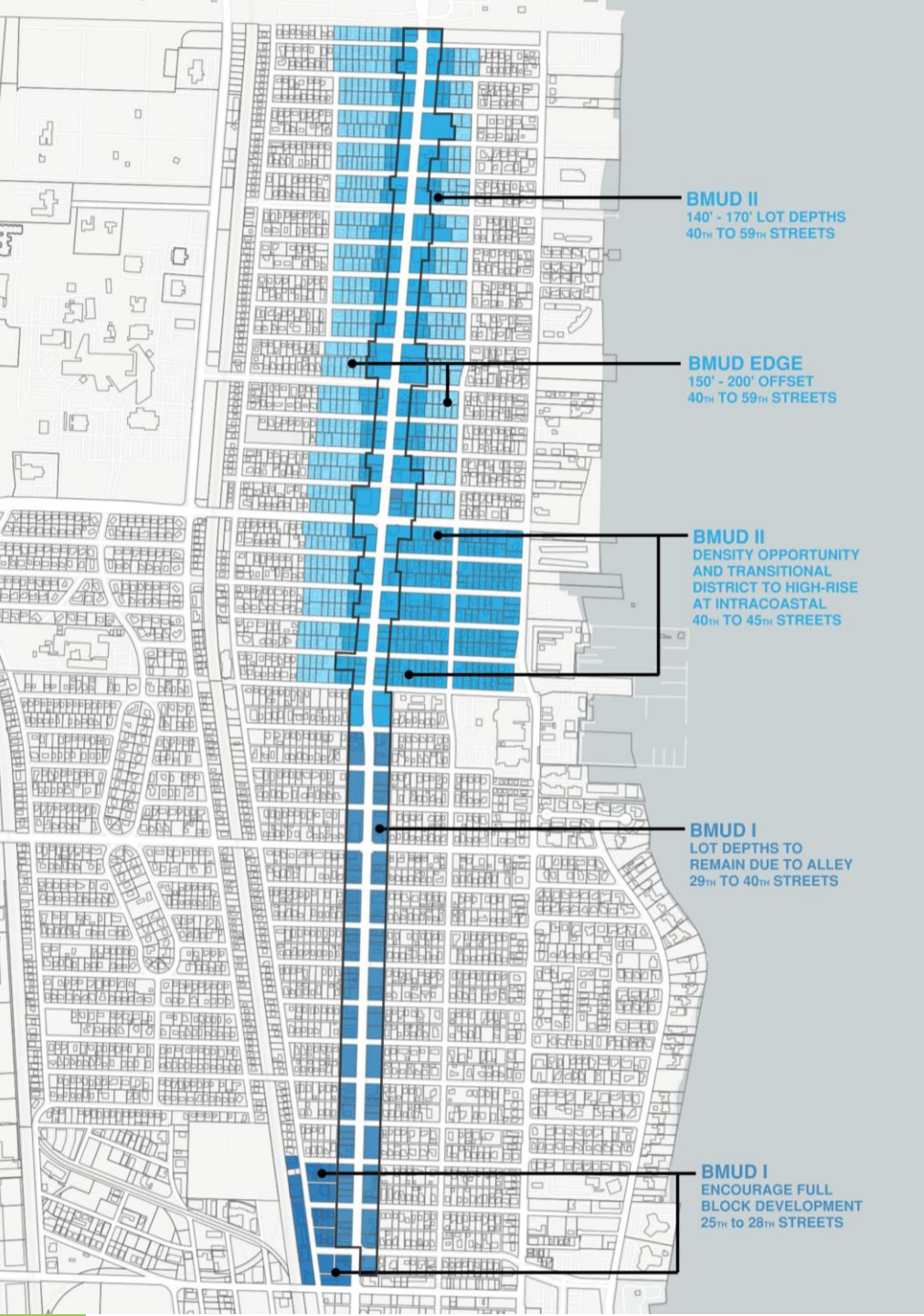
# Lot Depths and Intensity Analysis

## Existing Conditions:

- Auto-oriented and low intensity single use commercial development
- Abutting historically significant single-family neighborhoods
- Small parcels / lacking depth
- BMUD Zoning District
- Low height maximums (2-3 stories)
- Northwood Village Mixed Use District adjacent along the south - Core/ Center/ Edge
- Marina and Intracoastal waterway

## Recommendations:

- Recommended BMUD depths -- 170'
- Mid-rise (4-5 stories) mixed use
- Additional height allowances - either by-right or through public benefit incentives that accomplish specific public goals, such as vertically integrated mixed-use development, structured parking, public open spaces, green building, or a minimum % of affordable housing, etc.
  
- Create a lower-intensity "Edge" subdistrict to be added to the edges of each side of the BMUD corridor from 40<sup>th</sup> Street - 59<sup>th</sup> Street.
- Goal of the Edge district will be to allow some residential intensification while still guaranteeing compatible height and use transitions to the adjacent single-family neighborhood.
- The Edge district is not recommended for 25<sup>th</sup> to 40<sup>th</sup> Streets due to the existing alley network.
- Rather than rezoning this entire Edge district, the city should consider specifying the conditions that must be met before an individual rezoning can be approved that allows the BMUD to be expanded for an existing piece of land (i.e. full block development with frontage on Broadway, height transitions, parcels that lack historically designated properties, etc.).



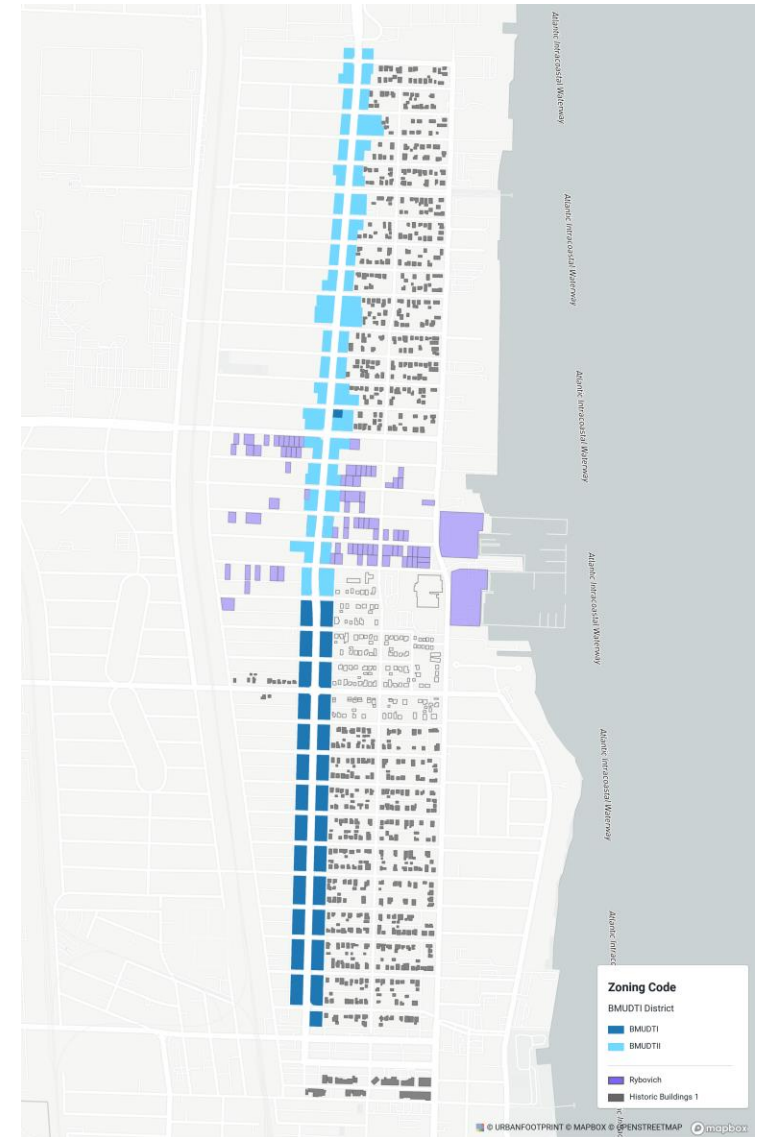
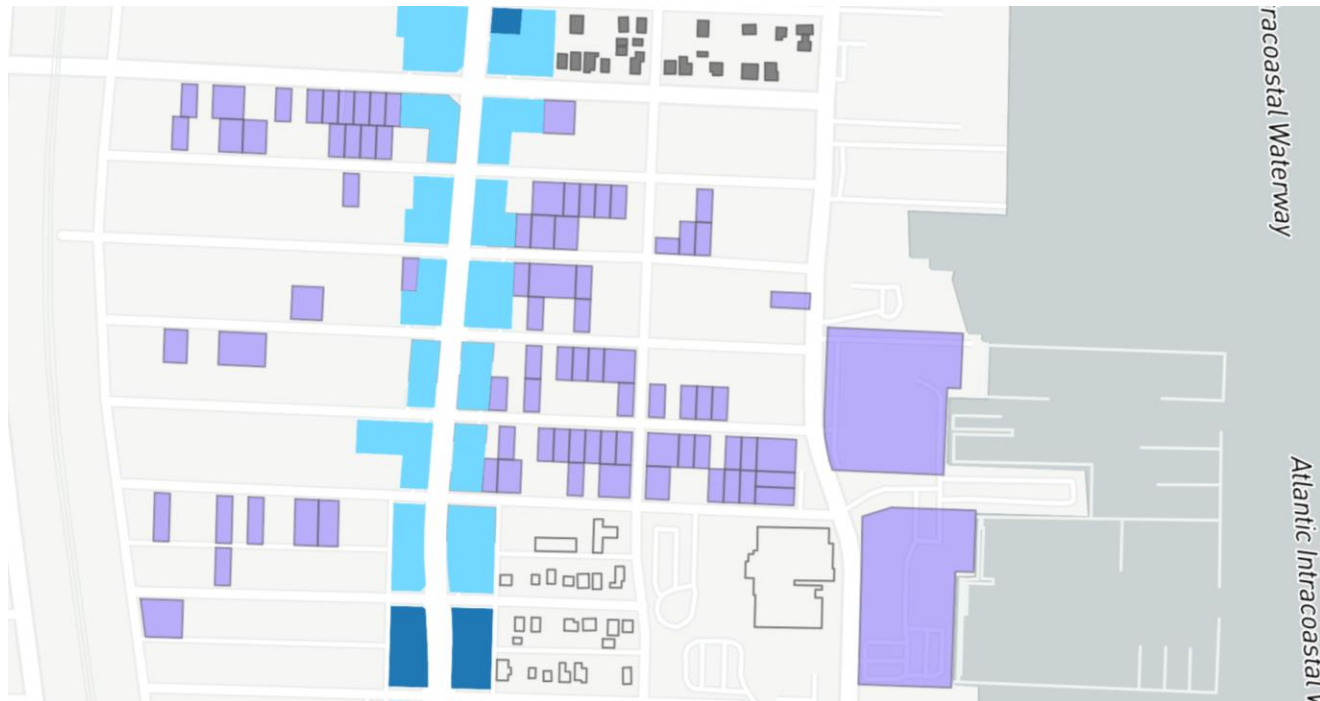
# Lot Depths and Intensity Analysis

- Expand BMUD for 170' lot depths from 40th to 59th Streets.
- Create a lower-intensity “Edge” subdistrict be added to the edges of each side of the BMUD corridor from 40th to 59th Streets.
- Expand BMUD for additional intensity opportunities.



# Opportunity for Intensity : 40<sup>th</sup> St. to 45<sup>th</sup> St.

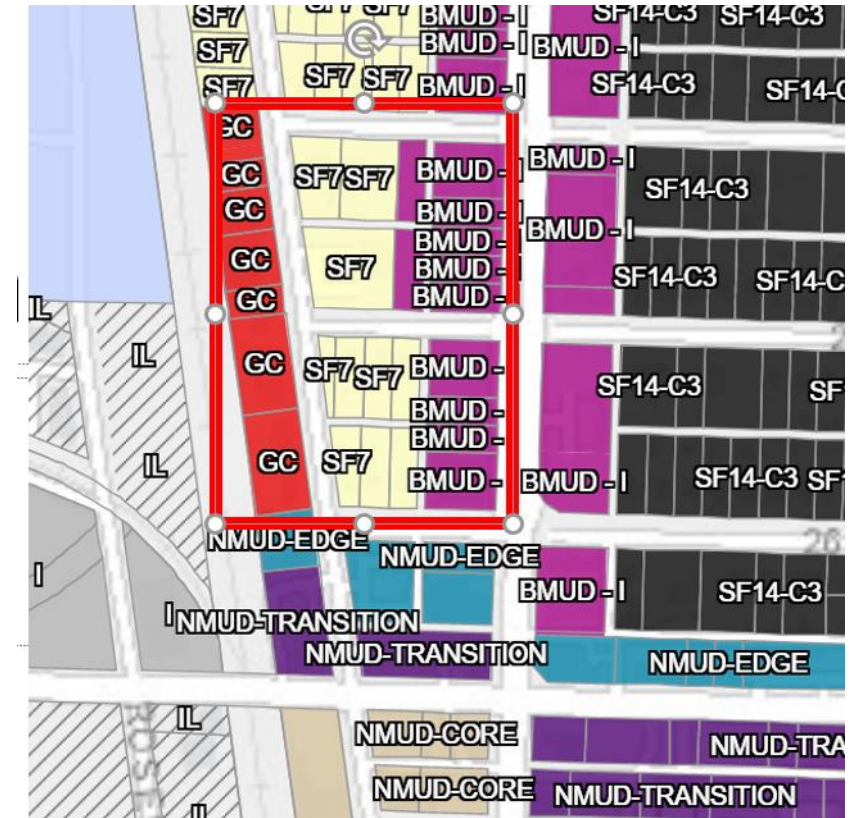
- ▶ Property assemblage by Huizenga Holdings, Inc.
- ▶ Located outside of historic districts
- ▶ Can act as gateway and a transition district to future high-rise development at marina



# Opportunity for Intensity : 26<sup>th</sup> St. -28<sup>th</sup> St.

(between US 1 and the Railroad)

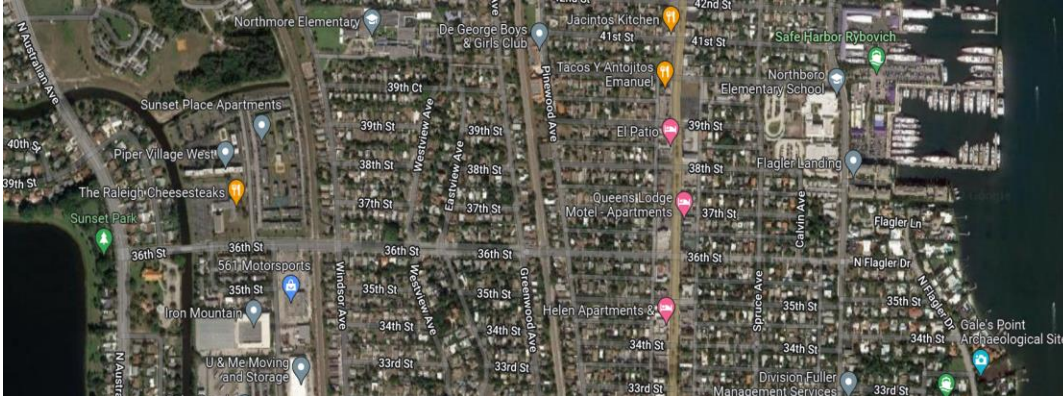
- ▶ Presence of Commercial and/or BMUD on both east and west
- ▶ Adjacent to NMUD Edge District
- ▶ Does not contain long blocks of single-family homes
- ▶ Existing assemblage of city-owned parcels
- ▶ Consider alleyway abandonment in this location if there is full block assembly. Would allow deeper development pockets without disrupting connected alley network.
  - ▶ Narrow block lengths
  - ▶ Alley does not connect all the way to 25<sup>th</sup>



# Other areas of interest:

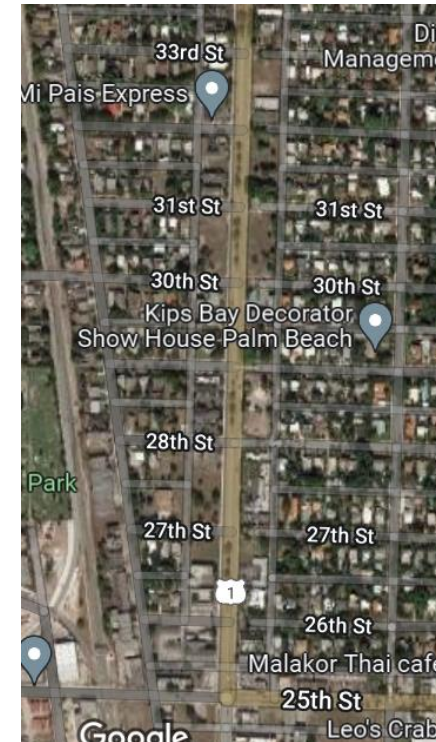
## ▶ **36<sup>th</sup> Street & Broadway**

- ▶ Primary intersecting roadways
- ▶ Commercial center of neighborhood
- ▶ Vacant corner lot



## ▶ **East and West side of Broadway between 25<sup>th</sup> -33<sup>rd</sup>**

- ▶ Significant amount of vacant land



# Challenges to BMUD Expansion

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

Northwood Harbor  
Historic District



# Additional Land Use and Zoning changes

- ▶ Land Use Policy 1.7.2.4 states that the build-out of the BMUD will not exceed a maximum of 830,000 square feet of retail/commercial use and/or 830 residential units based upon the average unit size of 1000 square feet.
  - ▶ Once 25%-50% of these 830 entitled units are allocated to private development, a Land Use Plan Amendment to allow additional residential entitlements should be considered.
- ▶ Land use and zoning change will be needed to either expand the BMUD district and/or to create additional nodes of intensity.
- ▶ Initiate discussions as to whether the City's overall density restrictions are sufficient to spur redevelopment of that area.
- ▶ Work with planning staff to explore the feasibility of creating an affordable housing density bonus program to create new opportunities for residential entitlements. Example from Broward County (Policies 2.16.3 and 2.16.4)

# Uses

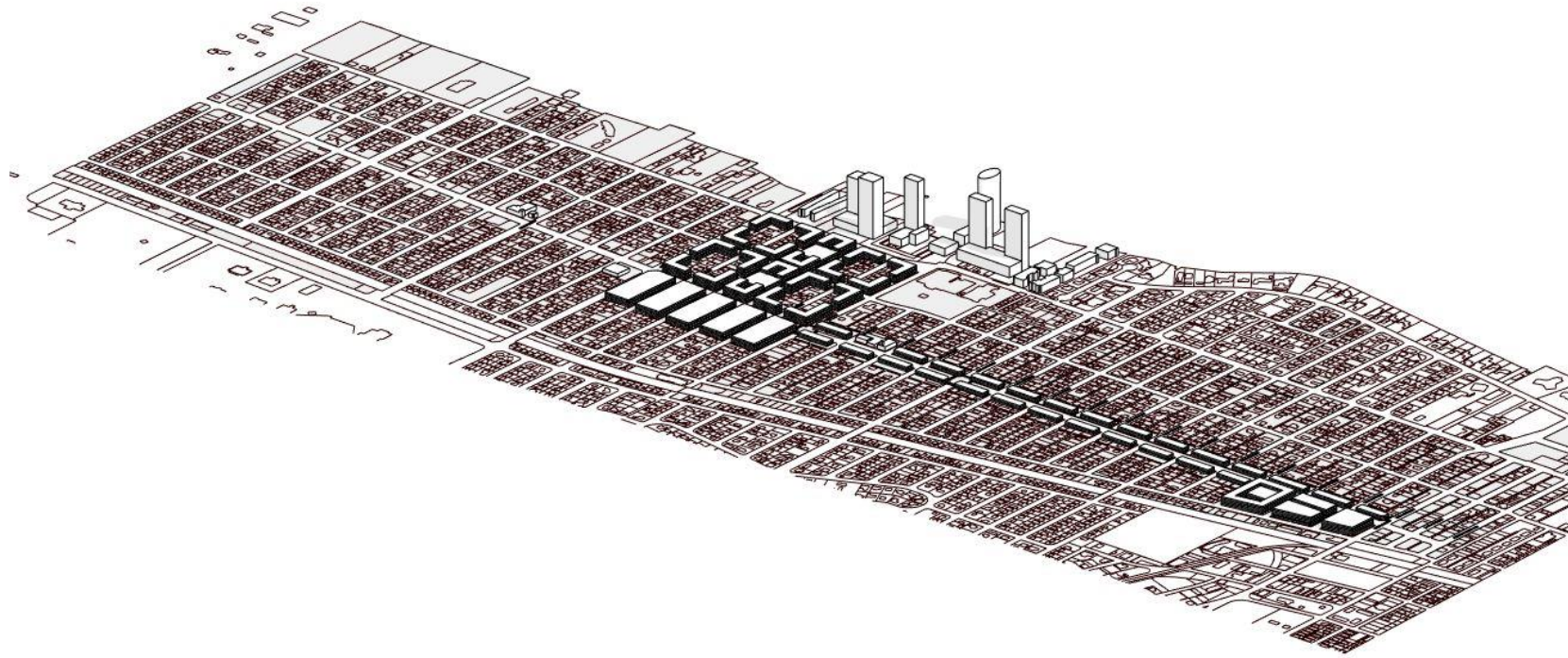
## Concentration of auto-oriented and/or undesired uses:

- Motor vehicle uses
- Motels
- Convenience stores
- Options include: Conditional/Special Use permits and/or separation requirements (based on a study)

## Marine Industries

- Allow additional marine related uses that are compatible with the area
- Interview the marine community to determine if there are other use-types that could be added to the Permitted Use Table.

# Massing Analysis



# Broadway Avenue Roadway

Challenges and Opportunities



# Existing Conditions

## ► Challenges

- Walkability
- Aesthetics
- Amenities



# Opportunities

- ▶ Short-term improvements utilizing tactical urbanism
- ▶ "[A]n approach to neighborhood building that uses short term low-cost and scalable interventions and policies to catalyze long term change." - Tactical Urbanist's guide
  - ▶ Consistent corridor related community engagement to maintain interest and buy in from area residents and business owners;
    - ▶ Allows for continued feedback from area residents and business owners to help the City/CRA in its locally planned corridor improvements.
    - ▶ Monthly or quarterly neighborhood activation (e.g.: community walks; high visibility crosswalk implementation; clearing the closed street intersections for temporary planters and art installations setting the stage for pocket parks)

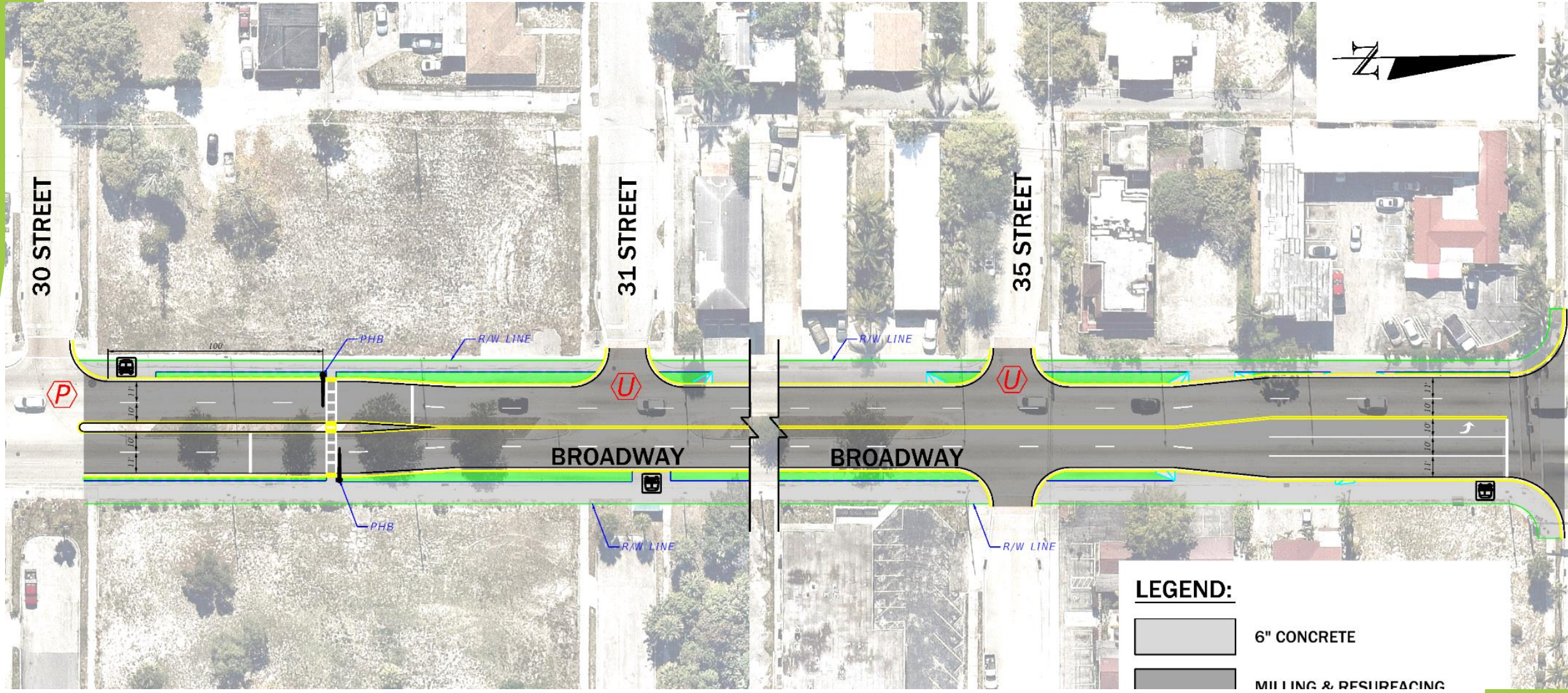


# Opportunities continued...

## ▶ Long-term recommendations

- ▶ Continue to solidify the plans and design of those improvements not included in the FDOT work program.
  - ▶ Landscape buffers where feasible.
  - ▶ Enhanced bus shelters and related amenities
- ▶ Begin planning for continuation of phase 1 RoW improvements from NW 45th Street to NW 58th Street north of the CRA owned vacant lot.
- ▶ Design and implementation of uniform landscape plan for the corridor.
- ▶ Installation of permanent street furniture and landscape for creation of uniform pocket parks at existing closures.

# FDOT/City Cross-Section



## LEGEND:



6" CONCRETE



MILLING & RESURFACING

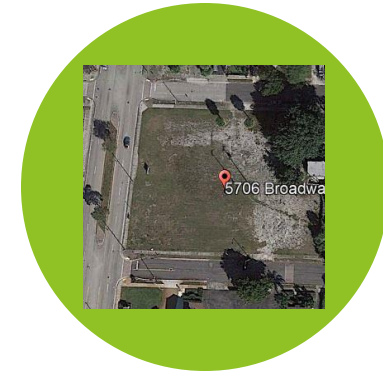
# Catalytic Sites & Financial Feasibility



**2401 / 2425  
BROADWAY**

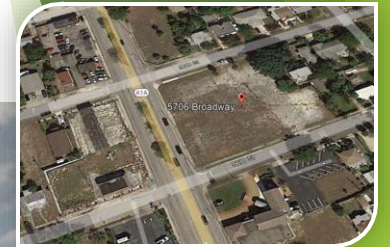


**4503 / 4515  
BROADWAY**



**5706 BROADWAY**

# CRA Owned sites: 2401 Broadway and 5706 Broadway





## 2401 / 2425 Broadway

- ▶ We independently concluded the southernmost anchor site of the Corridor needs a neighborhood grocery store.
- ▶ Trader Joe's (TJ's) fits the bill. Per a TJ's spokesperson, TJ's "focus is on making sure it's a great neighborhood grocery store that offers quality products at everyday prices and is run by a team that is passionate about being a part of the community and providing a welcoming customer experience."
- ▶ "Neighborhood Shares" Program.



# Northwood Village Anchor Site Project

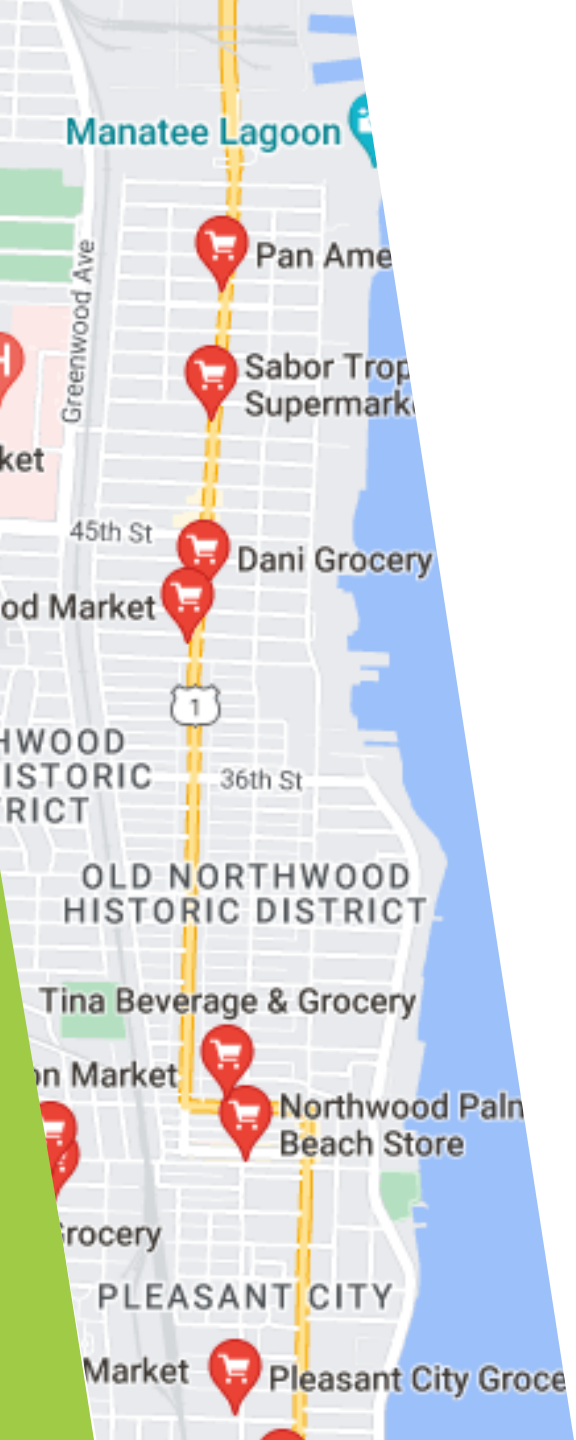
- ▶ Adding a grocery store aligns with the CRA's current development proposal and place with Immocorp Ventures and Kobi Karp for the Northwood Village Anchor Site.
- ▶ The mixed-use project would anchor the southernmost point of the Corridor with "apartments, galleries, shops, offices, and possibly a grocery store, along the plaza."





## 2401 / 2425 Broadway cont.

- ▶ So, whether or not the Northwood Village Anchor Site gets delivered, why is it important to have a TJ's at the base of the Corridor?
  - ▶ Population density (target area makes up 18-20% of WPB);
  - ▶ Accessibility;
  - ▶ Visibility;
  - ▶ Repeat visitors to Corridor;
  - ▶ Lack of attractive grocery stores in area; and
  - ▶ Community campaign has potential for success--the frugally-minded chain favors cheaper areas inside their upscale market.



# 2401 / 2425 Broadway cont.

- ▶ How to attract Trader Joes?
  - ▶ Community petition (MoveOn, Facebook, etc.) highlighting:
    - ▶ Median household income;
    - ▶ Education;
    - ▶ Population density,
    - ▶ Distribution efficiencies; and
    - ▶ labor force.
  - ▶ Apply online (<https://www.traderjoes.com/home/contact-us/request-a-store>)

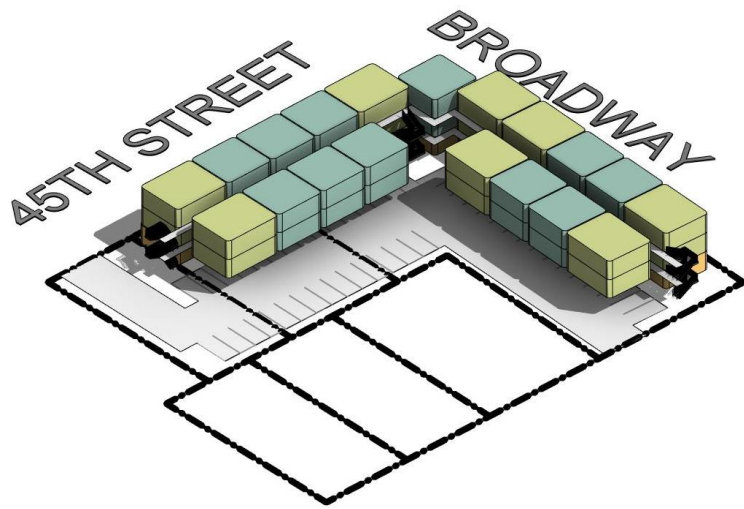


## 25th St. to 33rd St. and Broadway

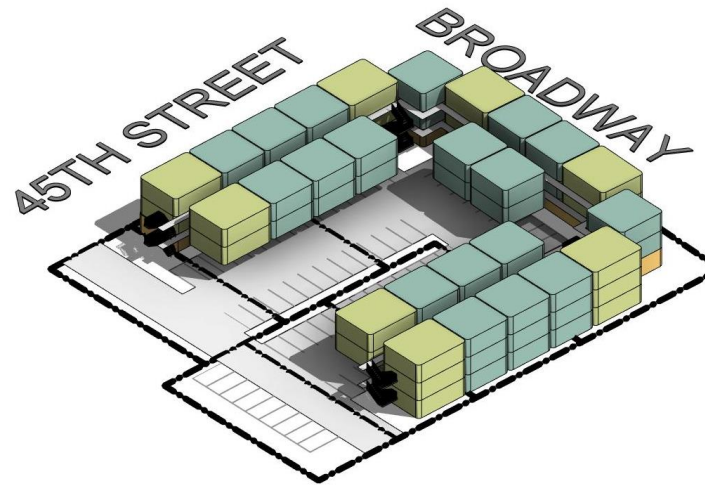
Vacant lots with similar lot depths and frontages

# 25th St. to 33rd St. and Broadway

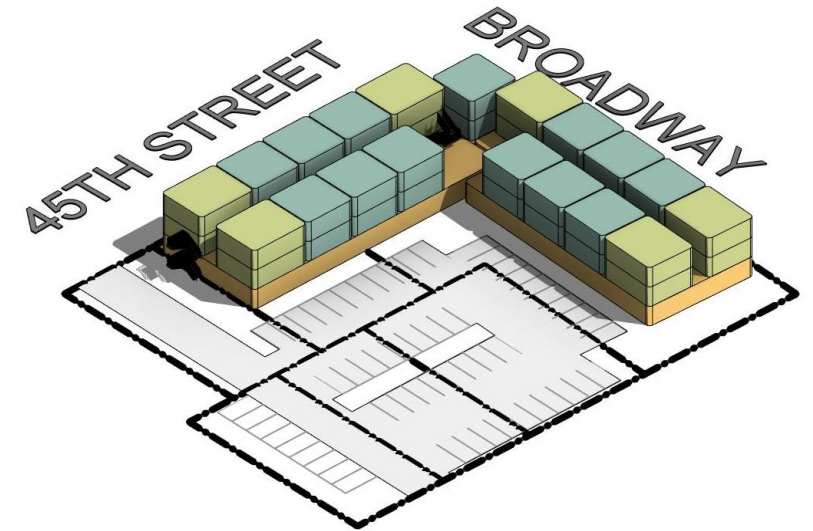
Multiple options were studied architecturally along with financial feasibility analysis.



38 Units



57 Units



38 Units

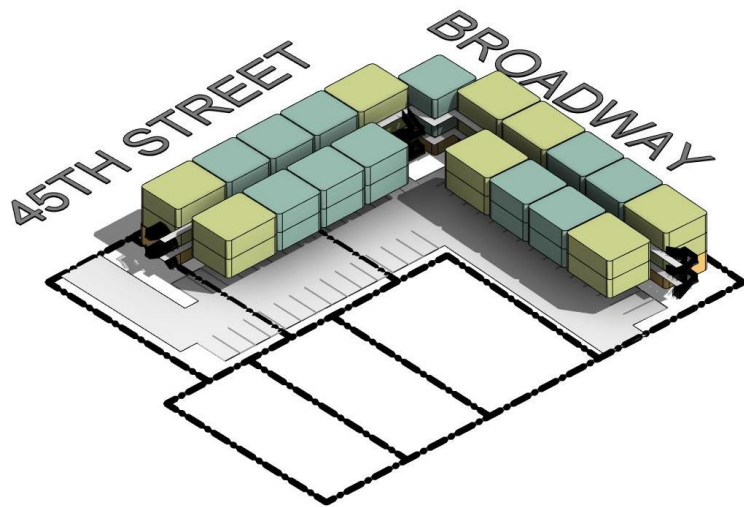


# 4503 / 4515 Broadway

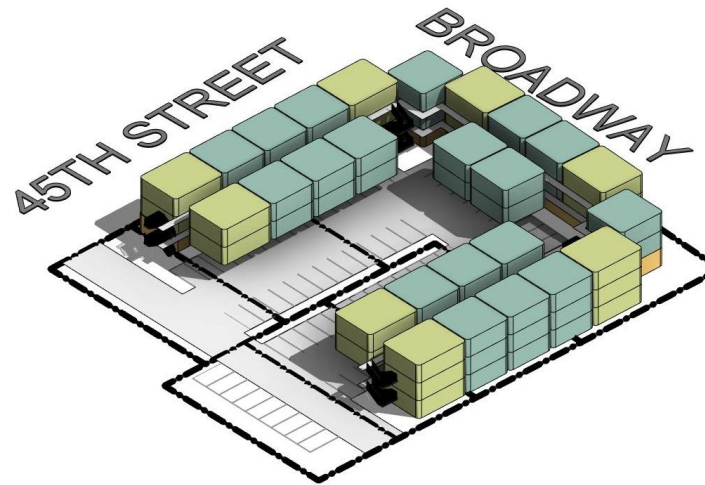
Owned by Limited Liability Corporations controlled by Huizenga Holdings.

# 4503/4515 Broadway

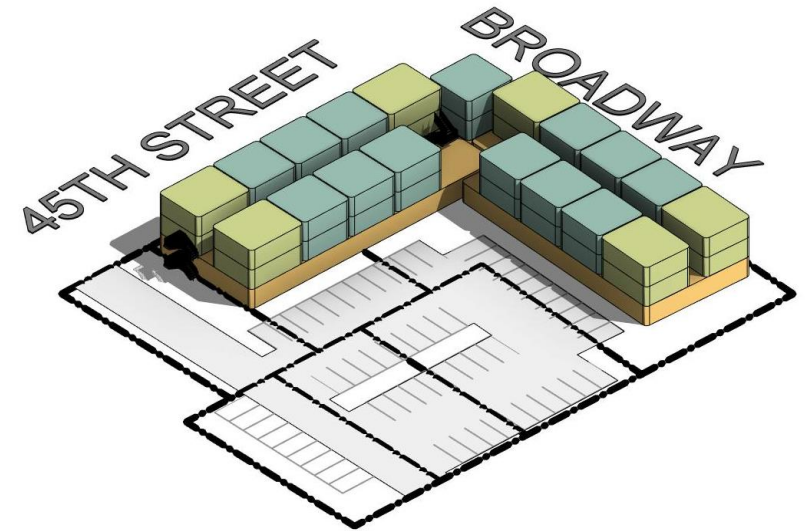
Multiple options were studied architecturally along with financial feasibility analysis.



38 Units



57 Units

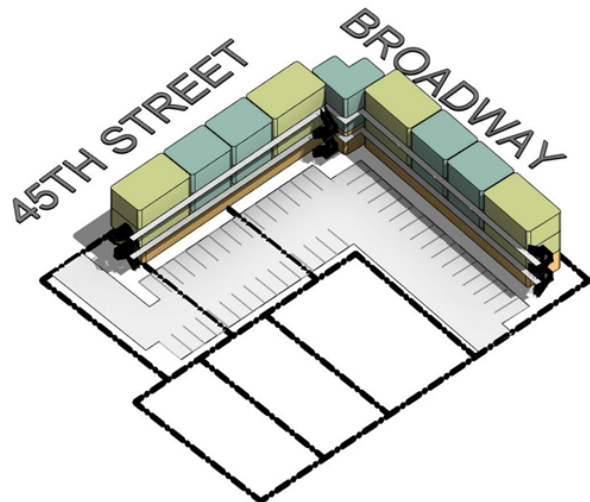


38 Units

**Broadway & 45th Street**

Ground Floor: 7,650 SF Retail  
 2nd & 3rd Floor: 18 rental apartments (1 & 2 BR)

	<b>Ordinary RE Taxes</b>	<b>50% Discount RE Taxes</b>
Total Development Cost	\$8,257,342	\$8,257,342
<b>FORECAST P&amp;L AT SALE</b>		
Total Income	\$745,235	\$745,235
Expenses excl RE Taxes	\$123,501	\$123,501
Real Estate Taxes	\$142,270	\$71,135
Total Expenses	\$265,771	\$194,636
<b>Net Operating Income</b>	<b>\$479,464</b>	<b>\$550,599</b>
Return on costs @ sale	5.81%	6.67%
Internal Rate of Return	7.80%	20.40%



**Typical Broadway Block**

Ground Floor: 10,250 SF Retail  
 2nd & 3rd Floor: 24 rental apartments (1 & 2 BR)

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



**Current Taxes  
 Collected = \$4,200**

# 5706 Broadway

Adding some FUN to Broadway





# 5706 Broadway cont.

- ▶ Open-air food truck / pop-up beer garden entertainment space.
- ▶ Foot traffic and social appeal to the corridor.
- ▶ Similar to Riviera Beach Food Truck Series, but with more frequency.
- ▶ Attract vendors by relaxing requirements of the Palm Beach County Roadside Vendors Program, and/or provide temporary-use-permit for beer garden operators.
- ▶ Cultivate sense of community.



# 5706 Broadway cont.

- ▶ Mimic Smorgasburg in Brooklyn and Wynwood.
- ▶ All-food street market inspired by the US's food truck craze that typically hosts 100 vendors.
- ▶ WPB can rent out stalls for \$150 to \$300 per day.
- ▶ Attracting a large, steady stream of shoppers and small businesses to the Corridor and tangential pocket parks will attract another important group to the area - real estate developers.



# 5706 Broadway - Test-to-fit study

A 3D architectural rendering of a multi-story building complex. The building has a modern, industrial aesthetic with a mix of brick and concrete. In front of the building, there is a parking lot with several food trucks parked. A bus is also visible in the foreground. The background shows a street grid with the address '5706 BROADWAY' faintly visible.

- ▶ Site could act as the "front lawn" of district while understanding market, buying power, and future commercial tenants in a low-risk environment.
- ▶ About 50 parking spaces
- ▶ Over 2100 sq. ft. of interior temporary retail, kitchen, serving space.
- ▶ 6 dedicated food truck spaces
- ▶ 150-person capacity beer garden
- ▶ Open space for additional events, vendor stalls, seating, etc.
- ▶ Vertical surfaces for artwork and branding of the district

# Questions / Comments

