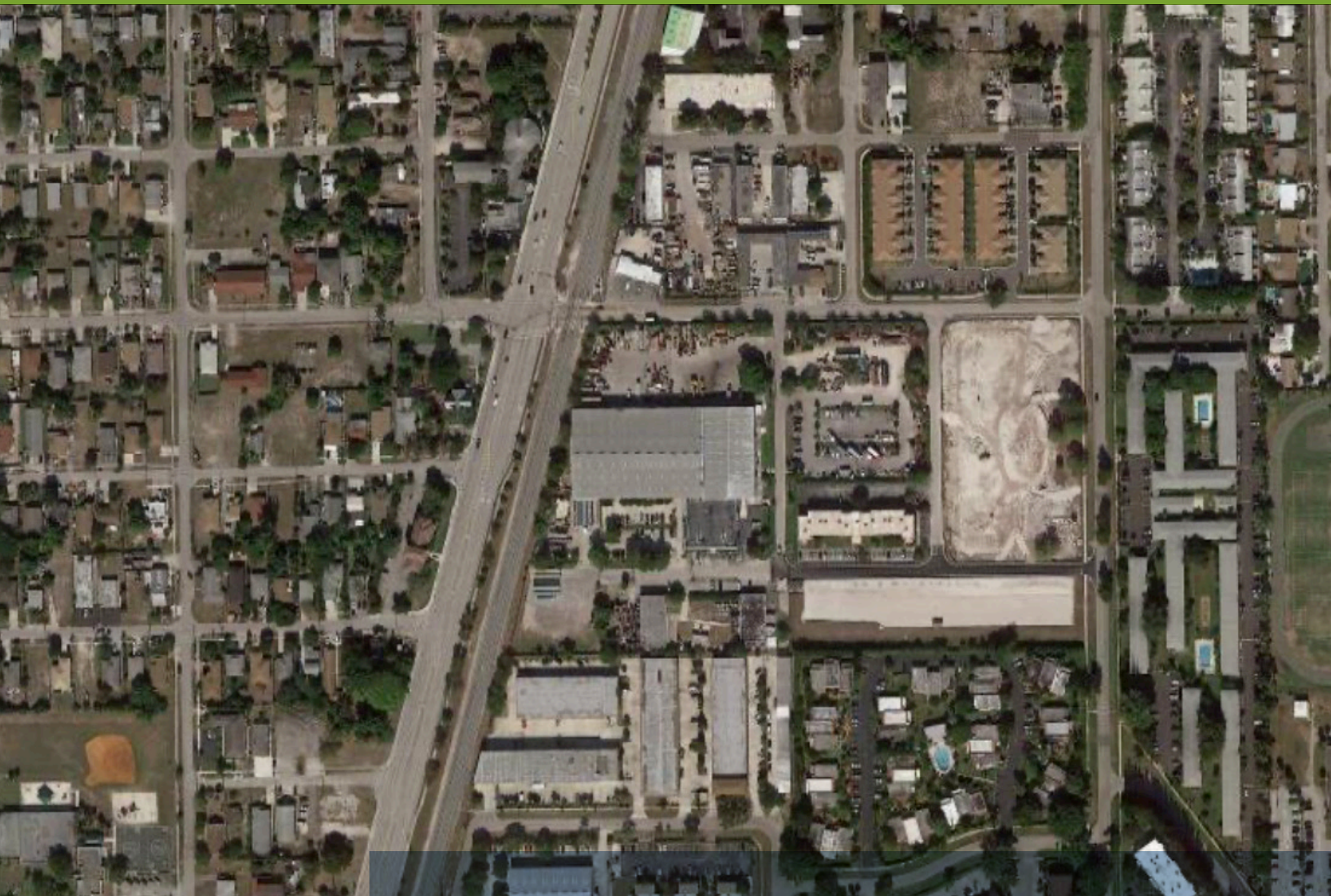




Southeast Florida/
Caribbean

DEVELOPMENT POTENTIAL

at a Future Deerfield Beach Commuter Rail Station



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City of Deerfield Beach, Florida

ON THE COVER: Aerial of the 400 block of
Dixie Highway (Google)



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About the Urban Land Institute

The Urban Land Institute is a global, member-driven organization comprising more than 45,000 real estate and urban development professionals dedicated to advancing the Institute's mission of shaping the future of the built environment for transformative impact in communities worldwide. ULI's interdisciplinary membership represents all aspects of the industry, including developers, property owners, investors, architects, urban planners, public officials, real estate brokers, appraisers, attorneys, engineers, financiers, and academics. Established in 1936, the Institute has a presence in the Americas, Europe, and Asia Pacific region, with members in 81 countries. ULI's extraordinary impact on land use decision-making is based on its members' sharing expertise on a variety of factors affecting the built environment, including urbanization, demographic and population changes, new economic drivers, technology advancements, and environmental concerns. Peer-to-peer learning is achieved through the knowledge shared by members at thousands of convenings each year that reinforce ULI's position as a global authority on land use and real estate. Drawing on its members' work, the Institute recognizes and shares best practices in urban design and development for the benefit of communities around the globe.

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

About ULI Southeast Florida/Caribbean

For more than 25 years, ULI Southeast Florida/Caribbean District Council has served as a powerful voice for best practices and the latest trends in real estate in the region. With 1,000+ members living and working in Florida's seven southernmost coastal counties (from Indian River through Monroe) and throughout the Caribbean Islands, ULI brings together leaders from across the fields of real estate and land use policy to exchange best practices and serve community needs. ULI shares knowledge through education, applied research, publishing, electronic media, events, and programs.

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ULI Advisory Services: National and Global Programs

Since 1947, the ULI Advisory Services program has assembled well over 700 ULI-member teams to help sponsors find creative, practical solutions for complex land use challenges. A wide variety of public, private, and nonprofit organizations have contracted for ULI's advisory services. National and international panelists are specifically recruited to form a panel of independent and objective volunteer ULI member experts with the skills needed to address the identified land use challenge. The program is designed to help break through obstacles, jump-start conversations, and solve tough challenges that need an outside, independent perspective. Three- and five-day engagements are offered to ensure thorough consideration of relevant topics.

An additional national offering is the project analysis session (PAS) offered at ULI's Fall and Spring Meetings, through which specific land use challenges are evaluated by a panel of volunteer experts selected from ULI's membership. This is a conversational format that lends itself to an open exchange of ideas among diverse industry practitioners with distinct points of view. From the streamlined two-hour session to the "deeper dive" eight-hour session, this intimate conversational format encourages creative thinking and problem solving.

Learn more at americas.uli.org/programs/advisory-services.

Technical Assistance Program (TAP)

Urban Land Institute harnesses its members' technical expertise to help communities solve complex land use, development, and redevelopment challenges. In 2004, the ULI Southeast Florida/Caribbean District Council began providing these services locally through Technical Assistance Panels (TAPs) to address specific development/real estate issues in areas such as housing, parking, redevelopment, future land use, Transit-Oriented Development (TOD), and similar topics.

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

Learn more at seflorida.uli.org.

Distinct from Advisory Services panels, TAPs leverage local expertise through a half-day to two-day process.

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Acknowledgments

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A view of SE 4th Street to the east from the northeastern corner of the study site.

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A view of SE 4th Street looking west from the northwestern corner of the study site. The rail line and Dixie Highway are in the mid-ground.

EXECUTIVE SUMMARY

For decades, Southeast Florida has longed for commuter rail service along the Florida East Coast Railway. Recent progress by the Florida Department of Transportation (FDOT) has led to the selection of the city of Deerfield Beach (the city) as the location of a station for this future commuter rail line. In response, the city's elected leadership and professional staff have been working to further refine the location and placement of the site within city boundaries.

Initial FDOT studies placed the Deerfield Beach station at the southeast corner of the rail line's intersection with Hillsboro Boulevard. Further study by the city's professional staff has identified several barriers to development at that site and instead are recommending a nine-acre site further south, at the southeast corner of the intersection of the rail line with SE 4th Street. To best understand the development potential at the site, its potential as a transit-oriented development (TOD), and the potential benefits such a development would deliver to the city, the city turned to the Urban Land Institute Southeast Florida/Caribbean District Council (ULI) for guidance.

The study site, an L-shaped parcel bordered by the rail line and Dixie Highway to the west and SE 4th Street to the north, is privately-owned and home to light industrial uses. The landowner is interested in working with the city, is interested in redeveloping the property, and is open to the prospect of creating a TOD at the site.

The site is located within the Pioneer Grove Local Activity Center (LAC), a 2017 rezoned section of Deerfield Beach organized to "culturally and economically revive the old heart of downtown" (Deerfield-Beach.com). The LAC provides specific guidance on such development factors as building height, density, parking ratios, and more.

Development at the study site, and particularly transit-oriented development, will require the city to flex its LAC standards for the site if it wishes to make the most of TOD density and support the development of a mix of uses that

would benefit city residents, employees, and visitors to Deerfield Beach.

Mobility. Successful TOD benefits from the walkability of the development and surrounding area as well as good connections to neighboring assets. The study site is located in the center of a range of civic and educational assets, each found within an easy half-mile walk of the location. Bus service currently serves the western edge of the site via Dixie Highway, and all other mobility to/from the area relies heavily on the availability of a personal vehicle.

Density and Intensity. To support TOD at the site, the allowable density will need to increase from the presumed density of 18 units per acre to a density more supportive of TOD at 75 units or more per acre. (National averages place TOD densities between 75-125 units per acre.) To achieve this sort of density at the study site, the allowable height of the buildings contemplated would need to increase from the 45-foot limit, past the 65-foot limit for developments with Design Standards enhancements, and allow for up to 12 stories (120 feet) in certain sections closest to the rail line.

Development Approach. Given that the station development is still years (5-7 years) away and is not yet a certainty, the landowner and developer will need to develop the site in phases to provide for the addition of the station, parking, and additional access points in the future. By developing a majority of the site early (Phase One, 7.75 acres), the developer will be able to realize a majority of the benefits of the development and reduce the risk associated



The study site, outlined in red, sits in the center of existing and significant transportation infrastructure.

with holding a certain portion of the land (1.25 acres) for the station development (Phase Two). Phase One would include both market-rate and affordable housing, a limited amount of commercial space, and garage parking. Phase Two will focus more heavily on the development of a transit station at the site and center activity to the north/northwest, delivering a public garage, bus and transit hub, and an additional mix of residential and commercial spaces above and around the public parking structure.

Potential Programming. The TOD potential of the site, made possible through careful phasing of development, can result in an exciting mix of uses for Deerfield Beach. The development has the potential to bring 750 or more new residential rental units to the market, including both market-rate and affordable units. Commercial space would likewise be a factor in the development, with roughly 5,000 square feet included in Phase One to serve the residents in the first phase of development and another 15,000 square feet delivered as a part of Phase Two, featuring

additional services for transit riders and commuters. With the expansion of density and height limits at the site, development would be concentrated along the rail lines, with the more intense building heights west and lowering in intensity moving east.

Market Analysis. The Deerfield Beach residential and commercial markets are strong. With low vacancy rates, it is clear that there is an opportunity to deliver additional residential units and commercial space in the city. By providing both market-rate and affordable rental units, the TOD will help meet the housing needs of the city's current and future residents.

Parking. Although the site will be designed and centered around public transit, there are still parking issues to consider. FDOT has stated that a 500-space garage should be incorporated into the development to meet the needs of commuters using the rail line. Similarly, the city's parking ratios for residential and commercial development will necessitate additional structured parking on site. That said,



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Deerfield Beach planning professionals orient the panelists around the site and the city's land use regulations.

if it were to leverage the transit nature of the site, the city could and should relax its parking requirements to allow for residents using transit and therefore relying less on personal automobiles.

Infrastructure. The site is currently home to a mix of light industrial uses. In order to facilitate the development of the more dense residential program common in TODs, the utilities serving the site – water, sewer, electric, and more – will need to be expanded. Similarly, the street infrastructure surrounding the site, particularly SE 4th Street, will benefit from an expansion and enhancement to better accommodate the increased traffic of the new development and the mobility needs of a transit station.

Public Policy Considerations. The benefits to the city for this type of development are considerable. From enhanced mobility and residential options for residents, to job creation, to an increase in the city's tax base, Deerfield Beach and its residents will benefit from the relaxation of restrictions to facilitate TOD at the site. There are also

opportunities for education and internships via partnerships with the transit agency.

All development comes with a certain degree of risk. In this instance, the developer's risk is compounded by the uncertainty of the eventual rail station and the delivery of TOD in an unproven market. To help mitigate this risk, the city is encouraged to take a number of steps to help incentivize TOD at the site and help the developer capture the development's benefits at the outset, thereby reducing their reliance on the station development given its uncertain future.

Although the city does not own the land under consideration for the station, it does have a very active role to play, working with the developer to begin to envision the type of TOD development that can deliver the maximum benefits to the community, the developer, and the city. Through thoughtful planning today and a carefully-drafted development agreement between the city and the landowner/developer, Deerfield Beach can look forward to a day when its TOD is a shining example of transit-oriented development for Floridian communities and beyond.

INTRODUCTION AND BACKGROUND

In August 2021, the Florida Department of Transportation (FDOT) identified the City of Deerfield Beach as the probable location for a station along the contemplated, but yet unbuilt, Broward Commuter Rail line. The addition of such a station to Deerfield Beach is of great interest to city leadership, and, in response, elected leaders and city professional staff have studied potential sites for the station, refining their selection and subsequent recommendation to the 400 block of Dixie Highway. The city is in active conversation with the owner of a nine-acre parcel on the eastern side of the rail line, and these conversations have allowed all parties to better understand the landowner's goals for this particular site and the city's goals to deliver a commuter rail station to Deerfield Beach.

Panel's Challenge

1. Identify what is needed to make a transit-oriented development (TOD) and rail station successful here, including potential uses, development density, parking strategies, etc.
2. Provide conceptual site design recommendations and high-level project financials.
3. Outline the benefits that TOD at this site would provide the City.
4. Identify the best ways the city can support a station at this privately-owned location. What incentives could be utilized or outside funding leveraged to attract further development to and around the site?

The study site, nine acres bound by SE 4th Street to the north, SE 1st Terrace and SE 1st Way to the east, SE 5th Court to the south, and the rail line and Dixie Highway to the west, is privately owned and currently houses light industrial and construction operations.

Given the private nature of the land ownership and the city's interest in a potential development partnership to prepare the site for future rail station development, city leadership turned to ULI for expert insights and advice. By turning to ULI, and leveraging ULI's Technical Assistance Panel (TAP) program, the city was able to tap into the expertise of the

private market. The TAP panel, comprised of ULI members with expertise relevant to the development challenge at hand, provided the city with development, design, engineering, research, legal, and public-private partnerships insights with which the city can support potential paths toward development and a future commuter rail station at the site.

Given the nature of the contemplated development – some form of private enterprise positioned next to a transit line – the city is particularly interested in the potential for transit-oriented development in partnership with the current

landowner, seeking a development path that maximizes the benefits provided by an on-site commuter rail station, the proximity to existing transportation infrastructure, the existence and influence of surrounding civic assets, and the potential for bringing additional housing and commercial opportunities to Deerfield Beach.

By definition, transit-oriented development clusters housing, jobs, services, and amenities around transportation hubs to increase the number of residents and workers who have access to transit. TODs are generally designed to be compact, mixed-use, and pedestrian-friendly.



The site, noted in red, benefits from the proximity to the Dixie Highway and SE 4th Street intersection. A new passive city park is adjacent to the eastern boundary of the study site and new residential units (townhomes) are planned for the site to the south.



Panelists toured the study site with city staff and the landowner.



The Brightline rail line currently runs along the western edge of the study site.

Transit-Oriented Development Primer

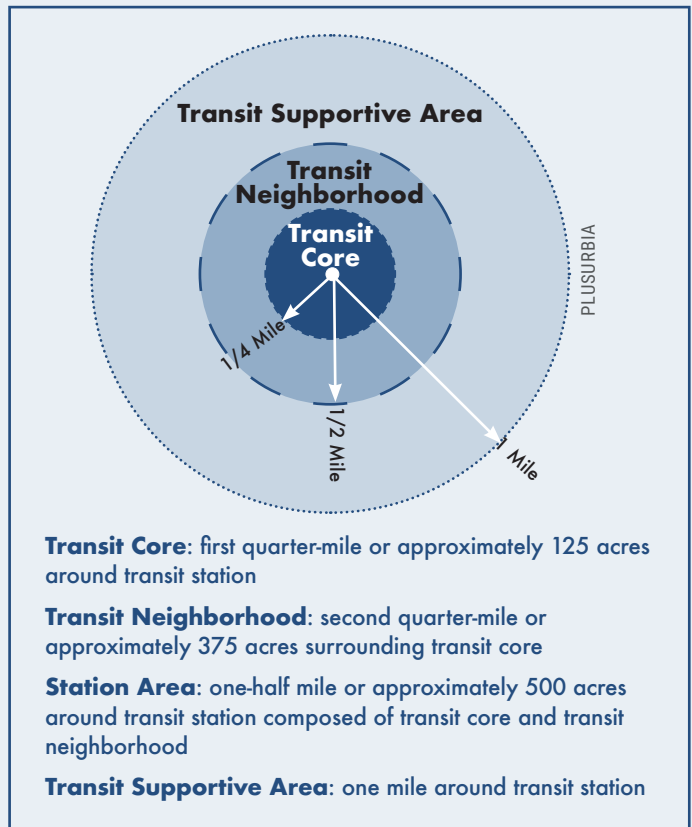
Transit-oriented development takes a very intentional approach to centering access to public transportation.

Goals for Transit-Oriented Development. TOD is designed to broaden the reach of transit and expand multimodal choices for riders, residents, employees, and visitors. Access to the station should be intuitive, safe, efficient, universally accessible, and fun. TOD also requires and benefits from the thoughtful coordination of infrastructure investments in station areas with local jurisdictions.

Transit-Adjacent Development. Oftentimes, cities will feature denser development that is built adjacent to public transit, but features uses that have no complementary relationship to transit. These developments often fail to provide enough services and amenities to support walkability in and around the station, and pedestrian access is frequently limited or poor, all of which impacts ridership. Transit-adjacent developments also often feature developments of a lower density, have street patterns more typical of suburban neighborhoods, and have auto-focused land uses with an abundance of surface parking.

Transit-Oriented Development. In contrast, true TOD features denser development patterns that are designed to complement transit and meet the varied needs of residents. There is more often than not a mix of land uses providing a broader range of services and amenities than transit-adjacent developments. TOD is ultimately walkable and is built upon a pedestrian-friendly design.

Benefits of Transit-Oriented Development. TOD can provide a range of benefits to the community and transit riders. TOD creates opportunities for diverse housing options across a range of prices, often supporting affordable and workforce housing access as well as featuring market-rate and even luxury housing options. TODs support economic growth by providing additional commercial opportunities around the station, promoting private sector investment in existing urban areas, and catalyzing investment and neighborhood revitalization.



These transit-centric developments increase access to jobs and economic opportunities for residents living nearby. TODs often lead to higher residential and commercial property values, bolstering tax bases and supporting household wealth generation. Finally, TODs generally improve a community's livability by reducing commute times for residents and reducing combined housing and transportation costs for households.



What TODs Need to Succeed:

Continuous Infill Pattern
extending at least a half-mile from transit stations that is safe, pedestrian-friendly and reduces auto-dependency.

Higher Density benefits ridership and local economies, especially when it averages 75 du/acre, yielding up to 40,000 units in the half-mile surrounding transit stations, and includes housing for all walks of life.

Increased Mix of Uses
supports vibrant communities near transit stations. The greatest market flexibility occurs when few uses are prohibited rather than traditional segregation of uses.

Limited or No Required Parking
stimulates business investment, generates local revenue, and encourages people to use transit. Parking requirements may be eliminated for the best TOD market response.

Image Source: Dan Harmon & Associates

DON HARMON & ASSOCIATES



MARK MILLER, FLIKR



LA CITTA VITA, FLIKR



ODD ROAR AALBORG, FLIKR



CURRENT PLANS AND CONSIDERATIONS

The city has made excellent progress in the Pioneer Grove neighborhood surrounding the site. From the Design Standards adopted in 2017 to more recent streetscape improvement plans, the city’s thoughtful approach to land use planning and economic development is apparent. As it relates to the context at and around the TAP study site, the panel reviewed the city and FDOT’s plans, considered the current zoning regulations and design standards, and interviewed Deerfield Beach leadership. With this context, the panel began to identify the infrastructure needs of new development at the site.

Site Walkability

Key to the success of transit-oriented development is the walkability of the site and surrounding area. Successful and walkable TODs often feature a typical walking distance to a station of 0.25-0.50 miles (the distance an average person will walk comfortably without considering additional transportation assistance). This study site is bordered by Dixie Highway on the west and centered between two of the city’s primary east-wide corridors, Hillsboro Boulevard and 10th Street. Within that grid, the study site provides a good, central location for the surrounding neighborhoods and has the potential to serve a wide range of pedestrians and bicyclists in the immediate area as well as the broader Deerfield Beach community.

Land Use and Zoning

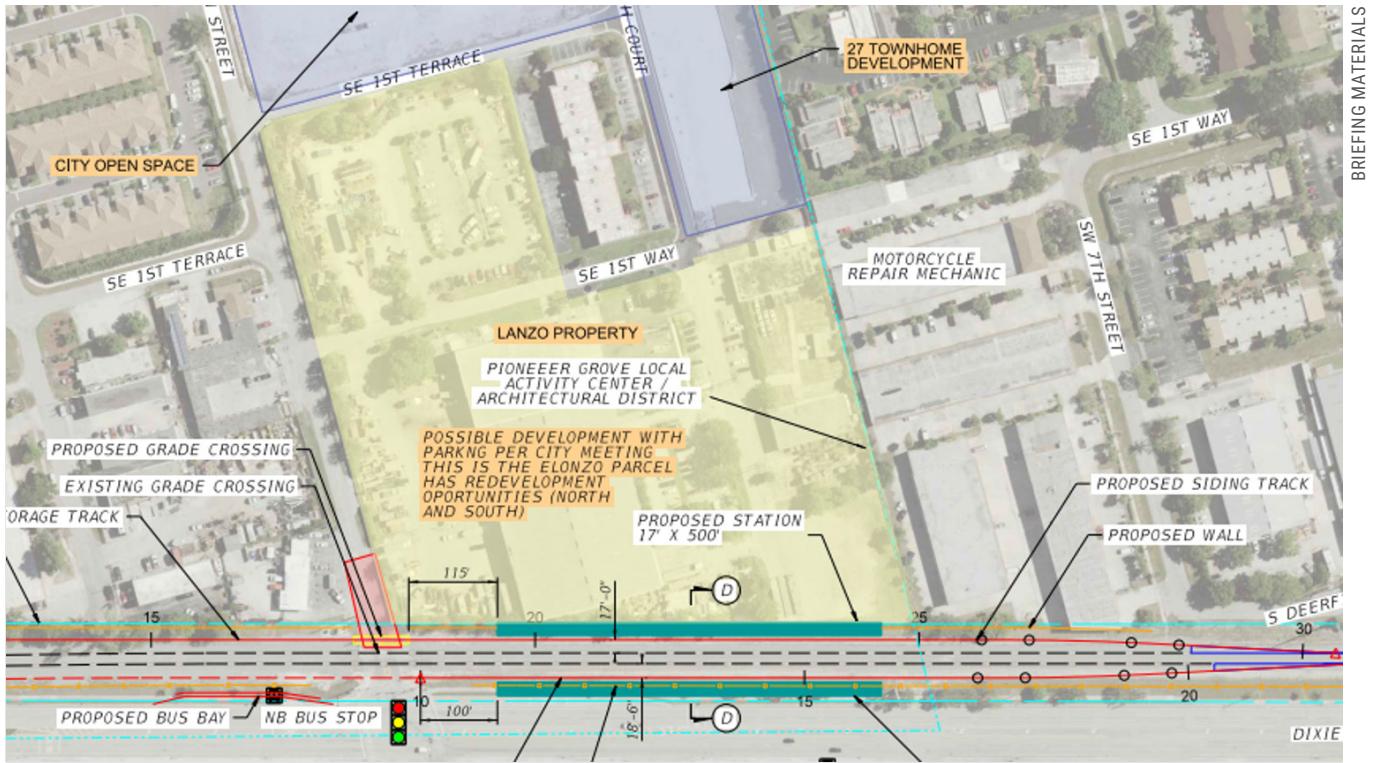
The zoning currently in place at the study site is guided and governed by the Pioneer Grove Local Activity Center (LAC), a designation that recognizes the area’s ability to “support a balanced mix of land uses, characterized by ‘compactness, neighborhood scale with design elements appropriate to local history and ecology’” (Deerfield Beach Design Standards). The LAC details the following as goals for the broader Pioneer Grove neighborhood:

- 2,150 multi-family dwelling units;
- 215,000 square feet of commercial use;
- 169,00 square feet of community facility use; and
- 14.5 acres of recreation and open space (minimum).



BRIEFING MATERIALS

The LAC zoning does not detail a specific per-acre density limit, but there is a presumed base density of 18 units per acre before the application of any public enhancements a developer may wish to pursue on a project. The maximum permitted height on the nine-acre site is 45 feet (roughly four stories), yet that permitted height may increase to 65 feet (roughly 6 stories) subject to the addition of development enhancements outlined in the Design Standards. The public enhancement program includes such items as the addition of affordable housing, mixed-use development, parking structures, live-work units, the incorporation of historic features for the Pioneer Grove Heritage Trail, and more.



BRIEFING MATERIALS

FDOT Conceptual Station Plan.

Infrastructure Needs – Development Costs and Constraints

The site is home today to a light industrial and construction business. The business occupies the entire nine acres and has infrastructure needs that are far different than those of a TOD.

In order for the site to become a viable location for mixed-use development, including both dense residential and commercial uses, utilities to and through the site will need to be improved. From water service to sewer, stormwater management to electrical needs, the site will require a much more intensive utility program than the one currently in place.

With a focus on transit and TOD at the site, there will also need to be improvements to the surrounding transportation infrastructure. In order to accommodate the train siting and a small bus transfer facility, multimodal improvements will need to be made. The city has already begun planning certain streetscape improvements to SE 2nd Avenue and has Safe Walk To School funding that will support additional



Utility upgrades will be needed to serve TOD.



CITY OF DEERFIELD BEACH

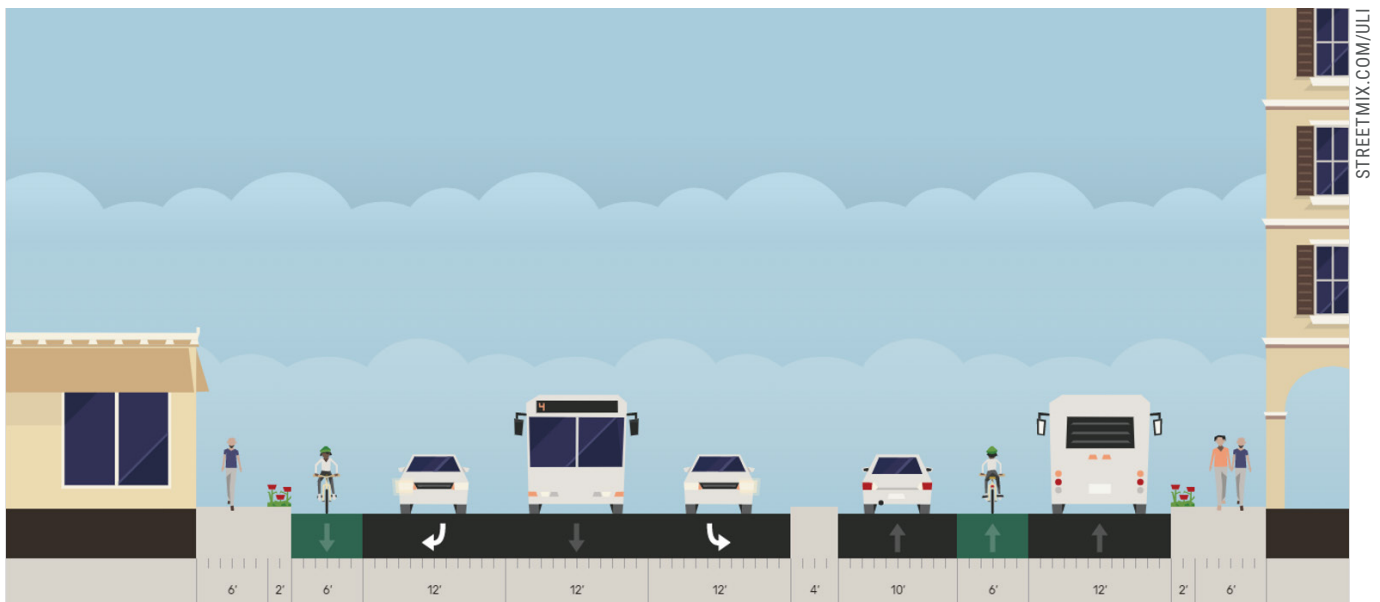
Proposed streetscape improvements to SE 2nd Avenue.

pedestrian improvements. While these improvements will be most welcomed in the neighborhood, the scale and detail of these improvements will require adjustments in order to meet the TOD needs at the site, notably enhancing the pedestrian connection at the intersection of SE 4th Street and the rail line. The SE 4th Street roadway will also need to expand to provide adequate space to safely separate through traffic from transit and pedestrian/bike

traffic. Given the volume of traffic – auto, train, bus, bike, ped, and more – with the realization of TOD at the site, the city is also encouraged to embark upon key improvements to the SE 4th Street and Dixie Highway intersection. Improvements to date to Dixie Highway, including plantings and fencing to encourage safe pedestrian crossings, are an excellent start and should be intensified, including the addition of more visible and structured crosswalks. For SE



Current street improvements planned for SE 4th Street include on-street parking, bump-outs, and textured pavement at crosswalks and parking spaces.



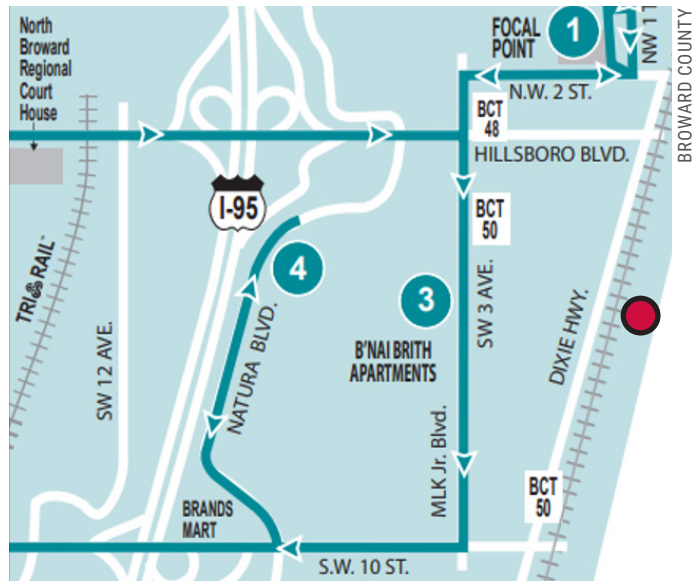
This potential street redesign for SE 4th Street (looking east with the study site on the right) could include dedicated bike lanes, separate lanes for buses moving to and through the station area, and wide walking paths separated from auto traffic by plantings and/or bike lanes.

4th Street, within the existing 45-foot wide right-of-way, the city has planned for new roadway bump-outs to calm traffic and guide on-street parking. Further expansion of the right-of-way to the south, up to 90 feet total, would provide further separation of pedestrians and automobile traffic and allow for increased traffic generated by the new development and transit riders. Other methods to further slow and calm traffic moving through the area would also be helpful, particularly if the area is to become a transit station and mobility hub. Providing safe and protected spaces for bus and train loading and unloading, kiss-and-ride and ride-share drop-off locations as well as transfer locations between bus, train, car, bike, etc. will be of critical importance to the success of the TOD.

Existing Transit Service

While the Pioneer Grove area has public transit services today, the study site is served only by the BCT bus line and is not on either of the Beach Express routes. The addition of TOD at the site will be a very welcomed addition for those seeking alternative commuting options or easier, faster, or more economical means for daily transportation.

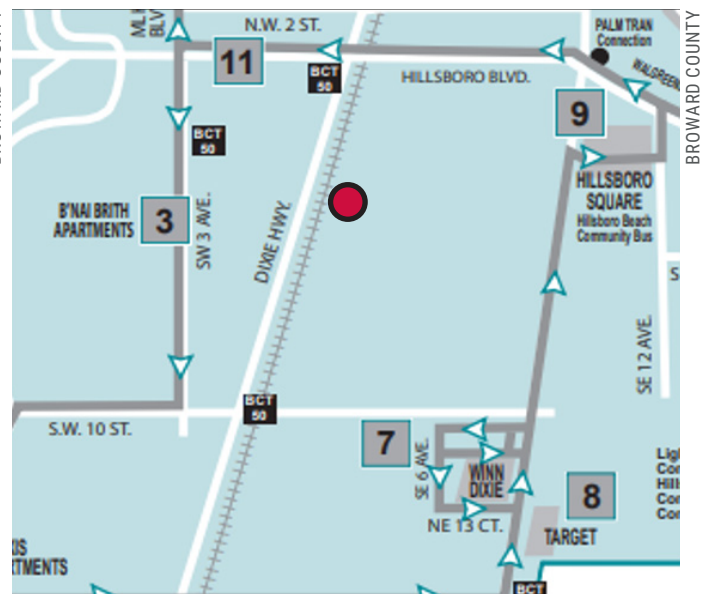
It is also worth noting that the TOD infrastructure at the site, including the parking garage for commuters, could be leveraged on the weekend, providing parking for beachgoers with the addition of the site to the Beach Express routes.



The Beach Express I service is within one-half mile of the study site.



The study site, marked by the red circle, is close to the existing route serviced by Broward County Transit bus service.



Beach Express II again goes around but does not serve the study site today.

POTENTIAL PROGRAM

The development of the nine-acre study into a transit-oriented development, featuring the Deerfield Beach station for the Broward Commuter Rail line, is best managed through a carefully-phased approach. Although the future of commuter rail in this area of southeast Florida is promising, the plans and funding are not yet certain. With this understanding, the panel identified a path that the city and the landowner can chart today that will begin to deliver housing and select commercial activity at the site and, at the same time, allow for the addition of a commuter station and TOD experience in the future, when the station is a certainty.

Phased Approach

The first phase of the development, as identified by the panel, would include approximately 7.75 acres in the southern and eastern portions of the study site. Phase Two, initiated once commuter rail is confirmed, would occur on the approximately 1.25 acres remaining nearest the southwest corner of the intersection of SE 4th Street and Dixie Highway.

Phase One. Phase One, marked by a mixed-use development on 7.75 acres, would include both market-rate and affordable housing and commercial space. The remaining 1.25 acres, held in reserve for future transit, could be developed into a community park in the interim.

Phase Two. Focused more heavily on the development of a transit station at the site, Phase Two centers activity at the north/northwest portion of the site – the TOD core. This phase would deliver a public garage, bus and transit hub, and an additional mix of residential and commercial spaces above and around the public parking structure.

This phased approach is critical to the landowner's ability to develop the site into a marketable use today, while still reserving the land necessary to deliver a transit station at the site if and when the commuter rail line is ready to serve the area. While it would be rather unwise to develop the full TOD program at the site before the commuter line is a certainty, waiting to develop any portion of the site

until or if the commuter rail line goes in leaves opportunity on the table – the city would benefit from the additional multifamily housing units in the near term and the landowner could realize returns from development at the site far sooner than waiting until the rail line is approved.

The panel strongly recommends that the development work today, identified as Phase One, be designed and developed with an eye toward TOD and incorporation of a station at the site in the next seven to ten years. The renderings on the following pages outline how the phasing could be split into two and, within Phase One, further divided to provide additional time for separate buildings to be developed and units absorbed by the market.

Potential Programming for the Site

To provide the community with a viable TOD development in Deerfield Beach, there will need to be some adjustments to the type of density and intensity found within the study site. The city's current design guidelines provide for development densities of up to 18 units per acre. National TOD best practices feature densities of 75-125 units per acre, resulting in a vibrant neighborhood that embraces and maximizes its transit-oriented location. These densities also provide the developer with the type of return necessary to meet the financial requirements of a development of this nature and scale. For Deerfield Beach, the density of the study

site would need to be increased to a standard more in keeping with TOD, typically between 75-125 units per acre. This would result in roughly 750 to 1,000 residential units on the site and provide approximately 20,000 square feet of commercial space. Within the commercial space, the panel recommends approximately 5,000 square feet be developed during Phase One, at a time when the commercial would primarily serve the Phase One residents and immediate neighbors. The remaining 15,000 square feet would be developed as a function

of Phase Two, when, in addition to the residents, more people are moving through the development to access the transit station.

To meet these density projections, the buildings on the site will need to be taller than the currently-allowed maximum heights of 45 feet or even the 65 feet granted through the city's plan enhancement program. It is likely that a portion of the site may need to allow for increased heights, particularly directly around the station, of up to 12 stories or 120 feet.

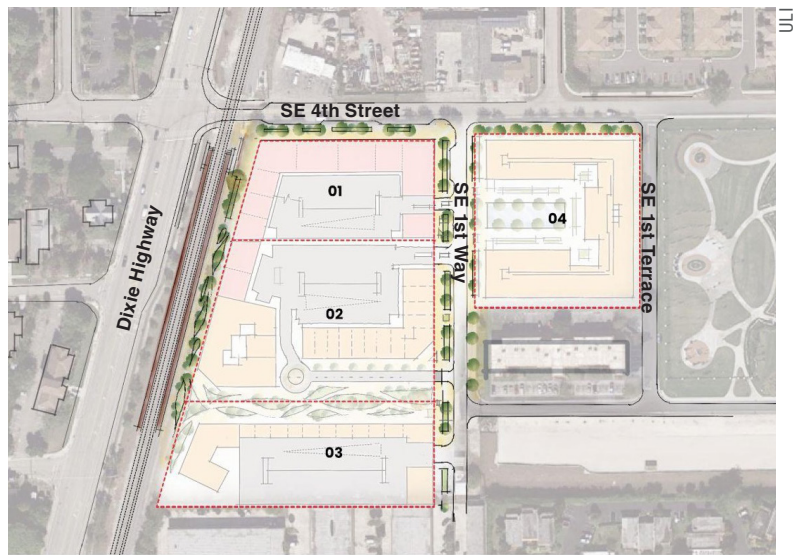
Development Pods

PROGRAM









POD 01	56,000 SQ FT APPROX
POD 02	107,000 SQ FT APPROX
POD 03	81,000 SQ FT APPROX
POD 04	86,000 SQ FT APPROX
TOTAL SQ FT	330,000 SQ FT APPROX

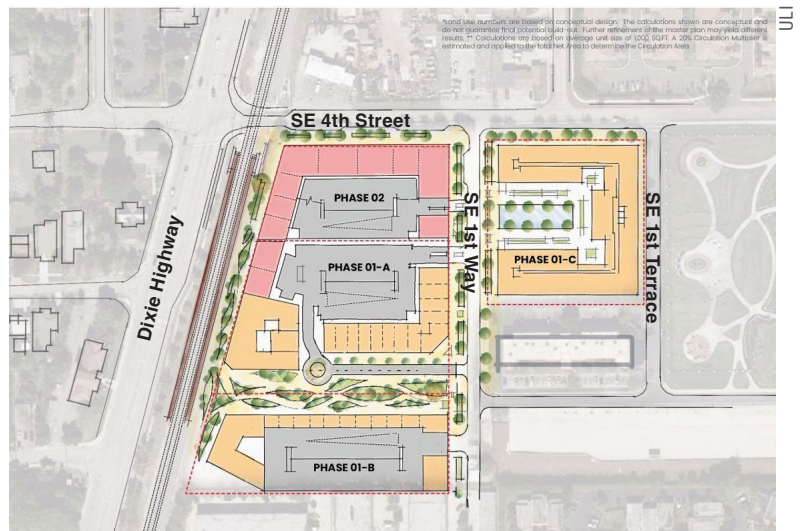
LEGEND

 Residential	 Open Space
 Commercial	 Project Boundary
 Parking	

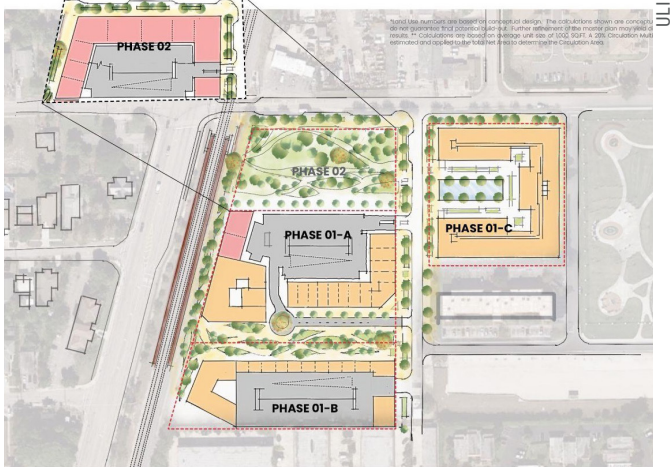


Project Tabulations

PHASE 01-A		
 Commercial		5,000 SQ FT
 Residential		250-325 Units
PHASE 01-B		
 Residential		125-150 Units
PHASE 01-C		
 Residential		150-225 Units
PHASE 02		
 Commercial		15,000 SQ FT
 Residential		225-300 Units
TOTALS		
 Commercial		20,000 SQ FT
 Residential		750-1,000 Units



Project Development

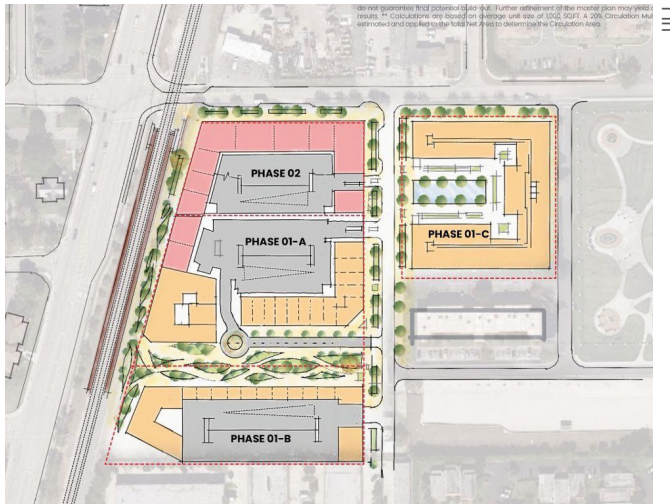


The phasing of the development helps ensure that the development is transit supportive along every step of the way. The site plan, design, and building configurations work together to ensure that residents and commuters are able to navigate to and from the transit opportunities at the site, be that commuter rail, bus, or micro (last-mile) transit options.

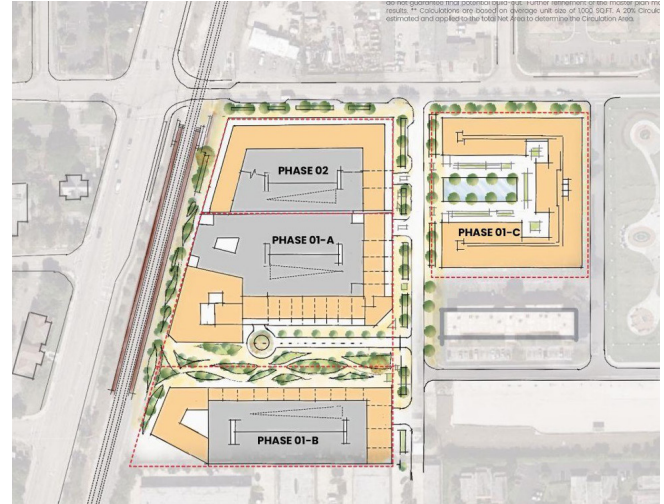
In this design scenario, three parking garages are tucked within the development, are partially wrapped by ground floor commercial space, and are topped by amenity space on the sixth floor. These garages provide the necessary parking for the residential units in Phase One and additional spaces for residents and commuters in Phase Two (totaling roughly 1,200-1,500 spaces).

- LEGEND**
- Residential
 - Commercial
 - Parking
 - Open Space
 - Project Boundary

Ground Floor



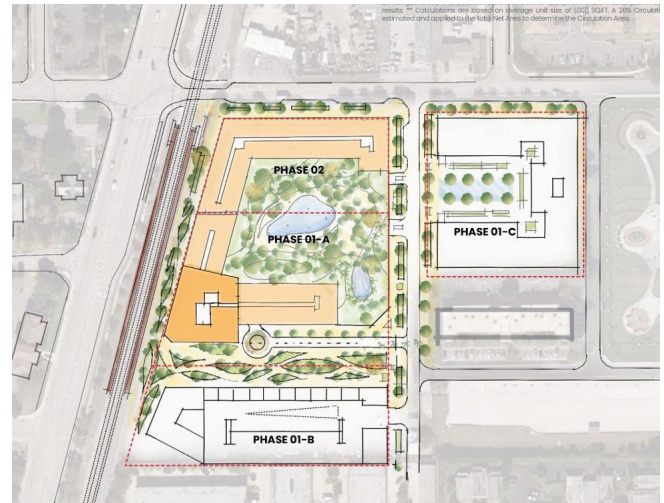
Floors 2-5



Floors 6-8

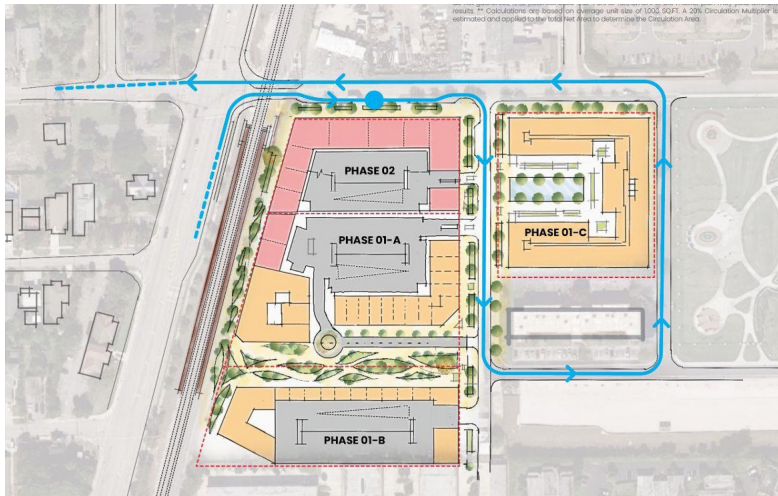


Floors 9-12



Land use numbers are based on conceptual design. The calculations shown are conceptual and do not guarantee final potential build-out. Further refinement of the master plan may yield different results. Calculations are based on an average unit size of 1,000 SQ FT. A 20 percent calculation multiplier is estimated and applied to the total net area to determine the circulation area.

Bus Routes



The placement of a small bus transfer facility at the north end of the site, along SE 4th Street, provides additional connectivity across Deerfield Beach from the rail line. Circulation of busses through the development is noted in the light blue lines.

A mixed-use approach to these taller buildings on a denser site would provide Deerfield Beach with a range of community benefits, including a welcomed mix of new rental housing options (both market-rate and affordable) and ground floor commercial uses. When the station comes online, the addition of a mix of transit options accessible at this new commuter hub will cap the transit nature of this new development.

Market Analysis

To better understand the potential land value of the site, the market's appetite for additional residential and commercial space, and rents that may be achieved at the site, the panel conducted a cursory market study of Deerfield Beach and the immediate surrounding municipalities.

Vacancy Rates. The multifamily and retail real estate markets in the Pompano/Deerfield Beach submarket perform very well with vacancy rates of 2.1 percent and 4.7 percent, respectively. While the retail vacancy rate is consistent with central Ft. Lauderdale and Broward County, the multifamily vacancy rate in this submarket is substantially lower than those of Broward County and central Ft. Lauderdale, which indicates a very strong multifamily submarket.

Residential Rental Rates. To estimate the potential residential rental rates for units on the site, five comparable market-rate properties were used in the analysis, resulting in estimates of \$1,975 for studio units, \$2,150 for one-bedroom units, and \$2,450 for two-bedroom units. The panel also factored in the incorporation of affordable units into the residential mix, at 20 percent of the overall development. Using 120 percent of the area median income (AMI) of \$73,400 for affordable rents resulted in rental estimates of \$1,529 for studio and one-bedroom units and \$1,760 for two-bedroom units. The low vacancy rates in the area and the performance of new multifamily developments in nearby communities lead to an estimated absorption rate of 18 units per month. This absorption rate supports the panel's recommendation to develop the site in phases, allowing time for absorption of units as buildings come online.

Commercial/Retail. Scanning the surrounding market, the panel found that commercial rents in the area are estimated to be \$22.50/SF NNN, with the tenant being responsible for its share of real estate taxes, insurance, and common area maintenance with utilities billed separately. Occupancies in nearby retail centers are high and the market is generally healthy.

Potential Residential Rental Rates

Market-Rate Apartments		Affordable Apartments <i>20% of development at up to 120% AMI (\$73,400)</i>	
Unit Size	Monthly Rent	Unit Size	Monthly Rent
studio	\$1,975	studio	\$1,529
1 bedroom	\$2,150	1 bedroom	\$1,529
2 bedrooms	\$2,450	2 bedrooms	\$1,760

Land Value. To estimate the value of the land comprising the study site, the panel used the land residual method:

- At 18 units per acre, the current land value is roughly \$9 million, based on 162 units and without affordable housing.
- Using a previous potential design for the site at 46 units per acre, the land value would roughly be \$24 million, with 10 percent of the units marketed as affordable at 120 percent of AMI.
- At 75-125 units per acre and an assumed 850 units, of which 20 percent are affordable at 120 percent of the Broward County AMI, the new land value, using a yield on development costs of six percent and a capitalization rate of five percent, is approximately \$40,000,000 or \$48,000 per unit.

Real Estate Taxes. Upon stabilization of the project, it is possible that the City of Deerfield Beach may expect an estimated \$1.2 million in real estate taxes.

Job Creation. In addition to the hundreds of interim jobs created during the construction process, it is anticipated that the operations of the resulting residential and commercial spaces could generate a variety of permanent professional, managerial, and support staff jobs, which will further boost the annual wages in the area.

Development Challenges of the Study Site

The nine-acre study site presents an exciting development opportunity for the landowner and the city. At the same time, the site is not without known and potential unknown challenges.

City Requirements. The city’s current limitations on building height and development density restrict the ability of the landowner and developer to deliver a site that makes best use of its transit-oriented potential. The city’s affordable housing requirements, while certainly of benefit to the current and future residents of Deerfield Beach, also place a development challenge on the site, restricting the income potential of the ultimate development delivered. Finally, the current parking requirements for the site are more in keeping with traditional suburban, auto-oriented development, not development that will be centered around a transit station. The space that must be reserved and/or built to accommodate these suburban parking ratios is space that could instead be delivered as additional residential or commercial space.

High and Unknown Development Costs. As it exists today, the utilities to the site are functional for its current industrial use. Envisioned as a more dense, primarily residential development, the utilities – sewer, water, electric, etc. – will need to be expanded and enhanced to accommodate more intensity at the site. It should

also be noted here that the city should expect to work with the developer to shoulder some or most of these infrastructure upgrades. Other unknown costs may also come into play once environmental and geotechnical testing is completed during the pre-development process. Should environmental remediation or mitigation be needed or additional shoring of the land to accommodate the proposed structures, these additional costs will also be of concern to the developer.

Pioneering TOD in Deerfield Beach. Given the interest the landowner and the city have in pursuing development at the site today, before the commuter rail station is a certainty, there is a risk shouldered by the landowner in reserving over ten percent of the site for station-related development, land that will be held for a certain number of years without producing income. Similarly, the landowner and developer are pioneering TOD in a market that remains unproven for TOD.

Considerations for a Feasible TOD

The challenges at the site are not insurmountable, and with the city's active and proactive collaboration, TOD can be realized at the site. The following are recommendations the panel suggests the city consider providing to help bring TOD to fruition at the site:

- The parking ratios for the nine-acre site should be reduced to a number that accounts for the transit-supportive nature of the development.
- The city is encouraged to contribute to the infrastructure costs needed for an improved site and should construct the necessary infrastructure in anticipation of the proposed development.
- The city's height restrictions should be revised, allowing for construction of buildings up to 12 stories in concentrated areas along Dixie Highway.
- In conjunction with the concentrated increased height of buildings, the city is also encouraged to

Neighborhood TOD

In order to further spur TOD at the site and support its success, the city is encouraged to broaden the scope of the density parameters, spreading it across the entire surrounding neighborhood (encompassing a one-quarter mile or one-half mile radius). By extending beyond the single parcel and recognizing the entire area as a TOD, there is a greater likelihood of realizing TOD at the station site specifically. In addition, a larger, more comprehensive approach may help revitalize the area more actively than a spot-style rezoning. Additional vesting of density or height across the neighborhood could potentially be paired with conditional (opt-in) zoning requirements such as affordable housing.

allow additional increased densities. In this instance, the density would increase to the recommended 75-125 units per acre for TOD.

- The recommended phasing of the study site will also require approval from the city, outlining the understanding that the northwest corner of the site, noted as Phase Two, will be held for a future 500-space parking structure to serve the station and additional commercial and residential private development when the rail station comes online. If construction on the station has not begun within an agreed-upon time frame (mutually agreeable by the city and landowner), then the landowner's obligation to accommodate the station expires, and the landowner can proceed with other development on the Phase Two portion of the site.

POLICY AND FINANCIAL TOOLS

The city has identified the potential of the study site, first and foremost as a site for bringing TOD to Deerfield Beach. Beyond the transit service it would provide, TOD at the site would also provide the city with a host of financial benefits. Realizing all of these benefits will require a thoughtful deal structure and an understanding of the potential public policy matters that may come into play to facilitate the type of transit-oriented development envisioned for the site.

Financial Benefits to the City

With the development of the residential buildings contemplated by the panel, those exceeding the current 65-foot height limit, the city stands to see a significant increase in real estate taxes. When the project is fully built and stabilized, the panel estimates that the site will generate roughly \$1.2 million in real estate taxes. The future real estate taxes are calculated on 80 percent of the value of the project when it is finally completed.

The construction of the development proposed will generate hundreds of jobs in construction, engineering, and architecture, which are high-wage positions that should have a direct benefit to the City and community. Upon completion, the ongoing operations at the site will also generate jobs, this time more permanent jobs for Deerfield Beach residents. These jobs will come in the form of professional property managers, well-paid building engineers, and retail and restaurant managers, along with support staff and workers.

The city stands to benefit from other related revenue sources from the ongoing operation of the site, including utilities consumed and sales taxes generated by the commercial operations.

Deal Structure

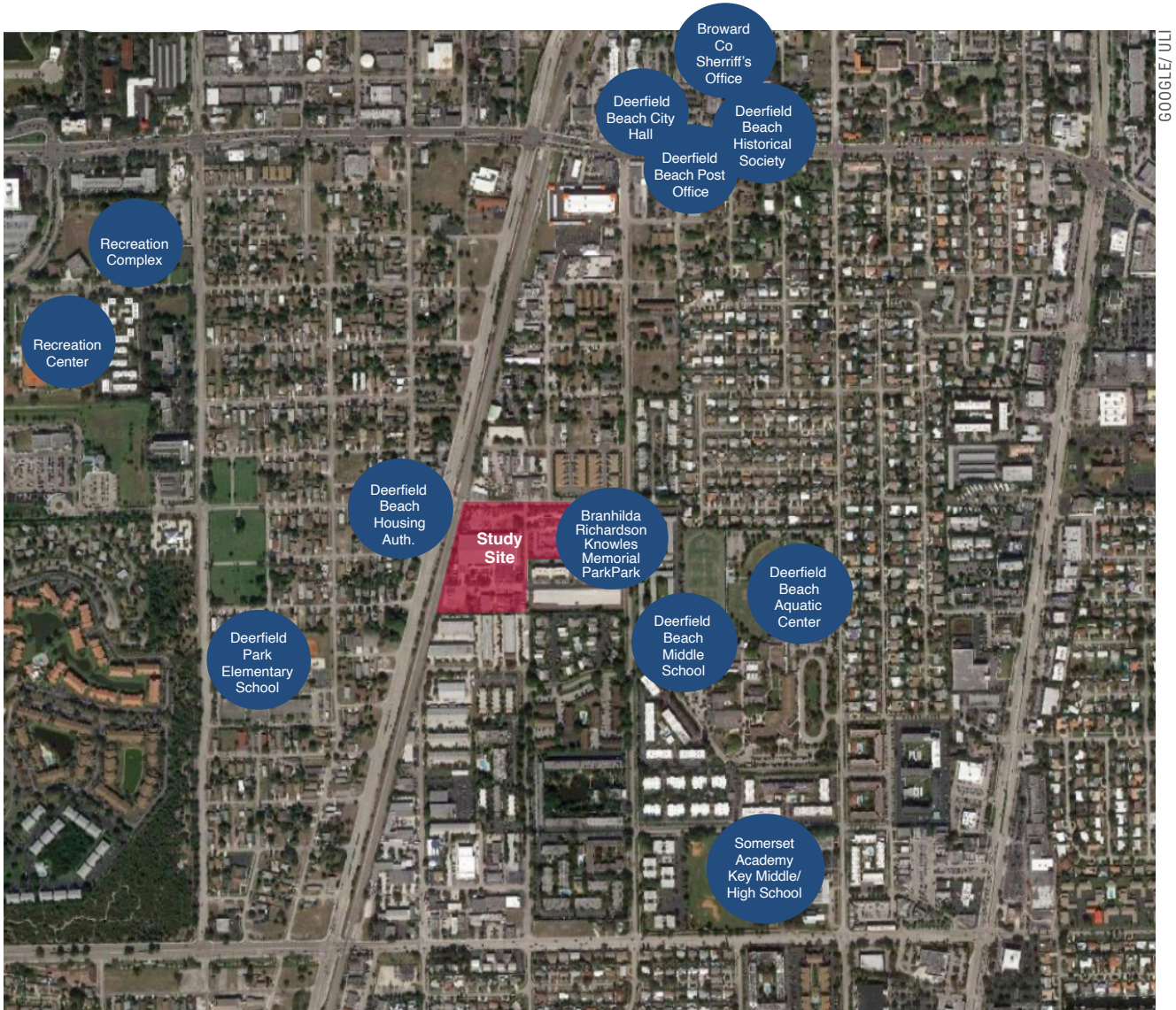
Given the mutual interest in the development at the site by both the city and the landowner, the panel explored the idea of creating a public-private partnership (P3) to structure the development of the land. Upon closer

inspection of the development approach, the phasing, the ownership, and the eventual management of the site, the panel determined that a P3 model would not apply to this development as the city does not own the land nor would it be responsible for the ongoing operations of any portion of the site. Instead, the panel recommends using a development agreement to memorialize the negotiated decisions between and commitments of the landowner/developer and the city, e.g. the increases in density allowed at the site, parking ratio modifications, developer deliveries, etc.

Public Policy Perspectives

As the city contemplates its support of development at the site, it is worth identifying the advantages the site holds for economic development within the city.

Surrounding Assets. A recent (2020) ULI TAP conducted along Dixie Highway identified four key nodes of commercial and development interest – two of which, the intersection of Dixie Highway and Hillsboro Boulevard and Dixie’s intersection with SW 10th Street, are within one-half mile of the study site. The Hillsboro Boulevard node, just north of the site, holds good opportunity for large retail and corporate uses, which will be of value to the site when considering the potential for employee commuting via the future rail line. The SW 10th Street node is of interest as it will provide the site with improved access and connectivity via the forthcoming Sawgrass Expressway expansion.



The study site, noted above in red, is surrounded by civic assets.

Civic Assets. The study site also benefits from the proximity of a host of civic assets to the north, including Deerfield Beach City Hall, a post office, the Broward County Sheriff's office, and the location of the Deerfield Beach Historical Society. To the east is the Deerfield Beach Middle School, and the Deerfield Park Elementary School may be found just west of the site.

Education and Employment. The addition of TOD in the middle of Deerfield Beach also provides the city with a range of educational and employment opportunities. The presence of public transit in the city provides increased transportation access for those seeking continuing

education in other transit-served communities. There may also be opportunities to partner with the transit agency to provide educational and career opportunities through programs and partnerships, summer jobs and internships, and career mentoring in engineering, planning, operations, and construction of public transit. In all instances, every effort should be made to seek employees from the neighborhoods within a one-mile radius of the site during the construction phase and for operations when the project is complete. This intentional hiring will support the health and economic vitality of the surrounding neighborhood and further support the

success of the development. Separately, but still on the topic of education, the city is encouraged to address the broader public policy matters that are negatively impacting the quality of the city's public school network.

Marketing. In addition to the marketing the developer will conduct to attract residents, commuters, and shoppers to the site, the city may also wish to invest in a certain amount of marketing and branding to support the activities in and around this new residential and commercial core. From such low-cost yet highly-effective marketing vehicles like website optimization, infographics, and social media presence to more expensive and involved strategic marketing plans, digital outreach, and public service videos, there are a host of tools available should the city wish to support the economic vitality of the development.

Organizational Support. The economic development arm of city government is encouraged to explore the creation of a landowner/business association group within the Pioneer Grove LAC to assist city leaders in the implementation of a neighborhood vision and goals to help catalyze revitalization throughout the area. Whether the structure is a business and property association or a business improvement district, these types of formal organizations can go a long way toward coalescing support around Deerfield businesses' goals, identifying areas of improvement or focus, and even supporting area infrastructure improvements through area-specific sales taxes. These business organizations can also provide the city with input on any needed economic development support, potential for new and complementary business



Ft. Lauderdale's Flagler Village Improvement Association is a good example of the type of organizational support that could benefit the commercial operations in Pioneer Grove and advocate for improvements and additional development.

pursuits, or even consolidated marketing endeavors, promoting the Pioneer Grove commercial district as a shopping destination.

Affordable Housing Partnership. As this project and future developments in the Pioneer Grove LAC are required to include affordable housing, developers should be encouraged and able to utilize the expertise and resources available to them via the Deerfield Beach Housing Authority. Benefits of these types of partnerships include access to development financing tools, access to technical expertise for mixed-income projects, and access to resident/community-based services and partnerships.

CONCLUSION

Situated in the center of Deerfield Beach and along the potential commuter rail line, this site has exciting development potential for the landowner and the city. With potential to deliver transit-oriented development to the city, complete with new residential opportunities, neighborhood commercial space, and multimodal transportation options, the study site also has the potential to catalyze further development in the Pioneer Grove LAC.

The decision to move forward with and the eventual delivery of commuter rail in Deerfield Beach will take time – perhaps seven to ten years – and is not guaranteed. This development uncertainty creates risk for the landowner and developer and, as such, the city will have to incentivize the landowner in order to accommodate the project phasing today and reserve land for a station in the future. This phased approach and reservation of land also means that the developer will be forgoing potential development returns today in order to provide the necessary land for a station in the future. As such, the city will need to work with the landowner to structure a deal that provides the majority of the development's benefits at the front end of the process as subsequent phases and the station are not guaranteed. These efforts are not without payoff to the city, however, as this project has the potential to catalyze transformative investment and development in the area surrounding the development site.

What Does the City Need To Do?

In order to best position the city and the site for the type of development suggested by the panel, the city should begin work on the following items:

- Prepare the infrastructure needed for the TOD and complementary development being pursued as part of the Pioneer Grove plan.
- Conduct infrastructure planning that accounts for the

ultimate buildout model of the LAC.

- Amend the Pioneer Grove zoning requirements to allow the kind of intensification needed for this site to likewise occur on other parcels within the Pioneer Grove LAC.
- Work with the landowner to formulate a financially feasible development plan and memorialize it in a development agreement.
- Be very deliberate in sharing this exciting vision for the Pioneer Grove LAC with the broader development community.

Public Policy Matters

The public policy and economic development work needed to support development at the site centers on the benefit of the site's location and its surrounding assets. By building on the proximity of the Dixie Highway corridor development nodes, development at the site can begin to leverage the nearby corporate users and the improved access that the Sawgrass Expressway will deliver to the area. Similarly, the site will benefit from the proximity of civic assets, providing future residents with ready access to the library, schools, city hall, and more.

There are also educational and vocational career opportunities that can be realized with the addition of mass transit to the area. It is important to begin working

today to develop the partnerships that will be needed to deliver these educational and career benefits to the residents of Deerfield Beach.

Potential Landowner Requests of the City

The development contemplated herein is not without considerable risk to the landowner and developer. With that understanding, the city should be prepared for certain requests from the landowner to help mitigate that risk and prepare the site for success. Amendments to the LAC will be needed to allow for greater height and density on the site. Similarly, the LAC development guidelines provide for a certain degree of enhancements, yet the site will require enhancements that go beyond what is currently published. By removing or relaxing some of these restrictions for this unique site, the developer and the city will be more readily able to achieve TOD success. As it relates to permitting throughout the site, the city is also encouraged to expedite the permitting processes wherever feasible. Time is money for developers – by reducing the amount of time permitting takes, the city is lessening the cost (i.e., additional risk) for the developer. Similarly, given the lengthy timing on delivering commuter rail, the city is encouraged to provide up-front entitlements for the complete project build-out over the specified time frame.

As it relates to infrastructure improvements and potential developer requests, the city should be prepared to reassess and refine its contemplated improvements to the SE 4th St. public realm. The improvements detailed today are fine for the neighborhood in its present state, yet the roadway and right-of-way will need to expand and be reconfigured to prepare for the TOD proposed. It would be wise to address the streetscape improvements today with an eye for the future. Additionally, the infrastructure at the site and the utilities to the site will need to be enhanced and expanded in order to support the development proposed. Finally, the infrastructure needed to meet today's parking ratios might be reduced if the city agrees to reduce the parking ratios at the site, which will provide added flexibility if/when the station is built.

Memorializing all of this via a development agreement should provide both the city and the landowner and developer with the assurances needed to tackle a development of this nature and scale.

This is an exciting opportunity for Deerfield Beach and the addition of commuter rail to the city's transit options will be a fantastic community asset. Preparing the city today for a development of this nature tomorrow will serve the residents, employers, and visitors to Deerfield Beach well into the future.

ABOUT THE PANEL



Debbie Orshefsky
Panel Chair
Partner
Holland & Knight

Debbie M. Orshefsky is an attorney in Holland & Knight’s Fort Lauderdale office. She practices in the areas of

land development and environmental law with specific experience in land use planning, infrastructure planning and financing, zoning, subdivision controls and community redevelopment, as well as state, regional and local roles in land use decision-making. Debbie represents private developers and landowners in all aspects of the development approval process and has extensive experience permitting complex multi-jurisdictional developments.



Alfred Battle Jr.
Deputy Director, Development Services Department
City of Fort Lauderdale

As the deputy director of the City of Fort Lauderdale’s Department of Sustainable Development, Al Battle

oversees fiscal administration, hiring and personnel procedures, contract and facilities management, and all other internal service operations for the entire department. Prior to becoming deputy director for development services, he served the city for 10 years as director the community redevelopment agency and division manager for all economic, redevelopment, housing and community development programs.



Bill Bailey
President
Bailey Real Estate Consulting

Bill is the president of Bailey Real Estate Consulting where he creates market studies involving land use and site analyses, product and pricing

recommendations for master planned communities, multifamily developments and condominiums, economic and demographic analysis, and consumer trends and expected renter/buyer profiles. His company also performs economic impact assessments for public-private partnerships. Bill has over 25 years of experience working in the homebuilding, multifamily, and commercial real estate industries in development, analysis, management, and transactions.



Ellen Buckley
VP, Director of Development
Terra Group

Ellen C. Buckley spearheads development efforts for various residential, commercial, and mixed-use projects at Terra with a passion

for creative problem-solving and delivery of quality results. With 24 years in the industry, Ellen manages projects from acquisition through delivery with particular focus on driving budget and schedule performance through design and entitlements. Prior to Terra, Ellen managed a diverse portfolio of development projects (high-rises, hospitality/entertainment projects, master plan developments, retail, and office), both within the United States and in Southeast Asia.



John McWilliams
P.E.
Kimley Horn

John has more than 22 years of traffic engineering and transportation planning experience in South Florida.

This experience includes traffic impact

studies multimodal planning/design, and site plan development. He served as the transportation project manager for numerous Transit-Oriented Development (TOD) projects throughout South Florida, including Brightline's Fort Lauderdale Station, Grove Central, Dolphin Station, and Miami Central. His services on these projects include traffic impact analysis (TIA), station site plan development, and agency permitting services. John's clients include Florida Department of Transportation (FDOT), City of Pompano Beach, and City of Aventura. He has been successful in developing creative operational roadway improvements/site circulation design in constrained areas by combining his transportation planning knowledge with his expertise in design.



Elijah Olajuwon Jones
Panel Intern & Student
**Real Estate Development +
Urbanism**
University of Miami

Elijah Olajuwon Jones is a graduate student at the University of Miami,

where he studies real estate development and urbanism. Prior to joining the university's Masters in Real Estate Development + Urbanism program, Elijah served for six years in the United States Army. He attended Radford University, where he graduated with a bachelor's degree in finance from the College of Business and Economics, and served as a senior investment analyst of the university's Student Managed Investment Portfolio.



Juan Mullerat
Founder
Plusurbia

Juan Mullerat is the founder of Plusurbia Design, a firm that specializes in land planning and city building.

As a designer with over 25 years of

experience, Juan has received numerous awards for his projects around the world, including the American Planning Association's 2017 National Economic Planning Award for the Wynwood Master Plan and the 2015 Kinpan Design Award for Songhua Lake Design. In 2013, he was honored as the Urban Designer of the Year by the American Institute of Architects in Miami. Juan is dedicated to solving transportation, revitalization, and housing issues, and has designed buildings, neighborhoods, and cities in five continents. He lectures on healthy cities, urban revitalization, and placemaking at the University of Miami and several other forums.



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