

# IMPLEMENTATION



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T R E A S U R E C O A S T R E G I O N A L P L A N N I N G C O U N C I L  
I N D I A N R I V E R - S T . L U C I E - M A R T I N - P A L M B E A C H



IMPORTANCE OF THE MASTER PLAN

The SR 7 corridor between I-595 and Stirling Road has significant redevelopment and revitalization opportunities. No doubt exists that this corridor will redevelop. However, it is important that the jurisdictions of Davie, Hollywood, and the Seminole Nation adopt a master plan for the study area to ensure redevelopment improves the quality of life within the community and enhances property values in surrounding neighborhoods.

For a redevelopment and revitalization efforts to fully succeed, it is essential that there be a clear and well thought out understanding of how the area should redevelop and how properties should interact to create the best value and environment within which people will live and work. This vision must be articulated in the form of a detailed master plan that forms the primary basis for reviewing development proposals within the area. The objective of the Citizens' Master Plan is to maximize the value of the area in terms of property values and its contribution to the quality of life of residents. The Citizens' Master Plan also provides assurance to developers and potential investors in the area that their properties will increase in value as neighboring properties are developed. Developers need to understand what specific objectives the local governments are working to achieve and what is likely to happen on adjacent parcels of land in the future. They need assurance that what happens next door will not adversely impact the value of their own investment.

In the absence of a detailed master plan, most redevelopment efforts will fall short of realizing their

true potential. In some cases efforts will fail. In the absence of a master plan, property owners often fail to invest in redevelopment for fear of missing out on a future opportunity or out of fear of what might happen on neighboring parcels. Without the guidance of an overall strategy for redevelopment, often the type of development turns its back on the surrounding properties and tries to wall or gate itself off from neighboring parcels. The result is rarely good.

This need for assurance and certainty is paramount. It is equally important to commit to the master plan. Modifications to the plan should not be allowed to accommodate an individual project. Instead, the project should be altered to fit the master plan. If the development community perceives that the local government is not committed to its plan, uncertainty arises, and quality developers will be reluctant to invest.

**KEYS TO SUCCESS**

There are three important keys to the successful redevelopment and revitalization of the SR 7 corridor. The first key is recognition that the principles outlined on page v of this report represent a fundamental paradigm for development that should form the basis for local government planning decisions. The Citizens' Requests (page vi) and the Citizens' Master Plan (page 2) were developed based upon these general principles. Individual development approvals should be judged based consistently with them.

The second key is derived from the general principles but is elevated in importance because it is crucial to the success of the Citizens' Master Plan. Davie, Hollywood, and the Seminole Nation need to work to increase street connectivity within the study area and should insist that as the area increase connectivity and interconnectedness to surrounding parcels by providing a hierarchy of beautiful public streets that fully integrate the proposed project with the surrounding area. All streets should be designed as attractive public spaces for use by both cars and people. No street should be closed or gated. Most of the existing traffic problems along SR 7 result from an insufficient grid system of streets.

The third key is to assure that projects within the local governments are designed to interact and support one another and the area as a whole. The best way to assure this is by requiring a high degree of consistency with the adopted master plan.

**PRIORITIES AND PROJECT MANAGEMENT**

The Citizens' Master Plan presents a vision to guide governmental actions and investment toward a well defined objective. The plan is comprehensive and includes a large number of proposed improvements and redevelopment opportunities. Not all of these opportunities should be pursued immediately. Attention and resources should be initially focused on those opportunities that are strategically most important to achieving the long term objectives of the plan.

IMMEDIATE ATTENTION

HIGH PRIORITIES

**Davie, Hollywood, and the Seminole Nation should establish an experienced senior level redevelopment team that is charged with shepherding all existing and proposed development within the study area to consistency with the Citizens' Master Plan.** The established teams should work together and regularly communicate. It will take months to develop and adopt into law all the zoning code and comprehensive plan changes that may be needed to assure that redevelopment proceeds in the manner proposed in the Citizens' Master Plan. Any changes made to the plan in one jurisdiction must be coordinated with adjoining jurisdictions to assure successful implementation.

Until this process is complete, the responsible jurisdictions can not rely on the on the normal development review and approval process alone to be successful. During this interim period while plans and implementing ordinances are being developed and adopted, the jurisdictions must be creative and persuasive to accomplish their objectives. It is vital that the teams work aggressively and in partnership with one another and developers to encourage and facilitate full implementation of the plan. The key to success will be to demonstrate to developers that being consistent with the plan will be more profitable, quicker, and easier than not being consistent.

**Davie, Hollywood and the Seminole Nation should adopt the Citizens' Master Plan by resolution as the vision of these jurisdictions for the ultimate build out of the area.** This is a critical first step toward moving forward with the revitalization of the corridor.

**Davie, Hollywood, and the Seminole Nation should assign an individual or team with responsibility to lead the Citizens' Master Plan through the review, approval, and adoption process.** Someone in each jurisdiction should be designated as the person responsible for assuring that the Davie/Hollywood/Seminole Nation Citizens' Master Plan for the SR 7 corridor is expeditiously adopted and that all comprehensive plan, zoning, and land use changes necessary to assure implementation of the plan are processed. The study area is anticipated to experience rapid growth and development pressure. Achieving the objectives of the plan requires that land use and zoning policies be put in place to assure that new development proceeds as envisioned. It is recommended that a team representing planning, design, and the law be assigned the responsibility.

The development approach envisioned by the Citizens' Master Plan is different than the approach used by many local governments. The jurisdictions are advised to review the Downtown Master Plan developed for the City West Palm Beach as a model that has been accepted by the Department of Community Affairs and has been proven effective and easy to administer. The City of West Palm Beach has been successful in encouraging the redevelopment of its downtown and has developed a number of models that may be useful within the study area.

The most difficult task may be to convert the existing Floor Area Ratio (FAR) approach to zoning to a model based upon building form. It is necessary to assure that no development rights are taken away from any land by rezoning. This is accomplished by assuring that landowners have as much or more development potential after the conversion as they did before. Ideally, the revised code should provide incentives for redevelopment of lands. However, this must be done in a way that the value of the property is not increased without desired redevelopment occurring. If land value is increased without requirements for construction of the desired product, it may have the effect of slowing the redevelopment process since landowners often ask too much for their property.

This problem has generally been best addressed by providing limited duration zoning incentives. A significant increase in development potential consistent with the goals of the plan is provided for a limited and defined period of time and becomes effective only if the required building type is actually built within the specified time frame. This is a "use it or lose it" incentive. Nothing prevents the landowner from proceeding with development allowed in the plan after the incentive period runs out, but the bonus of density (or other specified incentive) is only granted if development actually occurs within a typical four to five year period. This allows the local government to provide incentives that do not permanently increase the value of land, which is very important for maintaining growth.





**Davie, Hollywood, and the Seminole Nation should begin negotiations with the Florida Department of Transportation (FDOT) regarding proposed design changes to the SR 7 corridor.** As soon as possible, these jurisdictions should share with the FDOT their design objectives for SR 7 and begin working with the FDOT to develop funding and implementation strategies. Attention should be focused on assuring that any improvements to SR 7 are designed in conformance to the vision included in the Citizens' Master Plan. There is a long lead time required to coordinate and implement significant changes. It is paramount that the FDOT be made aware of the proposed design changes as quickly as possible so that opportunities are not lost. Priorities for SR 7 include the following:

- 1) maximum of six through lanes, three in each direction,
- 2) bricked median turn lanes at intersections and median planted with a continuous row of canopy shade trees such as Live Oak
- 3) twelve to twenty-four feet sidewalks (as described in the plan) with a continuous row of canopy shade trees on each side of the street
- 4) transfer of right-of-way not used for the road or first twelve feet of sidewalk to the respective jurisdictions so that management of the remaining twelve feet of sidewalk in front of building can be administered by the local government
- 5) bricked pedestrian crossings with appropriate signalization at indicated intersections
- 6) accommodations for future changes in signalization as required by the plan
- 7) decorative pedestrian level street lights
- 8) buried utilities

Jurisdictions may need to participate in the funding of some items outside of normal FDOT practice.

The importance of early negotiations with the FDOT is to share the new design objectives and to gain an understanding of the local governments' funding responsibility. It will be important to schedule improvements so that the local governments can budget them. No action should be allowed that would preclude the ultimate implementation of the street sections proposed.

**The community redevelopment agencies should update their plans to make them consistent with the adopted Citizens' Master Plan.** Such action is necessary to give the agencies the authority to implement aspects of the plan.

**Davie, Hollywood, and the Seminole Nation should establish an expedited review process** that makes it easy for developers to get approvals for projects that are consistent with the adopted master regulating plan and zoning code especially within the community redevelopment agency boundaries. Expedited reviews are provided as incentives to projects that are found to conform to the adopted Citizens' Master Plan and implementing ordinances. Again, the City of West Palm Beach has developed a successful model for this approach that it uses to manage development proposals within the downtown.

**Davie, Hollywood and the Seminole Nation should work with the FDOT and Broward County to develop an implementation and funding plan for increasing street connectivity and connectivity between businesses as proposed in the plan.** Although not an immediate need, it is important that the jurisdictions are assured that as new development is proposed within the area, opportunities to improve the connectedness of the street system are protected and implemented.



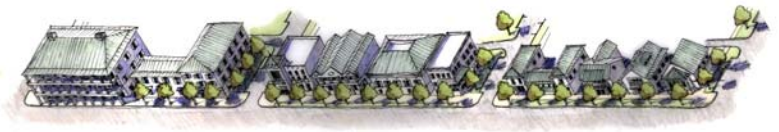
**Davie should work with the FDOT to continue Oakes Road across the Florida Turnpike connecting it to Davie Road and South University Drive.** The proposed bridge crossing is estimated to cost between 1.5 and 2 million dollars, and extending the road would represent an additional expense. This improvement would benefit traffic using Griffin Road and Stirling Road. The connection is an important component to the revitalization of the industrial district.



**IMPLEMENTATION**

**Jurisdictions should pursue a regional activity center designation.** Davie, Hollywood, and the Seminole Nation should support the adoption of standards by Broward County to promote infill and mixed-use development along the SR 7 corridor and should seek designation as a regional activity center.

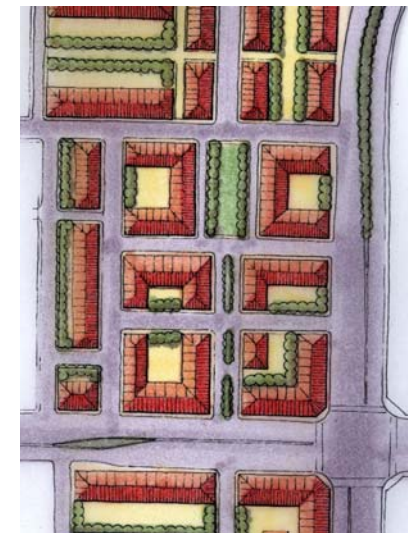
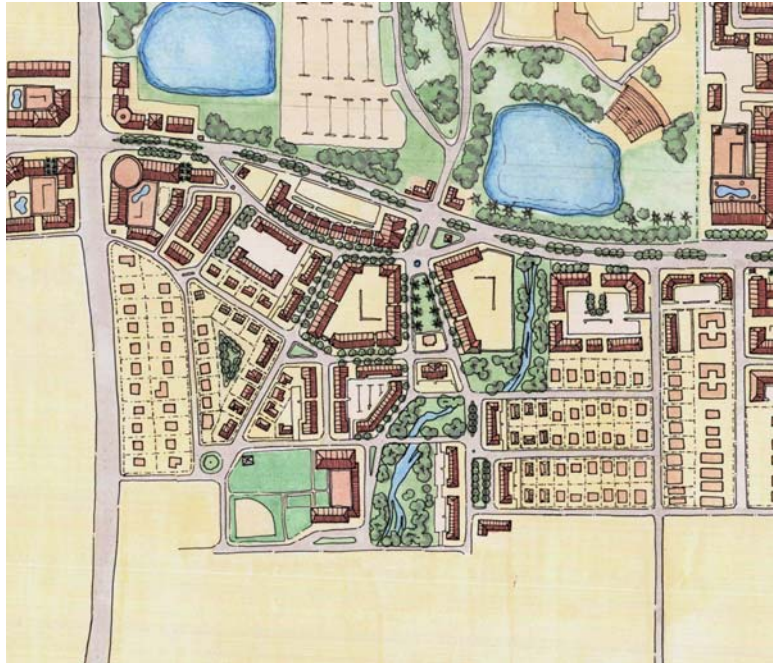
**The Town of Davie should retain the services of a Town Urban Designer with a strong background in architecture and urban design.** In the short term, these services can be acquired by contract. As the town continues to mature, consideration should be given to sharing a full time position between the community redevelopment agency and the planning department. Typical duties of the Town Urban Designer would be preparing conceptual plans for parcels, developing counter proposals to developer plans that are not consistent with the town's vision, reviewing building and development plans for consistency, and developing design guidelines and codes.



**ONGOING ASSISTANCE**

Davie, Hollywood, and the Seminole Nation have put together a team of very competent professionals with wide ranging and extensive planning and redevelopment experience. Their greatest difficulty with implementing the recommendations of this report will be time. A large amount of time consuming work will be needed to move this plan forward expeditiously.

The regional planning councils have developed a team of experts that can provide local governments with supplemental man power and experience should time constraints make such assistance necessary. The councils can direct local government staff to model ordinances, requests for proposals, models for design competitions, development regulations, and codes that can simplify the task of developing these documents. Assistance in preparing such documents is available on a contractual basis.



**Tax Increment Revenues:** Tax Increment Revenue is typically the major source of funding for redevelopment projects under the State of Florida Community Redevelopment Act.

**Redevelopment Revenue Bonds:** Section 163.385 *Florida Statutes*, empowers local governments to issue Revenue Bonds to finance redevelopment projects with the security of the bonds based on the anticipated assessed valuations of the completed community redevelopment. In this way, "tax increment" is used to finance the long-term bond debt.

**Interest on Redevelopment Trust Fund:** Any interest that may be earned from deposit of Trust Fund monies may become a part of the funds used for redevelopment activities.

**Industrial Revenue Bonds:** Chapter 159, *Florida Statutes*, cites the Florida Industrial Development Act that authorizes the use of Industrial Development Revenue Bonds to finance certain types of capital projects for private development.

**General Obligation Bonds:** Some jurisdictions have also issued General Obligation Bonds for projects within the community redevelopment agency area. These bonds are secured by debt service millage on the real property within the local government and typically must receive voter approval. For example, sports stadiums are often partially funded by such bonds.

**Special Assessment Districts:** This is a tax system whereby property owners within the district agree to pay an additional fee or an ad valorem tax to raise funds for specific projects that will benefit them. This approach could be used to fund improvements within the SR 7 corridor that are over and above what the FDOT and the respective jurisdictions are willing to contribute.

**Land Sales and Leases:** The local government may acquire and sell land or property.

**Contributions and Donations:** Voluntary contributions by private companies, service organizations, individuals, and foundations are a potential source of income for special or popular projects, particularly those of a high civic nature such as parks, bridge, or public buildings.

**Foundations:** Several communities have researched the purpose and intent of foundations and designed portions of their plan to attract grants from a particular foundation. Foundation money is often a good source for training and educational programs.

**Public/Private Ventures and Partnerships:** Some redevelopment projects have been designed to stimulate additional private investment and were accomplished through public/private ventures or partnerships. The local government can give assistance to a developer in the assembly of land for a private development. In return, the developer may be obligated to provide for building renovations, street, landscaping, sidewalk and other redevelopment improvements. The private contribution may also be through direct contributions, or payment to assessment districts.

**Community Contribution Tax Incentive Program:** This program was created by the Florida Legislature to encourage corporate involvement in community revitalization. This program allows businesses a fifty-percent tax credit on Florida corporate income tax or insurance premium tax for donations to local com-

munity development projects. Donations must be made through an eligible non-profit corporation conducting a local government-approved community development project such as affordable housing.

**Direct Borrowing:** The local government is empowered to fund redevelopment projects and programs through direct borrowing of funds. Depending on the particular projects, the local government may utilize both short and long-term borrowing.

**Enterprise Zone Investment:** This program is designed to encourage increased business in distressed areas. The State of Florida provides property tax credits, jobs tax credits, partial building sales tax refunds, and partial sales tax refunds on business equipment purchased.

**Utility Enterprise Funds:** Several communities in Florida have used "Enterprise Funds" to fund infrastructure improvements in their redevelopment areas.

**Private Business Development Program with Banks:** Banks may incorporate a subsidiary to provide loan assistance not normally permitted for commercial banks. The loans are used to help start or expand business operations as long as the purpose is related to community development and not to a conventional commercial loan.

**Bank Reinvestment Pools:** Many local governments have developed a cooperative approach with local lending institutions to supplement the funding for their community redevelopment program. The Community Reinvestment Act of 1977 requires banks to define a service area, assess local credit needs and make efforts to meet the community's needs. The Citizens' Master Plan may serve as the basis for goal establishment and planning by local lending institutions.

**Property Improvement Grant Programs:** Several communities have established grant programs that are used for facade improvements and building renovation. These programs are usually directed towards improvements that have a high potential for stimulating additional private development in the area. Several communities have used State Programs and private investments to initiate a revolving grant program. For example, Chapter 80-249 of the *Laws of Florida*, offers a 50% credit against state corporate income taxes for contributions of up to \$200,000 for community development with the contributions used as a direct grant or to start a revolving loan fund.

**County, State and Federal Grant Programs:** Funding may be available from several Federal and State agencies, such as the Department of Community Affairs and the FDOT.

**Economic Development Administration Grants:** This federal agency provides grant to fund public works projects. This grant/loan program assists distressed communities to attract industries, encourages business expansions, and primarily focuses on generating long-term, private sector employment opportunities.

**Small Business Administration:** The Small Business Administration is a federal agency that provides low-interest loans to business people who cannot qualify for standard commercial loans. This loan program has been used to encourage economic development by assisting small business start up and expansion within the community redevelopment agency districts.