

City of Greenacres

VISION FOR A DOWNTOWN

 **Leadership Institute**

ULI Southeast Florida/Caribbean

Leadership Project (LP)

2024

Acknowledgements

Our Team would like to thank City staff including, Andrea McCue, City Manager; Gigi Chazu; Director of Economic Development; Denise Malone, Director of Development and Neighborhood Services; and Gionni Gallier, Senior Planner for supporting project information, insight and collaboration.

We would also like to thank ULI for the opportunity to participate in the 2024 Leadership Institute Program and our advisor Rafael Romero, CCIM, Senior Vice President, JLL for his valuable guidance; and our respective employers for their support.





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Leadership Project (LP) by

The Urban Land Institute (ULI Southeast Florida/Carribbean)

Leadership Institute

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01

Introduction

Meet the Team

The dedicated and diverse team from the Urban Land Institute (ULI) 2024 Leadership Institute cohort was chosen through a competitive selection process. The project team for the Leadership Project (LP) for the City of Greenacres is composed of professionals with varied backgrounds and expertise in planning, design, and real estate development from private and public sectors well-equipped to provide recommendations for the City through comprehensive approach.



Matthew Barnes, AICP

/ Senior Project Manager, WGI

Matthew received a Bachelor's degree in Geography from Kansas State University and a Master's degree in City Planning from UNC-Chapel Hill. He has been a practicing Urban Planner in South Florida since 2002. He has worked in small to large firms in the public and private sector. He has experience writing zoning codes, redevelopment, regional transit-related projects, and on long-term planning efforts such as CRA plans and comprehensive



Gina Chiello, WEDG

/ Senior Director Cummins Cederberg Inc.

Gina holds a Bachelor of Science in Marine Biology from the University of West Florida and a Graduate Certificate in GIS from the Florida Atlantic University. Her experience is in project planning; design and construction methodology alternatives; and environmental regulations relative to coastal projects. She is acting President of the Treasure Coast Chapter of the Florida Association of Environmental Professionals (FAEP).



Maria Debye Saxinger, ASLA

/ Master Plan Manager, Miami-Dade Parks, Recreation and Open Spaces

Maria holds a Bachelor of Science in Landscape Architecture from Cornell University and a Master of Landscape Architecture from the Rhode Island School of Design. Her work emphasizes human experience and well-being in her planning, design, and academic research. She is an active board member for the national American Society of Landscape Architects (ASLA) focusing on Planning, Urban Design and Infrastructure.



Grég Gabriel

/ Regional Director of Acquisition & Development, Pinnacle

Greg is a graduate of Florida Atlantic University with a Bachelor and Masters degree in Urban Regional Planning and Architecture. He assists with the expansion and enhancement of affordable workforce housing and housing access through transit-oriented development projects across the state of Florida. He also has experience in transportation planning. He is a board member of the City of West Palm Beach Downtown Action Committee.



Trisha Logan, AICP

/ Principal Urban Planner, City of Fort Lauderdale

Trisha holds a Master of Science in Historic Preservation from the School of the Art Institute of Chicago and a Bachelor of Arts in Interior Design and Art History from Purdue University. She serves on the Executive Committee of Preservation Action which serves as the national grassroots lobby for historic preservation, advocating to all branches of the federal government for sound preservation policy and programs.



David Rendina

/ Chief Strategy Officer, Rendina Real Estate Development

David graduated from Florida State University with a Bachelor of Science degrees in Finance and Economics. His experience is in the management of the facilities from inception to stabilization and end of investment cycle with experience in public relations and marketing. He is a board member of the Abacoa Property Owner's Assembly and serves as Conference Committee Member for Florida State University's Real Estate Center.



Michael Trimble

/ Senior Director of Development, Ram Realty Advisors

Michael holds a Master of Business Administration from the University of Florida, as well as a Master of Science in Real Estate and a Bachelor of Science, majoring in Finance. He manages and executes development opportunities throughout South Florida, with a focus on ground-up multifamily projects. He also has experience working on mixed-use, retail, traditional multifamily & student housing development.

Leadership Project (LP)

Leadership Projects (LP) are pro bono advisory service projects offered through the Leadership Institute that seek to provide solutions to tangible land use and real estate challenges faced by local public entities and non-profit organizations.

Each year, selected Leadership Institute candidates are organized into highly qualified teams and assigned a project within the Southeast Florida/Caribbean region to provide recommendations on identified land-based needs.



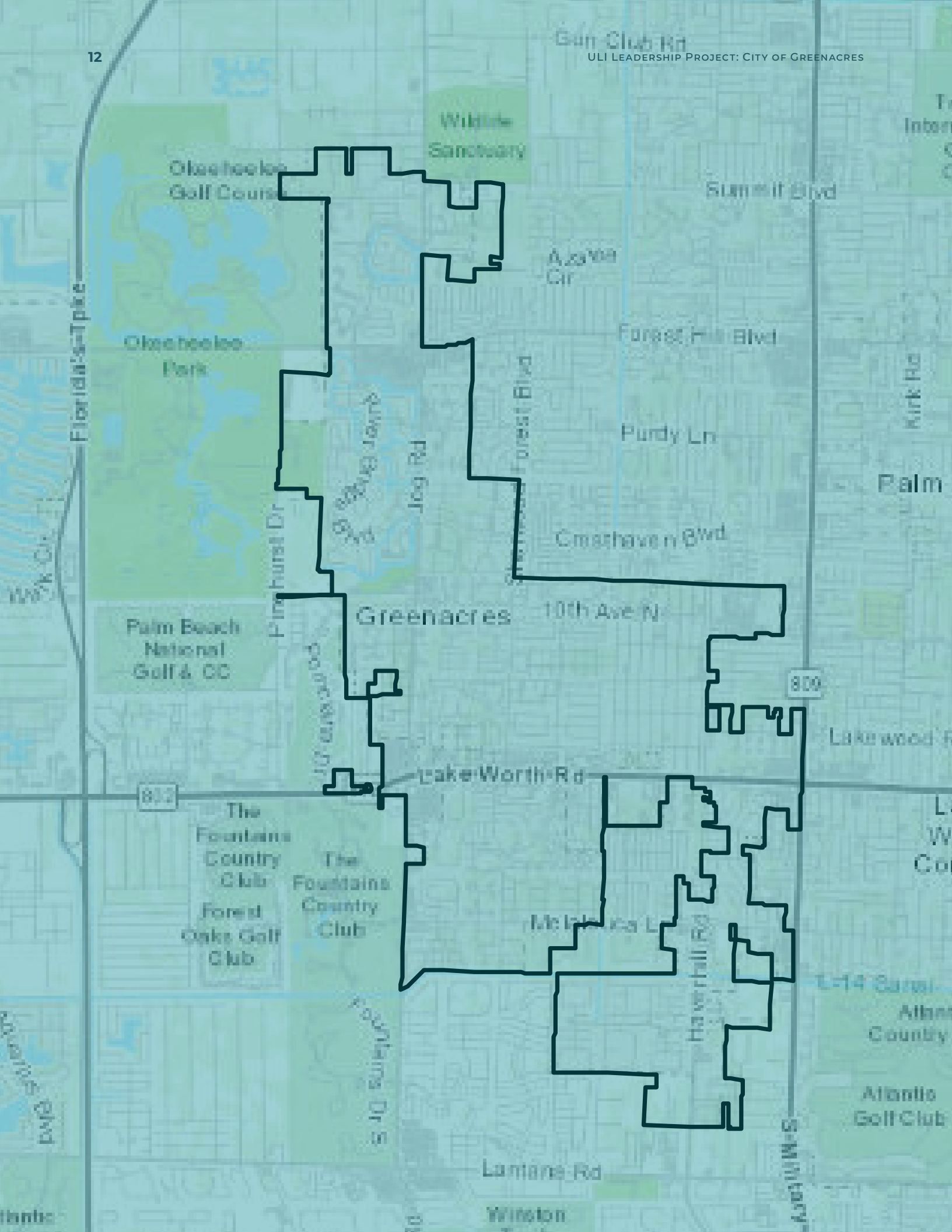
The Leadership Institute is an immersive and engaging leadership program that educates emerging leaders and prepares them with the tools to solve South Florida’s most critical real estate and land use issues. The culminating exercise for the Leadership Institute involves participants to work together over a seven-month period to address a particular local land use or policy challenge. Teams are responsible for providing expertise and developing recommendations on how communities or a non-profit can achieve planning goals, while also making the greatest regional contribution toward sustainable and equitable development.

Leadership Projects are designed to provide the local client with objective, responsible, and market-based advice on local land use and real estate issues that defy easy solutions. ULI SEFL/Caribbean worked with five local sponsors to develop these LP assignments. While each LP explores a unique local challenge relating to a specific geographic area or

issue, all assignments include elements of real estate, planning, or land use. The issues raised within the LP impact South Florida and are the issues that leaders from all persuasions need to try and resolve. By working together as a team, our hope is that our we provide our Client with as many tangible solutions to addressing their unique needs as possible.

The City of Greenacres was identified at the location for our team’s assigned project. At-large, our project seeks to establish a new downtown for the community through land-use and policy changes that can serve as an economic driver for the region. The ultimate objective of our LP not only identifies a location for a new district, but programming, policy and design options to support it.





Okeechobee Golf Course

White Sanctuary

Summit Blvd

Okeechobee Park

Alford Cir

Forest Hill Blvd

Purdy Ln

Jog Rd

Shelwood Forest Blvd

Oakhaven Blvd

Greenacres 10th Ave N

Palm Beach National Golf & CC

800

833

Lake Worth Rd

The Fountains Country Club

The Fountains Country Club

Forest Oaks Golf Club

Melrose Ln

Haverhall Rd

Atlantic Country

Atlantic Golf Club

Lantana Rd

Winston

S. Military

Florida's Turnpike

Wick Cir

Pinehurst Dr

107 Ave SW

S 40 SW

Kirk Rd

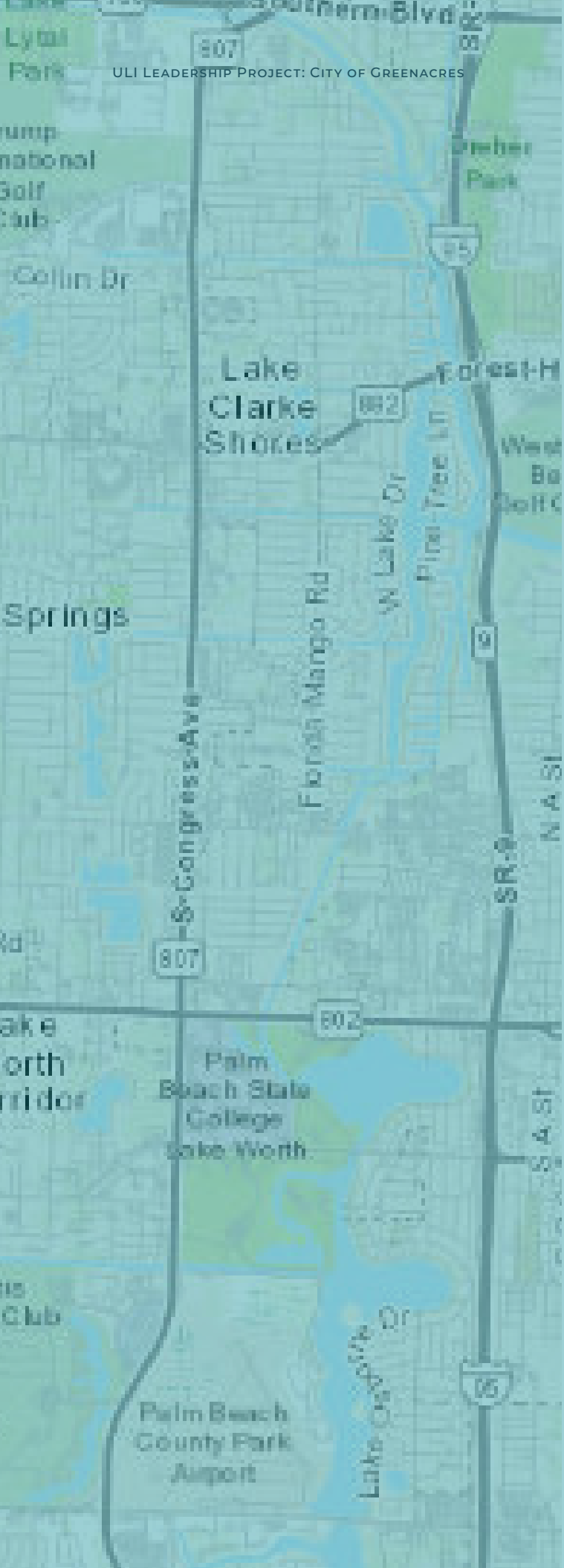
Palm

Lakewood

L W Co

SW

Atlantic

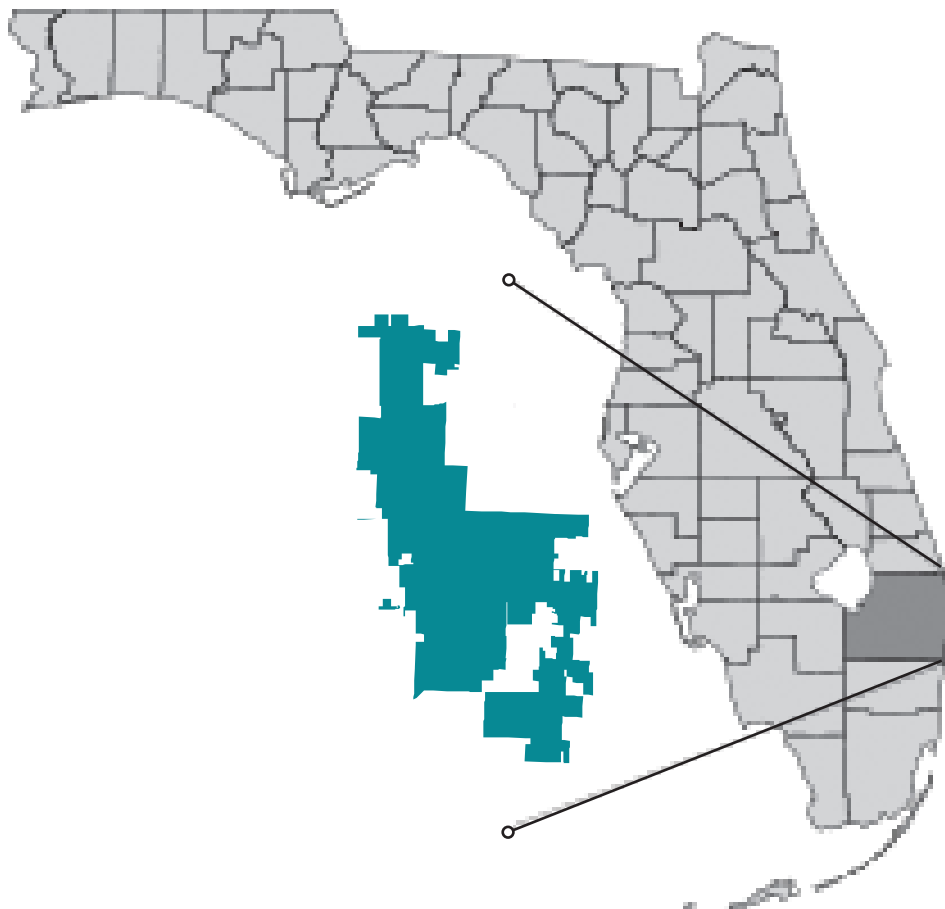


02

Background & Overview

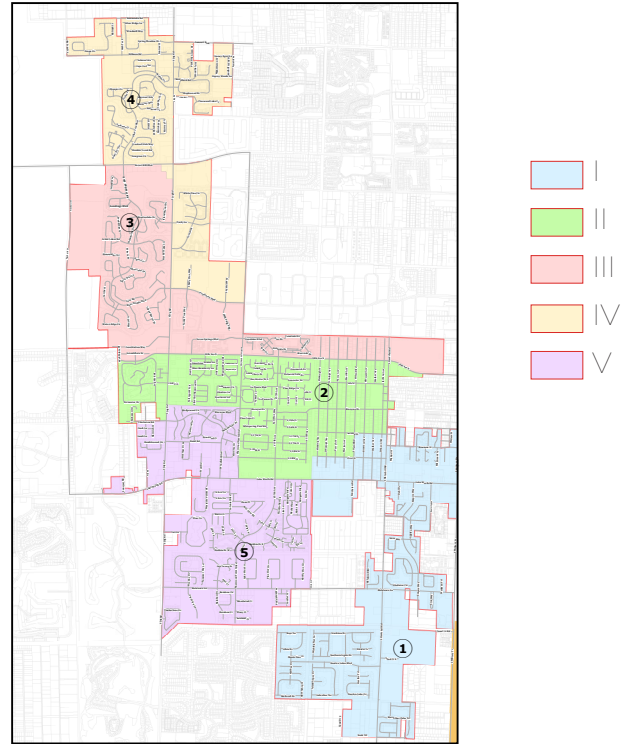
City of Greenacres

The City of Greenacres is centrally located in [Palm Beach County](#) (see map below), situated south of Southern Boulevard. (US 98) and north of Lantana Road, between the Florida Turnpike and Military Trail. The City is in close proximity to the West Palm Beach area which is a major southeast Florida trade center. It is also minutes away from the east coast beaches, Palm Beach International Airport, and major shopping centers. The City is approximately 3,865 acres and 6.11 square miles. Although the City of Greenacres is central and accessible, it is often overlooked when it comes to organic marketing by other organizations where beaches, intracoastal proximity, and attractions are king.

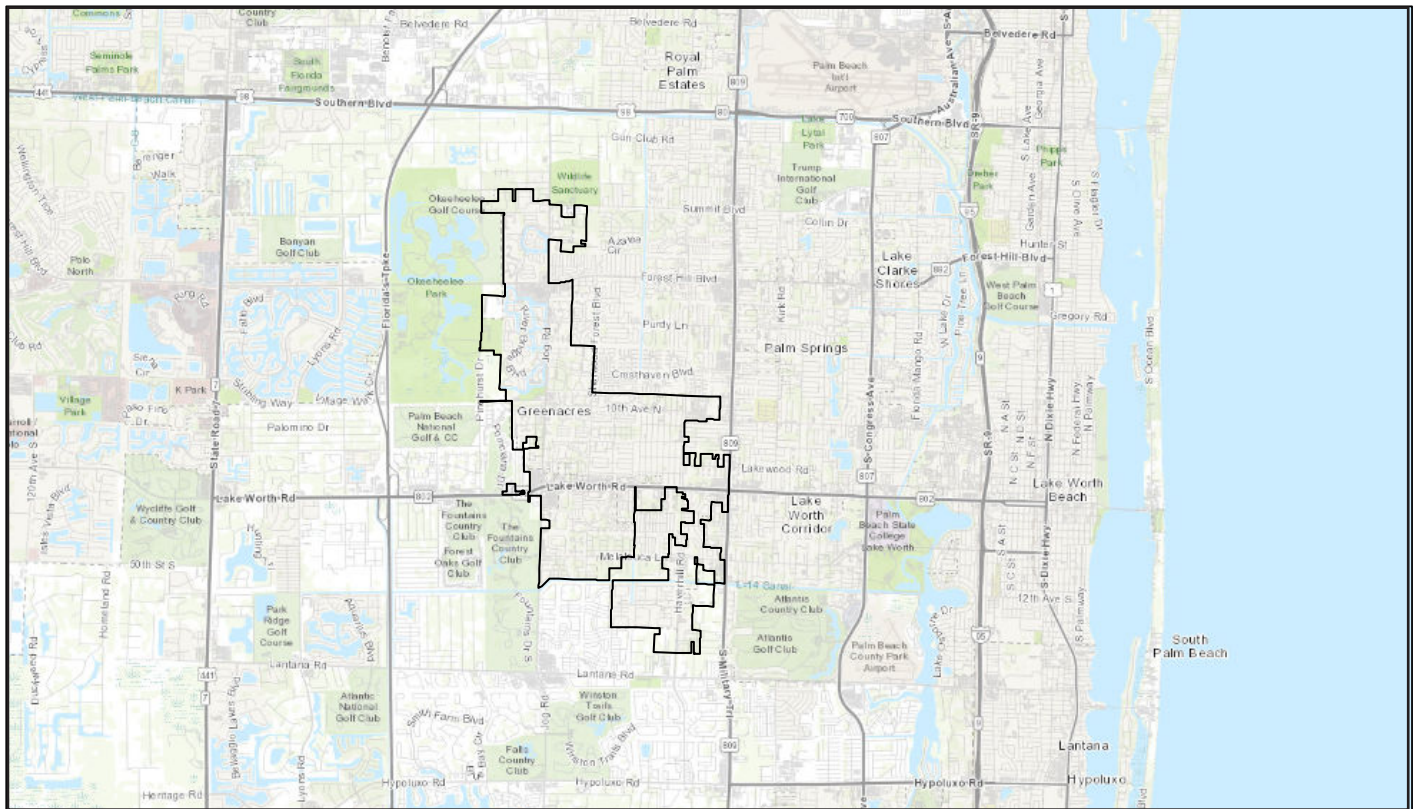


Above: Map of Florida, Palm Beach County and the City of Greenacres.

In March 2023, Greenacres was positioned as No. 3 of the Hot ZIP codes that are luring the most homebuyers in South Florida, according to the Sun Sentinel. The City has earned a “Tree City USA” designation for 31 consecutive years by the National Arbor Day Foundation and in 2007 and 2008 was recognized as one of the 100 Best Communities for young people by America’s Promise-The Alliance for Youth. The City of Greenacres is comprised of five Council Districts (see map to the right) that are dedicated to working together to promote itself to attract businesses, visitors and residents alike.



Above: City Council Districts, Greenacres.

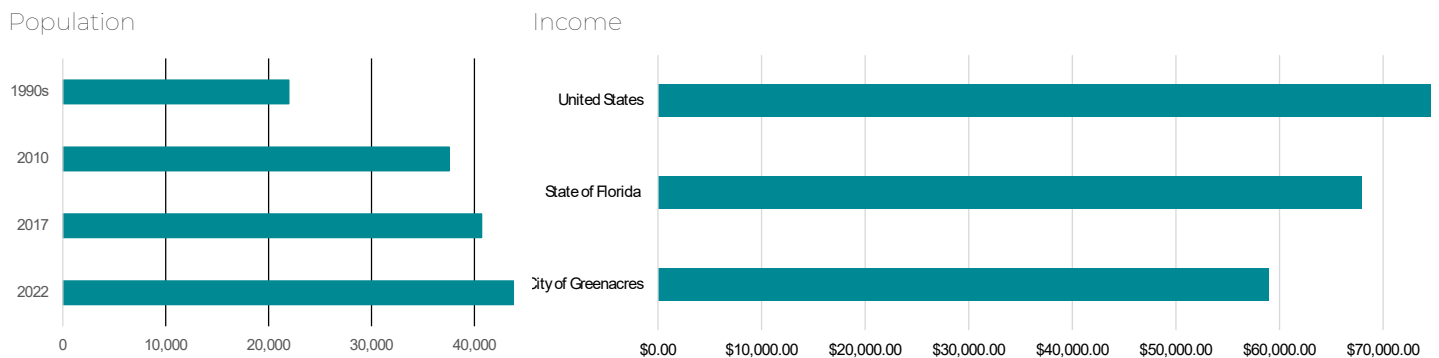


City Boundary

Above: Scaled map of the City of Greenacres.

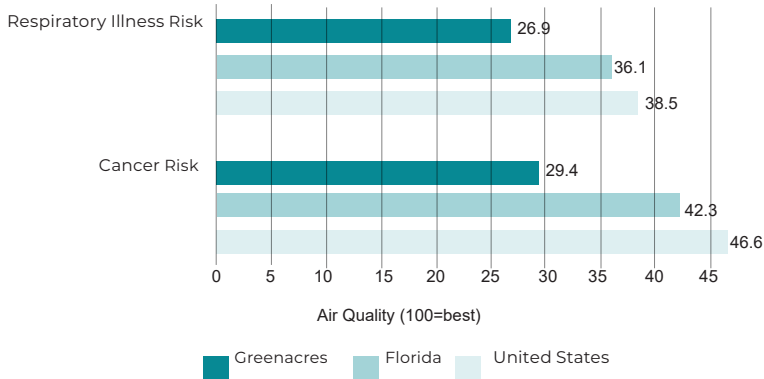
Demographics

The City of Greenacres is home to a population of approximately **43,795 residents**. Within the 6.11 square miles, there are five elementary schools; three middle schools; and one high school, John I. Leonard (largest in the County). According to the United States Census Bureau, out of the 43,795 residents, in 2022, 84% have a high school diploma or higher. The mean age range is 37.6 years old and the median household income is \$58,981 which is below the County’s median household income of \$76,066 with household income falling below the state and national median levels.



Although the City of Greenacres is among the most affordable locations to purchase or rent housing in Palm Beach County, the lack of resources, land and job opportunities redirects residents and revenue towards other cities. The average commute to work for City residents is around 30 minutes, slightly above the average for Palm Beach County. The high percentage of owner-occupied homes (65.4%) compared to renter-occupied (32.2%) indicates residents’ desire to invest in Greenacres.

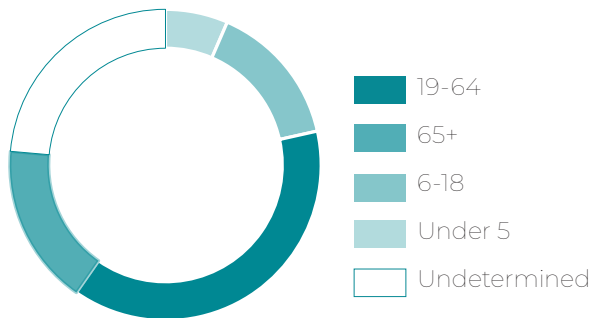
Presently, 97% of the City’s land is built-out, providing limited opportunities for population growth and new development. Nevertheless, the City’s centralized location and access to transportation nodes creates a higher convenience and reduces transit costs for business and residents. While the City of Greenacres has fourteen neighborhood parks featuring various community events, attended by more than 35,000 residents, visitors, and the local workforce, as population grows, the City is concerned with the level of service it can presently provide and access to open green space.



/ Health

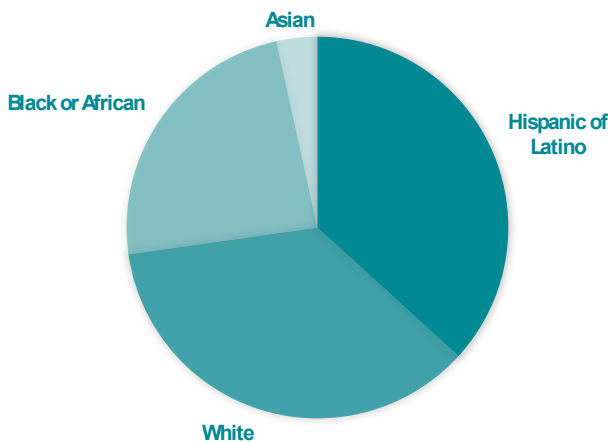
There are 254 physicians per 100,000 population in Greenacres, above the US average is 210 per 100,000 people. The annual BestPlaces Health Cost Index for the Greenacres area is 96.3, below the US average of 100.

Left: Air quality from toxic air pollutants (National Air Toxics Assessments, 2019 Besplaces.net).



/ Age & Education

The age ranges taken from the US Census Bureau indicate most people in the City of Greenacres are between 18 and 65 with 6.5% under the age of 5; 21.5% under the age of 18; 16.7% 65 or older. 84.8% are high school graduates or higher with 24.2% with a bachelor's degree or higher.



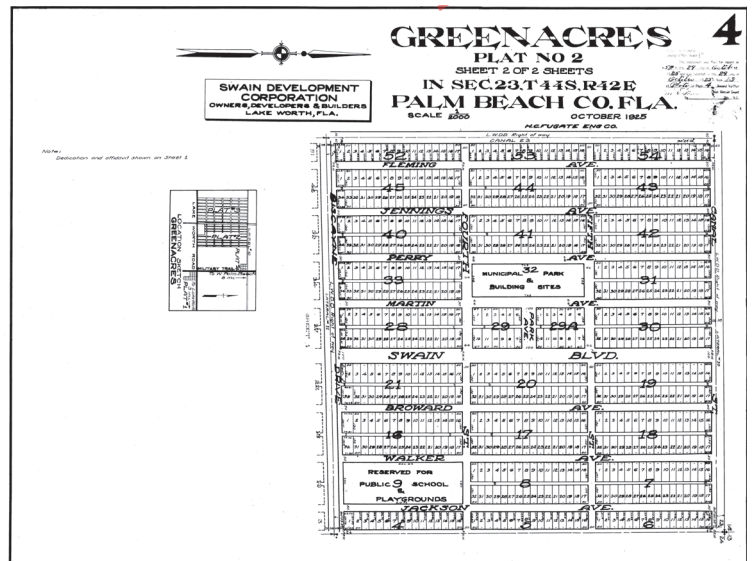
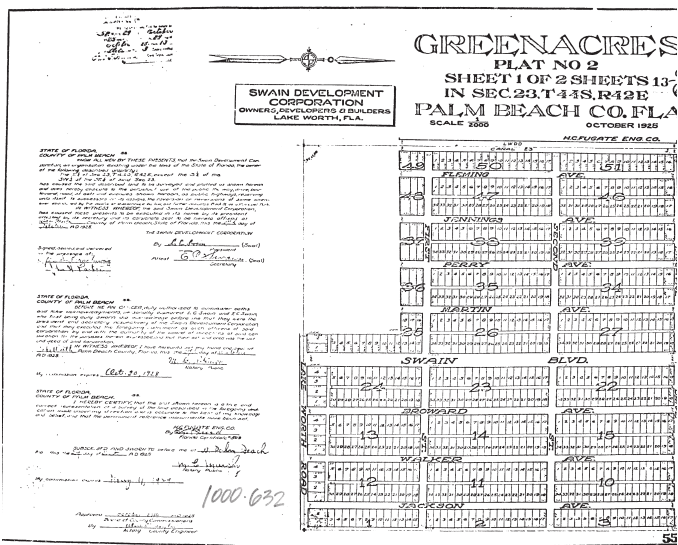
/ Race & Origin

The race for the area from the US Census Bureau calculates Hispanic or Latinos to make up 42.5% of the population and whites at 41.6%, respectively. The third largest population race reported is black or african with 27.5% of the population; asian population at 4% and american indian and alaska native at less than 1%. It is recorded that 42.4% are foreign born.

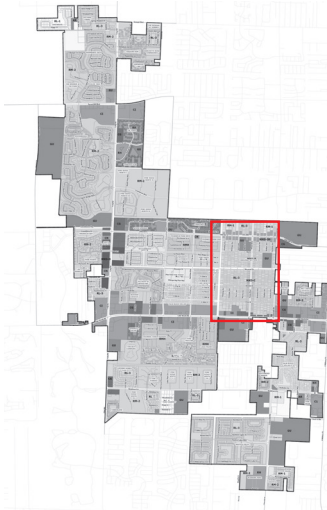
History

The City of Greenacres has evolved from its origins as farmland where pineapples were grown, to a bedroom community and a municipality that continues experiencing development and growth through annexation of unincorporated Palm Beach County property to square off the boundaries.

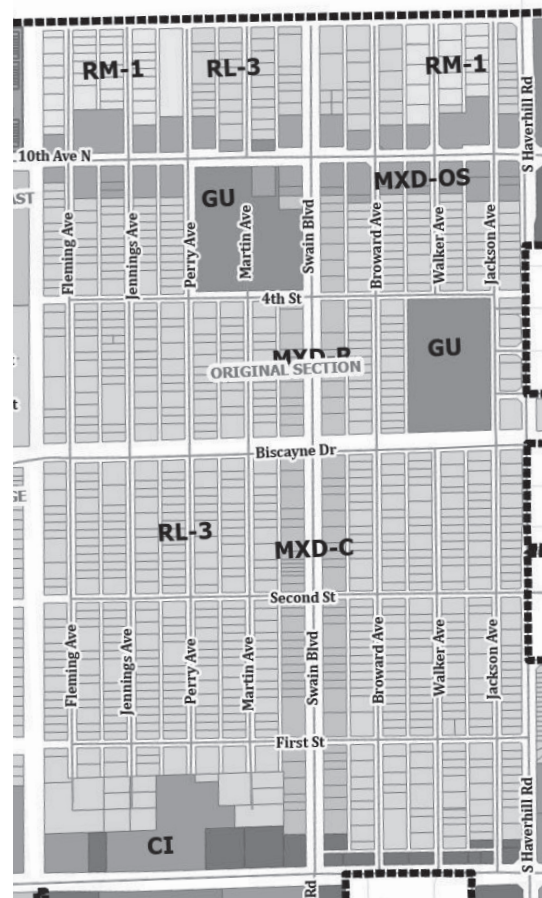
Motivated by the desire to provide a community for the middle class, the City of Greenacres was originally founded by developer Lawrence Carter Swain who began accumulating property in the area in 1923. This original group of properties that was assembled formed what is called the Original Section that included approximately 150 acres of platted lots and ten acres that were donated for public use including, "five acres to the county for schools and five for the town's use." (Powell, Nancy. "Greenacres City Named by Chance and by Design." The Palm Beach Post. West Palm Beach, Florida. 25 Jan 1973, Thu, Page 69). The original plat identified these locations including the park space, now named the Ira Van Bullock Park, which is still in use today and encompasses almost an entire city block in combination with the Community Center and Youth Programs buildings. The plat lays out parcels in an evenly spaced grid and labels streets with names such as Perry, Jennings, and Broward. These streets are named for former Florida Governors, but it is not certain why this theme was chosen.



Above: Greenacres Plat No. 2 (Book 13, 003, Sheet 1 of 2) by H.C. Fugate Engineering Company, 1925. Palm Beach County taken from The Palm Beach County Planning, Zoning & Building Department.



Approximately 1,000 acres was divided into sections, or “plats” laid out one-half mile west of Military Trail, later becoming known as the “Original Section” of the City and still exists today. Greenacres is now home to extensive retail, medical and professional services within its boundaries, supporting the City and surrounding areas. In 2020, as a result of the recent pandemic and its surmounting difficult consequences, the City created the Department of Economic Development. They are also in the process of adopting an Economic Development Element within its comprehensive plan, which last went through a major update in 2016. This element highlights goals of achieving a stable, sustainable, and diversified economic structure through development strategies and action plans that drive economic prosperity with the City with the ultimate goal to position itself as an economic engine in the region.



Above: Greenacres original section plats from 1925 including Swain Boulevard (left) and current layout of parcels in the original section today (right).









03

Project Goals & Site Identification

Project Goals

Upon rigorous analysis of background, history, key development plans, meeting with stakeholders and visiting the City of Greenacres, the team elected to develop four core goals for the City to consider from this project. At-large, the overarching mission for the City and this project is to foster economic growth, create employment opportunities, and cultivate investment prospects while safeguarding the community's quality of life through sustainable practices. As the City of Greenacres strives to promote collaborative relationships with businesses and stakeholders, ensuring a conducive environment for prosperity to be a premier destination for business, living, and leisure, supported by a dynamic partnership between the private sector, government, and community. Our team's identification of the **four core goals** below highlights the need for incorporating a variety of suggestions to help plan for the future of the City of Greenacres as it grows.

- 1 **Identify a site for a vibrant downtown**
- 2 **Provide recommendations for future growth**
- 3 **Provide suggestions for financing the project**
- 4 **Provide case study examples for site recommendations**

Given that the nature of the City's goals and aspirations are intended to occur in a phased approach over the next five to ten years and beyond, the analysis and recommendations are formulated into **four key areas of focus** areas including the following:

Mixed-Use &
Commercial Property
Opportunities

Transportation &
Infrastructure
Improvements

Green Improvements &
Access to Open Spaces

Placemaking & Art in
Public Places

1

/ Mixed-Use & Commercial Property Opportunities

The goals within this category include acquisition of key strategic properties, rehabilitation of existing buildings for food and beverage and retail uses, changing the regulatory environment to allow for commercial uses, adaptive re-use, and increased density.

2

/ Transportation & Infrastructure Improvements

The goals include tweaking the City's plans for improvements to the Swain Boulevard right-of-way to include more on-street parking, public art and opportunity for green-infrastructure.

3

/ Green Improvements & Access to Open Spaces

Enhancing the health of Greenacres residents and building on its designation as a Tree City, integrating opportunities for increased access to nature is a part of the toolkit of recommendations we provide. This approach not only promotes well-being but also addresses stormwater management, passive drainage, and shade. As the City moves forward, developing the community center and park, along with planning for community benefits in future interventions is key to the success of the future downtown.

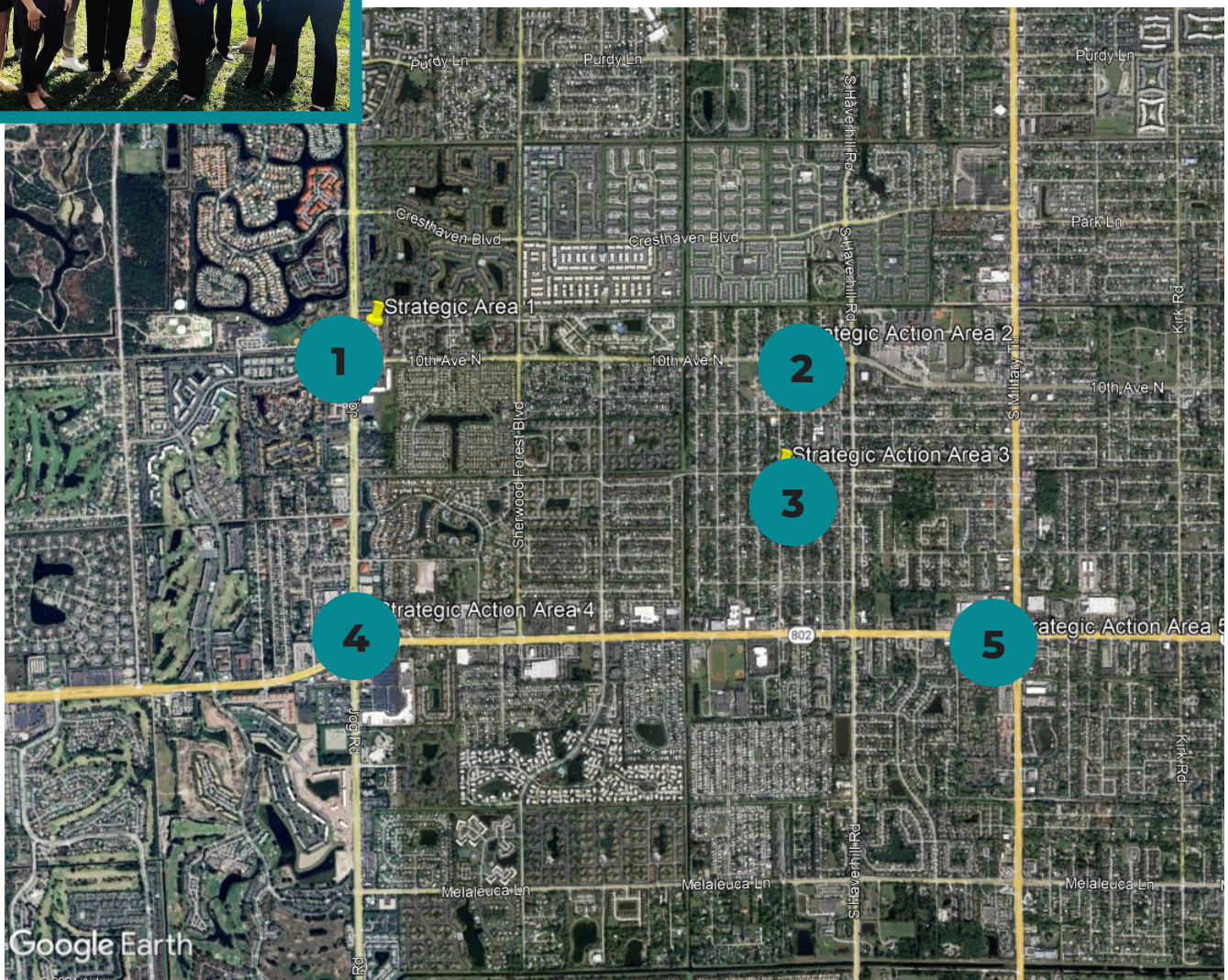
4

/ Placemaking & Art in Public Places

The goal of creating a distinguished, identifiable and signature pedestrian experience along Swain Boulevard also seeks to increase spaces for cultural expression and community-led events. For example, flexible streetscape that can provide for programming opportunities such as markets, local vendor days, and temporary and permanent art in public place are the focus of this area of recommendations.

Site Investigations

The Strategic Action Plan (2019) served as a resource for investigating potential sites for the future location of a downtown for the City of Greenacres. We visited each of the locations and explored their potential to serve as a downtown for the City. Each site was evaluated based on their potential to maximize development opportunities and goals and aspirations for the City of Greenacres.



Above: Google Earth aerial and respective locations of the five strategic action areas visited and investigated as potential sites for the future downtown and improvement zone.

/ Strategic Areas

1

Strategic Area 1

Jog Road and Intersection of 10th Avenue

2

Strategic Area 2

Between Jog Road and Military Trail

3

Strategic Area 3*

Swain Boulevard

4

Strategic Area 4

Lake Worth Road and Jog Road

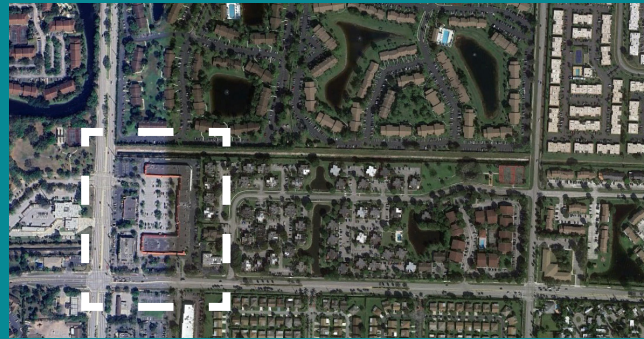
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Strategic Area 5

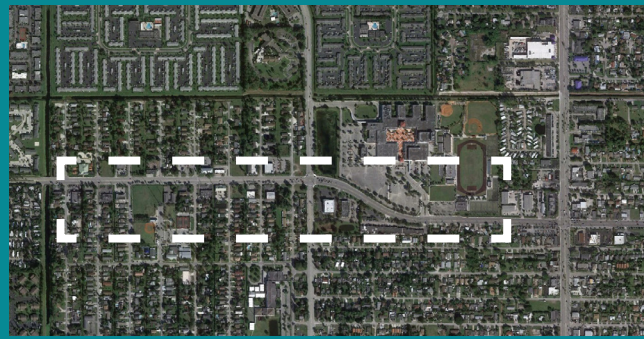
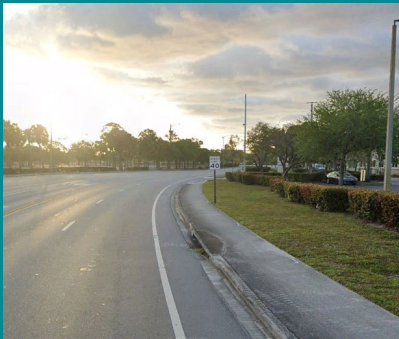
Military Trail and Lake Worth Road

*Selected Project Site

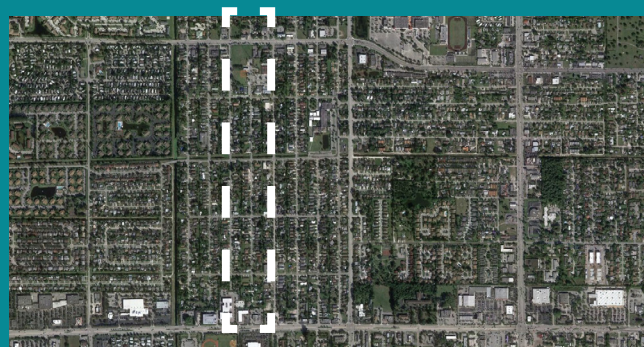
1 **Strategic Area 1**
Jog Road and Intersection of 10th Avenue



2 **Strategic Area 2**
Between Jog Road and Military Trail



3 **Strategic Area 3 ***
Swain Boulevard

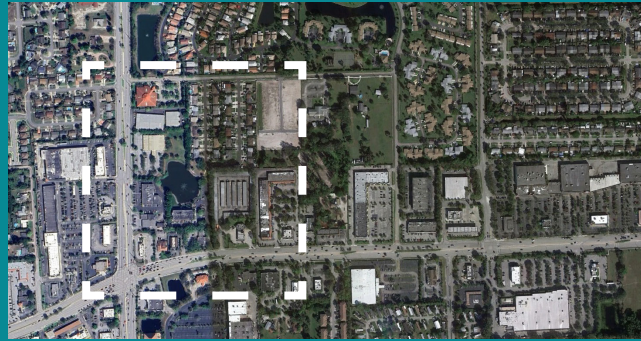


*Selected Project Site

4

Strategic Area 4

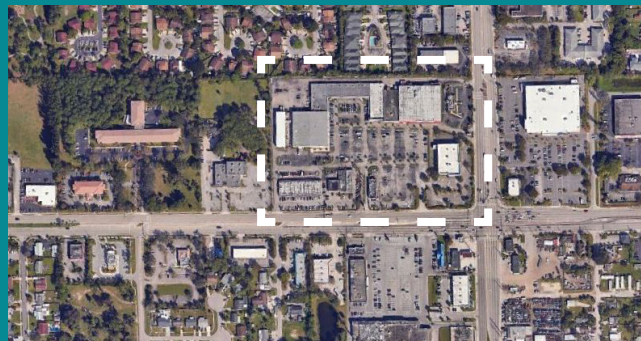
Lake Worth Road and Jog Road



5

Strategic Area 5

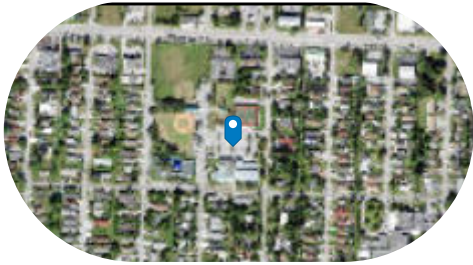
Military Trail and Lake Worth Road



Strategic Area 3 / Swain Boulevard

Based on the analysis of all the Strategic Areas, discussions with City staff and administration and a review of City documents such as the Comprehensive Plan, our team selected Swain Boulevard as the Strategic Area with the most potential to provide the City of Greenacres an opportunity for an appropriately scaled, pedestrian oriented downtown.

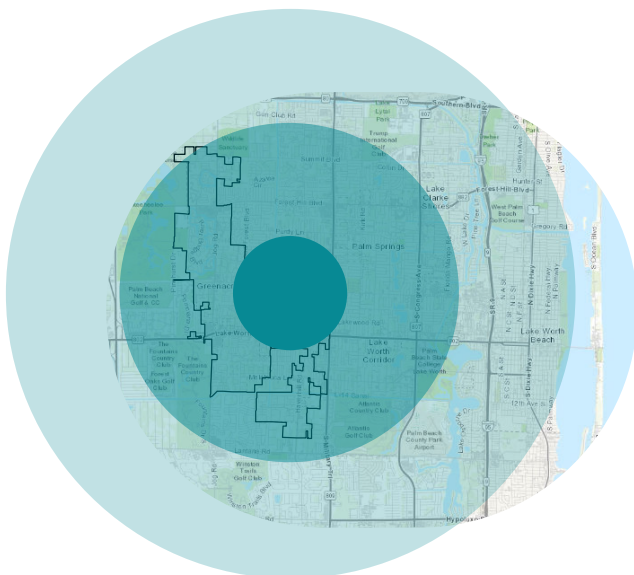
Site Identification for a Downtown



Swain Boulevard was identified as the area that could most benefit from major investments towards building a centralized downtown and planning for future growth opportunities. The area of focus is located between 10th Avenue to the north and Lake Worth Road to the south. The existing Community Center is located at the northwest section of the area. Current infrastructure improvements are already underway, including plans for an enhanced streetscape and pedestrian experience. Additionally, the area is named after the City’s founder, Lawrence Carter Swain and is located within the historic section with the potential to build off of its history and create a centralized and identifiable area to attract residents and visitors alike as a destination and as an improved home that can give rise to new amenities, community and business endeavours.

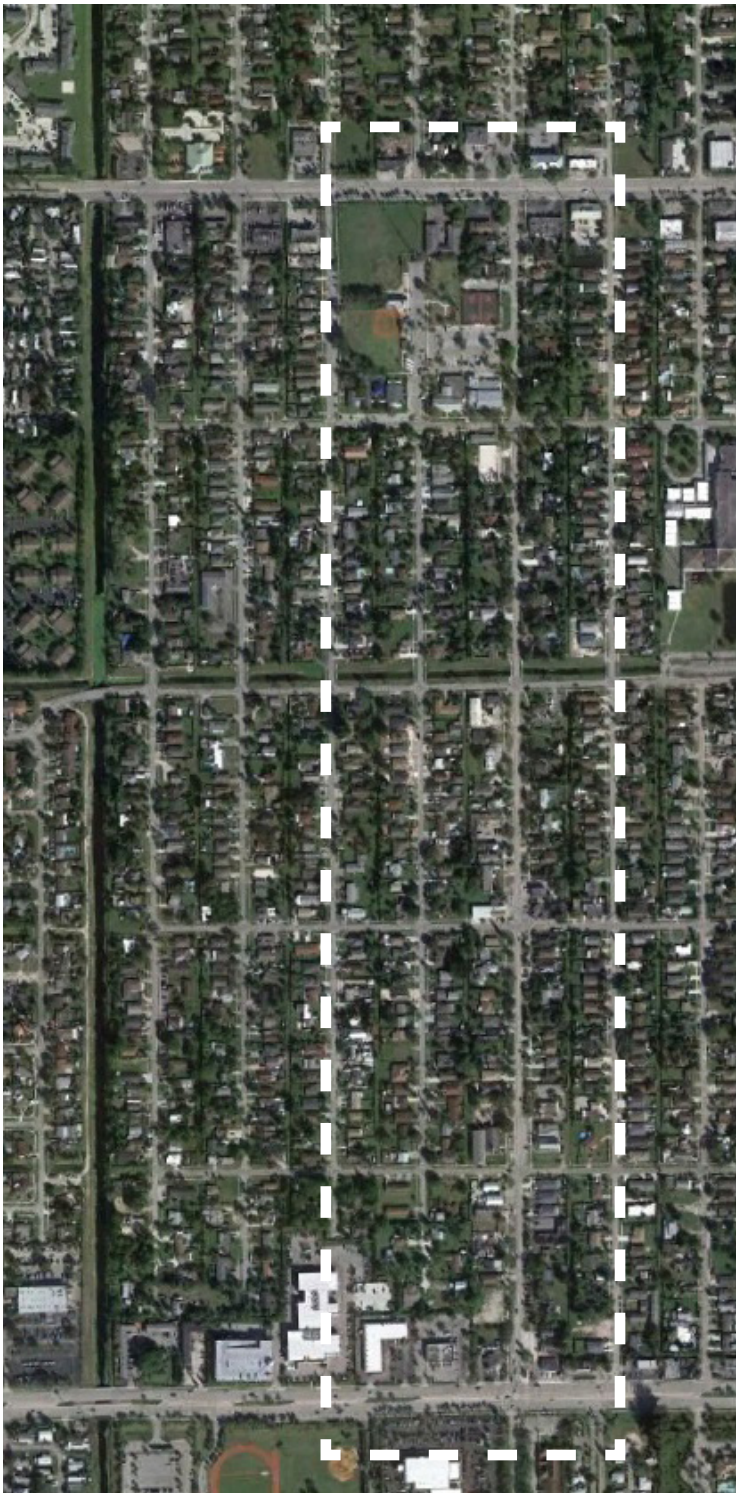
3 Strategic Area 3: Swain Boulevard

- Symbol of Economic Health
- Heart and Soul of the Community
- Identifiable Downtown District



- 0-1 mile radius
- 1-3 mile radius
- 3-5 mile radius

/ Swain Boulevard



Above: Google Earth aerial of Swain Boulevard.



Greenacres' First Fire Department Lines Up for Photo With Engine

Powell, Nancy. "Greenacres City Marks Its Golden Anniversary." *The Palm Beach Post* (West Palm Beach, Florida), 14 May 1976, Fri, Page 80.



Swain Boulevard at Fourth Street, Showing Administration Building and 76x80 Foot Pavilion, Greenacres City, Fla.

Above: Photograph of Swain Boulevard at fourth street (taken from Greenacres Historical Society photos).



Above: Photograph of Swain Boulevard facing north (2024).

10th Ave N

PARK EAST

Dr

Fleming Ave

Jennings Ave

Perry Ave

GU

Martin Ave

Swain Blvd

4th St

6th Ct

5th Ct

MYD-
ORIGINAL SECTION

E RIDGE
II

Biscayne Dr

RL-3

MXD-C

ve



04

Planning & Zoning Analysis Swain Boulevard & the Original Section

Overview of Analysis

Swain Boulevard & the Original Section

The City of Greenacres Code of Ordinances outlines the Subdivisions and Land Development Regulations in Chapter 16, Article III. Included in this zoning analysis is a review of the existing zoning districts and regulations for the selected Strategic Area of Swain Boulevard and North 10th Avenue, including recommendations for updates to the code of ordinances specific to these locations. The analysis includes applicable policies and goals in the comprehensive plan of the City of Greenacres as well as suggestions to address the other Strategic Areas identified in alignment with goals, objectives and policy already in place.



Swain Boulevard

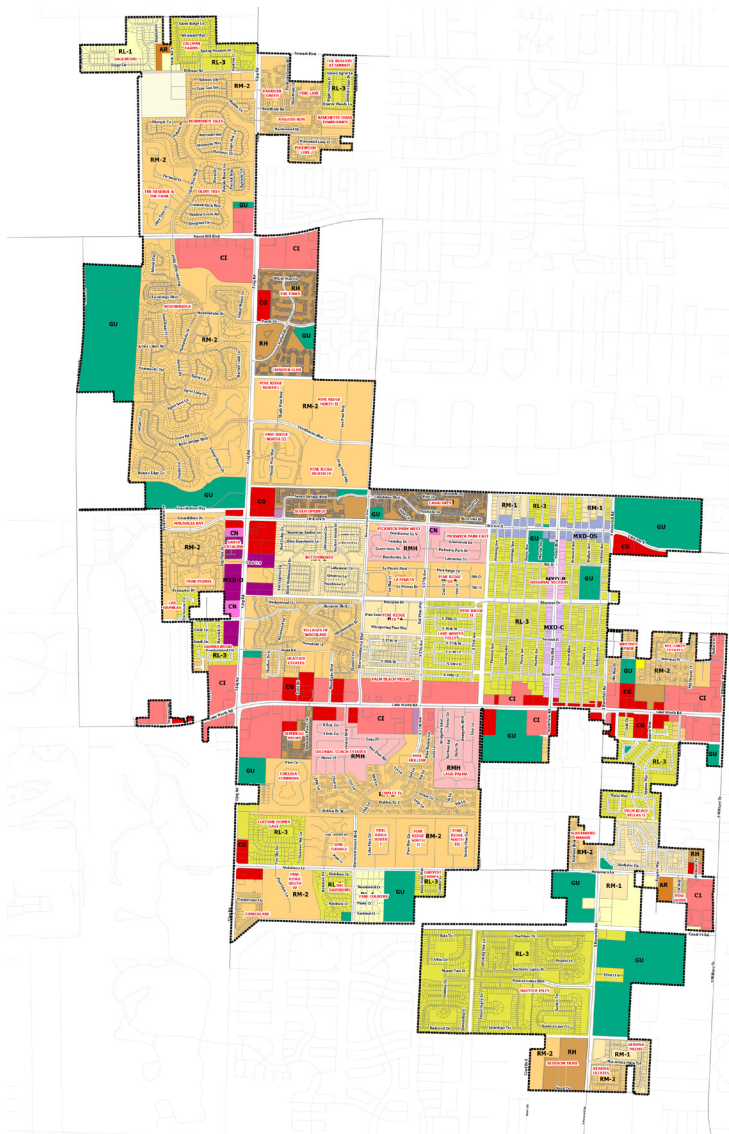
Above: City of Greenacres boundary highlighting Swain Boulevard to the central-east area.

There are several intersections and corridors throughout the City of Greenacres that are zoned as either Commercial Intensive (CI) or Commercial General (CG). In these locations there are primarily existing strip malls and shopping plazas. These locations are within Primary Activity Centers and were identified in as potential sites for redevelopment in the 2019 Vision & Strategic Action Plan. While the team selected Swain Boulevard to focus on, it is important to understand Swain

Boulevard in context to the other activity areas included below (see map in ‘Key Focus Areas’).

- 1) Jog Road and Forest Hill Boulevard
- 2) Jog Road and 10th Avenue
- 3) Jog Road and Lake Worth Road
- 4) Military Trail and Lake Worth Road

Three of the four different Mixed Use Development zoning districts are located within the selected study area of Swain.



LEGEND:

- Agricultural Residential (AR)
- Commercial General (CG)
- Commercial Intensive (CI)
- Commercial Neighborhood (CN)
- Government Use (GU)
- Mixed Development-Commercial (MXD-C)
- Mixed Development Office (MXD-O)
- Mixed Development -Original Section (MXD-OS)
- Mixed Development -Residential (MXD-R)
- Residential Estate (RE)
- Residential High Density (RH)
- Residential Low-1 (RL-1)
- Residential Low-2 (RL-2)
- Residential Low-3 (RL-3)
- Residential Medium-1 (RM-1)
- Residential Medium-2 (RM-2)
- Residential Mobile Home (RMH)



Above: City of Greenacres current zoning.

/ Swain Zoning Districts

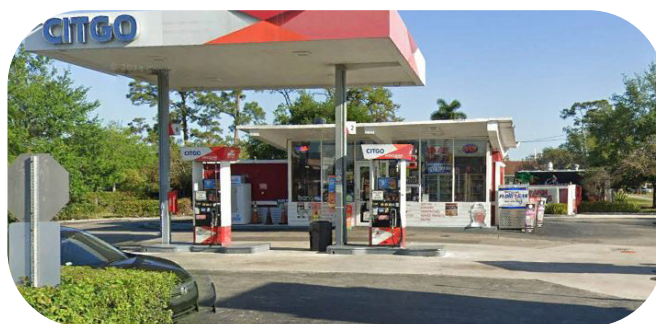
Three of the four different Mixed Use Development zoning districts outlined within the City's zoning ordinance are located within the selected study area of Swain including Mixed Use Residential (MXD-R), Mixed Use Commercial (MXD-C), and Mixed Use Development Original Section (MXD-OS). MXD-R is concentrated on properties along Swain Boulevard between the south side of the parcels fronting SW 10th Avenue to the north and Biscayne Drive to the south. MXD-C is concentrated on properties along Swain Boulevard between Biscayne Drive to the north and the north side of the parcels fronting Lake Worth Road to the south. MXD-OS is concentrated on properties along 10th Avenue between Haverhill Road to the east and the E3 Canal to the west.

Additionally, within the surrounding area is Residential Low Density (RL-3). There are also three Parcels that are delineated as Parks Zoning Districts. One park contains the Greenacres Community Center.

/ Original Section Current Uses

Current Uses

The predominant existing use on Swain Boulevard and in the Original Section are single-family homes. There are also some scattered multifamily buildings on Swain Boulevard. Multifamily buildings are slightly more prevalent in the Original Section than on Swain Boulevard. Not including properties that front on Lake Worth Road or 10th Avenue North, there are seven commercial properties on Swain Boulevard. There are four religious non-profit properties and two government-owned properties on Swain Boulevard.



Above: Images depicting street views along Swain Boulevard as examples of existing conditions from top left to bottom right north to south; community center building (GU), residential (MXD-R), residential (MXD-C), and (CG).

Permitted Uses

The MXD-R zoning district permits single-family homes, professional offices, and medical/dental offices. The MXD-C zoning district is more permissive, allowing the same single-family and office uses that are allowed in the MXD-R district but also permitting a variety of retail uses including service establishments, restaurants, and banks. Finally, the MXD-OS district permits a wide range of retail and commercial uses. However, the MXD-OS district only permits multifamily residential units as an accessory use to a commercial use

that must be physically integrated with the commercial structure. The MXD-C and MXD-R zoning districts do not permit multifamily residential units. The RL-3 zoning district only permits single-family dwelling units. Multifamily residential uses, despite their prevalence in the Original Section, are not permitted under the current RL-3 zoning regulations.

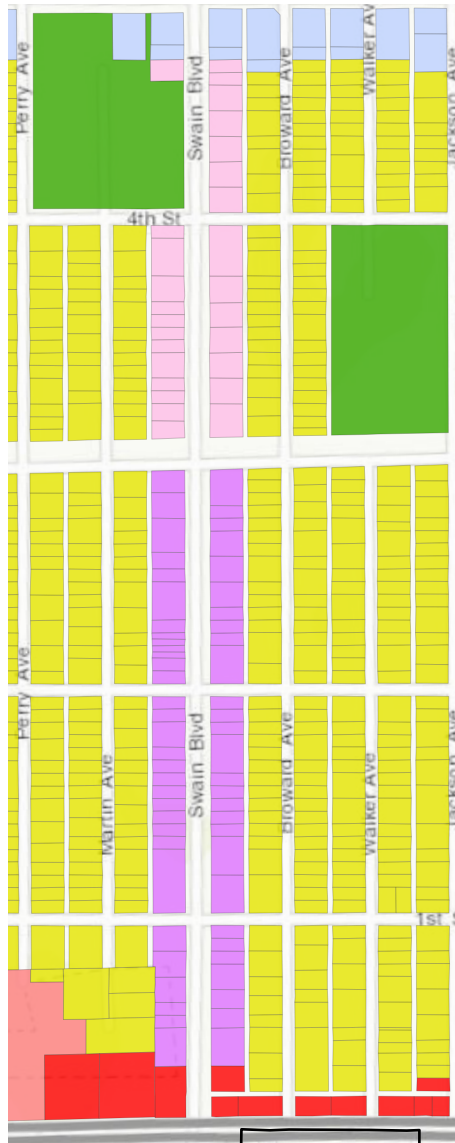
/ Existing Mixed-Use Zoning District

In the residential zoning district, MXD-R, restrictions drive potential development towards single-family homes rather than mixed-use developments as the label of this zoning district construes. In the MXD-R zoning district, residential uses and limited office uses are permitted; however, if uses are combined such as a residence with an office, the office would be considered an accessory use. Within the MXD-R zoning district there are (34) parcels, (17) parcels are less than 13,000 square feet. Of the (17) parcels, some are the minimum lot size of 6,500 square feet that is required per the zoning regulations while some are slightly larger. Within the MXD-C zoning district there are (59) parcels of various sizes ranging between 6,500 square feet to 32,500 square feet; although the zoning regulations require a minimum lot size of 13,000 square feet. Although parcels along Swain Boulevard all have various widths, they all maintain the same lot depth of 130 feet.

Due to their larger lot sizes and frontage along 10th Avenue (a major four lane road), the MXD-OS properties along 10th Avenue should be afforded more development intensity. Currently, the MXD-OS zoning district limits height to 35 feet and two stories. This should be increased to five stories (55 feet) and four stories (45 feet in the Transitional Zone). A four-story envelope provides the possibility of having a retail and office or retail and residential mixed use building.

Residential density in the MXD-OS is currently too low (6 units per acre) to induce mixed-use development that includes residential. A density of 15 units per acre should be allowed in the MXD-OS district. On a 0.6-acre property (for example there is a vacant 0.6-acre property across from the Community Center) the current density limit of 6 units per acre would limit a mixed-use project to three residential units. But at 15 units per acre, nine units could be built on the second, third and fourth floors of a mixed use building.

The intent of a mixed-use zoning district is to encourage development with a mix of uses throughout that typically seek to discourage strictly single-family development. After comparing the requirements of each of the zoning districts it is recommended that the MXD-R and MXD-C districts be combined to allow for greater ease of use as well as for development of a more dense, walkable environment with the potential for a greater mix of uses. In combining these zoning districts and keeping the MXD-OS district separate, there can still be differences in regulations such as height on 10th Avenue versus Swain Boulevard.



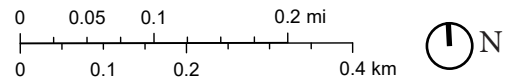
Current Zoning



Current Future Land Use

LEGEND:

- Residential Medium-1 (RM-1)
- Residential Medium-2 (RM-2)
- Residential Low-2 (RL-2)
- Residential Low-3 (RL-3)
- Commercial General (CG)
- Commercial Intensive (CI)
- Mixed Development-Commercial (MXD-C)
- Mixed Development -Residential (MXD-R)
- Mixed Development -Original Section (MXD-OS)
- Public Institutional (PI)
- Government Use (GU)



/ Current Zoning District Limitations

The current zoning code limits the ability for development to occur within the Swain Boulevard Area. Consideration should be given to allow for additional density and height. Current density limitations in MXD-R and MXD-C are (5) units per acre and MXD-OS is (6) units per acre. This area could accommodate a higher density in order to support the desired mix of commercial and residential uses. Currently, the maximum allowable density in the City's Comprehensive Plan is ten (10) units per acre. We recommend that the City consider increasing the allowable density within these areas to 15 units per acre, which is a density that would allow live/work, townhome and two or three story apartment typologies.

Building area limitations and setback requirements restrict the ability for a site to be fully realized and for the area to develop into more of an activity center with a variety of uses. The large right-of-way of 100 feet in width along Swain Boulevard provides an opportunity to incorporate a consistent streetscape with wide sidewalks and the ability to reduce the required setbacks for buildings. In allowing buildings to push forward, it provides a more inviting streetwall for pedestrians. Current restrictions for Floor Area Ratio (FAR) and lot coverage for the mixed use zoning district is incredibly limiting on what can be built outlining a maximum lot coverage of 30 percent (varies) and a maximum FAR of 0.35 (varies). It is recommended that this be amended to allow for a larger footprint and increased height on any given parcel to achieve the goal of creating an activity center. An FAR of 1.0, for example, would allow a 3-story building to be built with a lot coverage of 33 percent or a two-story building with a lot coverage of 50 percent. This would also require an update of Objective 8, Policy c, of the Future Land Use Element in the City's Comprehensive Plan.

Currently, townhouse development is prevented in the RL-3 district in two ways. First, the RL-3 district does not permit townhouses. Only single-family homes are permitted. Second, the maximum density is 5 units per acre. For example, a 100-foot-wide and 130-foot-deep lot is 0.3 acres. At 5 units per acre, only 1 unit would be permitted on the assembled lot (2 units if rounding up were permitted). A density of 15 units per acre would allow 4 townhouse units on two assembled lots and 6 townhouses on three assembled lots.

/ Mixed-Use Zoning Development Parameters

The existing mixed-use zoning regulations are in the table below. Note that MXD-C: Zero side setbacks shall be permissible for developments in the MXD-C district subject to the following conditions: Minimum width shall be one hundred fifty (150) feet. Minimum lot size shall be nineteen thousand five hundred (19,500) square feet. Single zero lot line only. The zero side cannot be along the front property line. Maintenance use easements. A minimum of a perpetual four-foot maintenance use easement shall be provided along that portion of the zero lot line property line. Responsibility for the maintenance of any building or structure within or abutting the easement shall be resolved to the city's satisfaction.

**MXD-OS: A commercial zone and a transitional zone are provided within the MXD-OS. The commercial zone allows for more intense development within the first 200 feet facing 10th Avenue and less intense development for the remaining 100 feet.

ZONING DISTRICT	MXD-R	MXD-C	MXD-OS
Height Limit	35 feet (2-stories) 25 feet for commercial buildings	35 feet (2-stories)	35 feet (2-stories)
Maximum Density	5 units per acre	5 units per acre	6 units per acre
Future Land Use	Mixed Use	Mixed Use	Mixed Use
Min. Lot Width	50	100	100
Min. Lot Area	6500	13,000	13,000
Front Setback	20 feet	10 feet	Varies 15-25 feet
Rear Setback	20 feet	20 feet	Varies 7.5-15 feet
Side Setback - Residential	5 feet	5 feet	Varies 10-25 feet
Side Setback - Non-Residential	7.5 feet	7.5 feet	Varies 10-25 feet
Side Corner Setback	10 feet	10 feet	N/A
Lot Coverage - Residential	35%	35%	Varies Lot Coverage 20-30% Maximum FAR 0.30 - 0.35
Lot Coverage - Commercial	Lot Coverage 20% Maximum FAR 0.20	Lot Coverage 25% Maximum FAR 0.25	Varies Lot Coverage 20-30% Maximum FAR 0.30 - 0.35
Lot Coverage - Other Uses/Accessory	Lot Coverage 15% Maximum FAR 0.15	Lot Coverage 10% Maximum FAR 0.10	N/A
Minimum Unit Size	750 square feet	750 square feet	750 square feet

Above: Table of existing zoning regulations.

/ Residential Low (RL-3) Zoning

The predominant land use in the Original Section is single-family residential. There are a few two, three, and four unit apartment buildings scattered throughout the Original Section, though these tend to either be single-family homes that have been subdivided or nonconforming buildings. A pedestrian scale mixed use corridor on Swain Boulevard will need to, over time, maximize the number of rooftops that exist nearby to support the businesses on Swain Boulevard and near the Community Center. The single-family home is the least effective way to provide density close to Swain Boulevard.

All of the properties in the Original Section that do not front Swain Boulevard, 10th Avenue North, or Lake Worth Road are currently zoned RL-3. The RL-3 zoning district is also applied to several other areas within the City. Any recommended changes to the RL-3 zoning district for the Original Section should be crafted into a new zoning district only applicable to the Original Section.



Above: Townhome example.

The basic building block in the Original Section is the underlying platted lot that measures 50 feet wide by 130 feet deep with a 20 foot-wide alley separating rear lot lines. The relatively shallow lot depth is not ideally suited for large multifamily apartment buildings, which require parking lots or garages and common amenity space. But the narrow and shallow lots would allow for a townhouse and duplex development. A typical individual townhouse or duplex unit varies in width from 20 feet to 25 feet; however, some developers

are building townhomes as narrow as 12 feet. If just two 50-foot-wide lots were assembled, making a lot that is 100 feet wide and 130 feet deep, either three 25-foot-wide townhouses or four 20-foot-wide townhouses could fit onto the assembled lot and still have at least a 10-foot side setback. The 130-foot depth is more than adequate to have a driveway in the front and a relatively large back yard (many townhouse lots are 80 or 100 feet deep). Turning two lots with two units into three or four units increases the density by 50 percent or 100 percent. Over time, this increased density and new housing stock could provide the necessary support to a mixed use business community on Swain Boulevard.

CITY OF GREENACRES COMPREHENSIVE PLAN Housing Element Alignment

Housing Element Objective 1 - *The City shall work cooperatively with the private sector to ensure the provision of adequate and affordable housing by creating a diversity of housing types through enhancement and development of cost effective development techniques, streamlining the review process, revising appropriate land development ordinances and inducing the development of additional single family detached units to meet the needs of existing and future residents of the City of Greenacres, including households with special needs.*

Policy a) *The City of Greenacres will enhance and develop cost effective development techniques including planned unit development, cluster housing, zero lot line, and townhouses to assure a diversity of housing types.*

This report suggests that townhouses are a housing typology that would work well in the Swain Boulevard corridor and in the Original Section due to the relatively small lot widths and lot sizes in these areas. The incremental increased density that townhouses would provide in the Original Section and along Swain Boulevard would support the City's efforts to create a mixed use and walkable downtown environment along Swain Boulevard.

Policy c) *Review and revise appropriate land development ordinances, and administrative procedures and policies, that may be in excess and which inordinately increase private sector costs in meeting housing needs.*

This report suggests that the City should streamline the review process for mixed use projects that are proposed in the Swain Boulevard mixed use corridor and that may be proposed on one of the several large commercial shopping center parcels.

Changing the RL-3 zoning district that is abutting to the Original Section to allow townhouses as a permitted use and increasing the density up to 15 units per acre will set the regulatory environment up for potential new townhouses, which would help provide the nearby rooftops necessary to sustain a mixed use commercial street on Swain Boulevard.

Based on the analysis of the housing in the area, a mixed-use approach to housing within this area for the block facing Swain Boulevard and the blocks immediately adjacent to both the east and west along could be expanded to increase the density in the area. The intent of a mixed-use zoning district is to encourage development with a mix of uses throughout that typically seek to discourage strictly single-family development. After comparing the requirements of each of the zoning districts it is recommended that they be combined to allow for greater ease of use as well as for development of a more dense, walkable environment with the potential for a greater mix of uses. In combining the zoning districts, there are still opportunities to create some division in characteristics such as height differences on 10th Avenue versus Swain Boulevard.



Above: Detached live/work infill design from Kevin L. Crook Architect is located in a traditionally commercial neighborhood. | Rendering: courtesy Kevin L. Crook Architect taken from <https://www.probuilder.com/live-work-housing-design-solutions>

The mixed-use approach would provide the opportunity for housing that can accommodate work space, dedicated living space featuring common areas, and private areas. Housing can be designed to integrate flexibility for areas that can either serve the owner as a home-based business or be leased out to a business tenant and locked off from the residence, thus providing multiple options for units that increase local business opportunities and living situations.

/ Current Building Design Requirements

New Developments

Building design guidelines provided in each mixed-use section as outlined in the table below reference compatibility of design to the surrounding area by incorporating architectural features found within the area. There is not substantial consistency found within the existing structures within this area and the different requirements do not point to any specific aspects, other than roofline, that are desired. Development of criteria within the Code of Ordinances along with visual design guidelines could be more helpful for a potential developer in designing a structure for this area.

MXD-R and MXD-C	MXD-OS
Building design shall be provided in accordance with <u>section 16-51</u> et seq.	Building design shall be provided in accordance with section 16-58 et seq.
All buildings in both the MXD-R and MXD-C districts shall provide architectural style including pitched roofs to retain the residential theme currently present.	All structures shall provide visible pitched roofs with a slope equal to or greater than 4:12.
Architectural style is restricted by characteristics of the surrounding residential structures, including, but not limited to, pitched roofs, color schemes and exterior glass-to-wall ratios, shall be incorporated into each development. Flat roofs are prohibited.	Architectural features including, but not limited to, color schemes, exterior wall treatments, and decorative features shall be incorporated in order to be compatible with the character of the original section of the city and any design guidelines produced by the city's planning department. Architectural design of equal quality shall be provided on all sides of all structures.
Mechanical equipment or other utility features on roof, ground or buildings shall be screened from public view with material harmonious with the building or shall be so located as not to be visible from any public way.	Mechanical equipment or other utility features on roof, ground or building shall be screened from public view with material harmonious with the building or shall be so located as to not be visible from any public way.
	No overhead doors shall face 10th Avenue North or Haverhill Road.
	Building wall signage and freestanding signs shall be compatible with the character of the original section of the city and any design guidelines produced by the city's planning department.

Above: Florida Vernacular Architectural Requirements

/ Site Plan Approvals

The current process for approval of a site plan proposal includes review by the Development Review Board, Planning and Zoning Board of Appeals, and the City Council. Consideration should be given to updating the review process to allow developments that meet the criteria and standards outlined in the Code of Ordinances to be approved without the need for a public hearing or by the Planning and Zoning Board of Appeals as the Local Planning Agency. This will create a better level of predictability for both the developer as well as the community.

Opportunities and Benefits of Updating

While it is recognized that there is a delicate balance between what will hopefully become a burgeoning downtown district and the surrounding residential uses, by updating the zoning code and providing predictability in the approvals process the City will create an opportunity for new development and adaptive reuse of properties to occur and redevelop this area into a downtown. There are options to reduce the multiple layers of requirements and limitations outlined within the existing mixed use zoning district regulations that include low density, limited uses, restrictive building area limitations, and nebulous building design requirements. Outlined below are recommendations for updates to the zoning district regulations that are specific to the Swain Boulevard Strategic Area.

/ Parking Needs & Opportunities

A parking study should be conducted to understand what should be required for different types of uses within the area in consideration of existing parking and future on-street parking that may be developed as part of the Complete Streets initiative for Swain Boulevard. There are two facilities in the Original Section that have a large amount of surface parking - the City's Community Center and the Greenacres Elementary School. The peak demand for parking at those facilities is during the weekday while they are in use, and during the weekend days while activities are occurring at the Community Center.

The City should explore whether some of the parking at these facilities could be made available for parking for new commercial businesses along Swain. Security of those facilities is of course a concern, especially the Greenacres Elementary School. But there is a portion of the parking lot at Greenacres Elementary School that has approximately 50 parking spaces that is separate from the main part of the parking lot and it is located on the south side of the school property, closest to Swain. It might be possible for this portion of the parking lot to be secured from the rest of the site and used at off-peak times for the school - weekday nights and weekends.

For a relatively low cost the City could run a free or low fare shuttle that would run back and forth from the parking lots at the Community Center and/or Greenacres Elementary School lot. The shuttle vehicle could be as simple as a golf cart or slightly more sophisticated like a small electric vehicle such as what the City of West Palm Beach uses as part of their Ride West Palm Beach program.



Left: Picture of electric vehicle used in the City of West Palm Beach Ride West Palm Beach program, picture credited from <https://www.wpb.org/our-city/neighborhood-resources/transportation-services/west-palm-beach-trolley-system>

/ Transportation Considerations

As noted in the Transportation Element, a majority of the City’s roads are privately and City owned. However, Swain Boulevard is a City-operated and maintained road so it is imperative that the City take advantage of controlling the look, feel and operation of Swain Boulevard to maximize the potential for mixed use development to occur along Swain Boulevard.

The City of Greenacres has a unique transportation roadway network. Within City



- PRIVATE
- MUNICIPAL
- COUNTY
- FDOT
- COURTESY

Above: Roadway jurisdiction map of City of Greenacres (left) and Swain Boulevard (right) illustrating the municipal, FDOT and County.

limits, there are three north-south and four east-west county-owned roads. Many roads are city or privately owned. The main arterial, Lake Worth Road, is the only Florida Department of Transportation-owned roadway connecting the Florida Turnpike and Interstate 95 to South Ocean Blvd. The city's central location and lack of access to transportation currently burden household income and the local economy. An efficient transportation system is another tool to get families out of poverty, stimulate the economy, and positively impact health outcomes. The 2019 Vision and Strategic Action Plan by Redevelopment Management Associates highlighted a lack of roadway connectivity.

CITY OF GREENACRES COMPREHENSIVE PLAN

Transportation Element Alignment

Transportation Element Goal 1: *It shall be the goal of the City of Greenacres to develop a multimodal transportation system to provide a safe, efficient movement of people, goods, and services within and through the community at a reasonable cost with a minimum detriment to the environment.*

Redesigning Swain Boulevard to provide organized on-street parking and comfortable pedestrian pathways will provide a safer environment and a framework that will foster the kind of mixed use development that the City seeks to create a downtown sense of place.

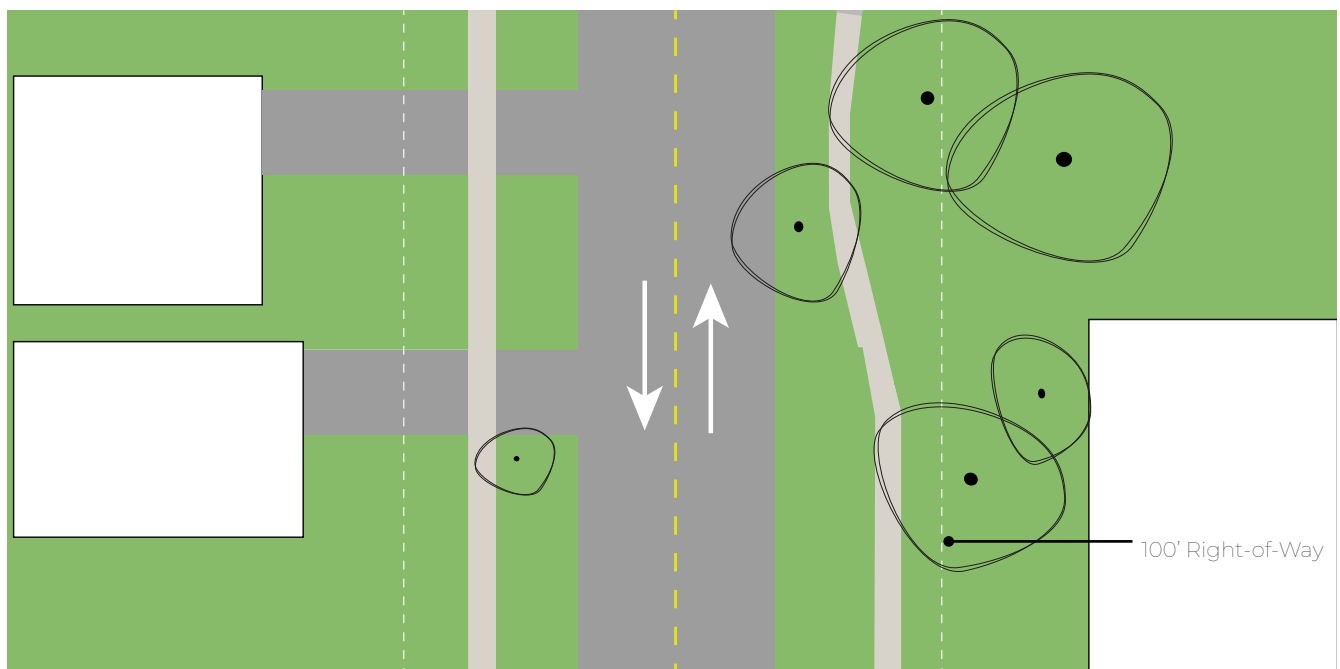
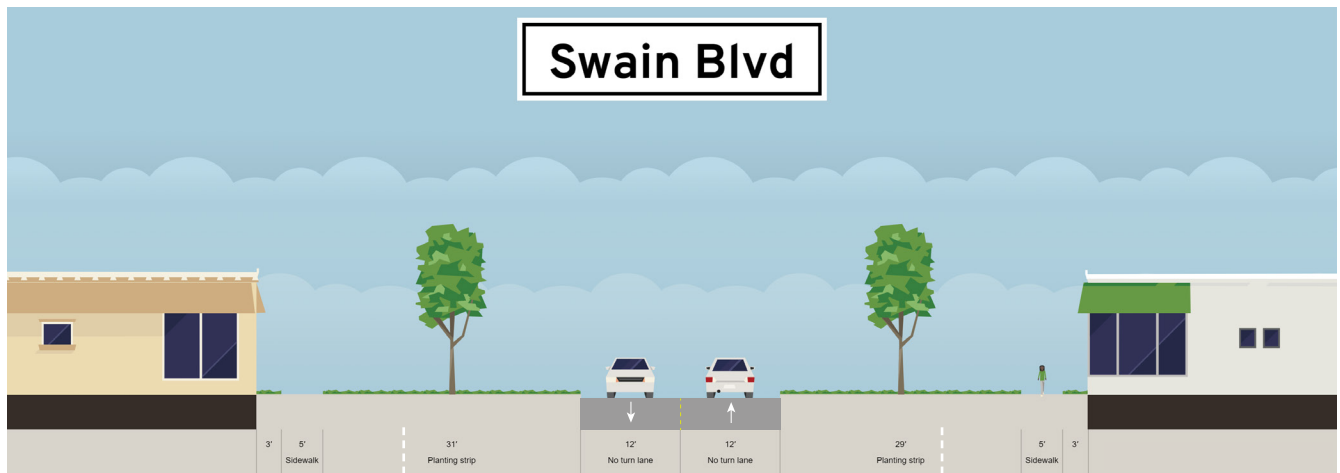
Transportation Element Objective 1, Policy e) *The City shall continue to promote developments that provide a mix of uses at appropriate densities and intensities, redevelopment projects, commercial revitalization projects and projects supportive of an efficient transportation system.*

Currently the City's zoning regulatory environment does not effectively promote mixed use development or a mix of uses because residential densities and commercial intensities are suppressed and multifamily residential uses are not widely permitted. The Swain Boulevard right-of-way as it currently exists also does not promote retail and restaurant users to compete for the few existing commercial properties because the public right-of-way is not an inviting "front door".

Transportation Element Objective 2, Policy d) *Improve the safety and operation of City streets, through site-access control, and other traffic operation improvements.*

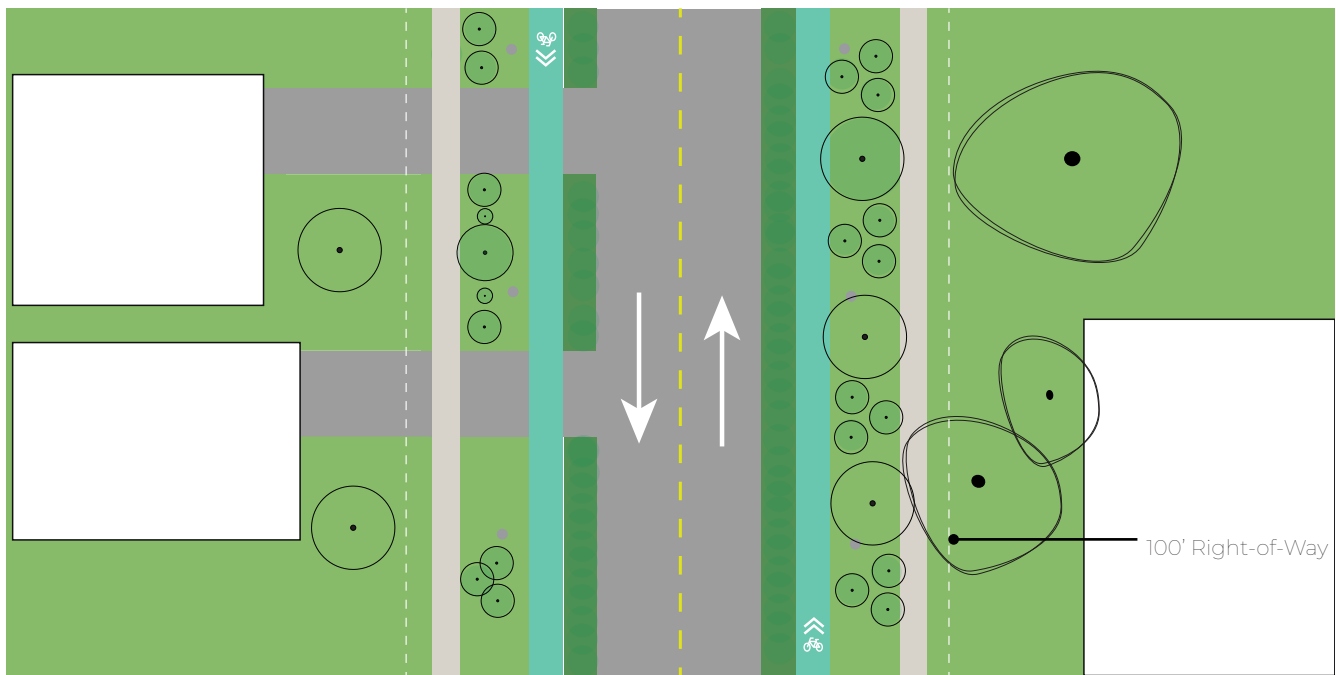
The improvement of Swain Boulevard as proposed by the City with suggested modifications in this report will greatly improve the safety and operation of Swain Boulevard by removing haphazard on-street parking occurring in swales and providing organized on-street parking. Traffic roundabouts will also improve traffic flow and slow down traffic speeds while providing visual interest.

/ Streetscape Analysis



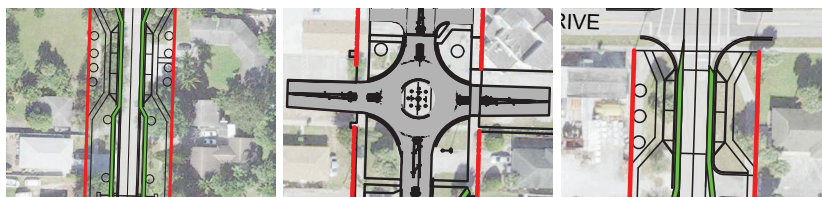
Existing Condition:

Sidewalks approximately 5' across, drive lanes each 12', minimal landscaping (no swaling) currently in the right-of-way areas, non-formal tree canopy planting along the boulevard, non linear pedestrian pathways in many cases that does not run parallel to the boulevard, no bike lanes, ample setbacks to provide for buffering between boulevard and residential properties, no structured on-street parking, no street lights, note current buildings are only single story and without mixed-use.



Current Planned FutureProposed:

Sidewalks 6' across (1' larger than existing), drive lanes each 10' (reduced from 12')', proposed street lights along the boulevard at regular intervals, swaling proposed within the large landscape areas, mix of planting schemes, pedestrian pathways formalized into linear sidewalks that run parallel to proposed new bike lanes (one for each direction), maintaining of ample setbacks to provide for buffering between boulevard and residential properties, no structured on-street parking, note proposed mixed-use, re-hab of warehouses, and raising building heights.



Left: Future planned Swain Boulevard bike lane, traffic circle and entry.

/ Future Land Use

Zoning Updates: Swain Boulevard and the Original Section

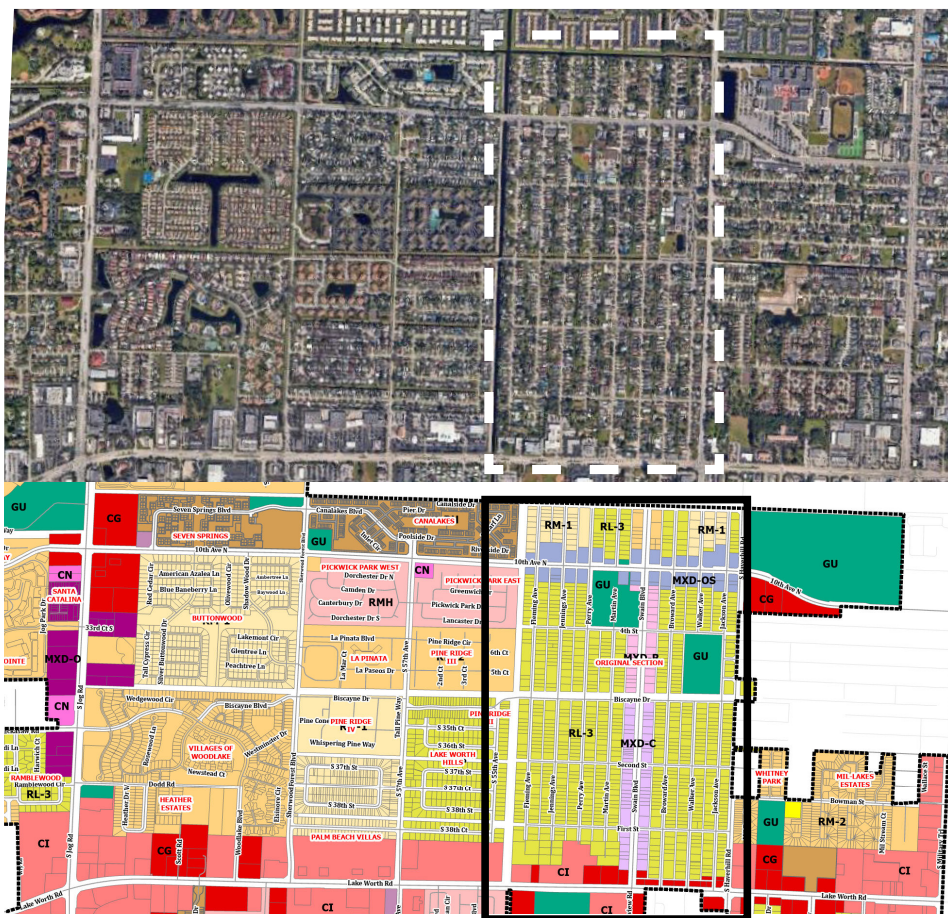
This report suggests combining the MXD-R and MXD-C zoning districts into one zoning district (perhaps MXD-SW [SW for Swain]) and re-writing the regulations to be more permissive of low-scale, mixed-use and commercial and multifamily building typologies. The table below demonstrates the potential updates that could be incorporated into revamped zoning regulations for Swain Boulevard and 10th Avenue North.

ZONING DISTRICT	MXD-OS	MXD-SW <small>(Combined MXD-R and MXD-C)</small>
Height Limit	55 feet (5 Stories) 45 feet (4 stories in transitional zone)	45 feet (3-stories)
Maximum Density	15 units per acre	15 units per acre
Future Land Use	Mixed Use	Mixed Use
Min. Lot Width		
Min. Lot Area		
Front Setback	0 - 5 feet	5 feet
Rear Setback	5 feet	20 feet
Side Setback	5 feet	5 feet
Side Corner Setback	10 feet	10 feet
Lot Coverage - Residential	Lot Coverage 75% Maximum FAR 0.75	Lot Coverage 75% Maximum FAR 0.75
Minimum Unit Size		750 square feet

Above: Table of proposed zoning regulations.

Changing the RL-3 zoning district in the Original Section to allow townhouses as a permitted use and increasing the density up to 15 units per acre will set the regulatory environment up for potential new townhouses, which would help provide the nearby rooftops necessary to sustain a mixed use commercial street on Swain Boulevard.

In developing these recommendations, the project team reviewed zoning regulations in five other south Florida municipalities including Lake Worth, Doral, Lake Park, North Miami Beach, and Coral Springs. Each of these examples are summarized in Appendix A. Additional recommendations for developing a new mixed-use node zoning district for the other Strategic Areas is in Appendix A.



Left: Proposed zone of intervention to include the entire original section. Aerial (top) and current future land use (bottom).

CITY OF GREENACRES COMPREHENSIVE PLAN Future Land Use Element

Future Land Use Element Objective 7: *The City of Greenacres shall use innovative land use techniques to promote flexibility of City of Greenacres*

Policy a) *The City shall continue to utilize such development techniques as “Planned Unit Development”, “Planned Commercial Development”, and “Mixed-Use development” with commercial and residential uses integrated in one project.”*

This report suggests re-writing the mixed use zoning categories to be more permissive of more intensive uses to encourage the private sector to invest in mixed use redevelopment opportunities.

CITY OF GREENACRES COMPREHENSIVE PLAN

Economic Development Element

Economic Development Goal 1: *It shall be the goal of the City of Greenacres to achieve a balanced, diversified, and sustainable economic structure that maximizes long-term economic growth.*

ED Objective 1.1: *Expand economic development activities to create/promote job opportunities, increase productivity and maintain economic sustainability.*

ED Policy 1.1.4: *The City shall continue to support and recruit commercial and cultural uses that incorporate cultural arts, education and recreation as critical components of economic development.*

ED Objective 1.2: *Create opportunities for investments and develop strong business networks amongst the local and international economy.*

ED Policy 1.2.3: *Implement zoning and planning changes that further enhance the City to attract new private investment through increases in densities and intensities vertically in areas of intended growth, and mixed-use development to promote interconnectivity, increase commercial activity and revenue.*

ED Policy 1.2.4: *Target strategic development areas and initiate an illustrative master plan that will serve as the basis for potential form-based code.*

ED Policy 1.2.5: *Improve utilities and infrastructure within the City to attract new businesses and investors.*

ED Policy 1.2.6: *Explore the annexation and acquisition of commercial, industrial and residential properties in increase fiscal gain.*

ED Objective 1.5: *Monitor and maintain the sustainable character of the economy and its impacts on the environment.*

ED Policy 1.5.1: *Integrate short and long-term economic development plans into the City's growth strategies to create a strong and efficient balance between the man-made and natural environment and account for negative impacts.*

ED Policy 1.5.2: *Identify density increases in strategic areas that will attract additional private investments and encourage the private sector to provide public area improvements.*

CITY OF GREENACRES COMPREHENSIVE PLAN Recreation and Open Space Element

ROSE Objective 1, Provision of Parks and Facilities: *The City shall adopt a comprehensive program to ensure that, at a minimum, the level of of service for parks and recreation facilities is maintained at 3.0 acres per thousand population, with an even distribution and supply of parks and recreation facilities throughout the City that meets the needs of all citizens and visitors.*

ROSE Objective 3, Public Access: *Continue to provide automobile, bicycle and pedestrian access to all public recreation facilities.*

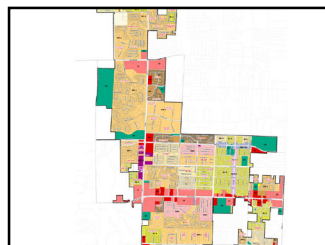
ROSE Objective 6: *The City shall continue to exercise its authority to designate land for open space. Policy b) The City shall continue to convert publicly-owned vacant land to passive and active recreational areas.*

/ Alignment with Current Plans

The below guiding documents were reviewed and used as important resources for developing the project goals, analysis and final recommendations. It was important to the team to align with the Comprehensive Plan Elements with an emphasis on the Housing, Transportation, Open Space, Future Land Use and Economic Development goals, objectives and related policies already in place. We also considered the Visional and Strategic Action Plan and proposed streetscape improvements that were developed within the last five years.



Comprehensive Plan
(Development &
Neighborhood Services,
2024)



City Zoning , Property
Appraiser & GIS Resources

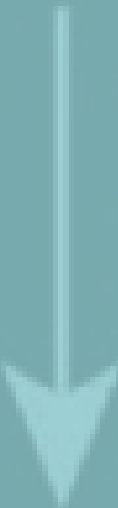


Greenacres
Economic Development Plan



Visioning & Strategic Action
Plan and Branding (RMA;
2019)

Above: Recent studies, reports and resources incorporated into the project.



05

Recommendations for Activation

Recommendations for Activation

This chapter is dedicated towards providing the City of Greenacres recommendations within four key focus areas to accomplish four key goals below:

- ① **Identify a site for a vibrant downtown**
- ② **Provide recommendations for future growth**
- ③ **Provide suggestions for financing the project**
- ④ **Provide case study examples for site recommendations**

Each of the overarching recommendations tie directly into the City of Greenacres Economic Development Element (EDE) – Goals, Objectives, and Policies. This connection to the EDE further supports the ideas and conclusions that the project team has formed with the preparation of this report.

Each key focus area is further defined with actionable items, case studies, and funding options. Case study examples serve as precedents for realization of tangible results using best practices across real estate, design, and implementation. Funding options are provided to align with the City of Greenacres four different fund types as part of their budget which include the General Fund, Special Revenue Funds, Debt Service Fund, and Capital Projects Fund. The City of Greenacres is in a unique position in that they will pay off their principal on their only outstanding debt in fiscal year 2024, which will allow the City to consider multiple types of funding and debt risk moving forward.

It is encourage the City to conduct thorough public outreach prior to moving forward with implementation of any of these recommendations. Options include holding public meetings and workshops, and conducting online and in-person surveys to better understand the community's desires, needs, and aspirations for Swain Boulevard. It is especially important to emphasize inclusivity to ensure that the voices of the Hispanic and Haitian populations are heard and integrated into the planning process.

1

Mixed-Use & Commercial Property Opportunities

IDEA 1.1 Acquisition of additional properties along Swain Boulevard and rehabilitation of existing buildings for growth opportunities. (EDE 1.2.6)

IDEA 1.2 Update zoning ordinance and creation of illustrative form based design guidelines to combine existing mixed-use zoning districts for Swain Boulevard and 10th Avenue North to increase urban density, maximum heights, and provide expanded uses along Swain Boulevard and 10th Avenue North (EDE 1.1.3, EDE 1.2.4, and EDE 1.2.3)

2

Transportation & Infrastructure Improvements

IDEA 2.1 Continue to improve road infrastructure along Swain Boulevard to include on-street parking, wide pedestrian paths, and bike lanes. (EDE 1.2.5)

IDEA 2.2 Leverage existing City-owned transit and infrastructure to improve the streetscape for a more pedestrian-friendly and inviting Swain Boulevard. (EDE 1.2.5)

The City, in partnership with Palm Tran, aims to efficiently move people around. The City should consider improving existing bus shelters and transit nodes near major intersections. The community center is an ideal location for a transit hub or feeder bus route system. Route 4 runs along Haverhill Road, approximately 0.25 miles east of Swain Boulevard, with eight bus stops between Lake Worth Road and 10th Avenue North. Using wayfinding signage can help residents and guests navigate the area, especially ahead of major local events.

3

Green Improvements & Access to Open Spaces

IDEA 3.1 Develop the existing Community Center and Irva Van Bullock Park as a cohesive master planned area to serve as a new hub connected to Swain Boulevard with community benefit opportunities such as educational programming, public outdoor recreation and recreational amenities, markets, local vendor days, art and cultural installations, and job training fairs (EDE 1.1.4 and EDE 1.2.4)

IDEA 3.2 Integrate native planting, enhance tree canopy (as a designated Tree City), and sustainability learning programs through street markets in a newly created plaza space (EDE 1.1.4 and EDE 1.5.1)

4

Placemaking & Art in Public Places

IDEA 4.1 Programming to allow for public private partnerships to create a sense of place and educational events for residents and visitors to enjoy at all times (EDE 1.5.2)

IDEA 4.2 Encourage installation of community markers including public art, cultural and historical signage, and gateway elements that identify specific locations of interest (EDE 2.2.1)

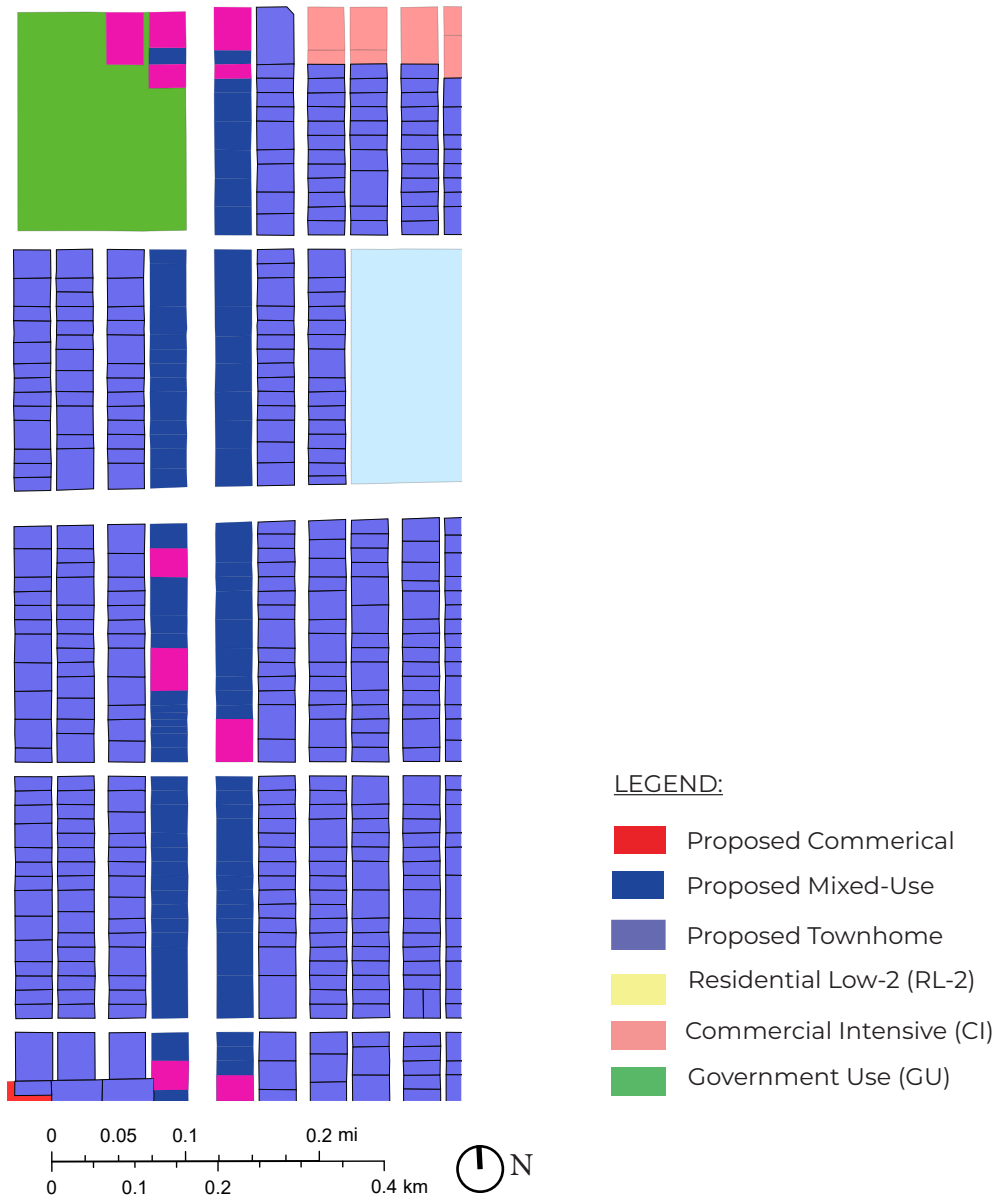
Mixed-Use & Commercial Opportunities

The City owns properties along Swain Boulevard and there should be a concerted effort to acquire additional property both along Swain Boulevard as well as along 10th Avenue North to steer development. Two key properties on the west side of Swain Boulevard include a flex warehouse space at 325 Swain Boulevard and an industrial space at 355 Swain Boulevard. Remaining buildings on this side of the street are in disrepair and a strategy could be developed in order to acquire them through a Request for Proposal (RFP) to assemble a low-density mixed use Public Private Partnership (P3).

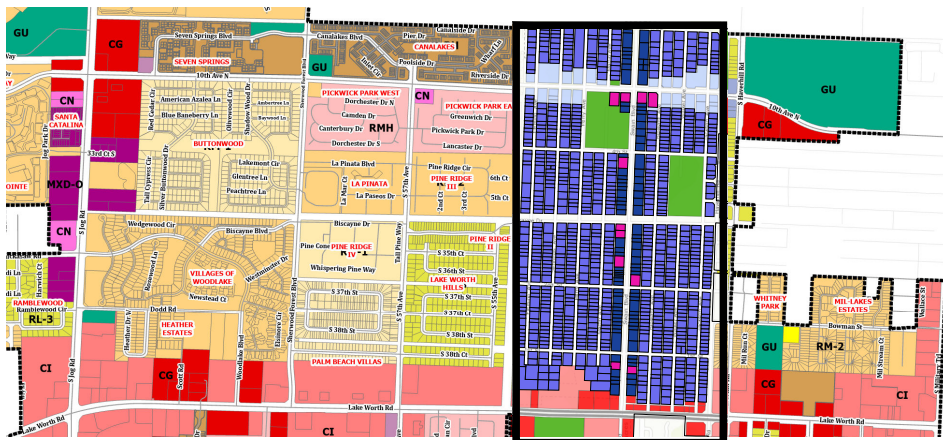
The commercial properties on 10th Avenue North also present an opportunity for slightly more intense mixed use or commercial uses to occur, which could tie into the City's efforts to create a pedestrian scaled mixed use corridor along Swain Boulevard. The properties that front along 10th Avenue are fundamentally different from the properties that front onto Swain Boulevard. The properties on Swain Boulevard are uniformly 130 feet deep while the properties along 10th Avenue range in depth, with many having a depth of up to 200 feet. The lots on 10th Avenue are also generally larger and many have existing commercial uses. These sites along with several other properties were selected in the Original Section with suggestions for redevelopment as outlined below.

Funding

To fund initiatives aimed at attracting more businesses, the City of Greenacres could consider a mix of funding sources such as state and federal grants, public-private partnerships, and tax increment financing. Issuing municipal bonds and creating special assessment districts where property owners contribute to infrastructure improvements could also provide necessary capital. Additionally, the city might explore corporate sponsorships, dedicated taxes or levies specifically for economic development, user fees for city services, and promoting external investment to enhance financial resources without heavily relying on raising local taxes. These diverse funding strategies could support substantial economic development projects, enhancing Greenacres' attractiveness to new businesses.



Proposed Mixed-Use Zone and Commercial Activation



Proposed Zoomed-Out Mixed-Use Zone proposed to be applied to entire section.

/ Mixed-Use and Commercial Property Opportunity Case Studies

Adaptive Reuse Retail: Grandview Market

The Grandview Market was a 14,000 square foot industrial warehouse building in an industrial neighborhood of West Palm Beach. Entrepreneurs began assembling several properties in what is now called the Warehouse District in 2015. The Grandview Market was one of the first buildings in the Warehouse District to turn over from a warehouse use to a food and beverage and retail use in 2018. Grandview Market has several small spaces that are rented to local independent businesses. The mix of drink, food and retail spaces was intended to serve as a hub for the Warehouse District and since the Grandview Market has opened it has fulfilled that purpose. It has outdoor seating that is programmed with live music on select nights. Other creative programming offers Bingo Mondays and Trivia Tuesdays to keep customers coming back.

Benefits for Swain Boulevard:

- There are two warehouse properties on Swain that could be repurposed into a smaller version of the Grandview Market.
- These repurposed warehouses could serve as a leading edge business for a downtown on Swain similar to how Grandview Market came first in the Warehouse District.
- A mix of small food and beverage and retail uses in a warehouse would drive varied consumer interest at different times of the day and different days of the week.
- The diverse activity programming can be used as inspiration and a guide to create similar programming for a venue on Swain.



Adaptive Reuse Retail: Boynton Beach Breweries

Boynton Beach has a light industrial area off of High Ridge Road, next to I-95. This area has seen adaptive reuse to turn some of the existing industrial buildings to successful breweries, namely Copperpoint Brewing Company and NOBO Brewing Company. This is still an active industrial neighborhood, with the two breweries succeeding without a critical mass of nearby retail, as they are enough of a draw themselves. Both breweries act as social hubs for the community, with dozens of events each month in family friendly environments. This shows that breweries are one of the few uses that can succeed and thrive as a first mover to an adaptive reuse area.

Benefits for Swain Boulevard:

- Swain Boulevard is in the center of the Greenacres community, but has limited visibility and almost no neighboring retail today. The success of breweries in a similar environment in nearby Boynton Beach shows demand for this type of use in Palm Beach County.
- Breweries are one of the best initial retail concepts to program for the redevelopment of Swain Boulevard, as they can pull enough customers on their own, despite the limited appeal of Swain today for other retail uses.
- The regular events that a brewery would hold would help activate Swain, driving more foot traffic to support future retail development.



Live/Work Units: The Mid

Live/work buildings are a unique way to have small scale vertically integrated mixed-use buildings. The Mid in Lake Worth Beach is an example of a live/work project recently built in 2021. It is a three story building, with the first floor of the building that faces Dixie Highway comprised of business spaces and the top two floors comprised of apartments. The City of Lake Worth Beach assisted financially with the development of the Mid by providing a \$1.4 million tax increment rebate through the CRA and another \$1 million from the City for infrastructure improvements. The mixture of residents and new businesses both feed off of each other and contribute to establishing a node of activity on a stretch of Dixie Highway in Lake Worth Beach that has been lacking activity.

Benefits for Swain Boulevard:

- The height of the Mid at three stories is a good proxy for the type of live/work building that could be built along Swain Boulevard.
- The density of the Mid is 25 units per acre, which is a signal that the current density limit along Swain of five units per acre is incapable of allowing a live/work project.
- The City may need to consider financial incentives for new development projects along Swain, especially for a live/work project, which is a relatively novel and not widespread type of project.

Right and Bottom: Photographs of live/work case study courtesy of the MID Apartment Residences .



Recommended Action Items

Action 1.1.1 City of Greenacres to acquire strategic properties including 325 Swain Boulevard and 355 Swain Boulevard to establish Public Private Partnerships to develop breweries, food halls, small business incubators.

Action 1.2.1 Outlined within the Planning and Zoning Analysis are specific recommendations to provide updates to the zoning ordinance which include the following recommendations:

- Combine Mixed-Use Zoning Districts
- Increase Density to 15 Units per Acre on Swain Boulevard and 10th Avenue
- Increase Height from 35 feet (2 stories) to 45 feet (3 stories) on Swain Boulevard
- Increase Height from 35 feet (2 stories) to 55 feet (4 stories) on 10th Avenue (45 feet in Transition Zone)
- Update Building Design Section through the development of criteria and/or form based code design guidelines
- Expand buildable area and Floor Area Ratio (FAR) limitations
- Encourage diversity in housing types and uses including the integration of live/work housing
- Creation of illustrative form based design guidelines
- Increase density and allow townhouse developments in the RL-3 Zoning District surrounding Swain Boulevard

Recommended Commercial & City-Owned Property Acquisition and Rehabilitation Ideas

There are two single-family residential properties directly south of the commercial office building at **5202 10th Avenue**. If the City or a private developer controlled those two residential properties (together totaling 0.42 acres) and the 0.38-acre commercial office property, the total assembly would be 0.8 acres and the assembled property would abut the Community Center, providing another opportunity to bring active retail or restaurants to the “front door” of the Community Center and the gateway entrance to Swain Boulevard.

Strategic Acquisitions and Activations

The existing Fire Rescue and Sheriff building at **301 Swain Boulevard** should be more activated at this key corner. This could include providing assistance to the neighboring property to the north at 305 Swain Boulevard that is home to the Talented Teen Club to provide a more active street frontage and a potential recreational area in the northern side yard to accompany the mission of this non-profit.

Belk's General Store located at **300 Swain Boulevard** should be maintained in its current state and already serves a community staple. If a Community Redevelopment Agency is formed or if a grant program for revitalization could be established, this property would be a prime candidate for storefront rehabilitation to create a more inviting street frontage.

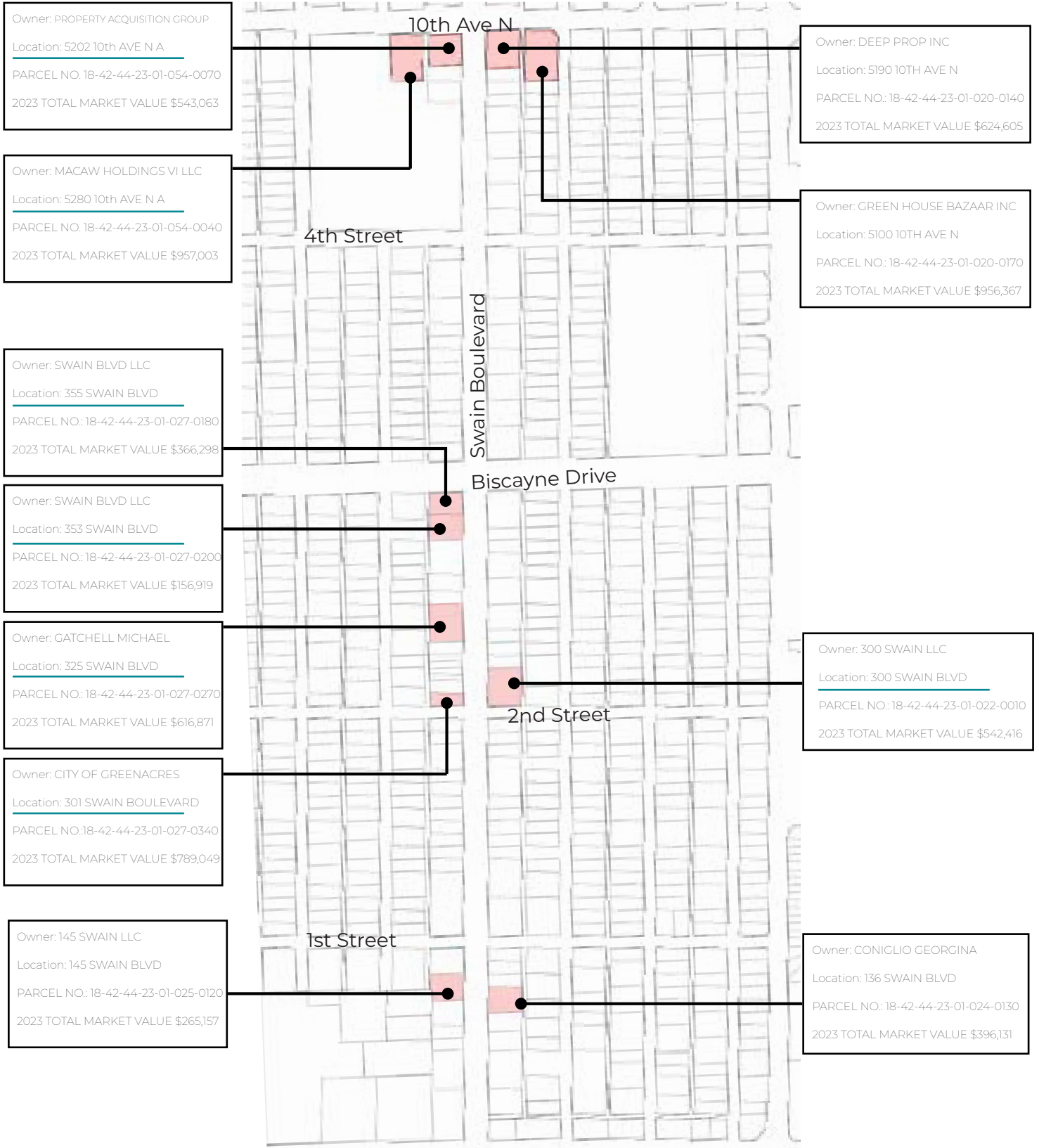
Flex warehouse building at **325 Swain Boulevard** could be used as an artist or small business incubator with programming including regular contests or competitions that would allow winners to display artwork in a gallery type setting or to work on projects for the community. This would draw in regular visitors to the space that could further activate Swain Boulevard.

This industrial building located at **353-355 Swain Boulevard** is a prime location for a brewery. Breweries are great sources of commercial activation that attracts visitors in both the daytime and evening. As a corner property with a double lot, there is space for some on-site parking spaces as well as the possibility to include on-street parking spaces on Biscayne Drive and Swain Boulevard. This site is also home to the original fire station which could be restored and utilized through a P3 as a space to highlight the history of the City of Greenacres.

Collaboration with existing church space at **364 Swain Boulevard** could be explored to encourage redevelopment as a long term goal and create a near term plan to activate the space with additional programming to tie into the overall goal of creating a more active street frontage.

Along the south side of 10th Avenue North there are two commercial properties that abut the City Community Center. One is located at **5280 10th Avenue**, which is 0.55 acres and is improved with a 9,000 square foot warehouse building. The second is located immediately to the east at **5202 10th Avenue**, which is 0.38 acres and is improved with a 3,400 square foot commercial office building. These two properties are at the “gateway” entrance to Swain and if they contained active retail uses, they could provide a piece of the activity node that the City is seeking in the Swain Boulevard area. The south side of the warehouse in particular directly abuts an open area of the Community Center. If the warehouse building contained an active retail or restaurant use, it’s possible the south facade of the building could be opened up such that those uses could face into the Community Center.

There are two single-family residential properties directly south of the commercial office building at **5202 10th Avenue**. If the City or a private developer controlled those two residential properties (together totaling 0.42 acres) and the 0.38-acre commercial office property, the total assembly would be 0.8 acres and the assembled property would abut the Community Center, providing another opportunity to bring active retail or restaurants to the “front door” of the Community Center and the gateway entrance to Swain Boulevard.



Above: Plan diagram of potential future commercial parcels along Swain Boulevard for adaptive re-use.



5202 10TH AVE N



5280 10TH AVE N A



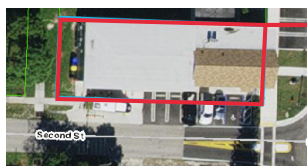
355 SWAIN BLVD



353 SWAIN BLVD



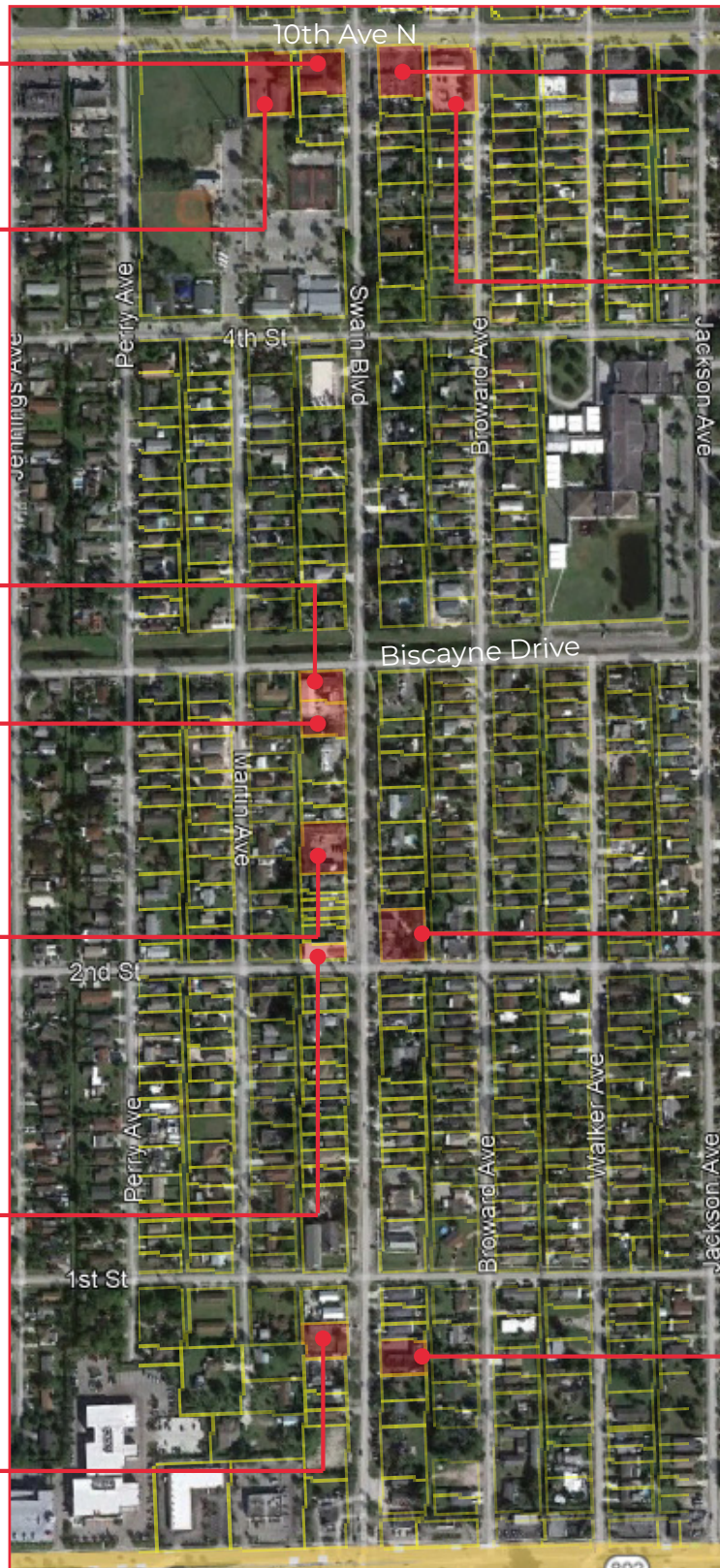
325 SWAIN BLVD



301 SWAIN BLVD



145 SWAIN BLVD



5190 10TH AVE N



5100 10TH AVE N



300 SWAIN BLVD



136 SWAIN BLVD

Above: Aerial views of potential future commercial parcels along Swain Boulevard for adaptive re-use.

Transportation & Infrastructure Improvements

Owning most of its roads presents Greenacres with an opportunity to improve connectivity. Implementing initiatives like Complete Streets, Safe Routes to School, Mobility Plan, and adopting Vision Zero can create safer roadways. This effort commences with Swain Blvd and the five key redevelopment nodes. Priority is placed on Swain Blvd and the node at the intersection of Military Trail and Lake Worth Road. A mobility plan prepares the city for development opportunities and welcomes the private sector. For example, the \$79.7 million proposed enhanced transit multimodal project with the proposed transit hub at the node on Lake Worth Road and Military Trail will lay the groundwork for the redevelopment of the 13-acre Mil Lake Plaza.

Enhancing transportation options like a transit hub will promote sustainable travel and improve overall efficiency. Palm Tran already serves most of the city, but trips over half a mile from a bus stop are less desirable due to Florida's weather. A local circulator, especially on Swain Blvd, can promote non-motorized vehicles and serve those farther from transit lines. Dedicated ride-hailing zones along Swain can also manage congestion. Increasing connectivity and internal movement will economically benefit the city and local businesses.

Funding

Within the Swain Boulevard area, the City is completing Capital Projects to convert the septic system to sewer. Funding provided through the Safe Streets and Roads for All (SS4A) Grant Program, U.S. Department of Transportation, was awarded for Planning and Demonstration that was used to develop a Complete Streets plan. Additional funding was provided through the same grant program for implementation of this plan.

The National Association of City Transportation Officials, the Florida Department of Transportation, Palm Beach County, and the Palm Beach Transportation Planning Agency have ample resources to educate and provide technical support to industry professionals and elected officials. The TPA and FDOT, through the Transportation Alternative Program, allocate an estimated \$5.1 million, with up to \$1.5 million available per project to fund sidewalks, bicycle facilities, and roadway safety projects.

Additionally, temporary installations may be implemented along Swain Boulevard through the use of tactical urbanism to test potential solutions and further understand positive impacts that the community could benefit from if permanently installed.

Recommended Action Items

Action 2.1.1 Implement traffic calming measures, on-street parking, and Complete Streets such as crosswalks, pedestrian islands, and bike lanes, to improve safety for pedestrians and cyclists along Swain Boulevard.

Action 2.1.2 Incorporate underground stormwater drainage to allow for more active uses at street level.

Action 2.2.1 Create standards for implementation of outdoor dining areas and pocket parks along Swain Boulevard. Standards should also address management of back of house activities such as solid waste placement and storage, delivery time windows, as well as other considerations depending on use type.

Action 2.2.2 Allow conversion of vacant lots into parking lots to support an adaptive reuse project.

Action 2.2.3 Establish design guidelines for the Install decorative street lighting, colorful street furniture, wayfinding, and vibrant landscaping to create a visually appealing environment.

Streetscape: Lake Park

The Town of Lake Park has completed streetscape updates on the core section of Park Ave, the historic center of Lake Park, similar to Swain Avenue for Greenacres. The current improvements only stretch for 3 blocks but have helped transform a rundown area with little investment into a community hub with thriving small businesses. The improvements focused on improving landscaping (including trees that provide shade) and major upgrades to the experience as a pedestrian and biker in the area. The improvements have helped drive private sector investment and have been so popular that design work is underway to do similar improvements to the rest of Park Avenue.

Benefits for Swain Boulevard:

- Lake Park is similar to Greenacres as a small municipality in Palm Beach County, that did not have a core downtown for sense of identity. The streetscape improvements lead the private sector to follow with investment that lead to new sense of place in Lake Park.
- The maximum right of way along Park Ave is 80', Greenacres has 100' of right of way along Swain, providing enough room for similar improvements, plus on-street parking to help support local businesses.



Above: Streetview photographs of the town of Lake Park streetscape courtesy of Michael Trimble.

Streetscape: Miracle Mile

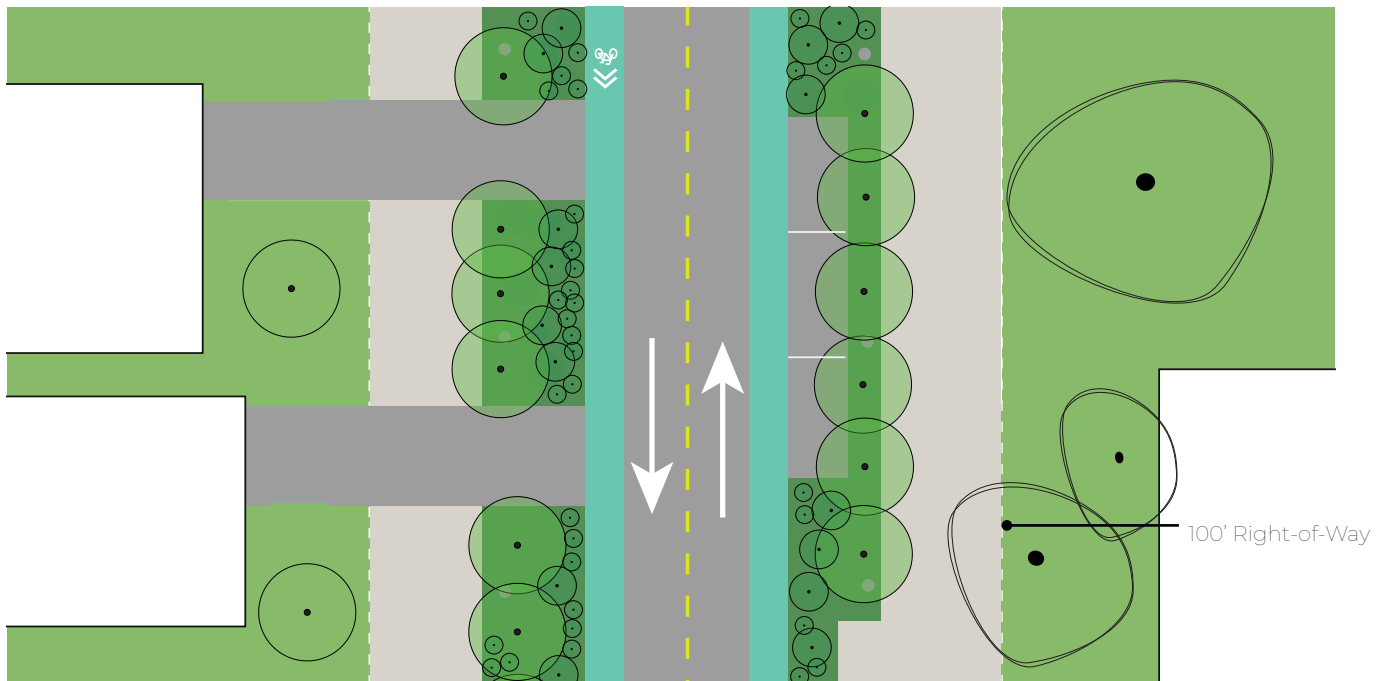
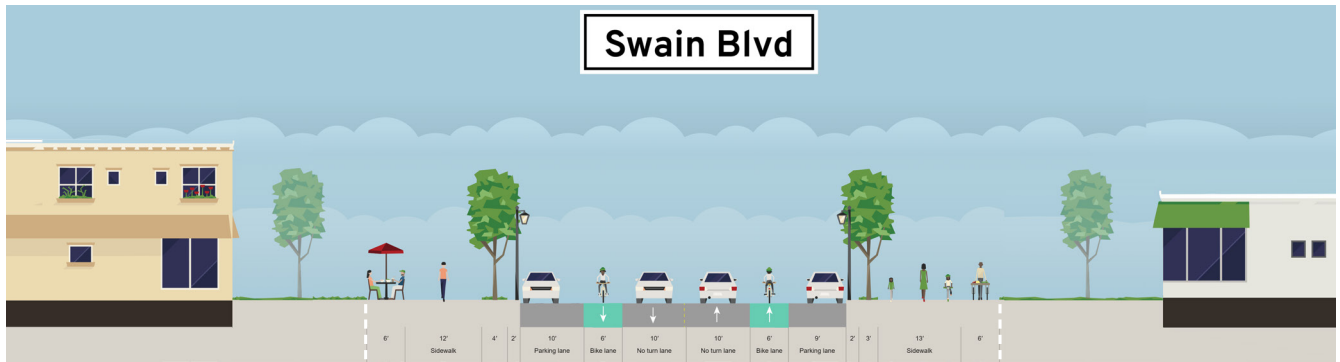
Downtown Coral Gables features the infamous “Miracle Mile” along Coral Way where it runs east-west through the heart of the City. Local collaborated in 2017 with Cooper, Robertson & Partners on a new vision for the four-block commercial and cultural heart of town where shops, restaurants and amenities are located along the resilient streetscape design. The project features custom pavements design and planters that incorporate additional seating, contemporary light fixtures and artistic bollards, and bike racks integrated throughout. Parallel parking is designed throughout the downtown core area as well and developed around the planted areas that are a combination of porous paving and structural soil to promote a networked root system, maximizing tree capacity to manage groundwater levels through evapotranspiration.

Benefits for Swain Boulevard:

- Create an identity through custom paving that can provide an exciting aesthetic and feel for Swain Boulevard, while also addressing rainwater through integrated planter systems.
- Create a destination and location for local businesses to thrive by providing parking as a part of the streetscape that also takes a create approach to lighting and safety bollards.
- Increase opportunities for connection by including bicycle racks in areas where there is additional hardscape.
- Provide green canopy (shade), increased seating, and pedestrian-scale feel to generate a welcoming space that interests visitors in engaging with the site and adjacent businesses rather than just driving through.

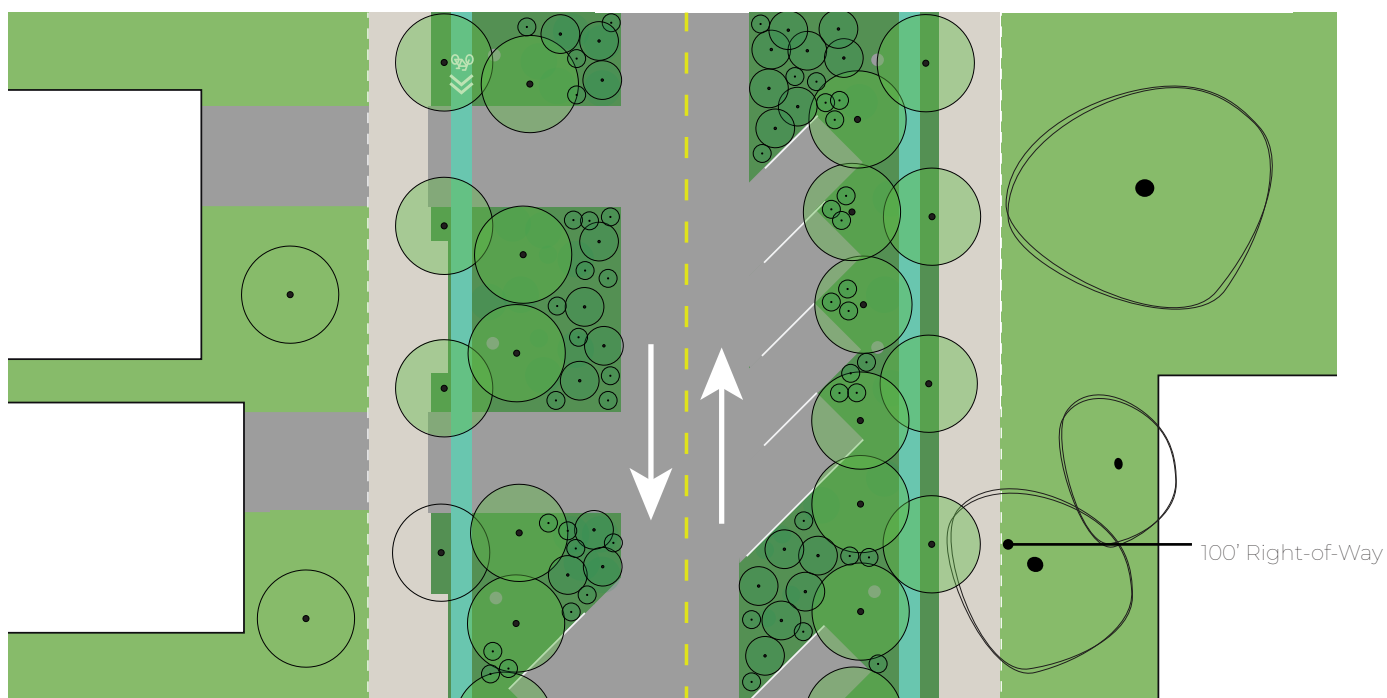
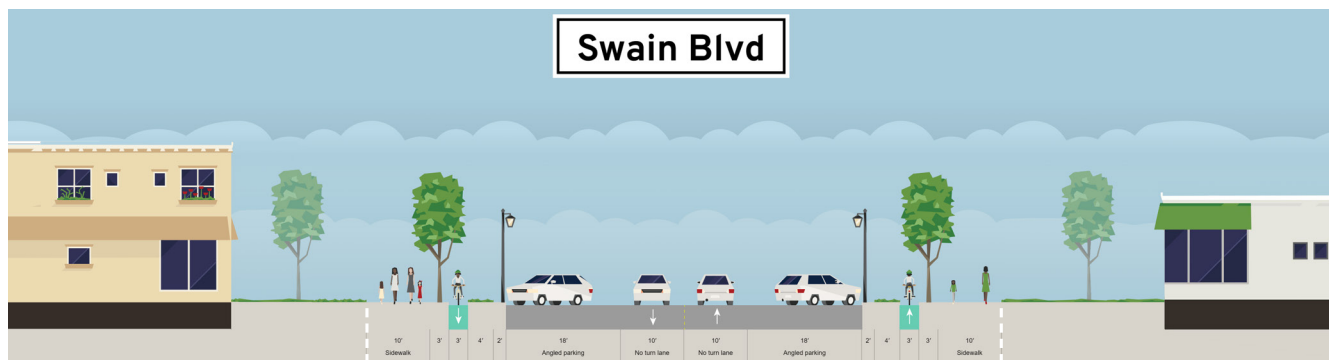


Above: Photographs of Miracle mile courtesy of Local office (<https://www.localdesign.com/builds/miracle-mile>).



Proposed Option A: Improved Streetscape with Parallel On-Street Parking

Widened pedestrian sidewalks to 15', providing buffer/swale (5'), street lights, added bike lanes (between travel lanes and on-street parallel parking), parallel parking (when able) along swain boulevard buffered, linear street planting for the tree city/green canopy shade improvements, ample room for providing strategic art-in-public-places (see bump outs along promenade on west side) and/or creative seating along the linear pedestrian promenade area and/or spill out for future restaurants, encourage residents to increase planting along the promenade areas after the right-of-way



Proposed Option B: Improved Streetscape with Angled On-Street Parking

Widened pedestrian sidewalks to 10-12', providing buffer/swale (4-6'), street lights, protected bike lanes (protected buffer between vehicular and also buffered between parking and promenade), angled parking along swain boulevard buffered by planting, linear street planting for the tree city/green canopy shade improvements, ample room for providing strategic art-in-public-places (see bump outs along promenade on west side) and/or creative seating along the linear pedestrian promenade area and/or spill out for future restaurants, encourage residents to increase planting along the promenade areas after the right-of-way. The understory plantings enhance the street appeal as well as the opportunity for increased stormwater mitigation.

Green Improvements & Access to Open Spaces

The improvement of Swain Boulevard as proposed by the City with suggested modifications in this report effectively creates a linear park system along Swain between Lake Worth Road and 10th Avenue North. The Comprehensive Plan calls for the creation of these “streetscape” open spaces - “There are areas in the City that could be part of the open space network because they can fulfill potentially important open space functions. Within the City, these corridor open spaces are present in the form of road right-of-ways that could be developed into a scenic corridor providing such recreational opportunities as hiking and bicycling.”

The Community Center is one of the City’s most prized and utilized recreation assets. There are a variety of recreational opportunities, both indoor and outdoor. The City should take a more active role in staging right-sized cultural and food-related events at the Community Center. Once food and beverage and retail businesses are up and running on Swain Boulevard these kinds of events at the Community Center will serve to draw customers into the Original Section and link them to the new businesses.

While the Community Center is thriving in its current form, we believe there is one adjustment that could be made with an investment by the City. Approximately 40 percent of the land area of the Community Center property is consumed by two athletic fields - one baseball/softball field and one soccer field. The City has many other athletic field facilities throughout the City. One or both of the athletic fields at the Community Center could be transformed into an outdoor activity space geared for festivals and concerts. For example, an amphitheater could be constructed on one of the fields, which could host a regular series of concerts that will bring a critical mass of people to the Original Section as potential customers of businesses along Swain. There are numerous examples of amphitheaters in smaller settings such as the Community Center, including the amphitheater at the Canyon Town Center in suburban Boynton Beach and the City of Boynton Beach’s amphitheater at City Hall.

Greenacres, a city rich in cultural diversity and community spirit, is embarking on a transformative journey to rebrand, revitalize, and enhance Swain Avenue. We recommend a series of actions to create a vibrant, inclusive, and sustainable Swain corridor and community hub that will serve as a cornerstone for economic, social, educational, and cultural activities.

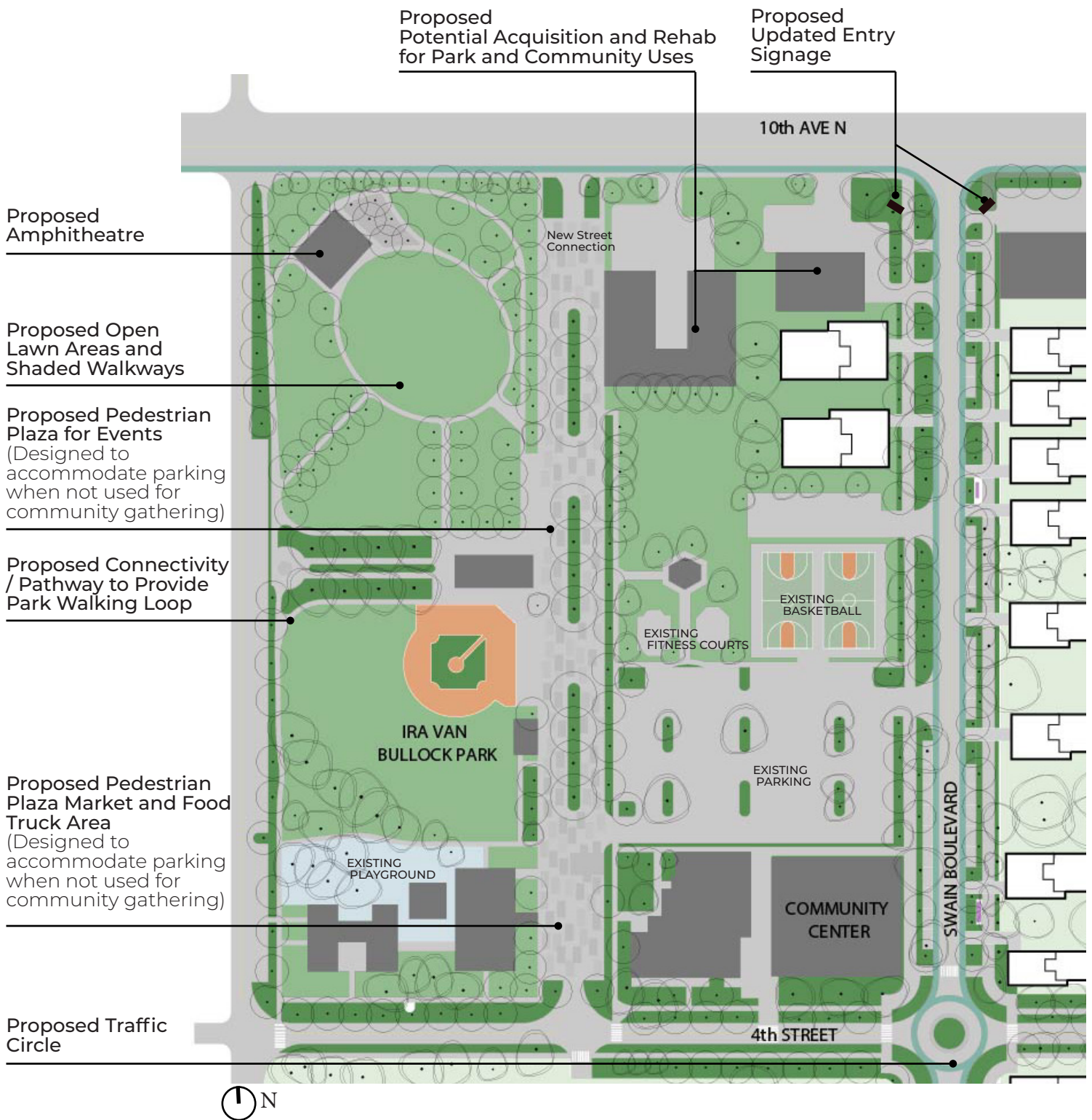
The keystone of this revitalization project is the development of a community center. The largest asset controlled by the city therefore, this center could become a new hub for Greenacres, strategically connected to Swain Boulevard to ensure easy access for all residents. The community center already offers many community benefits. The City should double down on benefits to draw more community members through educational opportunities such as financial literacy, English Speakers of Other Languages, dance, drama, business courses, and various programming designed to enrich the lives of the local population. The community center could catalyze social interaction, learning, and community building, providing a space where residents can come together, share experiences, and grow collectively.

Irva Van Bullock Park’s currently underutilized baseball fields could be transformed into a multifunctional amphitheater. A new facility should be thoughtfully designed with landscaping and paving to support a variety of uses, such as farmers’ markets, festivals, regular events, recreation, and cultural performances. By specifically showcasing the resident’s multicultural, Hispanic, Haitian, and other music, dance, food, and traditions, an amphitheater could celebrate the cultural diversity of Greenacres, fostering a deeper understanding and appreciation of the community’s rich heritage. An amphitheater is another attraction that enables visitors to stop and revert to the

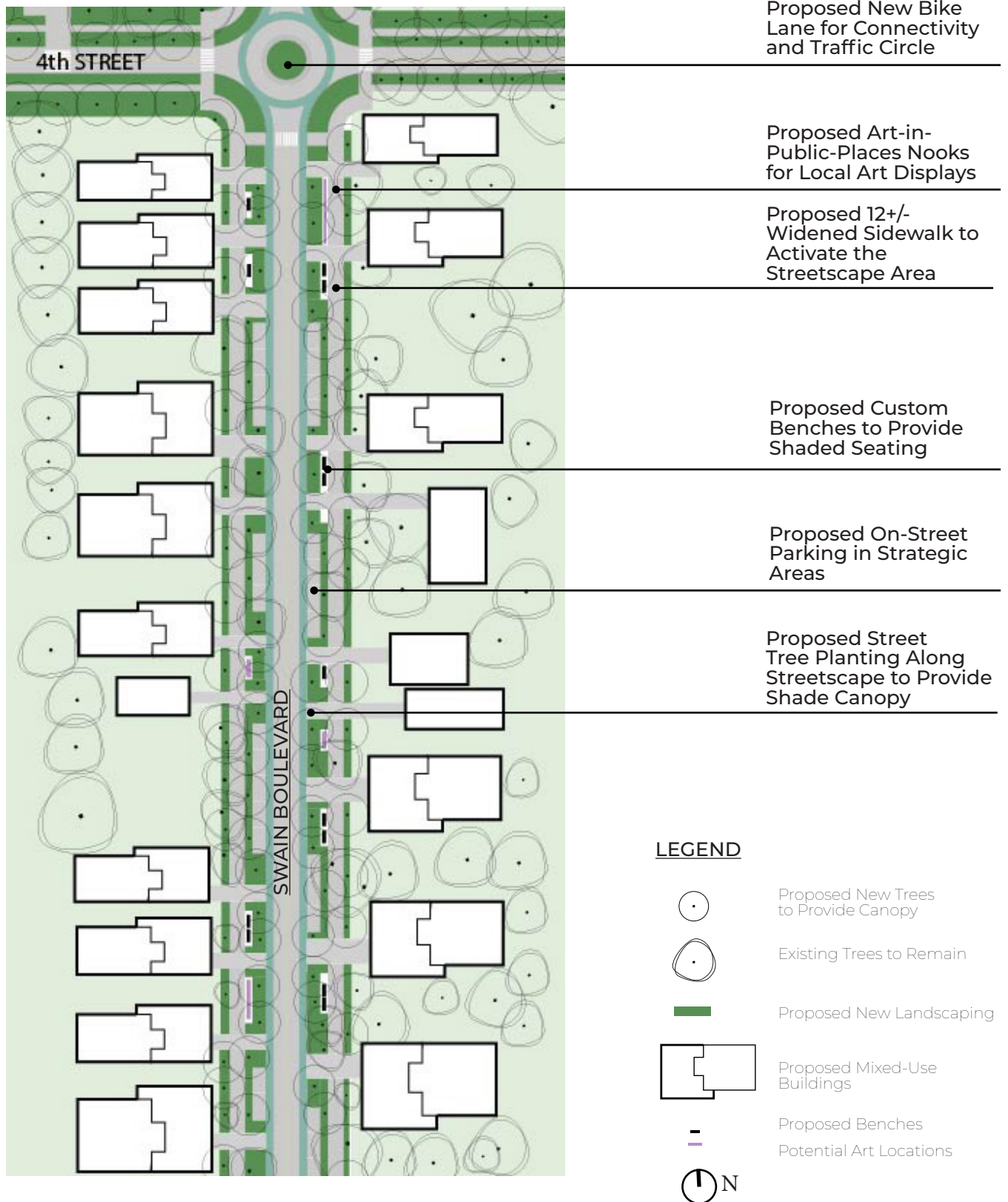


Left: Potential ideas for improving the Community Center property.

City narrative. The various attractions would draw people from all sides of the county to Greenacres. To further promote cultural exchange and understanding, implement cost-friendly initiatives, and build strong ties amongst community members, the City should collaborate with local schools—Heritage and Greenacres Elementary and High Schools—as well as residents and local and regional cultural organizations. Together, they could host educational programs and workshops highlighting cultural diversity’s importance.



Above: Conceptual plan diagram illustrating proposed park improvements to the Community Center Area and Ira Van Bullock Park area.



Above: Conceptual plan diagram of Swain Boulevard (typical) between 4th Street and Biscayne Bay Boulevard.

These initiatives will create opportunities for residents of all ages to engage in meaningful cultural exchanges, learn from one another, and build a more cohesive and inclusive community. As previously noted, many residents run small businesses out of their homes; this collaboration boosts the local economy and promotes cultures, education, and shared knowledge. A key aspect of a new plaza in the community center should be the integration of native planting and sustainability learning programs, particularly through the farmer's market.

The City can invite the University of Florida annually through the partnership between the University of Florida Institute of Agricultural Sciences (IFAS) and Palm Beach County Board of County Commissioners to demonstrate evidence and science-based education to help residents and the city with their native planting and sustainability learning endeavors. These programs would educate residents about the importance of native plants and sustainable agricultural practices, fostering a sense of environmental stewardship. By incorporating these elements into the farmers market, the community can enjoy fresh, locally grown produce while learning about sustainable living practices. Lastly, it opens young adults and high schoolers to career paths and university opportunities. Sustainable design practices should be at the forefront of the community center's development. Features such as rain gardens, permeable pavement, and native landscaping will be incorporated to enhance the site's resilience and environmental stewardship. These practices will contribute to the community center's sustainability and serve as a living laboratory for residents to learn about and witness the benefits of sustainable design. Implementing these practices brands the City of Greenacres as a destination as it has been known as a Tree City USA since 1992. Building on this work to promote the city economically and culturally is indispensable.

Funding

City of Greenacres Capital Projects Funds: A capital project to fund the community center and public park expansion could be proposed for a future fiscal year budget using a combination of sources including the general fund, grant dollars, impact fees, and bond proceeds.

Grants: There are several grants available to support public space and parks initiatives such as the following; Florida Recreation Development Assistance Program, Florida Department of Economic Development. This competitive, reimbursement grant program provides financial assistance for acquisition or development of land for public outdoor recreation. <https://floridadep.gov/lands/land-and-recreation-grants/content/florida-recreation-development-assistance-program>

City of Greenacres Capital Projects Funds: A capital project to fund the community center and public park expansion could be proposed for a future fiscal year budget using a combination of sources including the general fund, grant dollars, impact fees, and bond proceeds.

Levitt Foundation: Levitt Foundation offers grants, resources, and support to build and sustain signature Levitt music venues and to present the Levitt AMP series. <https://levitt.org/>

Public Private Partnership (P3): Explore the possibility of partnering with a private entity to develop an amphitheater in the community park.

Recommended Action Items

ACTION 4.1.1 Develop community center as a cohesive master planned area to serve as a new hub connected to Swain Boulevard with community benefit opportunities such as education and programming

ACTION 4.1.2 Underutilized baseball fields in Irva Van Bullock Park could be transformed into an amphitheater with landscaping and paving incorporated into the plan to allow for multiple uses such as a farmers market, regular events, festivals, recreation, and cultural performances specifically showcasing Hispanic and Haitian music, dance, food, and traditions to celebrate cultural diversity of Greenacres

ACTION 4.1.3 Collaborate with local schools (Heritage and Greenacres Elementary and High Schools), residents, and cultural organizations to host educational programs and workshops that promote cultural exchange and understanding.

ACTION 4.2.1 Integrate native planting and sustainability learning programs through farmers market in new plaza

ACTION 4.2.2 Integrate sustainable design practices such as rain gardens, permeable pavement, and native landscaping, to enhance stewardship and resilience.

/ Open Space - Case Studies

Pocket Parks: Gold Star Family Memorial Mini Park

The City of Miami implemented the pocket park that is designed as a playground area (for children 2-5 years old) with some open flexible space. The park incorporates beautiful mature trees for sun protection and comfort as well as benches, bicycle racks, park lighting, water fountain and security bollards. The site displays components of Art in Public Places display at the park's entry as well. The site commemorates Gold Star fallen heroes and their families. The site is located at 2300 SW 22 Terrace Miami, FL 33130 (corner of sw 22nd terrace and sw 23rd ave) in the Silver Bluff neighborhood of City of Miami, Florida.

Benefits for Swain Boulevard:

- Small vacant parcels along Swain could be developed to meet needs of local family's in the form of a walk-to small playground and park space. This would provide play elements and other park amenities that could contribute towards outdoor park recreation.
- The small playground pocket parks along Swain could provide additional events and Art integration.



Left: Google Earth streetview image of the Gold Star Family Memorial Mini Park.

Pocket Parks: Lake Park

In conjunction with improvements to the streetscape of Park Avenue, Lake Park built a pocket park off of Park Avenue, on a small parcel with no other clear use available today. The total cost was roughly \$193,000. Pocket parks are an affordable way to activate street fronts for the short term, waiting for redevelopment, or as a long term benefit to the community. They also provide the opportunity to provide heat and shade relief for pedestrians in the hot FLorida climate, making a longer walk significantly more tolerable.

Benefits for Swain Boulevard:

- The pocket park project could help to activate Swain Blvd that prioritizes pedestrian experience and comfort such as with adding shade structures in the form of shelters and pavilions.
- Small opportunities for respite can be integrated into the otherwise vacant lots that can help with providing people access to outdoor spaces that can promote respite as well as social spaces and be developed over time.



Above: Streetview photo of the town of Lake Park pocket park courtesy of Michael Trimble.

/ Open Space - Case Studies

Public Amphitheater: Canyon Amphitheater

Located in Canyon District Park in Boynton Beach, the Canyon Amphitheater is a small-sized community entertainment facility capable of hosting 500+ for a variety of Palm Beach County sponsored concerts and monthly events. It is located within the Canyon Town Center in suburban Boynton Beach. The Canyon Amphitheater is an example of a small sized amphitheater that is physically connected to a shopping center that creates a synergy between the food and beverage and retail stores and the events in the amphitheater.

Benefits for Swain Boulevard:

- The baseball/softball fields at the Community Center don't drive as many people as often to the Community Center compared to an actively programmed amphitheater.
- Crowds at events in an amphitheater will vary in age and demographics compared to baseball and softball events in a way that would benefit businesses on Swain Boulevard.
- An actively programmed amphitheater could bring in a consumer base from which businesses on Swain Boulevard could sustain themselves.



Above: Photographs of the Canyon Amphitheater, a small-sized public community entertainment facility in Palm Beach County during an event taken from <https://discover.pbcgov.org/parks/amphitheatres/Pages/Canyon.aspx>.

Pedestrian Plaza: Giralda Avenue

Located in downtown Coral Gables, Local collaborated in 2017 with Cooper Robertson and Partners to revitalize an outdoor pedestrian area as a living system that functions as networked green infrastructure providing flood protection and as a public amenity. The design preserves and responds to the existing stand of trees and maximized their capacity to absorb runoff from storm events, increasing resilience and infrastructural longevity of this commercial corridor. Local events are held such as the artisan market with local vendors and temporary art installations are regularly exhibited in creative ways drawing in visitors to the area as a point of interest. Additionally, the local Percent-for-Art initiative identified sites for public art, which included sculptures and interactive installations inspired from native landscapes as a part of the project.

Benefits for Swain Boulevard:

- Identifying a pedestrian plaza area within the larger community center area could provide a point of interest for locals and visitors to the area to visit during special events, weekly/monthly markets, and art exhibits.
- Developing a designated pedestrian-oriented experience in the Swain Boulevard area would provide an urban space that could be used in many ways based on community needs and interests over time. For example, when the plaza is not activated, it could serve other purposes. Having a public plaza would enhance the programmatic range and opportunities for the area.
- The plaza design could provide additional shade, seating, and storm water mitigation through resiliency.



Above: Photographs of Giralda Plaza top left artisan market day along the plaza (<https://coralgablesmagazine.com/farmers-market/>). Top right showing temporary art installation of umbrellas (photo courtesy of yelp).

Farmer's Market: West Palm Beach Green Market

Running for twenty-nine seasons, the West Palm Beach Green Market is a 3-time consecutive winner of the USA Today 10Best Readers' Choice poll for the #1 Best Farmers Market in America. After visiting public markets throughout Europe, former Mayor Nancy Graham envisioned a weekly greenmarket for downtown West Palm Beach. She imagined a gathering place not only for buying fresh produce from local farmers, but also as a destination to see friends and interact with neighbors. In 1995, the West Palm Beach Green Market, the first weekly public farmers market in all of Palm Beach County, opened in the parking lot of the Old City Hall, featuring 13 vendors. The market is now accessed from downtown West Palm Beach's waterfront and hosts 125+ vendors and organizations annually. The Market has become a community gathering spot. Patrons attend for the relaxed atmosphere, live music, incomparable coastal views from the Waterfront commons, and a place to meet with friends, family and dogs (City of West Palm Beach. <https://www.wpb.org/government/community-events/events/the-west-palm-beach-greenmarket/history-of-the-greenmarket>. Accessed May 2024).

Benefits for Swain Boulevard:

Similar to the amphitheater scenario, the baseball and softball fields at the Community Center don't draw as many visitors as a regularly scheduled farmer's market would. The demographic makeup and age range of attendees at amphitheater events differ from those at baseball and softball events, which could positively impact businesses on Swain Boulevard.

A farmers market not only increases access to fresh nutritious foods but also provides an opportunity for the local community to display their skills, engage socially, and promote healthier eating habits.

Such markets can revitalize downtown districts and be significant revenue-generators to main street programs.

Farmers markets offer significant promotional opportunities. Whether it's highlighting the unique products in Greenacres, spotlighting local business owners, or introducing people to the area, farmers markets serve as effective tools for publicity and for drawing crowds downtown.



Above: City of West Palm Beach farmer's market found at. <https://www.wpb.org/government/community-events/events/the-west-palm-beach-greenmarket/history-of-the-greenmarket>. Accessed May 2024.

Placemaking & Art in Public Places

Placemaking

Placemaking is a collaborative process that fosters community growth and vibrancy. It involves intentional efforts from city staff, council members, and the community. The vision for placemaking centers on Swain Boulevard and the City of Greenacres' Community Center. Swain Boulevard spans 4,388 feet from Lake Worth Avenue to 10th Avenue North. With a population of 43,795, the community's rich Hispanic and Caribbean culture is integral to this effort. By embracing Swain Boulevard's history and artistry, the city aims to foster a sense of togetherness, enhance residents' quality of life, and establish it as a prime tourist destination. Transforming Swain into a destination is key to changing Greenacres' perception as a passthrough community.

The community center serves as a hub for local entrepreneurs, artists, chefs, and musicians. Civic leaders and residents envision Swain Boulevard as a pedestrian and cyclist-friendly public space, maintaining efficient traffic flow and safety. Proposals include reducing the speed limit from 25 to 20 mph and redesigning parking to enhance safety. Swain Boulevard's mix of residential, commercial, and light industrial uses can create a vibrant live-work-play environment. The slow street design can allow restaurants to use wide sidewalks for dining, reflecting a shift in roadway use witnessed during the COVID-19 pandemic.

In 2022, the City Council passed an Art in Public Places Ordinance (No. 2022-16), allocating 1% of development construction value to fund public art. The City should develop a Public Art Master Plan to strategically place public art throughout the city, especially along Swain Boulevard. Initial ideas include adding art in the Community Center, the city-controlled right-of-way on Swain, and properties the City might acquire. This commitment to public art will enhance the aesthetic appeal and cultural vibrancy of Greenacres.

Art in Public Places

By developing a Public Art Master Plan, the City of Greenacres can start to transform Swain into a vibrant and inclusive public space that honors its cultural heritage, fosters community pride, and promotes social interaction and economic vitality. The recommendation section outlines next steps to bolster the next phase in creating a unique, culture-sensitive, economic-driving, and tourist-magnet along Swain.

We recommend the City to create a prescriptive Art and Public Places Master plan that will aid artists and decision-makers in envisioning installations and city beautification. Outline methods to incorporate art as a tool for traffic calming along Swain Avenue and citywide. Within the master plan, we encourage the City to identify the location for future art installations. For example, a welcoming art at the intersection of Swain Blvd and Lake Worth Rd and on Swain Blvd and 10th Avenue North. Create an annual or biannual art and public place festival at the amphitheater to draw local and international artists. It is highly recommended that this process be lead by dedicated staff to lead citywide art and public place endeavors.

Funding

In implementing a mixed-use code update to apply to development nodes in the identified strategic areas throughout the city, it creates additional opportunities for new developments to pay into the Art in Public Places fund. With additional contributions, the city can capitalize on placement of art and enhancement of community assets using this fund. There are also several grant opportunities available for placemaking initiatives including the following:

Community Placemaking Grants, Project for Public Spaces

<https://www.pps.org/community-placemaking-grants>

Our Town, National Endowment for the Arts

<https://www.arts.gov/grants/our-town>

/ Placemaking & Art in Public Places Case Study

The Broward Lighting Project

The project entailed installing light-based artwork within Huizenga Plaza to enhance the park's visual and interactive appeal. In alignment with Broward County's objectives, the aim was to create a memorable 'Sense of Place' for residents and visitors. The Broward Lighting Project, an initiative by Broward County's Public Art & Design Program, marks the 30th anniversary of commissioning public artworks. This project, featuring 'Emerald Laser Lawn' and 'Luminous Conjunctions' by Seattle-based artist Dan Corson, enhances Huizenga Plaza in Fort Lauderdale with dynamic lighting elements. Funded by the Broward County Cultural Division and the Downtown Development Authority, the installations utilize LED lamps, green diode lasers, stainless steel medallions, and motion sensors to create interactive, technology-driven art that enriches the park's environment.

Corson's installations reflect this historical and geographical context. Initially, he proposed marine lighting to create a glowing river effect, but due to the river's sediment and tannic acid content, this concept was impractical. He then developed installations that provided a striking visual impact both day and night, suitable for the vibrant urban setting of Huizenga Plaza.

Luminous Conjunctions enhances park security lighting, using trees as anchor points with motion sensors that trigger sequences of colored lights, creating an interactive experience. Emerald Laser Lawn projects green lasers to create magical wave effects on the grass, active from 7:30 PM to 1:00 AM. These installations not only provide aesthetic appeal but also engage visitors through interactivity. The LED systems, maintained by the Downtown Development Authority, ensure minimal operational costs. The Broward Lighting Project exemplifies how public art can transform urban spaces, contributing significantly to the cultural and aesthetic value of Fort Lauderdale.

Benefits for Swain Boulevard:

- Activating Swain Boulevard through planned events that connect people with their City through art could help to create more of a sense of place for the community.
- Artist projects could provide immersive experiences within the public spaces that provide learning opportunities for all ages, while showcasing local talent and cultural richness.



Source: https://publicartonline.org.uk/case-studies/lighting/broward_light/index.php.html

Recommended Action Items

ACTION 3.1.1 Forge partnerships with local businesses, non-profits, and government agencies to secure funding, resources, and ongoing support for programming

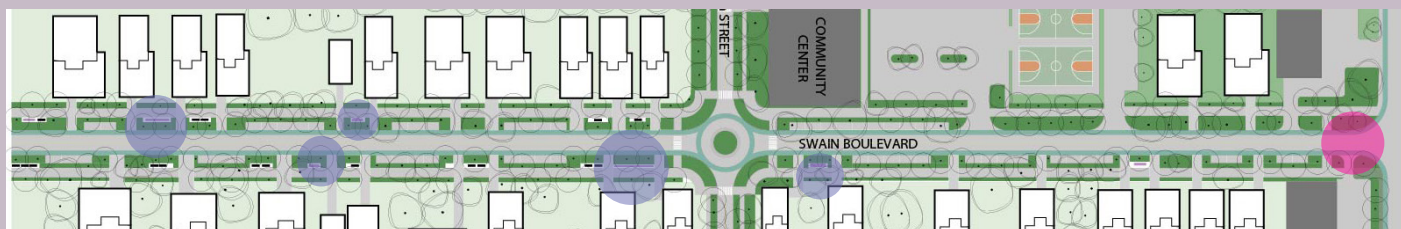
ACTION 3.1.2 Host art workshops and events where residents can participate in creating temporary or permanent art pieces for the boulevard.

ACTION 3.2.1 Partner with the Greenacres Historical Society to display historical photographs, markers, and displays to highlight the history and development of the Original Section and Swain Boulevard.

ACTION 3.2.2 Incorporate public art installations, including commissions from local and diverse artists, to create murals, sculptures, and other artworks along Swain Boulevard that reflect the rich heritage, cultural identity, and diversity of the community.

ACTION 3.2.3 Create gateway entrances at the northern and southern entrances of Swain Boulevard and to the Community Center (i.e. sense of arrival improvements including gates, arches, plantings, etc.)

Potential site locations within the city right of way (below) for art in public places temporary or permanent exhibition pieces to be integrated within the urban fabric over time. Note that larger installations, educational programming and local artist vendor days proposed to occur in the community plaza area. The existing Swain Blvd entrance can be redesigned to become decorative, emphasizing its historical value, and branded as a destination to welcome visitors to the corridor.



Art Activation Areas Along Swain

New Gateway Entrance Features Area

/ Final Conclusions

Identifying Swain Boulevard as a Vision for a New Downtown for the City of Greenacres opened up multiple opportunities and ideas to be broadened through the use of existing City-owned resources, planned and funded projects, as well as optimism for the transformation of this area for the future of the City. It is envisioned that improvements contained within this report will make Greenacres not only a “Good Place to Live” but a “Great Place For All.”

Amongst the many recommendations in this report, the ULI Leadership team recommends that these particular steps should be taken first, not necessarily in the order presented, and after the City has vetted their options and conducted their own research and outreach to affected stakeholders in the community.

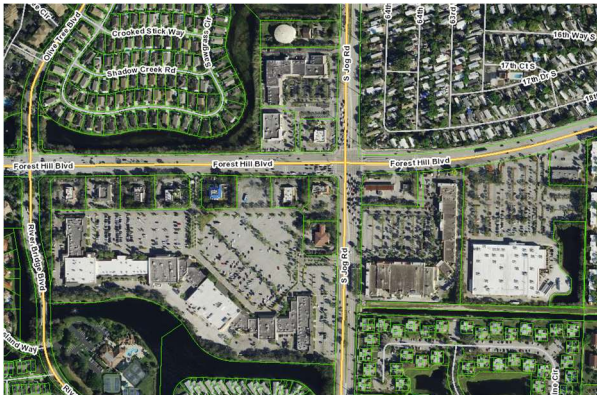
- Change the mixed-use and RL-3 zoning regulations along and surrounding Swain Boulevard to allow for viable, low-scale mixed-use, commercial and multifamily development.
- Acquire strategic properties along Swain Boulevard to jump start the establishment of commercial food and beverage and retail uses.
- Implement streetscape improvements along Swain.
- Improve the Community Center with a combination of more frequent and targeted community events and physical improvements to create a sense place and community that could serve as an anchor and activity node for one end of Swain Boulevard.

Appendix A

Although the ULI Leadership Team focused on Swain Boulevard as the City's primary target for creating an active downtown, there are several large shopping centers throughout the City that could potentially be redeveloped into a large-scale, mixed-use projects, any one of which could serve as a de-facto downtown for the City if the opportunity arose for such redevelopment. While the timing of such an opportunity is for the most part out of the hands of the City, the City can proactively set the regulatory environment up to allow and even encourage mixed-use development.

There are several intersections and corridors throughout the City of Greenacres that are zoned as either Commercial Intensive (CI) or Commercial General (CG). In these locations there are primarily existing strip malls and shopping plazas. These locations are within Primary Activity Centers and were identified in as potential sites for redevelopment in the 2019 Vision & Strategic Action Plan:

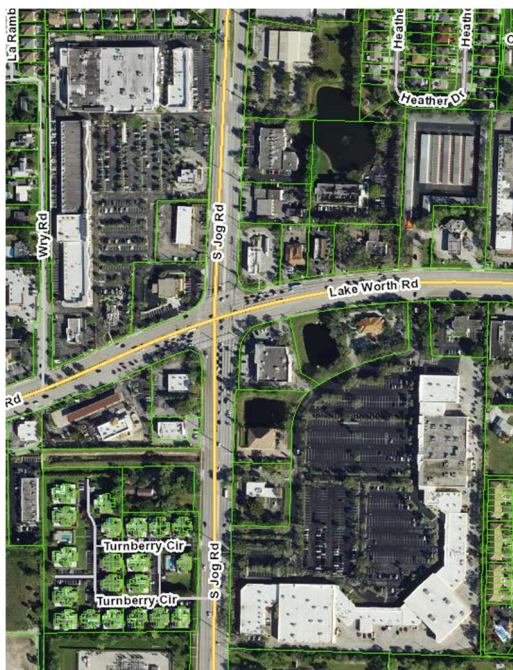
- Jog Road and Forest Hill Boulevard



- Jog Road and 10th Avenue



- Jog Road and Lake Worth Road



- Military Trail and Lake Worth Road



Per the Future Land Use Element of the City’s Comprehensive Plan, Objective 8: *Future growth and development will be managed through the preparation, adoption, implementation and enforcement of land development regulations. Policy i) The City shall explore the creation of a mixed use zoning district combining retail commercial space and high density residential for use at Primary Activity Spheres and along the Lake Worth Road Corridor.*

We recommend that the City create a “Mixed-Use Node” zoning district and corresponding Future Land Use category which can be applied to the existing commercial shopping centers that currently occupy the strategic corners at the busy intersections in the City. The current CG and CI zoning districts are only

serving to perpetuate the existing condition of single-story, mono-use commercial buildings that are auto-centric. Without a zoning framework in place that could afford greater intensity and a mix of uses, owners of these commercial shopping centers have no incentive to make substantial upgrades to their properties. Key aspects of a Mixed-Use Node zoning district should include:

- Allowing residential and office uses in addition to a full complement of retail and commercial uses.
- Height up to at least 75 feet. The current height limit of 35 feet doesn't incentivize any meaningful mixed-use development on such large parcels. A height of 75 feet allows ground floor retail uses and up to six floors of residential or office uses on top to support the retail uses. If a height of 75 feet (or greater) is a concern, the regulations could be crafted such that portions of buildings that reach the tallest heights are further setback from property lines shared with adjoining low-rise residential development.
- Allowing a Floor Area Ratio (FAR) of at least 3.0. The current FAR of 0.35 in the CG and CI districts means that only 35% of a property could be developed with a one-story building or 17.5% of a property could be redeveloped with a two-story building. This low FAR precludes any kind of reasonable intensity.
- Allowing a density of at least 30 units per acre. Density of this magnitude is necessary in order to achieve a meaningful residential component of a mixed use development that will support the non-residential uses on the property. Bonus density should be allowed for workforce or affordable housing units.
- Parking regulations should be geared towards encouraging a mix of uses, meaning parking should be reduced to reflect that when there are a mix of uses utilizing the same parking lot or parking garage, not every land use demands that they have one space "reserved" for that land use throughout the day. Different land uses have different peak demands at different times of the day and on different days of the week.

As an example, below are examples of acreage for several existing shopping plazas in the identified Strategic Areas that could be redeveloped using mixed use zoning districts:

Jog Road and Forest Hill Boulevard

Southwest Corner: Approximately 29 Acres

Southeast Corner: Approximately 10 Acres

Northwest Corner: Approximately 6 Acres

Jog Road and Lake Worth Road

Southeast Corner: Approximately 30 Acres

Northwest Corner: Approximately 15 Acres

Military Trail and Lake Worth Road

Northwest Corner: Approximately 13.5 Acres

Southwest Corner: Approximately 8 Acres

Jog Road and 10th Avenue (Listed as a Secondary Activity Center)

Northeast Corner: Approximately 9 Acres

Southeast Corner: Approximately 7 Acres

Zoning Code Examples

Serving as an example for the City of Greenacres, below are several South Florida mixed use zoning codes for municipalities that are similar in nature but where mixed use projects have recently been built.

City of Lake Worth Beach

https://library.municode.com/FL/Lake_Worth_Beach/codes/Code_of_Ordinances?nodeId=PTIICOOR_CH23LADERE_ART3ZODI_DIV3MIUSDI&showChanges=true

The City of Lake Worth Beach has seen some mixed use projects built within the last few years. Their city code has seven different mixed use zoning categories, each of which is tailored to a different part of the city. Allowable heights range from 30 feet to 65 feet. Maximum density ranges from 20 units per acre to 40 units per acre. The maximum FAR ranges from 1.5 to 2.6 (up to 3.6 with sustainable bonuses). The Mid is an example of a recently completed mixed use project that could be translatable to Greenacres. The Mid is situated on 5.6 acres so it is actually smaller than many of the commercial shopping center parcels at the major intersections in Greenacres. The Mid has 141 residential units and the buildings that face Federal Highway have live/work spaces on the ground floor, which creates an inviting pedestrian atmosphere.

Lake Worth Beach also reduces parking by 25% for mixed use developments and doesn't require additional parking when an existing building is remodeled and doesn't increase the floor area even if the use of the building changes. The City also has a parking fee-in-lieu of \$15,000 per required parking space, which developers can use in certain parts of the City. The fee collected by the City must be used towards projects identified and approved by the City Commission, typically to build public parking or improve mobility.

The Mid



Doral

https://library.municode.com/fl/doral/codes/code_of_ordinances?nodeId=SPBLADECO_CH68LAUSZODI_ARTVMIUSDI

The City of Doral has seen a lot of successful mixed use projects built over the past 15 years. The City's zoning code has three different mixed use zoning districts, tailored to different sizes of assembled properties and their location. The Community Mixed Use District is for properties at least 10 acres. Density is 19 units per acre, which may be increased to 25 units per acre for projects that exceed certain minimum standards and a bonus of up to 30% of the total units may be granted if at least two-thirds of the bonus units are provided as workforce housing. The FAR is 0.5 for the first floor and 0.25 for each additional floor, not including structured parking. The maximum height is eight stories. A project in the Community Mixed Use District must include at least two "community benefits," which are things such as a half-acre park or community garden, LEED Gold certification, a transit shelter, a public plaza or 20% of the total units being workforce housing.

The Downtown Mixed Use District also has a minimum size of 10 acres but the development intensity is a little more permissive than the Community Mixed Use District. The density is 25 units per acre, which may be increased to 35 units per acre for projects that exceed certain minimum standards. The maximum FAR is the same and the height (eight stories) is the same.

The Traditional Neighborhood Development District is for larger assemblies of land, a minimum of 40 acres. Density and FAR is negotiable at the time an application is made by a developer.

Lake Park

https://library.municode.com/fl/lake_park/codes/code_of_ordinances?nodeId=SPBLADERE_CH78ZO_ARTIIIDIRE_S78-70PAAVDODIPA

The Town of Lake Park has a somewhat similarly situated "downtown" as to what Swain Boulevard could be. The Lake Park downtown is centered on Park Avenue between 10th Street and 7th Street, only three blocks. Lake Park is different from Greenacres in that the downtown section of Lake Park has more commercial buildings than residential buildings whereas on Swain Boulevard the predominant building type is the single-family home. Lake Park has a zoning district, the Park Avenue Downtown District (PADD) that is tailored for the properties along the three block stretch of downtown Lake Park. The PADD

zoning district allows townhomes, live-work units, office uses and a variety of commercial uses. The core sub-district of the PADD district allows a height of 12 stories, which would be out of character with Swain Boulevard. But the outer sub-district, which is about half of the downtown along Park Avenue, caps the maximum height at four stories and allows a generous lot coverage of 90 percent. Small setbacks also enhance the buildable area, with a 15-foot front setback and zero setbacks for side and rear yards. The maximum density is 48 units per acre.



City of North Miami Beach

<https://www.citynmb.com/AgendaCenter/ViewFile/Item/399?fileID=14294>

The City of North Miami Beach has identified specific areas within their city to allow for mixed use developments that was adopted in 2015. Included within the zoning regulations are building design requirements that provide standards for various components including orientation of the entrance, fenestration, and architectural treatments. There are other requirements outlined including open space, parking, and landscaping. Incentives are also available including tax increment rebates and increases in the building height or density so long as the project aligns with the neighborhood master plan and the City's Strategic Plan.

Specific regulations for various areas are adopted for specific locations that are rezoned as a mixed use district. For example, one area along NE 167th Street and International Boulevard proposed a height limitation of six stores with varied densities based on location within the district ranging from 40 dwelling units per acre to 125 dwelling units per acre. Specific standards and assessments

are also included in these specific regulations such as a Public Art Assessment and Fund.

City of Coral Springs

https://library.municode.com/fl/coral_springs/codes/land_development_code?nodeId=CH25ZOOR_ARTXVIIDOMIEZODI

Adopted in 2017, the City of Coral Springs has created a Downtown Mixed Use (DT-MU) Zoning District that combines three different subdistricts into one section of their code. This approach is more streamlined in the ability for external users to understand what is required for proposed developments within this area of the city. There are levels of intensity for different types of development (Downtown Edge - low, Downtown General - medium, Downtown Core - high) outlined within the zoning code to describe what is permitted through the use of tables and diagrams. Additionally, there are general design standards that have been expanded on through clear criteria as well as through pictorial diagrams. Through the use of diagrams as well as simplifying the information, these regulations appear to be effective in their presentation.

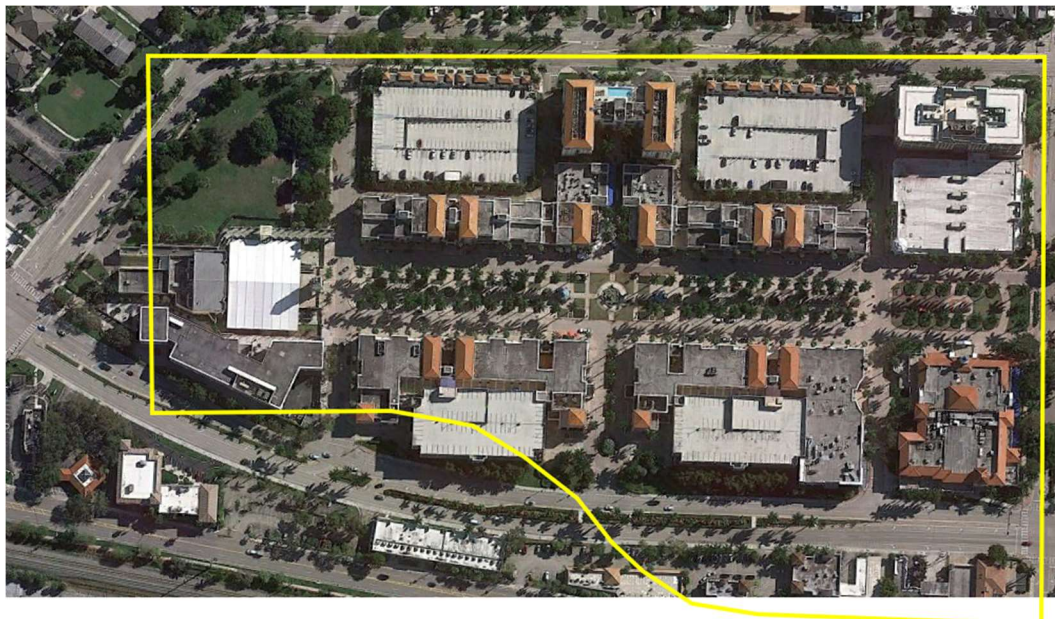
Height is limited to four stories with the potential to include additional stories when setback from the parcel line. Density is not explicit within this section of their zoning regulations but does state that the Downtown Core will have the most intense uses with the highest densities. An applicant may also apply for a parking reduction as a mixed-use development.

Sense of Place Examples

In order to better understand how these types of regulations could potentially fit into potential mixed use development sites in the City of Greenacres, several examples located in South Florida are highlighted below to provide a comparison of what potentially could be developed.

Mizner Park

Mizner Park is situated on approximately 28 acres of what used to be a shopping mall with surface parking and outparcels. A partnership between a private developer and the City's Community Redevelopment Association led to the creation of Mizner Park - a mixed use project that has spurred hundreds of millions of other investments in downtown Boca Raton and created a community gathering place with the project's design of wide sidewalks, covered arcades, a central plaza and an amphitheater. Through vertically mixed use buildings, tight urban development parameters and structured parking, Mizner Park has approximately 100,000 square feet of retail and restaurants, 260,000 square feet of office space and 272 residential units. By way of example, the size of Mizner Park is actually slightly smaller (by two acres) than the size of the Riverbridge shopping center (inclusive of all the outparcels). The image below is of Mizner Park with the property line of Riverbridge imposed on top in a yellow line. This image illustrates that some of the larger commercial properties in Greenacres have the size to potentially become a place similar in character to Mizner Park.



Canyon Town Center in Boynton Beach

The Canyon Town Center project is an example of a more suburban scaled commercial development that incorporates a mix of commercial uses but does not include residential uses. The total size is approximately 27 acres and it contains 35,000 square feet of office space, 85,000 square feet of retail (including a Publix) and a 10,000 square foot daycare. The project includes an amphitheater that Palm Beach County operates. The project has a “main street” feel in a portion of the project while also having suburban style outparcels and an anchor grocery store. This kind of project illustrates that even without vertically mixed use buildings, a commercial development could achieve a sense of place with a community anchor event space.



Plantation Walk

In Plantation, a mixed use development called Plantation Walk sits on a 27 acre site. This project includes 13,000 square feet of retail space, 160,000 square feet of office space, 1,000 residential units, a hotel with 262 rooms, surface parking, on-street parking, and a parking garage. This project incorporates multiple layers to create a pedestrian experience within the inner core including multiple restaurants with outdoor seating, varied orientations and heights of buildings to provide an enhanced pedestrian scale, and a central plaza space with regularly scheduled entertainment.



FAT Village

In Fort Lauderdale a mixed use development is currently under construction on a parcel that is 5.6 acres named FAT Village. FAT Village (FAT standing for Food, Art, and Technology) was a former enclave of small warehouse buildings that is in the process of being replaced by this new development that is intended to continue to cater to the Food, Art, and Technology for which it is named. This project will include 600 residential units, 73,000 square feet of retail, 176,000 square feet of office space, and 1,100 parking spaces that will incorporate an outward and inward facing experience for visitors creating an inner mainstreet to serve as an art-centric district.



Planners Guide to Mixed Use:

https://www.mapc.org/wp-content/uploads/2017/11/Mixed_Use_Planners_Toolkit.pdf

