Urban Land Institute

Southeast Florida/Caribbean

Technical Assistance Panel for the Hallandale Beach Community Redevelopment Agency

November 7 and 8, 2012
Hallandale Beach, Florida

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

What are Technical Assistance Panels (TAPs)?

Since 1947, the Urban Land Institute's (ULI) Advisory Services Program has been assisting communities by bringing together week-long panels of seasoned real estate, planning, landscape architecture, financing, marketing, and development experts to provide unbiased pragmatic advice on complex land use and development issues. Several years ago, the ULI Southeast Florida/Caribbean District Council began providing panel services of one or two days to address specific local government issues in areas such as housing, parking, redevelopment, and future land use development. The District Council has some 1,200 members spread along the east coast of Florida from Indian River County through the Florida Keys and from Puerto Rico.

How Do TAPs Work?

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

What Do TAPs Cost?

A fee is charged for the advisory service, but the panel members are not compensated for their time. The fee depends on the length of the actual TAP convening but is typically between $17,500 and $20,000, including panel expenses. Each TAP is different, and fees are negotiated individually with the client sponsoring one. Panel members donate their time and are only reimbursed for their out-of-pocket expenses such as overnight lodging and transportation to attend the TAP. To ensure objectivity, panel members cannot be involved in matters pending before the sponsor, be working for the sponsor, or solicit work from the sponsor during the panel's assignment period.

Who is ULI?

ULI was founded in 1936 as a non-profit institute to facilitate the open exchange of ideas and information among local, national, and international real estate industry leaders and policy makers dedicated to creating better places. Today it has more than 37,000 members worldwide. The ULI does not lobby or act as an advocate for any single industry. It is committed to providing leadership in the responsible use of land and creating and sustaining thriving communities.

Sponsors and Panel Members

Sponsor
Hallandale Beach Community Redevelopment Agency (HBCRA)

City Commission and HBCRA Board of Directors
- Joy Cooper, City of Hallandale Beach Mayor and HBCRA Chair
- Alexander Lewy Vice Mayor and HBCRA Vice Chair
- William "Bill" Julian Commissioner and HBCRA Director
- Michele Lazarow, Commissioner and HBCRA Director
- Anthony Sanders, Commissioner and HBCRA Director

Hallandale Beach CRA Advisory Committee Members
- Scott Conner
- Troy Ganzel
- Leo Grachow
- Carole Pumpian
- Etty Sims
- James Theckston
- Edward Walls
- Murvin Wright

Hallandale Beach CRA Staff
- Dr. Alvin B. Jackson, Jr., Executive Director
- Liza Torres, Deputy Executive Director
- Derek Betts, Finance Analyst
- Lovern Parks, Specialist
- Diana M. Wolfson, Executive Assistant

Panel Members
TAP Chair
- Mike Hammon, President, Ram Residential

Panel Members
- Diane Colonna Executive Director, Delray Beach Community Redevelopment Agency
- Matthew W. Lazenby Operating Partner, Bal Harbour Shops
- Richard Perez, Esquire Partner, Holland & Knight LLP
- Ralph Rosado Executive Director, South Florida Community Development Corporation
- Ken Stapleton President, Ken Stapleton & Associates
- Jack Winston University of Miami/Goodkin Consulting

ULI Southeast Florida/Caribbean District Council
TAP Vice Co-Chairs
- Dr. Charles Bohl, Associate Professor and Director, Graduate Program in Real Estate Development and Urbanism, University of Miami, School of Architecture
- Charles W. DeSanti, Managing Partner Kitson & Partners

District Council Staff
- Carla Coleman, Executive Director
- Jean Scott, TAP Report Preparation

Special thanks to Daniel Clement, Graduate Student in Geography, University of Miami, who contributed valuable information through his report, "Hallandale Beach Redevelopment Agency Foster Road-Dixie Highway Project Recommendation"

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Panel Process and Agenda

Panel Process

The Hallandale Beach CRA TAP process centered on the following five steps:

- Representatives from the ULI Southeast Florida/Caribbean District Council met with HBCRA staff to discuss how to most effectively structure a Request for Proposal/Qualifications (RFP/RFQ) for the redevelopment of a key gateway site in the Foster Road neighborhood.
- ULI Southeast Florida/Caribbean District Council staff researched the Hallandale Beach CRA's goals for the TAP and, based on that research, selected the TAP members who had the expertise most tailored to addressing the issues raised.
- The TAP received a complete set of pre-meeting briefing materials about the Hallandale Beach CRA area and, in particular, the site selected for TAP review: the Foster Park neighborhood.
- The TAP met in Hallandale Beach on November 7 and 8, 2012, in the Foster Park Community Center.
- The TAP, under the leadership of the ULI Southeast Florida/Caribbean District Council, prepared a report on its recommendations and conclusions.

Panel Agenda

The agenda (included as Appendix A) for the two-day TAP was organized as follows.

On November 7, the panel began its orientation with a lunch meeting and tour of the study area. The HBCRA used the tour to acquaint the panel with the study area within its broader community and planning context. Following the tour, the panel provided an opportunity for public comments. That was followed by a working dinner that allowed panel members and HBCRA staff to further discuss the study area.

On November 8, the panel spent the morning and early afternoon working on the issues that the HBCRA staff had asked it to address, along with issues raised in the public input session from the day before. In the afternoon, the panel members presented their observations and recommendations to an audience of interested citizens, community groups, and others in attendance.

Public comments from both meetings are incorporated in this report.

Background: The Hallandale Beach Community Redevelopment Agency and TAP Focus Area

The site (top image to the right) that the TAP focused on is located in the Foster Road neighborhood, a part of the Hallandale Beach (HB) CRA area (lower image to the right). The timing of the TAP, its members learned, was important. "Issuing an RFP/RFQ is the next step in moving a pivotal economic development site from the bookshelf to implementation," HBCRA Executive Director Dr. Alvin B. Jackson, Jr., observed in his opening comments to the TAP.

The TAP focused its work on a 2.5-acre site (illustrated above) that is composed of a larger parcel bound by Dixie Highway to the east, NW 1st Avenue to the west, Foster Road/NW 5th Avenue to the south, and NW 6th Avenue to the north, and two contiguous parcels, one south of Foster Road between Dixie Highway and NW 1st Avenue, and one just west of the main parcel and north of Foster Road.

The Hallandale Beach CRA

Since its creation in 1996 the HBCRA has led numerous initiatives that include road and infrastructure improvements, street beautification, and new residential and park development, all important to improving neighborhood appearance and the overall quality of life for residents. It also:

- Restored Hallandale Beach's historical village center.
- Sponsors a Neighborhood Improvement Program that provides incentives to property owners who want to improve the exterior of their building or address interior life-safety issues.
- Assists homebuyers with the cost of construction of a new single-family home or the purchase of an existing home, condominium, or townhouse (see two examples on the next page).
- Acquires and facilitates redevelopment of vacant properties.
- Is responsible for economic development opportunities and initiatives and the city's real estate portfolio. To help stimulate the economy, it offers a Business Incentive/Enticement Program and a Facade Exterior Program for commercial businesses.

The TAP study site is located in the Hallandale Beach CRA area with boundaries to the north (Pembroke Road), south (the Miami Dade-Broward County line), and west (I-95) that are the same as those of the city. The HBCRA extends east to NE 14th Avenue and the 14th Avenue canal to the east.

The opening of the Foster Park Community Center (image to the right) is another HBCRA and City of Hallandale Beach successful project. Located in the northwest section of the city, the center serves the

Foster Park neighborhood and provides a focal point for community activities. That northwest section is also targeted by the HBCRA with $3 million earmarked for the development of the site that will be the subject of the RFP that the TAP focused on: the Foster Road and Dixie Highway project on the east edge of the Foster Park neighborhood.

The Foster Road Neighborhood

The Foster Road neighborhood offers something unique in a rapidly changing region: Its residents have a strong sense of community and place and a collective heritage that binds residents together wherever they now live.

The neighborhood's past is important to understanding where it is today and its potential for the future. Traditionally Foster Road was the commercial heart of the city's African-American community. Pre-integration, it was where they shopped, provided for daily service needs, dined, and gathered for evening entertainment. With the end of segregation, that role diminished.

Over time, the population dwindled and many buildings became blighted through disinvestment. And with its Business Limited (B-L) District zoning (see Appendix C), a range of uses have been allowed that led to what residents today call hodge-podge development where uses are not compatible. Even as late as 1996 when the HBCRA was created, areas still had dirt roads, something that the HBCRA addressed. Thanks to additional investments, the area is also well served by infrastructure, including water and sewer.

Carver Heights Townhomes and Highland Park Village (depicted above) represent important new investments in the Northwest HBCRA area. The recently opened Foster Park Community Center (image below) is a valued community gathering place. It was also where the TAP met and served as a base for getting to know the neighborhood.

Currently, the city is in the process of drafting Regional Activity Center (RAC) zoning regulations for the Palms Gateway Overlay District (for the Foster Road corridor). The planning process, which will include extensive community outreach as the regulations are developed, is expected to be completed in the summer of 2013 with approval hearings that fall. The goal is a predictable, less complicated process that achieves the intent of the RAC land use designation in the city's comprehensive plan. At present the overlay for the corridor permits residential/mixed-use development with a conditional use permit at a maximum density of 25 dwelling units per acre and with Planning and Zoning Board and City Commission approval. The minimum lot size for mixed-use residential in commercial zoning is a 10,000 square feet.

However, an empirical physical description of the neighborhood does not tell the whole story. That is best told through the words of its residents (current and former who still come back to visit). When neighborhood participants in the TAP public sessions were asked to describe the place they call home, they offered the following observations. The Foster Road neighborhood:

- Is rapidly changing.
- Presents numerous opportunities.
- Has been ignored and neglected as people and investments have moved to other areas of the city. The result: the neighborhood has lost direction. "The east-west divide in the city should be corrected," a resident stressed. "The Foster Road neighborhood needs to be economically integrated with the rest of the city," another resident observed.
- Has a history of hodge-podge development due to inappropriate zoning (something that needs to change).

Residents also offered the following observations about what the neighborhood needs:

- More action and not more plans, and more planning with, not for, the neighborhood.
- More homeownership (versus rental).

Once a lively, vital commercial center that was the economic, social, and culture core of the city's African-American community, the Foster Road Corridor of today shows the effects of years of disinvestment, something that the HBCRA is addressing.

- More neighborhood businesses (with Foster Road being a vital place for businesses like it was when it was known as the Palms of Hallandale Beach and had restaurants, shoe and barber shops, a movie theater, and other services). With such businesses, residents once again would not have to leave the neighborhood for basic services like they do now. For that to happen, more private investment, parking, and HBCRA-backed business start-up loans and incentives such as rent subsidies are needed. Business and arts incubators are also important as is the idea of a business cooperative. Such places could help small home-based businesses move into more visible locations where they can grow.
- More good things happening like the Foster Park Community Center that make people feel proud of where they live. "The feeling of the place is important" was one comment. The community center, another resident noted, "is the best thing that has happened in our area for 30 years."
- More neighborhood talent remaining in the area instead of the current brain drain. That should include bringing businesses to the area that could hire the area's youth when they return from college. "We want our children to come back and feel they can live in a safe, family-oriented community," a resident stressed. That should include more things for youth to do.
- More code enforcement and steps to improve appearances. A resident commented that it is hard to take pride in a neighborhood when one of the first things you see are broken down fences and boarded up buildings.
- More sidewalks (many are incomplete) and improvements to Dixie Highway (making it two-way and narrowing the amount of pavement were mentioned).
- More reasons for people driving by to stop and visit the area. That means making it more visible and helping businesses come back.
- More celebration of the neighborhood's best product: its African-American culture and heritage. Its tradition as place for good jazz is a good example of an activity that, if properly nurtured, could be the spark for new economic investment and bring people (from Port Everglades, for example) to the neighborhood.
- More listening to those who live in the neighborhood, an observation more than once.

The 2.5-acre site that the TAP was asked to focus on (top two images above) offers several advantages, including ownership by the HBCRA, adjacency to Dixie Highway, and potential as a gateway to the Foster Road corridor. It also has the potential to be packaged with adjacent apartments (bottom image above).

In summary, the neighborhood's heritage and its residents' pride in place that should be the cornerstone of future development. In the words of one resident, the goal should be to "Make Foster Road 'that' business district again." Another resident observed that "We know the neighborhood can't be what it once was, but we do want it to be better than it is today."

The Foster Road and Dixie Highway Site

The TAP was asked to focus on a key 2.5-acre HBCRA site that, because it fronts Dixie Highway, could provide a much-needed gateway into and an economic and community pride stimulus for the Foster Road neighborhood. With regard to key features of the site, it:

- Is owned by the HBCRA and mainly vacant (the only building is a small dance studio on the western parcel).
- Abuts to the south a site that currently has a small two-story apartment building on it. The owner is aware of the HBCRA's plans and would be willing to work with the HBCRA as part of an overall redevelopment project.
- The site is located within the Foster Road Corridor Overlay District and has a RAC Future Land Use designation. The site is within the B-L Zoning District. Planned Development District (PDD) is also assigned to the property. The Foster Road Corridor Overlay District will allow residential and mixed-used development if a conditional use permit is acquired.
- Is close to several large businesses that might need off-site office space (the Mardi Gras Casino and Resort and Gulfstream Park Racing and Casino, for example).
- Has a new community anchor in the Foster Road Community Center. The City of Hallandale Beach Human Services Department office in the area is another community resource.

Common neighborhood themes about the future of the TAP focus site:

- It should be used for mixed-used development that benefits the neighborhood, serves as an economic draw and stimulus, and provides a gateway for Foster Road.
- Uses could include neighborhood-oriented retail, low-intensity homeownership (possibly over retail space), and space for cultural arts groups and job training.
- Redevelopment of the site should be within the context of an overall master plan for the surrounding area that has as an end-goal a harmonious area where uses are compatible and create a place that those who leave want to come back to.

When asked to identify the types of businesses that would be sustainable in the area, specifically on the TAP study site, residents offered the following ideas (some neighborhood serving and others destination-oriented):

- Medical center
- Shopping plaza
- Training center
- Local retail (hair salons, barber shops, and stores offering ethnic products were mentioned)
- Restaurants (one with an African-American theme and maybe offering jazz and outside dining was mentioned)
- Residential over retail that would provide live-work opportunities (the design would need to address the problem of housing on Dixie Highway)
- Hotel

- Entertainment complex that includes restaurants and clubs (could include flexible space that could be used for entertainment such as jazz and be designed to convey a Bahamian theme)
- Recording studios (could serve as a magnet that brings in people from the outside)
- Public uses such as a post office or HBCRA/other city offices and job training opportunities

When discussing the above, one resident observed that the TAP study site is only one piece of a larger puzzle and that a plan for the site should be in the context of an overall redevelopment plan for the larger area. The challenge, another resident observed, is finding that nexus between what makes sense businesswise with what makes sense for the community.

The number of HBCRA-owned sites creates an opportunity for thoughtful redevelopment that adds to the Foster Road quality of life and provides the spark for new investments in the area.

The results of an HBCRA door-to-door survey (Appendix D) conducted along 1st, 2nd and 3rd Avenues prior to the TAP, also emphasized a desire for mixed-use development on the TAP study site. When asked why they supported mixed-use development, respondents most often offered the following reasons: improve the neighborhood, create jobs, and provide commercial space within walking distance. A strong preference was shown for a small plaza that included a variety of uses such as a restaurant, bank and ATM, pharmacy, offices, retail (a grocery, dollar, and beauty supply stores, for example), technical school, and some type of entertainment. Single-family and rental apartments were also mentioned, although less frequently. One respondent expressed the desire to leave the site vacant as a quiet open field.

Issues for the TAP

The HBCRA asked the TAP to focus on the specific issues related to redeveloping the Foster Road/Dixie Highway site. Described in more detail in Appendix B (Questions for the TAP), the TAP structured its comments to address the following topics:

- Suggested mix of uses for the site and adjacent properties that is most likely to create an economic generator for the corridor
- Greatest impediments to site redevelopment and related mitigation strategies, including potential public reactions
- How to encourage private sector investment interest and a broad response to the RFP/RFQ
- Best practices for formulating and issuing an RFP/RFQ, including the priorities for the allocation of public resources
- How to best organize due diligence and incentives to encourage development

The TAP toured the Foster Road corridor and surrounding neighborhood to familiarize its members with the site. The tour brought to life what the TAP had learned in its extensive briefings and readings about the site and the general area.

Panel Response to the Hallandale Beach Community Redevelopment Agency's Questions

As outlined above, the TAP was asked to focus on a number of key issues related to redeveloping the Foster Road and Dixie Highway site.

Before diving into the issues, the TAP members discussed community and site strengths and challenges – an important context for understanding redevelopment possibilities.

With regard to its strengths (foundation to build on), the site:

- Is an infill location, desirable in a community and region that, for the most part, are built-out.
- Has the advantage of improved infrastructure in the area. Good examples are the Foster Park Community Center and the HBCRA streetscape work.
- Enjoys good access to Dixie Highway and the political support and desire to move the project forward with flexible zoning.
- Benefits from the neighborhood's strong sense of history and shared culture and residents' desire to see the site used to stimulate economic activity and community identity.
- Has the full support of the HBCRA and the commitment of its financial resources to facilitate redevelopment. That includes the possibility (contingent on approval by its board) of the HBCRA having up to $3.5 million per year over the next three to four years to assist with making site development a reality.

Challenges (impediments to redevelopment) include the following:

- The site is isolated and not on a major roadway with high traffic counts. Instead, Dixie Highway, a state controlled highway, is a wide one-way southbound street with no direct northbound access to the site. It also has low traffic volumes; the peak traffic count is only 283 vehicles per hour.

"The Dixie Highway and Foster Road site benefits from a city and CRA that is committed to seeing it redeveloped as a neighborhood asset that will provide the genesis for new economic activity that benefits the area around it and serves as an inviting gateway into the Foster Road corridor." (The ULI Technical Assistance Panel)

Redevelopment challenges to overcome include the design of Dixie Highway that encourages cars to speed by, rather than turning into the site, and the appearance of neglect in the surrounding area.

- The neighborhood has limited purchasing power which impacts the type of retail that can be attracted to the site. It also has a low number of housing units, which is also important to retailers who count the number of roof tops when making a location decision. In fact, the immediate Foster Road neighborhood has relatively low density compared to other south Florida locales.
- Developers will have concerns about perceived crime problems and the number of vacant lots and run-down buildings, including those in proximity to the site. They also will be concerned about the uncertainty of community reaction and, related to that, the lack of an accepted master plan for the area that sets the long-term vision and how the site fits into it.

After completing their assessment of site strengths and challenges, the TAP members turned to offering their recommendations, organizing them around the following topics:

- Getting the mix of uses right
- Planning for the site in the context of a broader master plan
- Structuring a successful RFP/RFQ

> Getting the mix of uses right

The TAP divided their comments about the mix of uses into two categories: possible and most feasible (therefore, the ones to focus on).

Possible Uses:

- Neighborhood retail and services (low traffic counts on Dixie Highway dissuade a regional retail magnet)
- For sale and for rent housing
- Business incubator
- Civic uses such as arts, educational, a community police substation, and HBCRA offices
- Live/work flex space (could allow either or both)
- Professional offices

Most Feasible Uses:

- Live/work flex space – for example, office, retail, or service uses on the lower level and residential use on the upper floors, or mixed-generational housing (an occurrence that is increasing as grown kids come back home and senior parents come to live with children who are now parents)
- Neighborhood retail, if subsidized by the HBCRA
- Housing with subsidies and/or senior housing (might give residents the opportunity to stay in the area as they get older)

Illustrated above, smaller-scale mixed-used development that includes opportunities for residences above retail or office space would be a good fit for the Dixie Highway and Foster Road site, the TAP noted. Each of the images demonstrates a different combination of adaptable live and/or work space. For example, retail could be located on the first level with living space or offices above. An alternative is living on the first level (activates the street), with work (offices or retail) above. Regardless of the use, the ground level should front the street with transparent windows and doors that allow those walking or driving by to see what is inside. That,in turn, creates a sense of safety and vitality.

- Civic uses as identified above. An example might be creating space that could be used for jazz and other musical events that might draw visitors to the area.

When addressing uses in the RFQ/RFP, TAP members stressed the need to:

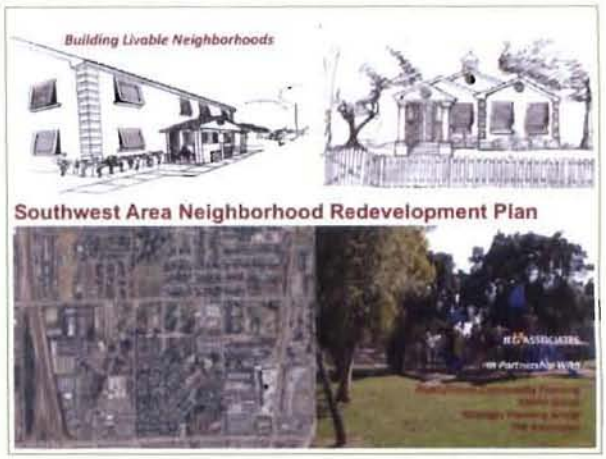
- Provide guidance about the desired uses but also give the developer maximum flexibility when it comes to selecting those uses. A developer needs that flexibility to respond to changes in the market.
- Call for design features that will create a signature gateway into the neighborhood and convey the message of pride in the heritage of the community (a Bahamian style, for example). Another important design requirement should emphasize the HBCRA's desire for site design that activates corners regardless of uses through architectural controls.
- Remember that for the development to be financially viable, HBCRA subsidies will be necessary. The subsidies, however, should be contingent on HBCRA and city approvals of the development proposal.
- View the redevelopment as a stabilizing first step or phase for longer term neighborhood revitalization and economic investment.

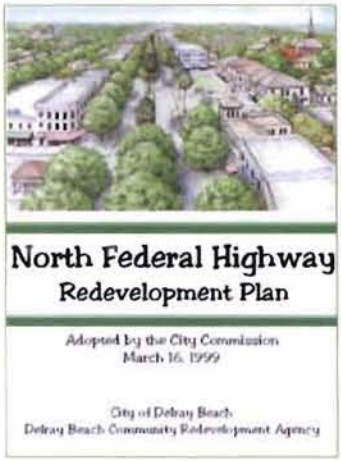
> Planning for the site in the context of a broader master plan

The redevelopment of the Dixie Highway and Foster Road site should be planned in the context of a broader master plan overlay for the full corridor, the TAP stressed. The master plan should establish a cohesive vision for the corridor that includes the site and should be structured to enable phased development, with the first phase focused on stabilizing the neighborhood and future phases building on that.

The master plan should also:

- Identify the appropriate mix of uses along the corridor and define building forms of a character and scale that reinforce the community's vision for the area.





The Delray Beach CRA works with the city's Planning and Zoning Department and private consultants to create redevelopment plans for areas located within the CRA district. Those plans are produced following a comprehensive, collaborative process that involves residents and businesses in the affected area. Three of those plans are depicted above. More information on those and other plans can be found at www.delraycra.org/index.php?option=com_content&task=view&id=56&Itemid=79>.

- Address streetscape, landscaping, sidewalks, and other such features to support the broader redevelopment. Distinctive pavers, for example, could be used to create a sense of entry and guide visitors to the site and along the Foster Road corridor, and historic markers or signage could be used to identify points of significance. Public art can also add to the unique character of the area. Consistent sidewalks and landscaping are also important and will contribute to a sense of cohesion and place. When landscaping, providing shade is important to encouraging pedestrian activity along the corridor.
- Use innovative approaches to address both real and perceived safety, a threshold issue for future residents and customers who may view the area as not safe enough to visit.
- Define the design character of Dixie Highway, including converting the one-way format to two-ways, allowing on-street parallel parking, and adding landscaping and other types of aesthetic improvements. The current one-way format, TAP members emphasized, works against the success of the site. That design encourages drivers to speed by the site, thereby creating a negative environment for pedestrians and businesses. Plus, drivers or passengers at that speed do not have time to register what is in storefronts, and that further lowers their interest in stopping for a while. The low traffic counts even at peak times do not merit the current number of lanes. Two would be sufficient. Achieving that desired outcome will require working with neighboring cities and with District Four of the Florida Department of Transportation (FDOT).

> Structuring a successful RFP/RFQ

The TAP began its discussion of the RFP/RFQ with the advice to go the RFQ route. An RFQ is less time consuming and less costly than a full RFP, a fact that might encourage more potential developers to respond. The TAP recommendations related to the RFQ were organized around the following topics: process steps, the information needed for the RFQ, best RFQ practices, and the highest priorities for the allocation of public resources.

Process Steps

Steps of the process should include the following, the TAP advised:

- Step one, reach out to and work with neighborhood residents and businesses and stakeholders from the surrounding area to develop the RFP/RFQ. That should include early involvement of the HBCRA Advisory Board.
- Step two, open the RFQ process, which will be an invitation to developers to discuss concepts and ideas for the site and present their qualifications.
- Step three, shortlist the two to three best qualified developer(s) with the best ideas and invite them to submit a full development proposal.

In carrying out those steps:

- Continue to involve those described in Step One.
- Clearly state the broad goals for the site.
- Provide a tight timeline with explicit steps.
- Describe the criteria to be used in evaluating proposals.

Remember that having gone through the above, the HBCRA has numerous options. It can, for example, reject all or all but one developer or certify multiple ones. If only one developer is chosen, the HBCRA

could begin negotiations immediately. If multiple developers seem to be viable, the HBCRA could move to a more formalized RFP process. That could include limiting the number of developers who are asked to respond.

Information Needed for the RFQ

> *"The more complete the information, the more certainty and clarify for potential developers. The more the HBCRA reveals that is has done its homework and is serious in its intent, the more likely developers will be to respond and invest. That is particularly important in a difficult economic market and with the challenges associated with the site" (The ULI Technical Assistance Panel)*

The TAP developed a checklist of information that should be included in the RFQ:

- ✓ A description of steps taken to involve the community – Shows the developer the degree to which the neighborhood has been engaged in the planning process leading up to the RFQ. The type and extent of community involvement should be determined by the HBCRA, the TAP noted. In addition to closely involving residents and businesses in the Foster Road neighborhood, the TAP recommended that major stakeholders in the surrounding area be included (the Mardi Gras Casino and Resort and Gulfstream Park Racing and Casino, for example).

- ✓ Current property survey – Provides the developer certainty on the site conditions and should include easements and other relevant site information.

- ✓ Current appraisal – Enables the developer as well as the HBCRA to know the value of the land and how that might enter into potential HBCRA subsidies and incentives.

- ✓ Current Environmental Audit (Phase I) – Identifies any potential problems and if a more expensive Phase II audit might be needed. Having that information early creates a more level playing field and helps relieve developer uncertainty.

- ✓ Zoning and land use designations – Allows developers to know what is and is not permitted. Any problems with zoning should be cured before the RFQ is issued. As an alternative, the city could include a statement saying that it is open to facilitating a rezoning.

- ✓ Utility and drainage infrastructure – Provides the developer information on the capacity of utilities to support the planned development and what will happen with drainage when the now vacant site is developed.

- ✓ Traffic counts for area – Gives the developer an understanding of AM and PM peak counts on Dixie Highway and Foster Road (important information for retail, for example).

- ✓ Current economic and market analysis – Enables the developer to know more about market conditions. Such analyses should be as site specific as possible.

- ✓ Historical context – Provides information on what has been on the site in the past and what the community wants for the site in the future. Include information on the HBCRA's desire for a site design that activates corners regardless of uses through architectural controls.

- ✓ Relevant planned projects in general area – Gives the developer an idea of other developments in the area. Examples include the Mardi Gras Casino and Resort, the new hotels and housing at Gulfstream Park Racing and Casino, the possible Hallandale Beach Florida East Coast passenger railway stop, and related transit-oriented development sites planned by the city.

- ✓ Critical uses that the HBCRA would like to see in the proposal as well as discouraged uses – Saves the developer and HBCRA time if all know what the desired and undesirable uses are. (Uses suggested by the TAP are outlined earlier in this summary.)

- ✓ Copy of ULI TAP report – Provides a neutral assessment of the site and HBCRA opportunities by development professionals. The involvement of the TAP early in the process also demonstrates to developers the HBCRA's and city's commitment to a fruitful RFQ process and making the redevelopment of the site a success through a meaningful public-private partnership.

- ✓ HBCRA toolbox – Provides information that will make the site appealing to a developer. Tools could include the HBCRA's ability to provide off-site improvements, tax abatement, and owner financing (purchase money mortgages) and other types of for sale and rental financing. Another tool is the HBCRA's ability to lease space, which could give the developer some security as part of a public-private partnership.

- ✓ FDOT requirements for Dixie Highway – Gives the developer information on what FDOT needs to approve and what it might be willing to do.

- ✓ Parking requirements for various uses – Addresses parking requirements as well as what the HBCRA or city can do to waive them.
- ✓ Process and timeline (short) and cone of silence requirements – Provides the developer important ground rules and establishes a clear timeframe and process.

- ✓ Pre-proposal conference – Gives the HBCRA an opportunity to review with developers its goals and guidelines. Developer attendance could be required in order to submit a proposal, although virtual attendance through an internet connection might expand the pool of proposers.

- ✓ The proposal format, timeline, and evaluation process – Lets the developer know upfront what should be included in the proposal, how and when proposals should be submitted, and how proposals will be weighted (the criteria and related point system that will be used).

Best RFQ Practices

Think of the RFQ as a sales document, the TAP advised. It is your investor recruitment marketing tool. RFQ best practices call for:

- A well-defined scope of work describing the project, site, and the assets that the area has to offer.
- Clarification of the HBCRA's objectives and priorities for development of the site and the incentives that the HBCRA is willing to offer to achieve those objectives.
- In addition to the Foster Road and Dixie Highway site, the HBCRA could consider including all HBCRA-owned properties on the Foster Road corridor as an option.

- A transparent process that enables all parties to know what is going on at each stage of the process. Process information should include clear steps and timelines, including how proposals should be submitted and in what format and the evaluation criteria to be used.
- A clear outline of developer requirements. That might include information on the format that the proposal must follow and what should be included in the description of the developer's experience (e.g., if previous HBCRA or local government work is required). Developer information that the HBCRA might want to ask for could include specifics about his/her past experience to give the HBCRA insights into the prospective developers' capacity to deliver. Examples of that information could include a list of current and prior projects, experiences with similar developments, the personnel and subcontractors to be engaged in the project and what their respective roles will be (and their prior experiences with those roles), and references. The list of developer requirements should also specify any type of licensing and insurance (liability, professional, etc.) that is needed and what standard city or HBCRA forms related to procuring services would be required.
- A cone of silence (the time period when prospective developers cannot ask staff questions, which means outlining a clear process for how questions should be handled and by what date). In Delray Beach, for example, all questions are sent to the city's purchasing department.

Examples of RFQs noted by the TAP are available from the ULI Southeast Florida/Caribbean District Council.

Highest Priorities for the Allocation of Public Resources

Public resources should be used to achieve the priority goals that the city, HBCRA, and the neighborhood want to realize from redeveloping the Dixie Highway and Foster Road site. Examples include:

- Helping to financially stabilize and create a gateway into the corridor.
- Encouraging job creation.
- Improving real and perceived safety for the neighborhood.
- Building strong public-private partnerships.
- Creating an enduring sense of place.

Conclusions

Although the site has some challenges to address, its assets are even more important, the TAP concluded. Key among those assets is the city's and HBCRA's desire to create a positive regulatory environment and bring substantial financial resources to the table. That type of commitment can make the difference in a still challenging economic climate for new development.

In moving forward, it will be important to:

> Get the mix of uses right (the site should be used for mixed-use development).

The mix of uses should be economically practical for the area and should provide a developer with the flexibility needed to respond to changing markets. Uses could include live/work space, neighborhood retail if subsidized by the HBCRA, housing (also with subsidies and could be for seniors), professional offices, and some type of civic use (could include, for example, a business incubator and/or cultural arts, educational, and entertainment uses). Regardless of the combination of uses, development should create a signature gateway into the Foster Road corridor, activate the street, and communicate the neighborhood's heritage.

> Plan for the site in the context of a broader master plan and vision.

The redevelopment of the Dixie Highway and Foster Road site should be planned in the context of a broader master plan overlay that establishes a cohesive vision for the full corridor. The master plan should be structured to enable phased development, using this first phase to stabilize the neighborhood and building future phases on that success. A big advantage of an adopted, broadly accepted master plan is that it provide more certainty – for the neighborhood, more certainty about site design and uses and the character and scale of what is built, and for developers, a more certain investment environment (important in a competitive and still challenging economic market). The character and design of Dixie Highway should also be addressed for long-term site and neighborhood success.

> Structure a successful RFP/RFQ process.

The TAP's first piece of advice was to go the RFQ route. An RFQ is less time consuming and costly than a full RFP, a fact that might encourage more potential developers to respond. An RFQ could be used to narrow the number of developers asked to submit a full RFP. For either process (an RFQ or RFP) to succeed, broad stakeholder (those located in and near the neighborhood) involvement, a timeline with explicit steps, and clearly stated goals, priorities, and evaluation criteria are all important. Also critical is providing complete information – for example, about the site, the CRA (particularly the financial and leadership assets it brings to the table), the broader community, the planning environment, and developer requirements. By providing thorough information, the HBCRA demonstrates that it has done its homework and is committed to working as a true partner throughout the development process. That, in turn, should spark developer interest.

In closing, the TAP emphasized using the HBCRA and other public resources to achieve priority redevelopment goals, including creating a signature gateway project, encouraging job creation and new investments, and improving quality of life (including the feeling of living and working in and visiting a safe, pleasant environment where it is easy to walk around). In the end, it's about building strong public-private partnerships and creating an enduring sense of place.

APPENDIX A: TAP AGENDA

Hallandale Beach CRA/Foster Park TAP
November 7 and 8, 2012

Wednesday, November 7, 2012

12:00 – 1:30 pm	Panel arrives, meets over lunch with CRA staff & invited guests *Cantina Laredo @ Village at Gulfstream Park, 501 Silk Run, Hallandale Beach, FL*
1:30 – 3:00 pm	Van tour of Study Area *Van tour leaves from Foster Park Community Center, 609 NW 6th Ave., Hallandale Beach*
3:00 – 4:00 pm	Hotel check-in Hampton Inn, 1000 S. Federal Hwy., Hallandale Beach, FL
4:30 – 6:00 pm	Panel interviews of CRA and City staff, community representatives, neighbors, etc., and other interested parties. This meeting is open to the public. *Venue: Conference Room – Foster Park Community Center, 609 NW 6th Ave., Hallandale Beach*
6:00 – 9:00 pm	Dinner, panel interviews and discussion *Selected CRA staff and Vice Mayor invited to dinner – Brio's Tuscan Grill Village at Gulfstream Park*

Thursday, November 8, 2012

7:30 – 8:30 am	Breakfast for Panelists Staying Overnight at Hotel *Hampton Inn*
8:30 – 10:00 am	Panel work session (closed to public) *Venue: Conference Room – Foster Park Community Center*
10:00 – 10:30 am	Break
10:30 – 12:30 pm	Panel work session (closed to public)
12:30 – 1:30 pm	Working lunch - *Catered Lunch*
1:30 – 4:00 pm	Panel work session (closed to public)
4:00 – 4:15 pm	Break
4:15 – 5:00 pm	Panel review of Draft Report (closed to public)
5:00 – 6:00 pm	Presentation of Draft Report; Questions & Answers **Open to public at Foster Park Community Center**

NOTE: Final report sent to client 45 days after panel adjourns.

APPENDIX B: QUESTONS FOR PANELISTS

Hallandale Beach CRA/Foster Park TAP
November 7and 8, 2012

1. What mix of development on the subject site in Foster Park and contiguous study properties is most likely to create an economic generator for the corridor? What use(s) might comprise an "anchor" use for the project (i.e. Publix is considered the most precious project anchor, in the industry!)? NOTE: A mix of uses is generally interesting to private developers, since by its nature the components are non-competitive and therefore can be sold simultaneously increasing returns and minimizing projects risks.

2. What are the greatest impediments to redevelopment for this site? (Lay out issues such as zoning restrictions, infrastructure needs, local stakeholder concerns, etc.) How do the City and the CRA maximize the potential and minimize possible public concern about more intense development? Mitigation strategies?

3. What factors need to be considered in order to encourage the broadest possible participation from the private sector when issuing an RFP/RFQ on this site?

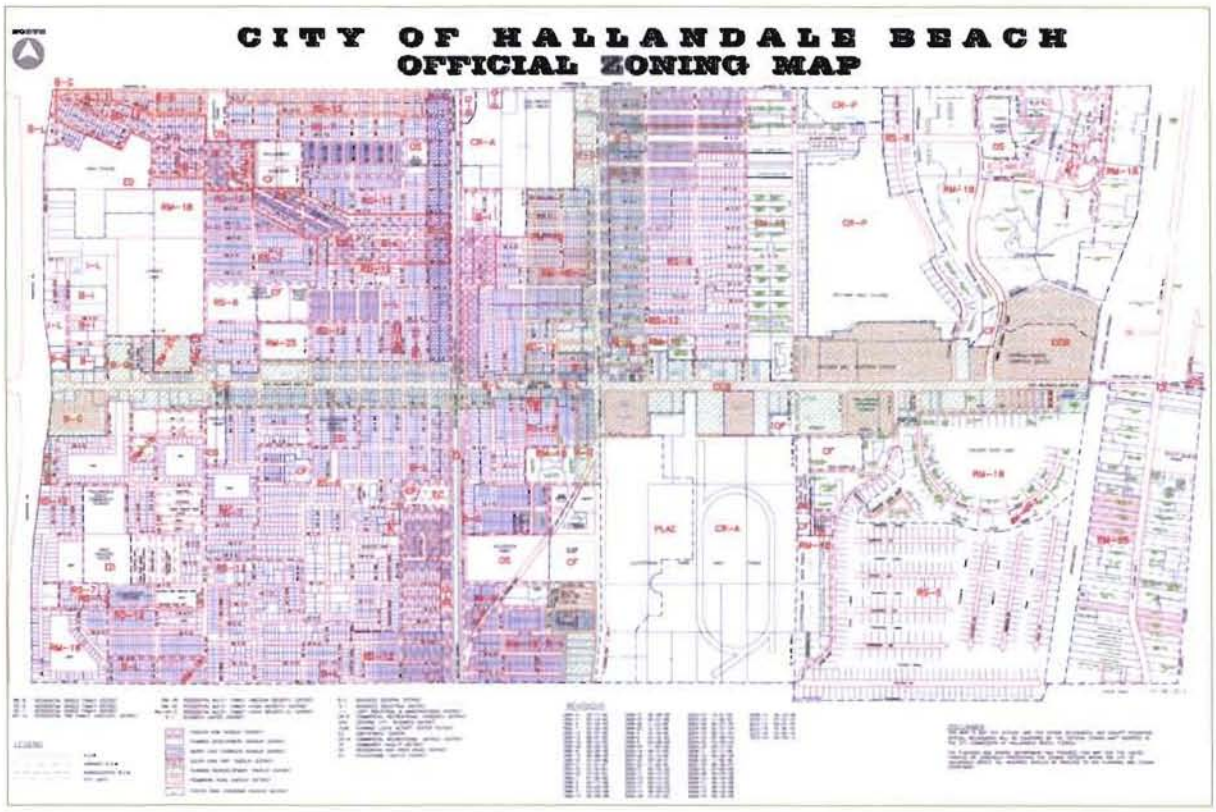
4. What best practices should be observed in formulating and issuing an RFP/RFQ for this site?

5. What are the highest priorities for allocation of public resources for this project?

6. How much due diligence material is the CRA/City willing to provide, which reduces the perceived project risks? NOTE: Although due diligence material will increase the CRA's project soft costs but it will likely encourage greater private sector participation in a RFP/RFQ process. It is a balancing issue. Such material could include, for example, utilities (capacity and sizing), transportation (traffic and parking analysis), zoning, environmental considerations, etc.

7. What financial incentives is the CRA willing to consider to entice private investment developers to take the project risks? For example: funding of project elements, abatement of real estate taxes for a number of years, guarantees for the purchase of a % of units (residential) or leased space (commercial) for a time period.

APPENDIX C: FOSTER ROAD CORRIDOR ZONING



APPENDIX D: HALLANDALE BEACH CRA FOSTER ROAD CORRIDOR SURVEY SUMMARY

(prepared by the HBCRA)

There were 30 surveys (door to door) conducted along 1st, 2nd and 3rd Avenues. The survey questions consisted of the following:

1. What is your overall impression of developing this land for mix-use? Would you say you are:
    a. Very much in support
    b. Somewhat in support
    c. Unsure
    d. Somewhat opposed
    e. Very opposed
2. Please explain why you support/oppose this proposal?
3. There are many potential uses of this land, and it would include a mix of residential units as well as commercial units such as: (give list of possible commercial uses).
4. What 2 or 3 commercial uses would you like to see on this land? Please note, the funds are limited in terms of what can be built on this land, so please give us your thoughts taking into consideration that it must be financially affordable (something to that effect).
5. Please explain why you would want these on this land.

There was an overwhelming and strong support for developing this land for mix-use. Only two (2) responses indicated opposition. One to leave the site vacant (they liked the quiet and open field). The second was to build single family homes.

The overwhelming reasons were to improve the neighborhood, create jobs and construct commercial retail space with close proximity to neighborhood (walking distance).
Some of the mix uses desired are: apartment rental (very low), single family housing (very low), a small plaza to include grocery store, dollar store, beauty supply, restaurant, bank & ATM, pharmacy, offices, retail, technical school and some type of entertainment (very much in support).

Survey Results

Very Much Support: 25
Somewhat in Support: 3
Improve the Community: 11
A small plaza with beauty supply, dollar store, fast food, grocery: 13
Very opposed to any development (like the quietness of open field): 1
Apartment Rental: 3
Homeless Housing:
Single Family Housing: 4
Close proximity to Neighborhood: 1
Retail Stores: 5

Restaurant: 10
Bank & ATM: 7
Offices: 3
Pharmacy: 3
Jobs: 7
Technical School: 5
Entertainment
Center: 3
Outside Seating: 1
Sports Bar: