

2019

Creating a  
Place-Based Framework for

# Jefferson Terminal District

Land Use, Transportation, and Urban  
Design Recommendations

**FAU**  
FLORIDA ATLANTIC  
UNIVERSITY

**WPB**  
WEST PALM BEACH

FAU Partnership for Sustainable Communities



Creating a  
Place-Based Framework for the

# Jefferson Terminal District

Land Use, Transportation,  
and Urban Design  
Recommendations





## Florida Atlantic University Partnership for Sustainable Communities

Center for Urban and Environmental Solutions  
[cues.fau.edu/partnership](https://cues.fau.edu/partnership)

The Florida Atlantic University (FAU) Partnership for Sustainable Communities is an initiative of the Center for Urban and Environmental Solutions (CUES) within Florida Atlantic University's School of Urban and Regional Planning. The FAU Partnership addresses challenges and goals identified by Florida communities with university capacity in ways that aim to benefit all parties, work within administrative structures, and at a scale that can have lasting and sustainable impacts for all involved.

Areas where an FAU Partnership may be beneficial include issues of sustainability, resiliency, transportation and transit-oriented development, adaptation to the impacts of climate change, regional and urban planning and design, affordable housing, integrating historically disenfranchised voices into public decision making, sustaining a viable local economy, maintaining public safety, and pursuing other livability goals.

Students, through their course work, engage in important projects that contribute to the quality of life of residents in the community. Potentially, faculty, staff and students from across the University assist local governments with projects that address their smart growth, quality of life, and sustainability goals.

Projects that fit the FAU Partnership model are high-priority and high-need community projects. FAU Partnership engagement can generate interest and fresh ideas that create momentum and provide service to the community.

In 2019, the FAU Partnership launched its pilot program with the City of West Palm Beach in Palm Beach County.



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JTD Planning Session,  
May 2019.  
*credit: FAU CUES*





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# Executive Summary

## Project Overview

The City of West Palm Beach is seeking to promote economic development and resilience within the Jefferson Terminal District (JTD) through place-making, infill development and better transportation connections. In recent years the JTD has begun to see transformative private development which can potentially change the unique character of the district. The city wants to maintain this character and is encouraged by some of the private development that is helping to amplify it. One such project is known as The Warehouse District and includes a food hall known as the Grandview Market, shops and a unique shopping experience. Furthermore, several breweries and a distillery have also emerged and these companies are providing more weekend and nightly activities that are attracting people regionally to the JTD. The key to future success is to identify a balance between public and private investments that can work collaboratively to seek creative solutions. The City has begun the public engagement process where it has asked for stakeholder and community feedback. In addition to collecting the information for the context of this project, a website has been established and the first public outreach visioning meeting was held October 17, 2018. (See [www.wpb.org/JTD](http://www.wpb.org/JTD))

The City's visioning process will determine whether zoning will remain the same, be modified slightly or more comprehensively to accommodate

greater density and intensity of the urban fabric. This report provides a list of specific recommendations that will address areas of the City's overall plan: Transportation Recommendations, Land Use Recommendations, Capital Improvement Recommendations and Urban Design Recommendations that seek to build public/private partnerships in development and activation of the district.

During the spring 2019 semester, FAU School of Urban and Regional Planning students under the direction of Dr. John Renne, AICP in his Land Use and Transportation course began to address the issues working with City of West Palm Beach staff. Over the summer of 2019 a team of FAU faculty, staff, and student researchers working with City staff continued the process, synthesizing the student work and formalizing recommendations and scenario visioning through a comprehensive place-based framework for the JTD. *Creating a Place-based Framework for the Jefferson Terminal District: Land Use, Transportation and Urban Design Recommendations* provides the City of West Palm Beach with a contextual analysis, followed by land use, transportation, and urban design and capital improvement recommendations using two scenario planning visions, Jefferson Terminals and Jefferson Wards to illustrate how various frameworks could be implemented while achieving overall recommendations and desired outcomes.



Planning Challenge

A framework plan can serve the interest of all residents, business owners and visitors to provide a full spectrum of land uses within the JTD. Even though the building blocks of most neighborhoods are basic and widely shared, the JTD is different due to its light industrial and gritty character. The cumulative impact of common development errors can permanently undermine the JTD's vitality and unique value—maintaining the character is of the utmost importance since this is what attracts people to the JTD. What is good for downtown or the surrounding historic downtown neighborhoods does not fit in JTD. The planning approach must be responsive to residents who are generally comfortable with the neighborhood despite some needed infrastructure improvements. It should also address concerns of local government who want to fulfill JTD's potential through new creative and innovative infill development and strategic public realm interventions that solve for safety, flooding and sense-of-place concerns. A planning approach that reestablishes linkages between JTD and surrounding neighborhoods is also critical due to similar concerns.

Planning and Design Approach

Like in acupuncture, the design objective is to revive optimal functioning through strategic and non-invasive intervention that normalizes relationships within the system. Small well-placed interventions can affect a larger territory. Resources are limited and conventional financing will only support large-scale development and infrastructure projects. Unlike master planning where a total vision captures all properties, the plan's three scenario planning options encompass

improvements at various investment levels tailored to key areas that would have the greatest impact on the key issues identified: infill housing, place-making in the public realm, flooding, and connectivity.

Major Design Recommendations

1. Connectivity to surrounding neighborhoods, transportation hubs and downtown West Palm Beach.

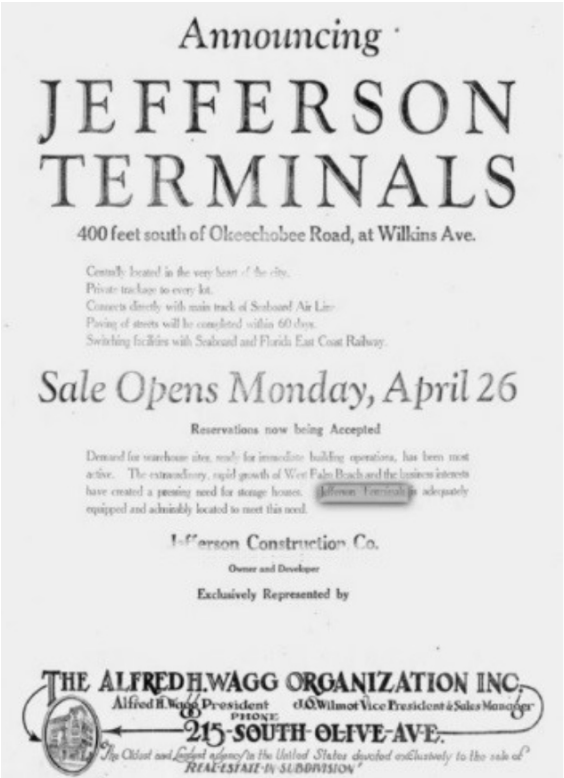
Growth of the JTD is inevitable. A navigable and safe street environment and transportation corridors for pedestrians, micro-mobility, and bicyclists is key. Recommendations include at-grade and sub-grade crossings at Okeechobee Boulevard and surface streetscape improvements for safety.

2. Implement streetscape improvements for designated streets to create high-quality pedestrian-oriented environments that also introduce Low Impact Development options. JTD streets should be destinations in addition to being throughways. Improving levels of non-traffic services in streets (i.e., aesthetics, safety, walkability, drainage, shading, traffic calming, messaging, and parking) will enhance the JTD's visual structure through detail and layering that also appeals to motorists. Public space improvements will greatly augment livability while rewarding viable economic development.

3. Incentivize infill building development that reinforces good neighborhood design and mitigates development errors from inappropriate introduction of auto-dominated suburban style development.

Building and lot development within JTD should balance the needs of the automobile with pedestrians to prevent the undermining of property values and district functioning. Contemporary suburban and urban housing characteristically support one type of housing (single-family for suburban and large-scale developer driven bedroom warehouses for urban) at low or high density across their landscapes while the JTD recommended urban design protocols promote a range of densities and housing type mix among various income levels in the area.

Authentic neighborhoods are industries. As people rediscover the unique benefits of downtown living and entertainment, the Jefferson Terminal District will emerge as a preferred area attracting new development, and public and private investment.



Jefferson Terminals advertisement from 1926





Clear Lake

Downtown West  
Palm Beach

**Jefferson  
Terminal  
District**

Flamingo Park

Pineapple Park

Centre Park

I-95



# Project Introduction

## Why Jefferson Terminal District?

The Jefferson Terminal District (JTD) has the potential to spur economic development for the City of West Palm Beach. The goal is to draw upon the concepts of an innovation district that promotes entrepreneurship and investment.

The JTD already has a number of the characteristics of an innovation district. The Brookings Institute describes an innovation district as a hub for collaboration between the private sector, government and universities with the goal of entrepreneurial innovation and new ideas.<sup>1</sup> According to Brookings, innovation districts often include a critical mass of density and mixed-use buildings, they are flexible and decentralized, open to the public, and they incorporate digital technology with physical elements using wi-fi networks and digital kiosks for the district to interact with. Innovation districts provide a public place to test new technologies; they have a strong sense of place and are community oriented.

Innovation districts promote sustainable, profitable, and equitable economic development through the cooperation of workers across multiple sectors. In most cases, innovation districts revitalize previously blighted and underutilized areas to spur economic growth and investment.

1. Katz, B., & Wagner, J. (2014). *The Rise of Innovation Districts: A New Geography of Innovation in America*. Metropolitan Policy Program at Brookings. Retrieved from <https://www.brookings.edu/essay/rise-of-innovation-districts/>



*Downtown West Palm Beach, 1927.*

In the JTD, the re-use of many of the older industrial warehouses fits the description of an innovation district as the area has received a spike in investment from creative business ventures and uses. As investment and productivity grow in the JTD, opportunities for business startups and collaboration grow as well. Many of the businesses in the JTD mutually benefit from a mix of complimentary uses and a relaxed code that encourages creativity and freedom. As investors get attracted to these favorable conditions, development will follow thereby growing the city's tax base as more people and businesses decide to live and work in the district.

### **West Palm Beach and the Jefferson Terminal District**

West Palm Beach was the brainchild of Henry Flagler, Florida railroad magnate and Standard Oil partner. Founded as a commercial and residential center to support Flagler's hotels, West Palm Beach rose from sandy scrub to become the leading metropolitan and governmental center for Palm Beach County.

The City of West Palm Beach has a population of over 110,000 people and is currently experiencing residential preference changes through increased urbanism (United States Census Bureau, 2019). Anticipating continued population growth in the

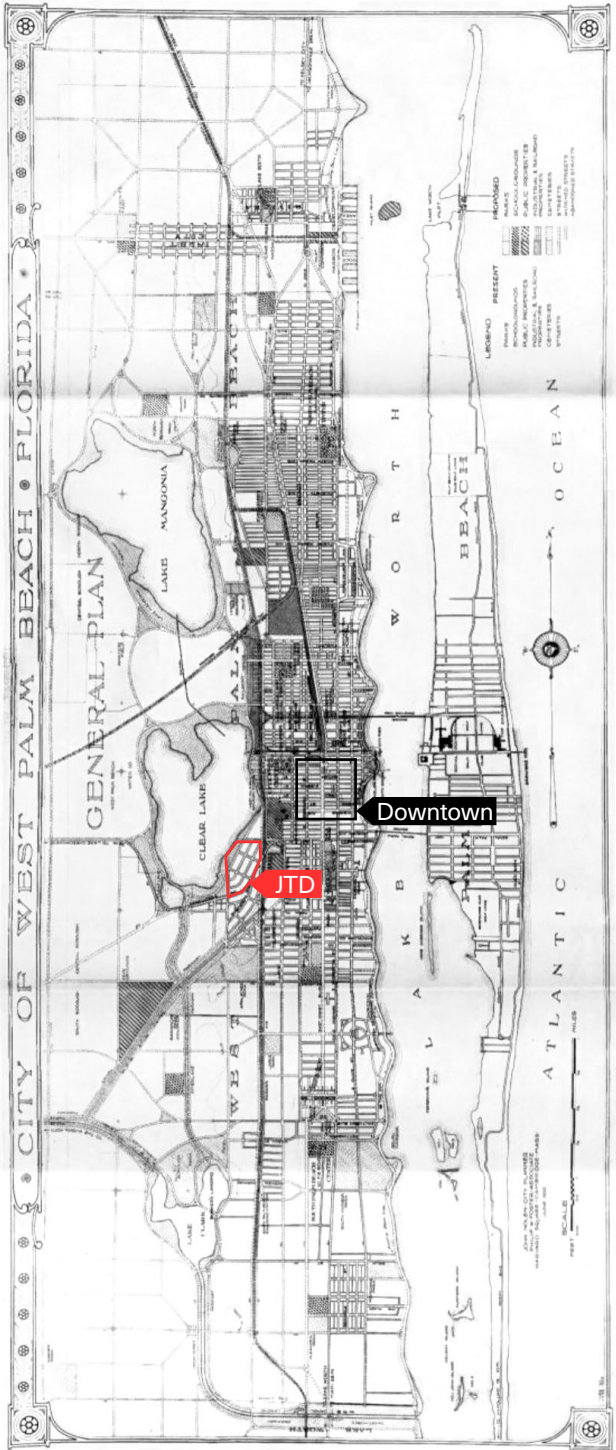


region, West Palm Beach is adjusting its land use and transportation options for current and future residents. Similar to the national trend, people in West Palm Beach are moving to a denser city center, prompting an implementation of smart-city concepts for local communities.

One such community is the Jefferson Terminal District, located southeast of the central business district. The aerial photograph on the following page shows the JTD and its proximity to downtown West Palm Beach. JTD comprises diverse land uses; including warehouses, retail, office, residential, and governmental; on approximately 183 acres of land bordered by Okeechobee Boulevard, Parker Avenue, the Stub Canal, I-95, and Australia Avenue (ArcGIS, 2019).

In 1926 the area advertised land availability for warehouses and its name derives from the old "Jefferson Terminals." Today, the district includes multi-family and single-family residential units mainly occupying the western end, warehousing and industrial to the eastern and northern ends, and commercial on the northwestern end. Redevelopment of the area would take advantage of proximity to downtown and regional transportation at the nearby Tri-Rail and Virgin Trains USA (formerly Brightline) stations, as well as Palm Beach International Airport.

The diamond-shaped JTD neighborhood is southwest of downtown West Palm Beach and situated between the Palm Beach County Convention Center, Howard Park and the Armory Arts Center to its east. The historic neighborhoods of Grandview Heights and Flamingo Park are just beyond Howard Park and the Armory. South Australian Avenue forms the northwest boundary. Clear Lake is immediately across from Australian Avenue. The southwestern

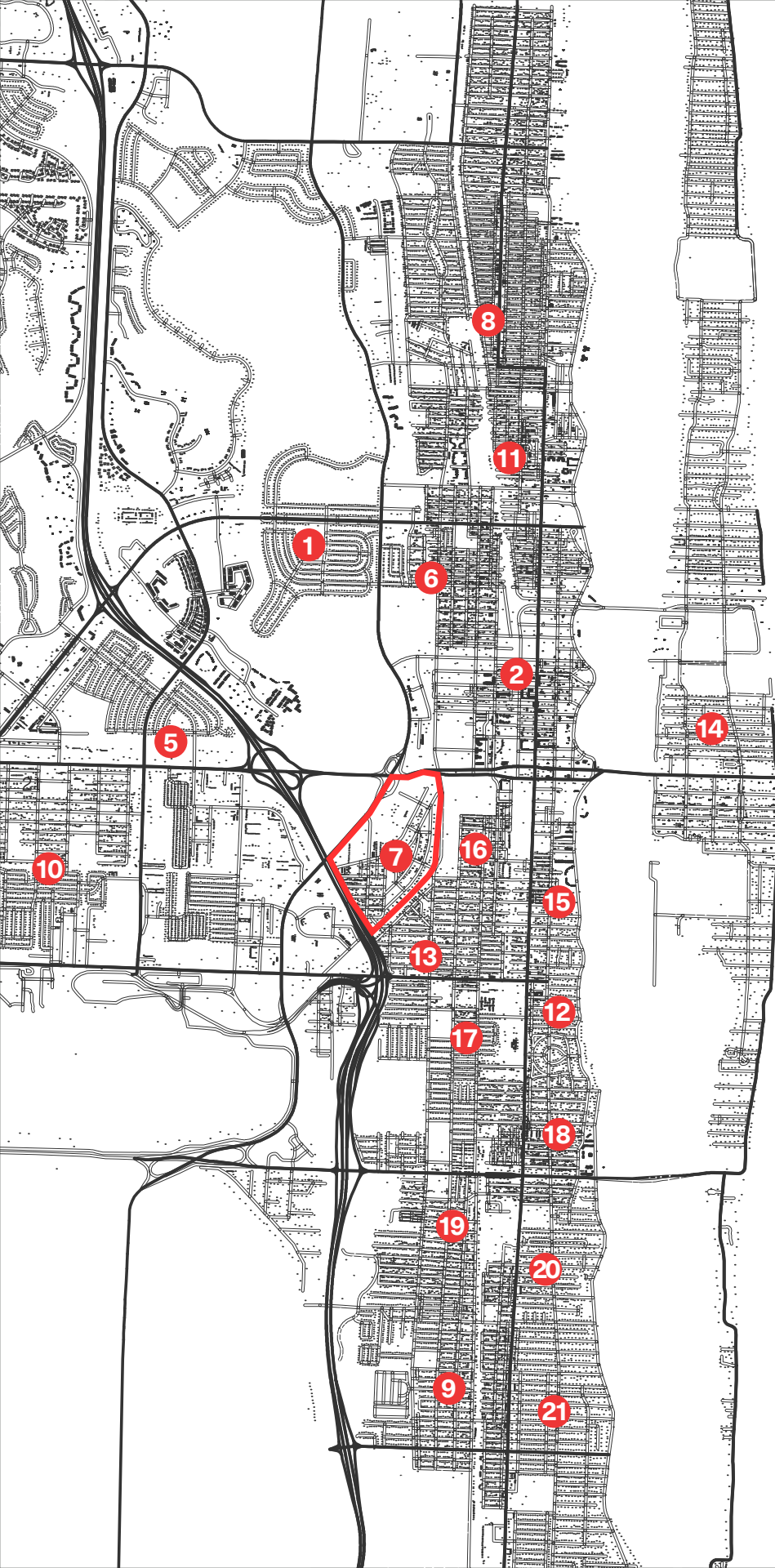


John Nolen's City Planning Proposal from 1923. JTD outlined in red and Downtown West Palm Beach in black.



Aerial Photograph  
Jefferson Terminal District, 2019.  
credit: FAU School of Urban and  
Regional Planning





### West Palm Beach Neighborhoods

- 01. Roosevelt Estates
- 02. Downtown
- 03. Riverwalk Club
- 04. Golden Lakes
- 05. Palm Beach Lakes
- 06. Historic Northwest
- 07. **Jefferson Terminal District**
- 08. Northwood Hills Historic District
- 09. Parker Ridge
- 10. West Gate
- 11. Northwood Village
- 12. Southland Park
- 13. Pineapple Park
- 14. Palm Beach
- 15. El Cid
- 16. Flamingo Park
- 17. Poinciana Park II
- 18. Central Park
- 19. Vedado
- 20. Southend
- 21. Southside

boundary is formed by I-95. Across from I-95 is Centerpark, a suburban-style office park. A half-mile drainage canal (Stub Canal) forms the southeast border. Past the drainage canal are the historic neighborhoods of Pineapple Park, Flamingo Park, and Sunshine Park. Beyond these neighborhoods, within walking distance to the JTD is Dixie Highway (US-1), the historic El Cid neighborhood, Palm Beach Atlantic University, and the Intercoastal Waterway. Within a quarter mile to the southern tip of Jefferson Terminal District (approximately 4 – 6 blocks) is Belvedere Road, which is less than one mile from the Palm Beach International Airport to the west (the main terminal is located less than two miles from the JTD). Also by car, I-95 is accessed only one half-mile away at Belvedere Road to the south and Okeechobee Boulevard to the north.

Historically known as *Jefferson Terminals*, the area was included in the City Plan prepared by the well-known landscape architect and planner, John Nolen in 1923. Its proximity to railroad lines made the area a natural warehouse and cargo hub. Some of the warehouses of that era are still utilized today and provide the grit and building character of the district to this day. The park neighborhoods immediately to its east contain bungalow size and style homes, many of them characterized by the Mediterranean Revival and Craftsman architecture typical of southeast Florida in the 1920s. Immediately to the east of those neighborhoods, between Dixie Highway (U.S. 1) and the edge of the Intracoastal Waterway is the neighborhood of El Cid, where the lot areas and homes sizes increase significantly as one would expect of real estate near the water's edge. Each of these neighborhoods has Belvedere Road as their southern boundary.

These southern neighborhoods form a unique neighborhood characteristic that is family-oriented. The *Jefferson Terminal District Framework Plan* acknowledges these neighborhoods while projecting a similar and consistent character for the district—one that capitalizes and anchors the gritty character of the historic JTD. The lessons learned from the analysis and recommendations within this report provide a basis for design and planning recommendations.

Neighborhoods  
are the benchmark  
of any community-  
based economic  
development  
plan. Rather  
than focusing on  
projects, think in  
terms of how the  
district contributes  
to strengthening  
nearby  
neighborhoods.



# Challenges and Opportunities



Aerial Photograph  
Jefferson Terminal District, 2019.  
*credit: Max Zengage, FAU School of  
Urban and Regional Planning*



# Transportation Recommendations

The Jefferson Terminal District faces some challenges including safety concerns related to transportation. The map on the right shows the proximity of the commuter train stations to the JTD. Despite the existing walkability to the Tri-Rail and Virgin Trains USA (formerly Brightline) stations, the immediate area lacks safe bike lanes and walking corridors. Within the district, sidewalks are either very narrow or non-existent and most pedestrians and bicyclists share the road with motorized vehicles. This is mostly due to the compact rights-of-way that exist.

This district also borders Okeechobee Boulevard, which is a major thoroughfare connecting the West Palm Beach's Central Business District with Interstate 95. Australian Avenue is another major street that connects to both the JTD and downtown West Palm Beach with Palm Beach International (PBI) Airport. The map also illustrates the airport connection, which is important for future transportation planning in the district and beyond.

## *Opportunities and Recommendations Capitalize on Current Transit Options*

Currently, the West Palm Beach trolley system serves major destinations in the city. The expansion of the Downtown Trolley service to the JTD would provide a great benefit in inducing ridership. At this time, three lines in operation cycle at a 10-15 minute rate. An expansion to cycle through Parker Avenue and into the JTD would be beneficial to those who prefer not to walk, bike, or drive and serves as another possible mode of transit available for regional

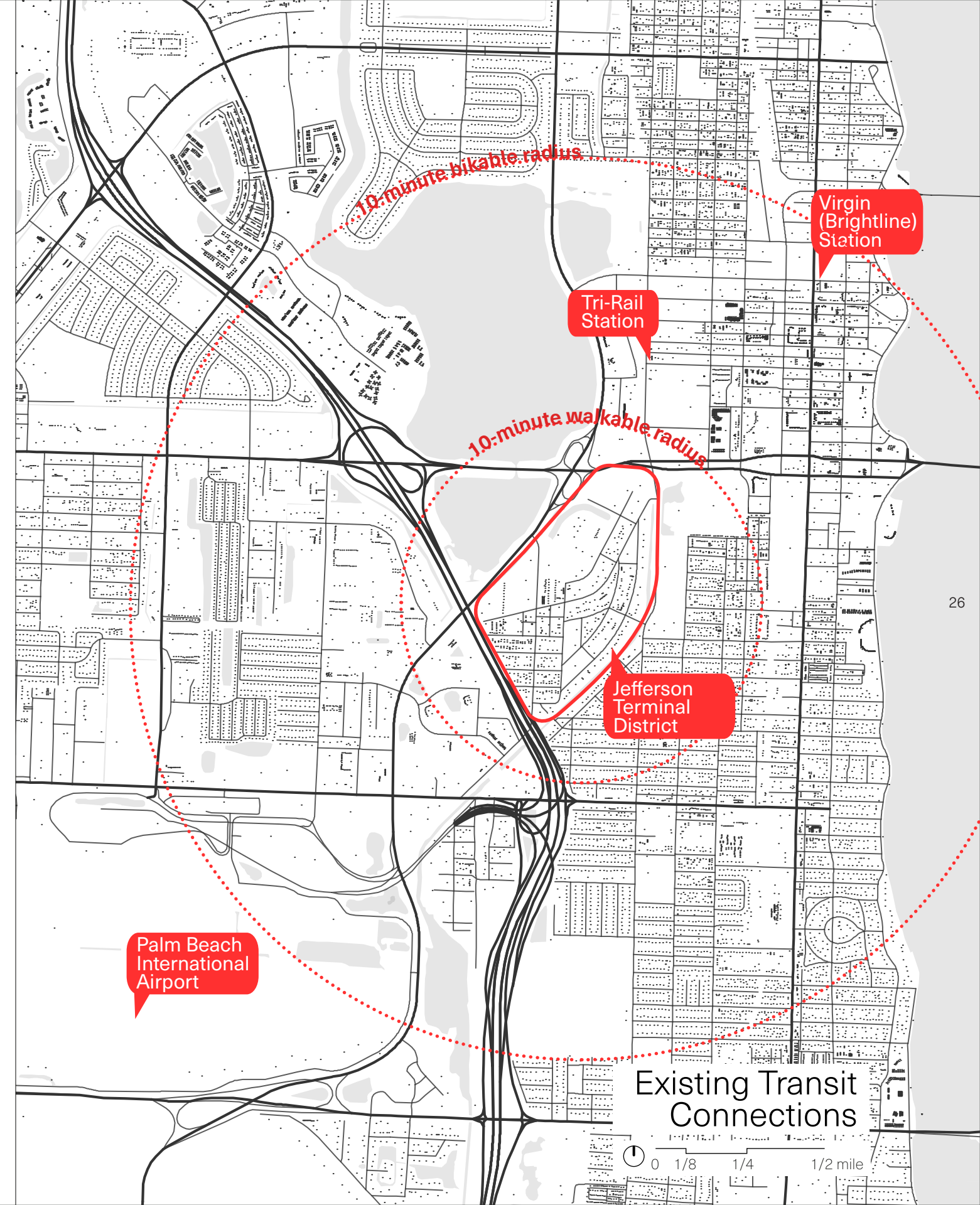
connections. The goal would be to extend the yellow trolley line to Clare Avenue and thereby increase access to the many great amenities West Palm Beach has to offer.

## *Enhance Pedestrian Connectivity and Infrastructure*

The JTD benefits from a unique network of alleyways and back roads that can accommodate pedestrian-only or shared activity. Opportunities to extend this network and connect the alleyways and modest rights-of-way could provide an inclusive pedestrian system throughout the district while increasing place-making and street activity. Working with business owners, easements in certain alleys could be provided thereby allowing authorized access to complete and connect the network while also benefiting businesses with increased foot traffic. Businesses could be allowed to have "spill-out zones" where they take over the immediate street at certain times, primarily weekends, evenings and events. The addition of shade trees along the streets or within episodic pockets would also enhance refuge and greatly increase pedestrianism as a viable option.

## *Plan for Buses and Taxi/Ride Sharing Services*

At present, many bus routes pass near the JTD, but not within the district. Implementing a bus stop on Old Okeechobee Road or Clare Avenue could prove beneficial by lowering automobile dependency in the area. Any future plans should consider drop-off areas for ride sharing and taxi services so they do not interfere with narrow rights-of-way.





*Plan for Micro-mobility & Biking*

Connectivity to neighborhoods north of Australian Avenue would also be possible with a bike path that could be introduced along Clear Lake starting at Executive Center Drive and going south towards the JTD. Accommodations should be developed for emerging micro-transportation technologies like e-scooters and electric bikes.

**Design Recommendations for Connecting Jefferson Terminal to Downtown at Okeechobee Boulevard**

The JTD would benefit from improved connectivity to Downtown West Palm Beach and surrounding neighborhoods. Okeechobee Rd. and the CSX rail line isolate the district and limit pedestrian and biking connectivity.

Different options depicting the Okeechobee Blvd. crossing to downtown have been illustrated in the diagrams to the right. The Okeechobee Corridor Study, published by the City of West Palm Beach in May 2018 highlights many of these issues. The crossing at Parker Ave. and Okeechobee Blvd. is the main connectivity node from the JTD to downtown West Palm Beach. The Okeechobee Corridor Study proposed possible solutions for above-grade, at-grade, and below-grade crossings at this intersection. One alternative in the corridor study suggests creating a below grade tunnel for automobiles through downtown to reduce the traffic and railroad crossing delays,

which would be cost prohibitive. Our recommendation is a refined suggestion of the below-grade underpass crossing. Taking into account the natural elevation and topography, our team suggests exploring the feasibility of an underpass that begins just south of Okeechobee through the median and ending at a similar grade at the depression on the Kravis Center Property, on the northwest intersection of Okeechobee Blvd. and South Tamarind Ave. Renderings of this crossing are shown at right. If this suggestion is taken into further consideration, a feasibility analysis should occur to analyze cost-estimates of the underpass. Many cities have successfully built underpasses to create safer crossings for pedestrian and bicyclists

*Roadway Design for Parker Avenue*

The northern entrance into the JTD on Parker Avenue from Okeechobee Boulevard has proven to be a dangerous entryway for pedestrians and motorists based on its geometry in conjunction with the railroad crossing. When looking at the roadway design, activating the streetscape to keep eyes and activity on the street as open space rather than solely accommodating automobile travel is essential. Changing the logic of the streetscape by creating a series of “rooms,” rather than looking at the street like a corridor, could help mitigate this. Students proposed a roundabout as one option.

**Recommendation:** *Underground connection at Okeechobee Blvd.*



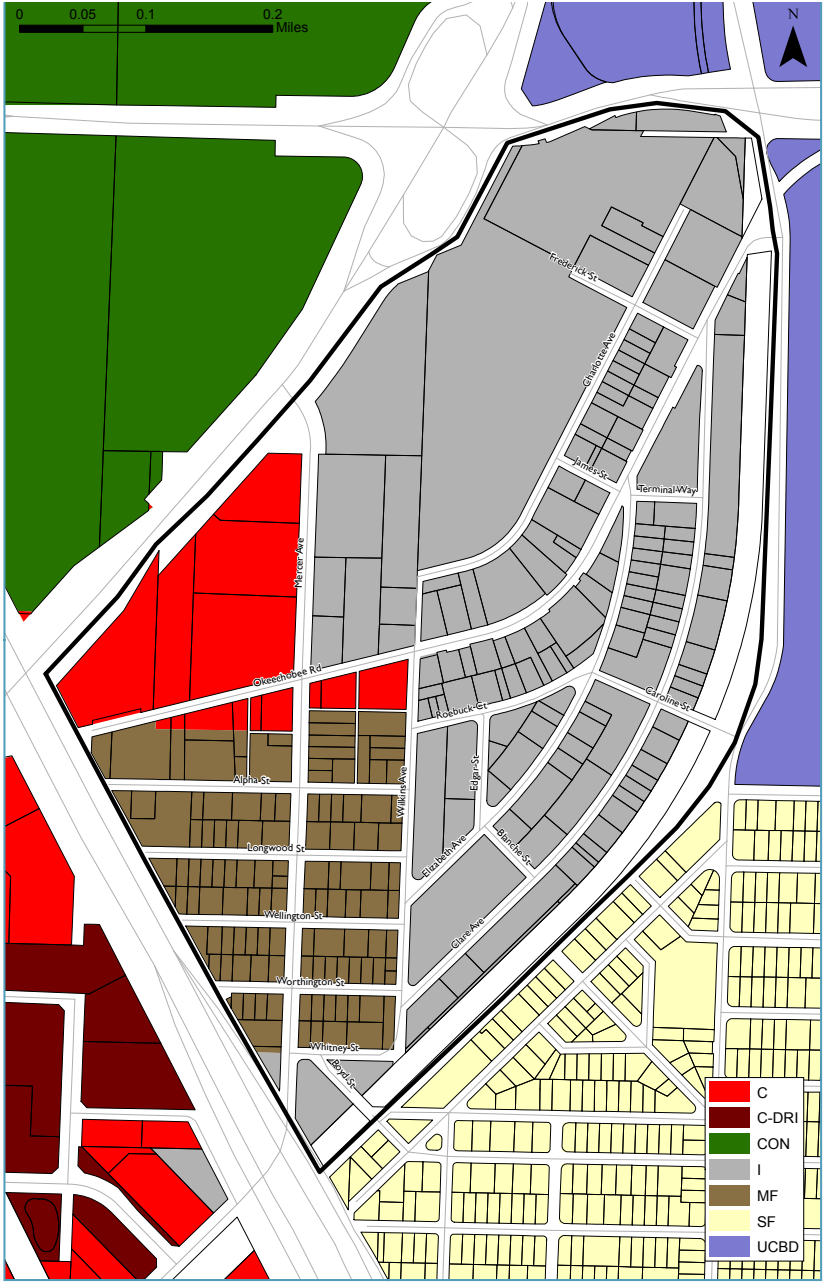


# Land Use Recommendations

The City of West Palm Beach Future Land Use map of the Jefferson Terminal District outlines the vision for the area going forward. Some differences between the land use map at right and the vision for the area will be shown in the scenario planning section.

The district has a vision of maintaining low-to-medium building height requirements to allow visibility of the downtown skyline from the west. Existing building heights surrounding the JTD vary between 1 and 15 stories with most of the high-rises located directly east and northeast. The area also seeks to preserve its historic character while integrating smart growth that will attract more businesses, new residential development, and increase density and intensity of conforming scale.

The City has issued a total of 328 business licenses within the JTD, including approximately 48% that were issued between 2013 and 2018. Examples of successful businesses in the district include the Grandview Public Market, which is one of South Florida’s first food halls, a CrossFit Studio and a City Soccer facility. Other notable businesses in the area include a couple of new breweries, small restaurants, and small businesses (both commercial and industrial).



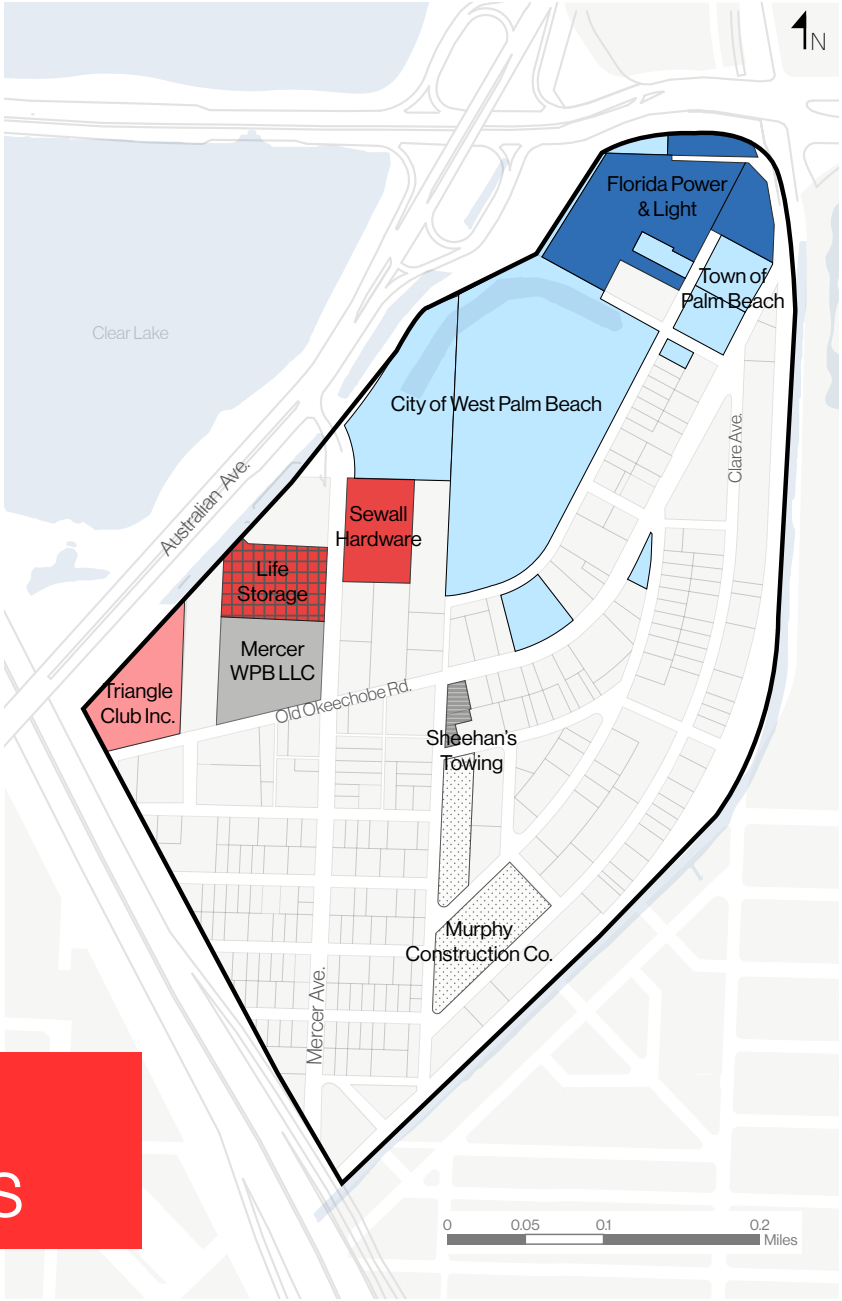
**Jefferson Terminal District Future Land Use Map**  
*credit: City of West Palm Beach*

**Future Land Use designations within the JTD include:**  
Commercial (C)  
Multifamily (MF)  
Industrial (I)

**Surrounding Future Land Use designations include:**  
Conservation (CON)  
Urban Central Business District (UCBD)  
Single-Family Residential (SF)  
Commercial Development of Regional Impact (C-DRI)

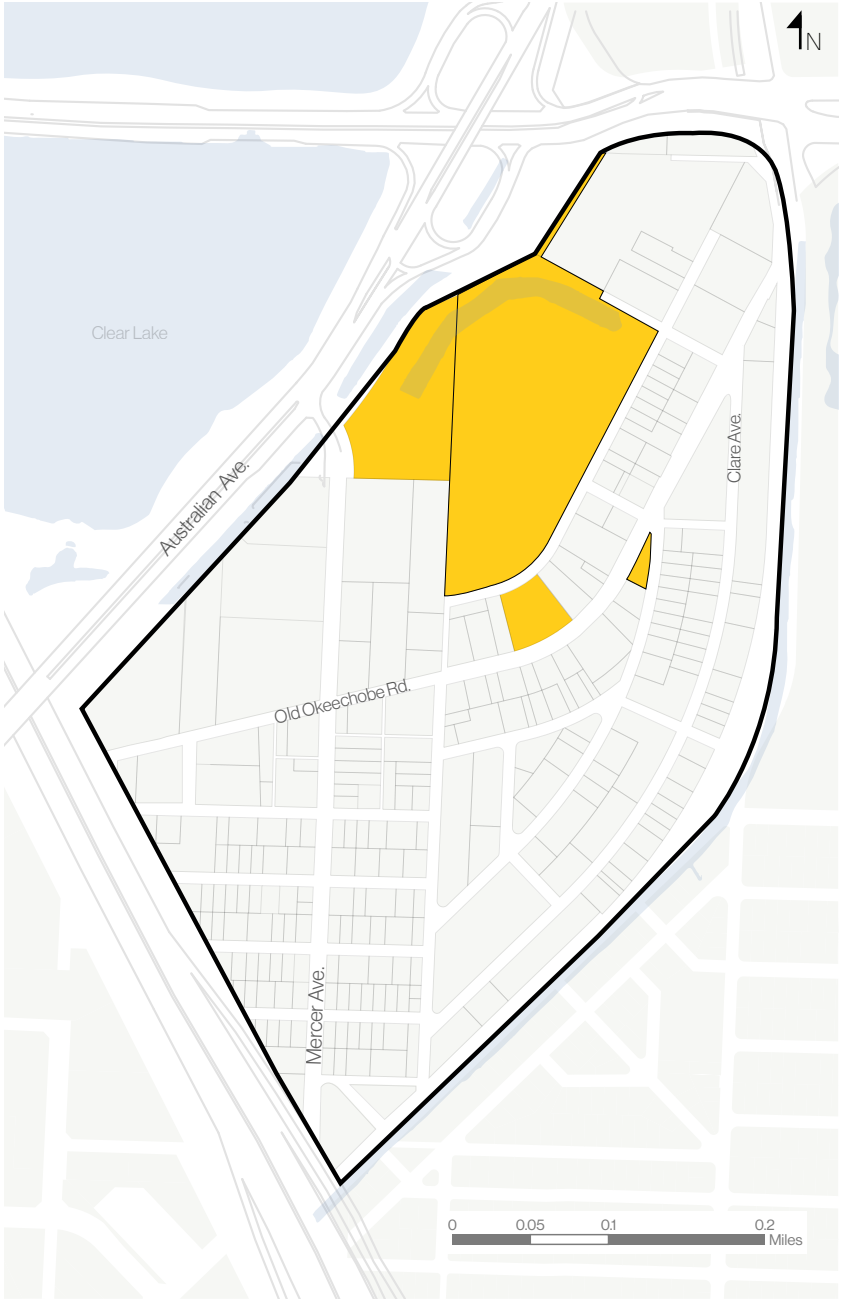
Current property owners with more than two acres:

- Florida Power and Light (9.9 ac)
- Town of Palm Beach (3.3 ac)
- City of West Palm Beach (25.5 ac)
- Triangle Club (3.4 ac)
- Murphy Const./1701 Clare (3.1 ac)
- Life Storage (3.0 ac)
- Sewell Hardware (2.7 ac)
- Sheehan's Towing (2.1 ac)



Land Use Opportunities

Municipally Owned Parcels/Current Property Owner  
credit: City of West Palm Beach



City of West Palm Beach Owned Parcels  
credit: City of West Palm Beach

There are 25.5 acres of land within the district owned by the City of West Palm Beach. It is important to leverage this land ownership to achieve the district goals that are in the best interest of the public and enhancing JTD's public realm.

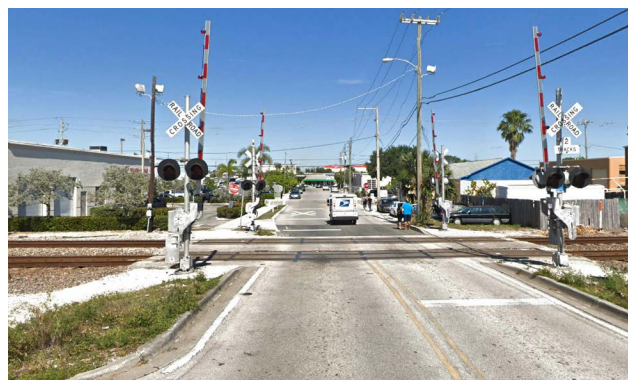


# Urban Design Recommendations

## An Urban Walkthrough

### Encourage Greater Connectivity

Pedestrians heading to Jefferson Terminal District from downtown must negotiate an arduous crossing of the main vehicle thoroughfare into downtown, Okeechobee Boulevard. Once across, one follows Parker Avenue for approximately 400 yards until Old Okeechobee Road. The view is pleasant with Howard Park to the east. Old Okeechobee is one of the primary streets of the district, bisecting it in a northeast/ southwest manner, but it leads to a dead end at the south. As one heads southwest along Old Okeechobee, the first block is suburban in scale containing larger parcels of commercial land with significant parking areas and buildings set back from the edge of the street more than 30 feet. After this first block, the buildings are in close proximity to the road and generally below 30 feet in height.



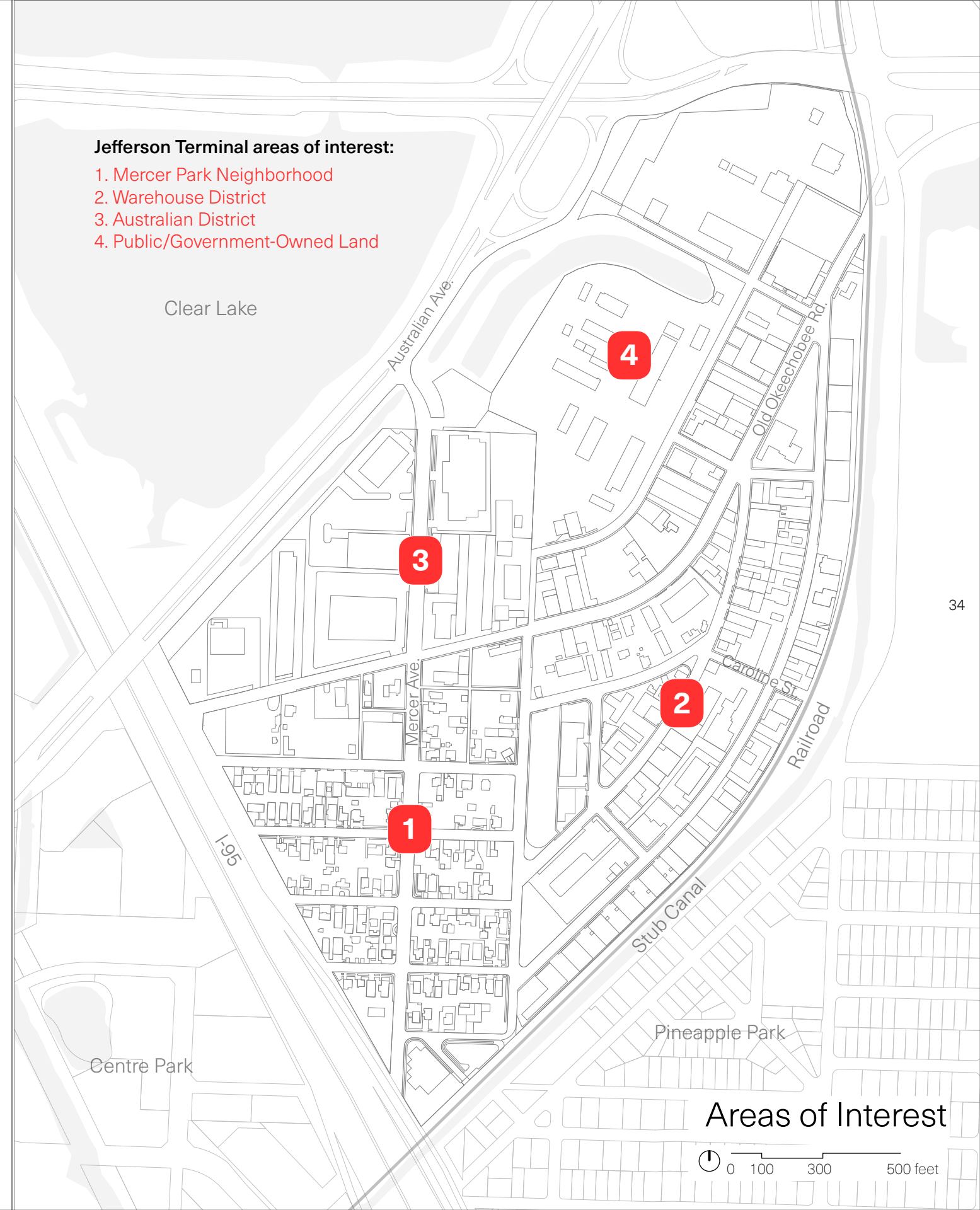
Caroline Street is a major gateway into the JTD

Caroline Street is the main pedestrian access to the Flamingo Park and Pineapple Park

neighborhoods east of Jefferson Terminal District. Entering the district heading west on Caroline Street means crossing the canal and railroad line. Currently, pedestrians have a difficult time with this access, due to the land erosion on both sides of the street (because of the recessed canal) and guardrails in close proximity to the road edge at the intersection of Parker Avenue and Caroline Street. This forces pedestrians to walk close to or in the street when pushing strollers. The condition needs remediation, as presently this is the only convenient pedestrian connection to Howard Park, the Armory Arts Center and the neighborhoods to the east.

Mercer Avenue is a two-lane street that connects to Australian Avenue to the north and Belvedere Road to the south; the two county roads are primary traffic corridors. Although it has sidewalks along more than 80% of its length, in its present form and right-of-way configuration, Mercer presents challenges to pedestrian foot traffic along its edges.

On the western edge of the Jefferson Terminal District is South Australian Avenue. This mostly landscaped, divided, four-lane road with center medians runs along the edge of Clear Lake. While its northwestern side is pleasant, on its southeastern half the façade presented to cars is several midrise self-storage buildings 75'-100' tall. Of particular note, buildings along South Australian Avenue contribute little to the Mercer Avenue neighborhood or the JTD, mostly because



### Jefferson Terminal areas of interest:

1. Mercer Park Neighborhood
2. Warehouse District
3. Australian District
4. Public/Government-Owned Land

### Areas of Interest

0 100 300 500 feet



they lack uses that generate pedestrian traffic which could add life to the area and help to put 'eyes on the street.'

*Enhance District Character*

The physical character of Jefferson Terminal District is derived from its grit. This 'grit' is formed by the character of the small-to-medium scale warehouses and commercial buildings along Clare Avenue, Old Okeechobee Road, and Elizabeth Avenue. Buildings are starting to be improved and renovated, the Grandview Public Market and the murals on some of the buildings along the canal/railroad line all contribute to a sense that this area is emerging.



Sweet Endings is a popular food service located on Old Okeechobee Road in JTD

However, residents are lacking. The place becomes very quiet after 5pm on weekdays. This is due in no small part to current zoning which restricts residential uses on over 60% of the land. An important aspect holding the district back is that a business owner cannot live above or adjacent to their shop. This condition prohibits artists, craftsman and creative types from having a live/work lifestyle within the district.

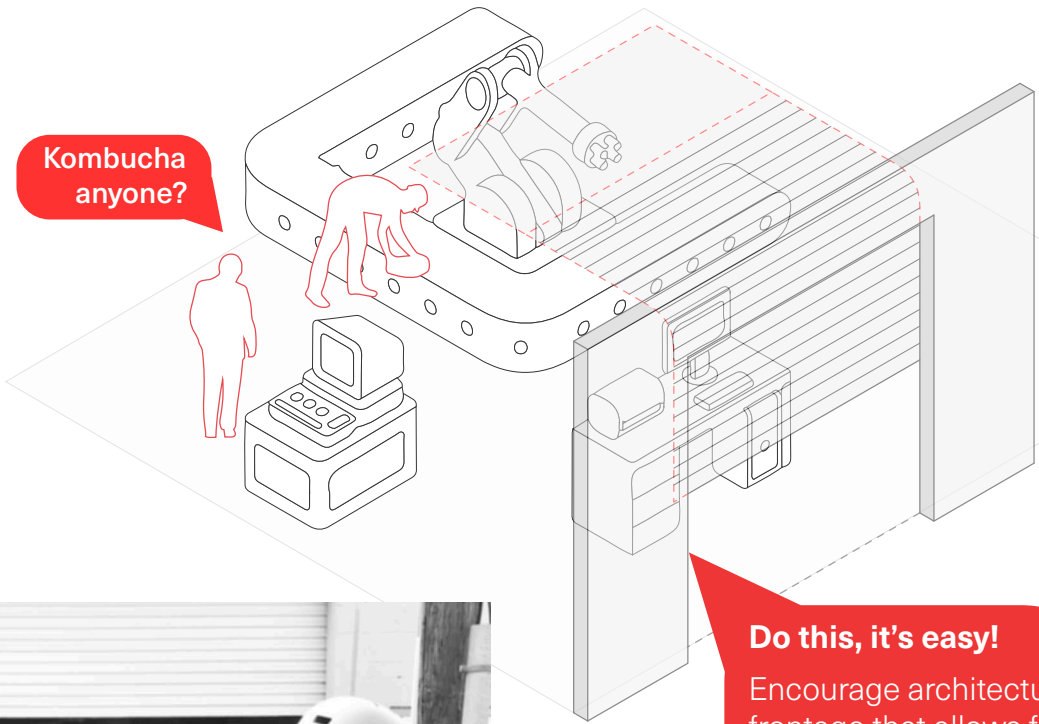
Several of the streets, Old Okeechobee Road and Clare Avenue in particular, have large right-of-ways which lend themselves to redesign of the public space in order to create shared public space along, or in some cases within, the road rights-of-way.



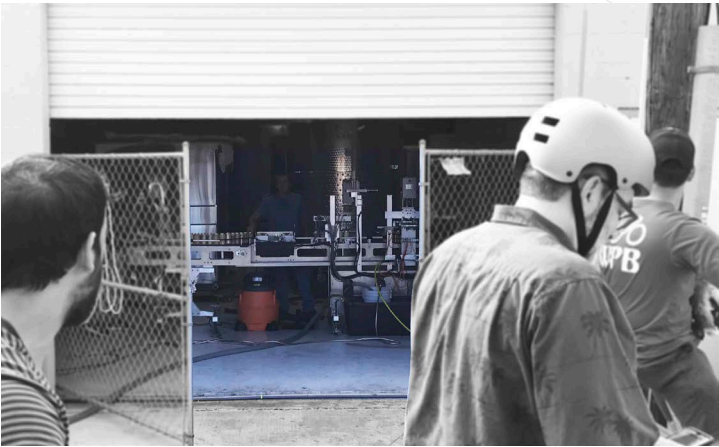
Old Okeechobee Road in JTD has one of the larger Rights-of-Way.

*Anchor a Maker Economy*

When factoring in the cost of public safety services, mixed-use districts produce more than seven times the tax revenue of suburban real estate products per acre according to a study in *New Urbanism News*. The Maker Economy within the Jefferson Terminal District provides a unique and concentrated activity center unlike any other area in the city. This mixed-use maker economy is also incredibly diverse; tooling, machining, bottling, bakery, distillery, brewery, food service, auto mechanics, etc.; provides a robust and thriving economy. New developments should encourage and support these businesses in order to ensure that they are not stressed due to increasing property values and space needs. Architectural aesthetics must allow for and encourage roll up and garage-style doors.



**Do this, it's easy!**  
Encourage architectural frontage that allows for large openings and the ability to "spill-out" to or be seen from the street.



**Left/ Bottom:** Pictures and diagram highlighting the existing "maker economy".







*Steel Tie Spirits Co. is an example of one of the newer maker businesses that recently moved to the JTD.*

#### ***Add More Vegetation/Tree Canopy***

The district lacks sufficient shade canopy and street vegetation. The assessment of the current tree canopy highlights the need for more street trees. The Mercer Park sub-neighborhood contains the densest tree canopy, unlike the rest of the district which is characterized by warehouse and storage facilities. In order to encourage walking, biking and loitering; solutions must offer flexible seating areas for various user groups alike within treed streetscapes or “hammocks” that provide intermittent shade and areas of rest. Opportunities exist to place vegetation at the edges of the street and within the street itself. Beyond the shade provided, new vegetation should be calibrated and designed to manage

stormwater flooding. It is known that one tree placed in the right area could evapotranspire up to 100 gallons of water a day. Tree canopy and vegetation could be a strategic investment in Low Impact Development infrastructure and a model for other areas of the city with the same limited rights-of-way challenges.



*A lack of urban tree canopy discourages use by pedestrians and adds to heat-island effect.*

#### ***Implement Creative Streetscape Solutions, Like the Dutch “Woonerf” or Shared Street***

All minor streets within the district can take inspiration from the Dutch woonerf or shared street concept. These street types have been successfully employed within downtown along Clematis and Rosemary Streets. A woonerf has little or no division between various modes of transportation where one material is usually employed from one building edge to the other in the rights-of-way. Other elements such as plantings, furniture, signage and wayfinding can change the spatial optics of the street making motorists slow down and thus making safer streets. A clear entrance and visual signals will alert drivers that they must slow down—behave socially.





*Clematis Street in downtown West Palm Beach is an example of a shared street environment prioritizing the pedestrian over the automobile*

### *Integrate Public Art in the Public Realm*

Active and attractive streetscapes not only encourage multi-modal transportation, but also have the benefit of place-making when the inclusion of public art installations occur. This public art can be placed within the block or at the intersections. Not only does this maintain a visually exciting streetscape, but it also amplifies the characteristics of the district. To keep the unique character of the district, art should become part of the pedestrian experience. The photos illustrate a street intersection painting project completed by students at Dreyfoos School of the Arts. This pilot program began two years ago and has grown to improve pedestrian safety while also encouraging investments in public art. The Armory Art Center, located adjacent to the JTD, could be another partner for public art engagement.



*Dreyfoos School of the Arts Painted Intersection Project*

### *Develop Innovative On-Street Parking Areas that can become Event Spaces or Spill-out Zones for Local Businesses at Various Times*

As the JTD continues to develop, the intensity of the street use may also change. Existing sidewalks can be expanded using interim materials such as epoxied gravel, planter beds, and bollards, which will improve pedestrian experience and provide dual use or shared space. Considerations of the street ability to transform 24/7 should be paramount. On-street parking can serve as parklets on the weekends or spill out of commercial ventures into the street rights-of-way to help promote retail activity when storefront is limited. During the weekdays and weekends on-street parking can be utilized temporarily as pedestrian walkways, loading zones, public seating areas, serve as a gathering space or offer food truck venues.



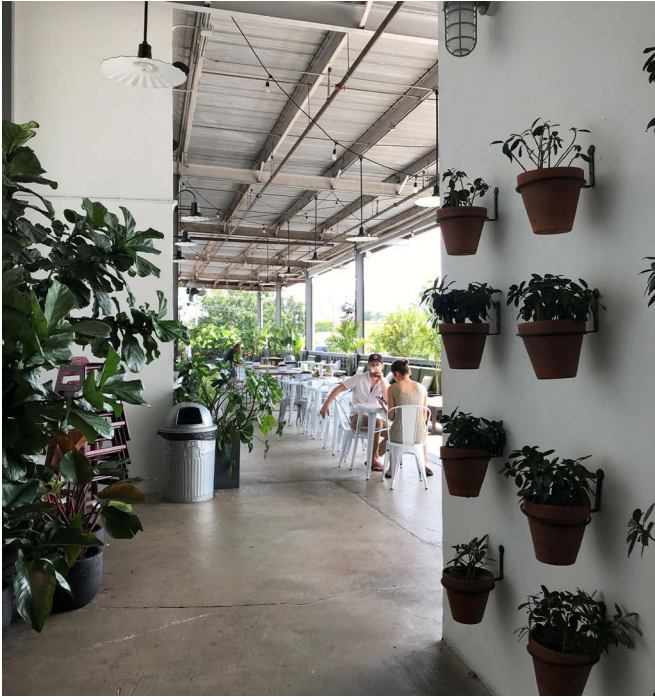
*Parklets can provide businesses extra space when store frontage is limited.*



**Do this, it's easy!**  
Work with business owners to provide a great public realm, opportunities exist.



**Right:** Pictures highlighting “funky” and unique characteristics from JTD. Street murals, vegetation, special lighting, and communal areas help to shape the district's character.



**Do this, it's easy!**  
It's a funky and cool place.  
Encourage the continuity  
of the right things and limit  
uses that do not amplify the  
character of the district.

*Think of Creative Bike Parking*

Since the JTD is more industrial than the rest of the City of West Palm Beach, think about creative solutions for the type of bike lanes and buffers recommended. To maintain its industrial feel, repurposing an old shipping container for bike storage or a bike sharing hub could be an added feature unique to the district. To present the JTD as a cyclist-friendly area, bike racks and covered bike parking should be available throughout the district.



*Bike parking can be art and part of district branding*

*Always Develop Public Space*

Delivering non-traffic services in an auto-oriented environment is critical. JTD lacks adequate pedestrian facilities to support safe use of the rights-of-way. Oversized travel lanes encourage inappropriate speeds, while blocks fronted by parking lots and solid building facades lack sidewalks, adequate drainage, and sufficient lighting. The street's building frontage has also led to an inferior pedestrian experience, especially for members of zero-car households in surrounding neighborhoods who already experience mobility

challenges. The project should expand pedestrian facilities beyond the sidewalks to form “shared street” configurations and green stormwater infrastructure. The design solutions must create unique pedestrian landscapes that intensify social and cultural programming along the street without compromising vehicular throughput or major reductions in on-street parking. Increased density may increase traffic and storage of automobiles. The street, rather than the building, will have to establish a welcoming environment commensurate with the formal and informal events staged within JTD and serve as its primary public space.



*With many buildings operating as service-based commercial and access to the street critical, it is important to consider the safety and welfare of pedestrians by establishing a great public realm and traffic-calming solutions.*



*Stormwater Management is an Asset*

Another issue faced by the JTD is inadequate stormwater infrastructure and massive amounts of impervious surface in several locations where flooding occurs. Low Impact Development techniques can provide a drainage system that not only improves water quality, but also rises to a form of infrastructural public art.

Instead of expensive conventional hard-engineered upgrades to street drainage using catch basins, gutters, and underground piping—extensive and expensive, and thus unlikely investments in the near future— inexpensive landscape-based technologies can be implemented incrementally. These LID strategies offer superior stormwater management performance while beautifying the district through new types of open spaces. Besides flood control, LID landscapes offer additional ecological services related to habitat biodiversity, pollination, carbon regulation, erosion control, soil formation, waste treatment, and food production among others. Landscape becomes infrastructure!

In addition to drainage improvements and stormwater remediation, incentivizing structures to become “living buildings” that promote green roofs in the district would be implementing water quality protection strategies and creating place-making opportunities, without compromising space that could otherwise be used for pedestrian or bicyclists.



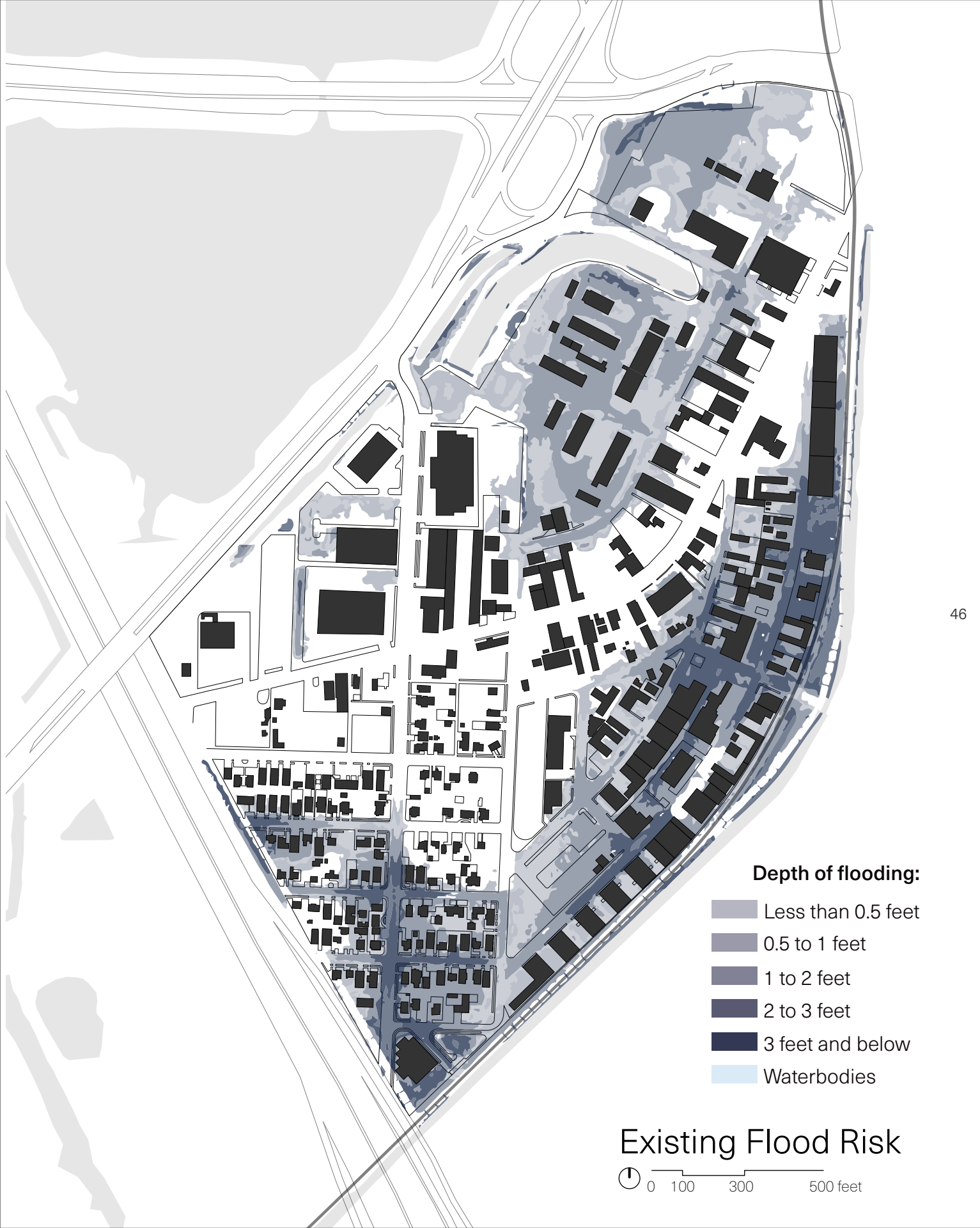
Corner of Elizabeth Ave. and Caroline Street flooding.  
c/o City of West Palm Beach







The next phases of investment must balance the economic development potential with creation of great public space that solves for mobility, land use, flooding and urban design challenges.







There is a lot of  
asphalt out here,  
opportunities await...

Photo:  
*View front Frederick Street*



# Capital Improvements Recommendations

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This strategy seeks to mitigate flooding which regularly occurs at the Caroline St./ Elizabeth St./Roebuck St. intersection by intercepting water volume before it reaches this central low elevation area and redistributing the water to the two immediately adjacent thoroughfares with wide right-of-ways at Old Okeechobee Rd. and Clare Ave. The width of right-of-way for these two collector streets offers more room and flexibility to employ botanized water management techniques which utilize bioswales, water holding landscape features and water absorbing tall grasses.



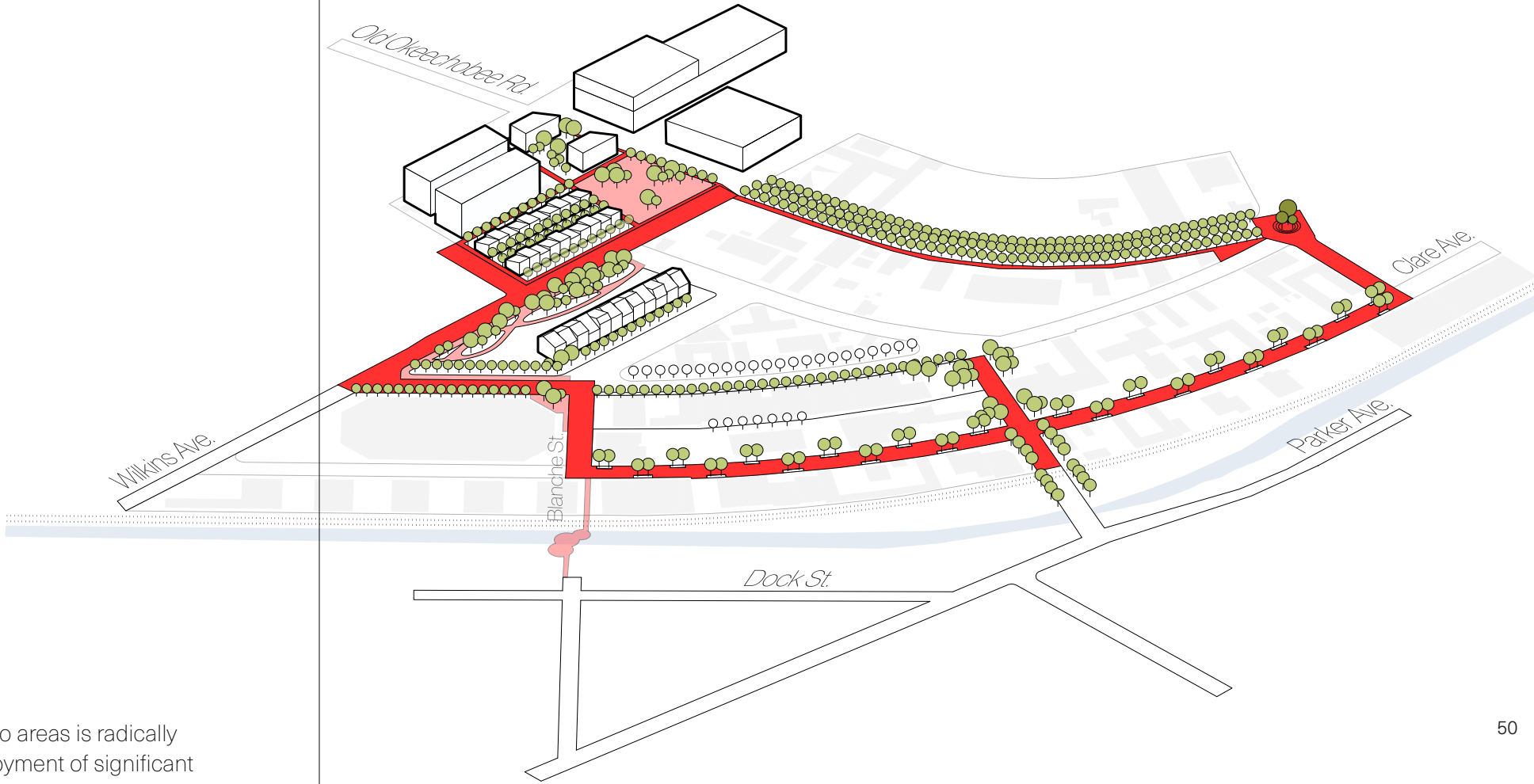
Bioswales are landscaping features that slow and collect polluted stormwater runoff where it will infiltrate soils and be treated by natural elements.

Street character in these two areas is radically changed through the employment of significant landscaping to promote an urbanism that softens the industrial character in these areas while also providing welcoming pedestrian spaces for people to navigate this walkable loop on foot. People are further introduced into the loop through the use of bicycle share systems and bicycle paths which will facilitate a connection to and from adjacent neighborhoods.

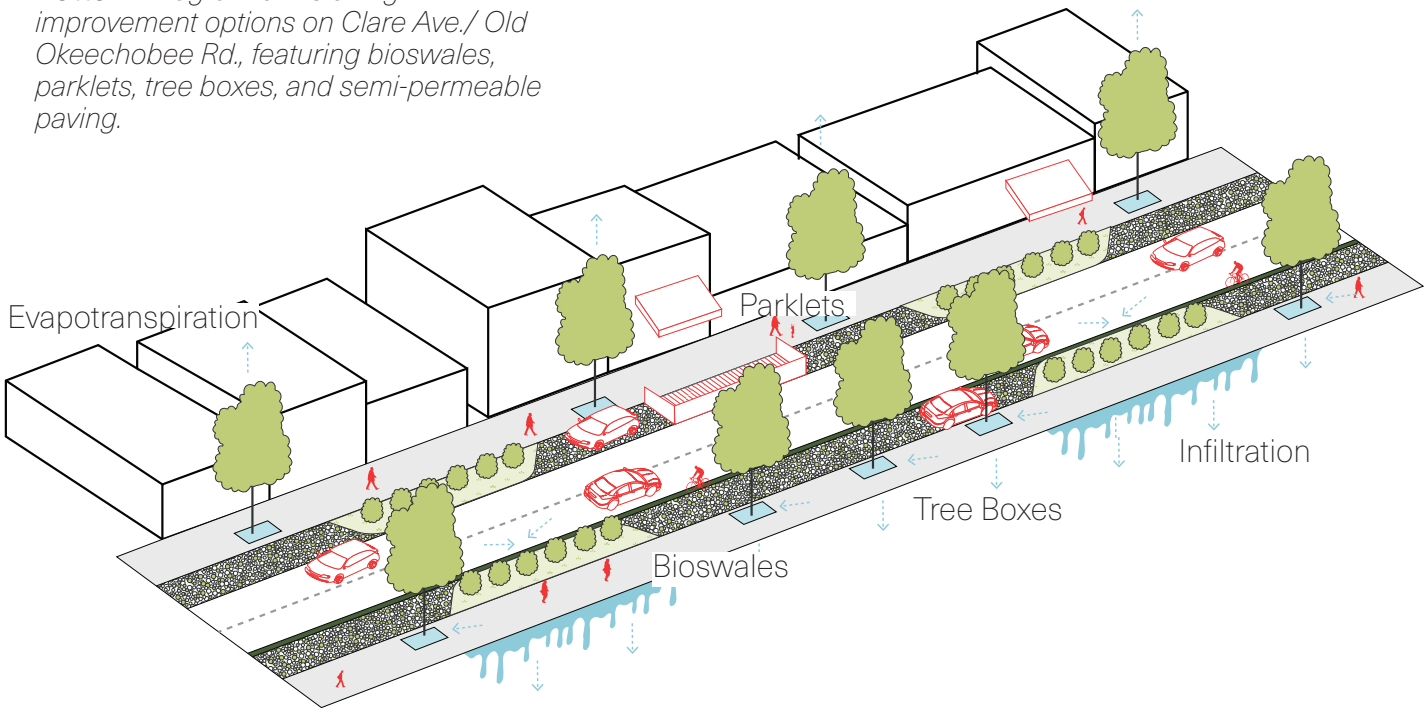


"The Warehouse District" pedestrian walkway, an example of how to create better connections throughout the district. recommendations

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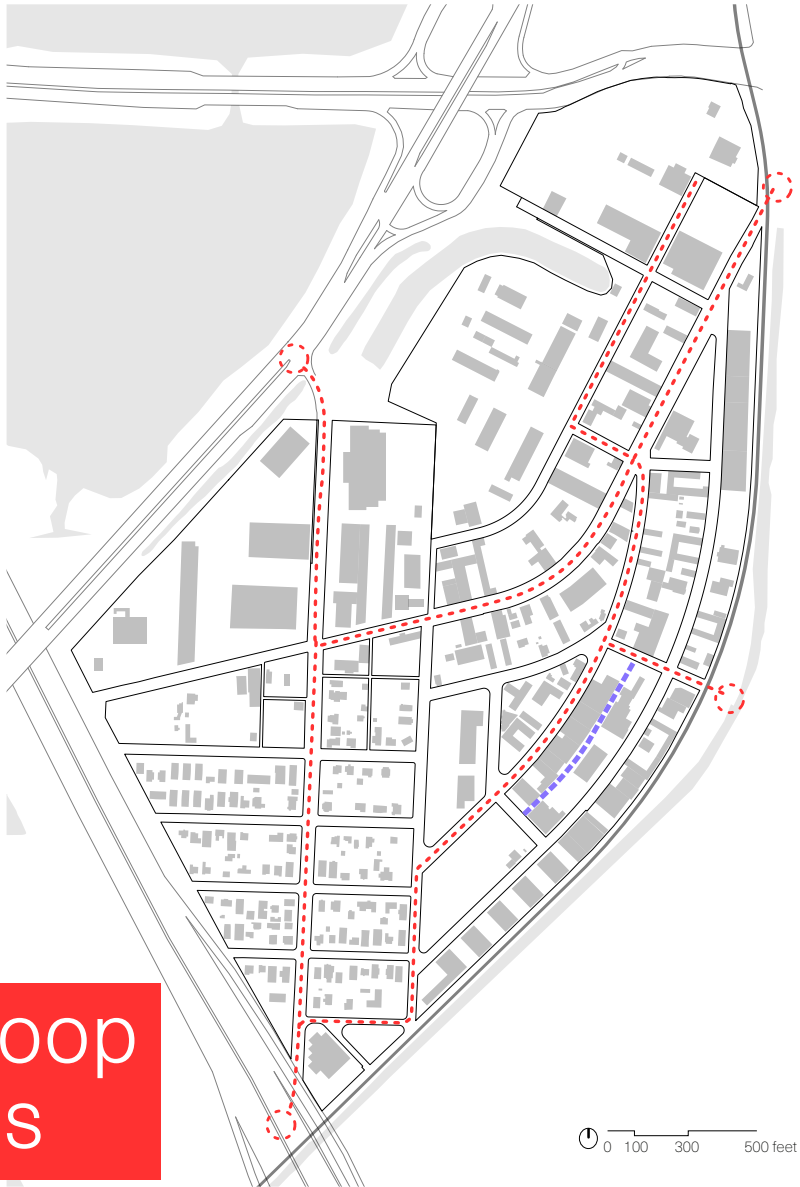


**Top:** Potential walkscope loop scheme.  
**Bottom:** Diagram envisioning improvement options on Clare Ave./ Old Okeechobee Rd., featuring bioswales, parklets, tree boxes, and semi-permeable paving.





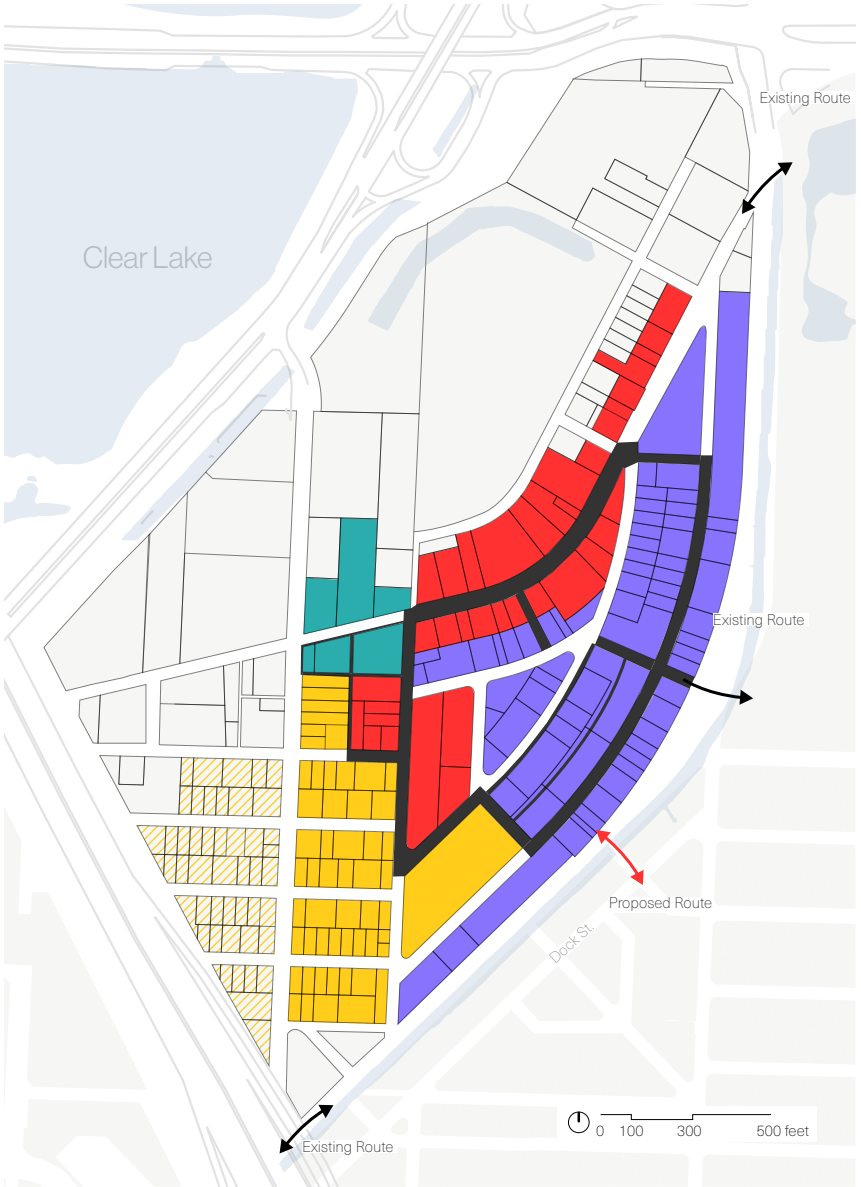
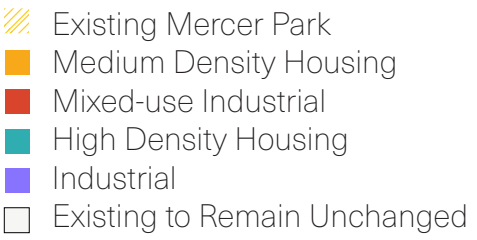
**Existing Pedestrian Paths x  
Truck Routes**  
Existing Pedestrian-only Path  
Existing Truck Routes



Walkscape Loop Opportunities

Existing Conditions

**Proposed Land Use**  
Existing Mercer Park  
Medium Density Housing  
Mixed-use Industrial  
High Density Housing  
Industrial  
Existing to Remain Unchanged

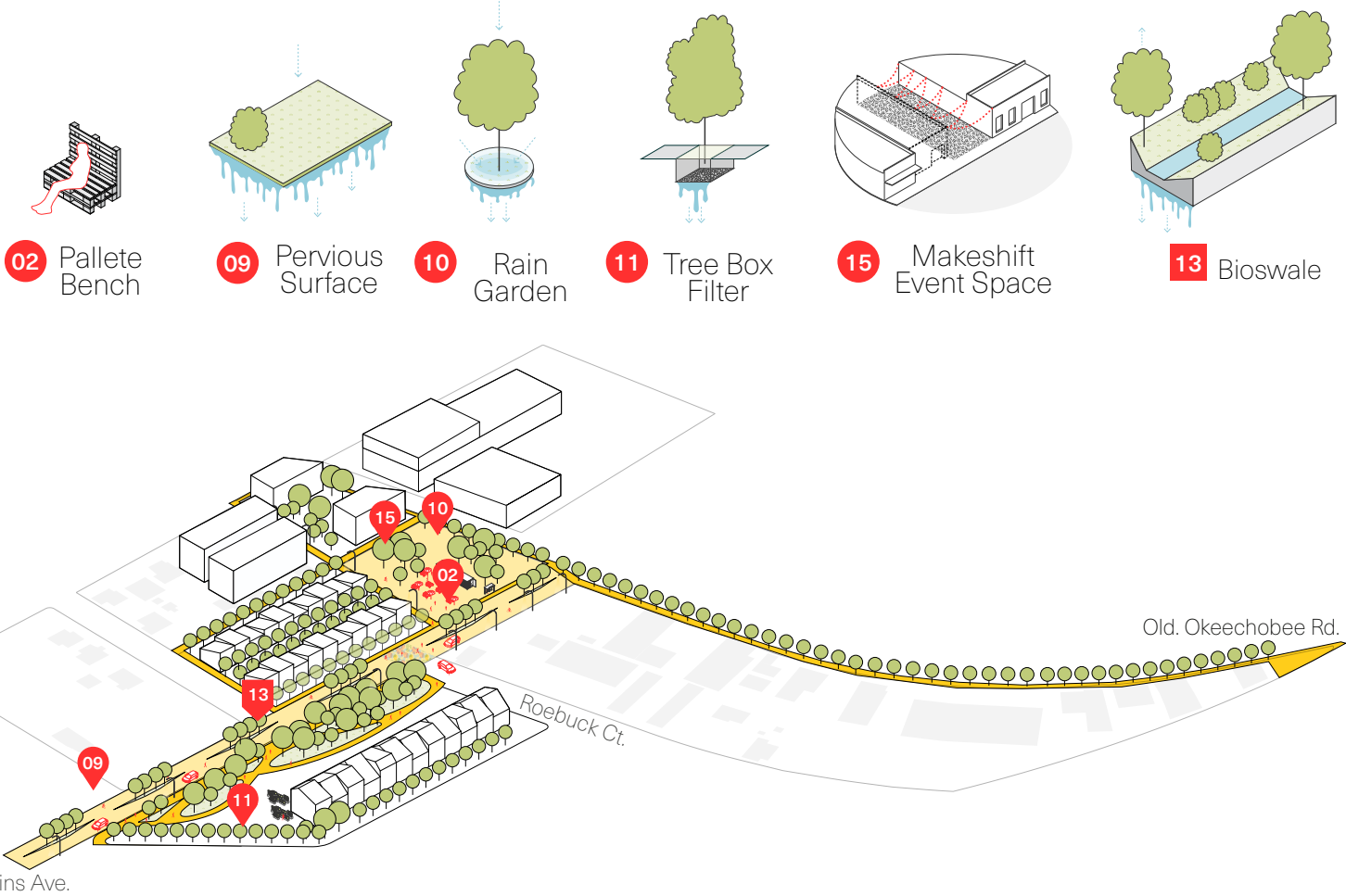


Proposed Walkscape Loop



Pioneer Strategies

Street interventions utilizing tactical elements such as pallet benches, tire planters and a makeshift 'pop-up' event space will initially define the loop. Food truck based events will further define the walking loop as a public as-set during weekends when local residents will have time to mingle and seek food as well as recreation.



Right: Intersection of Roebuck Ct. and Wilkins Ave.

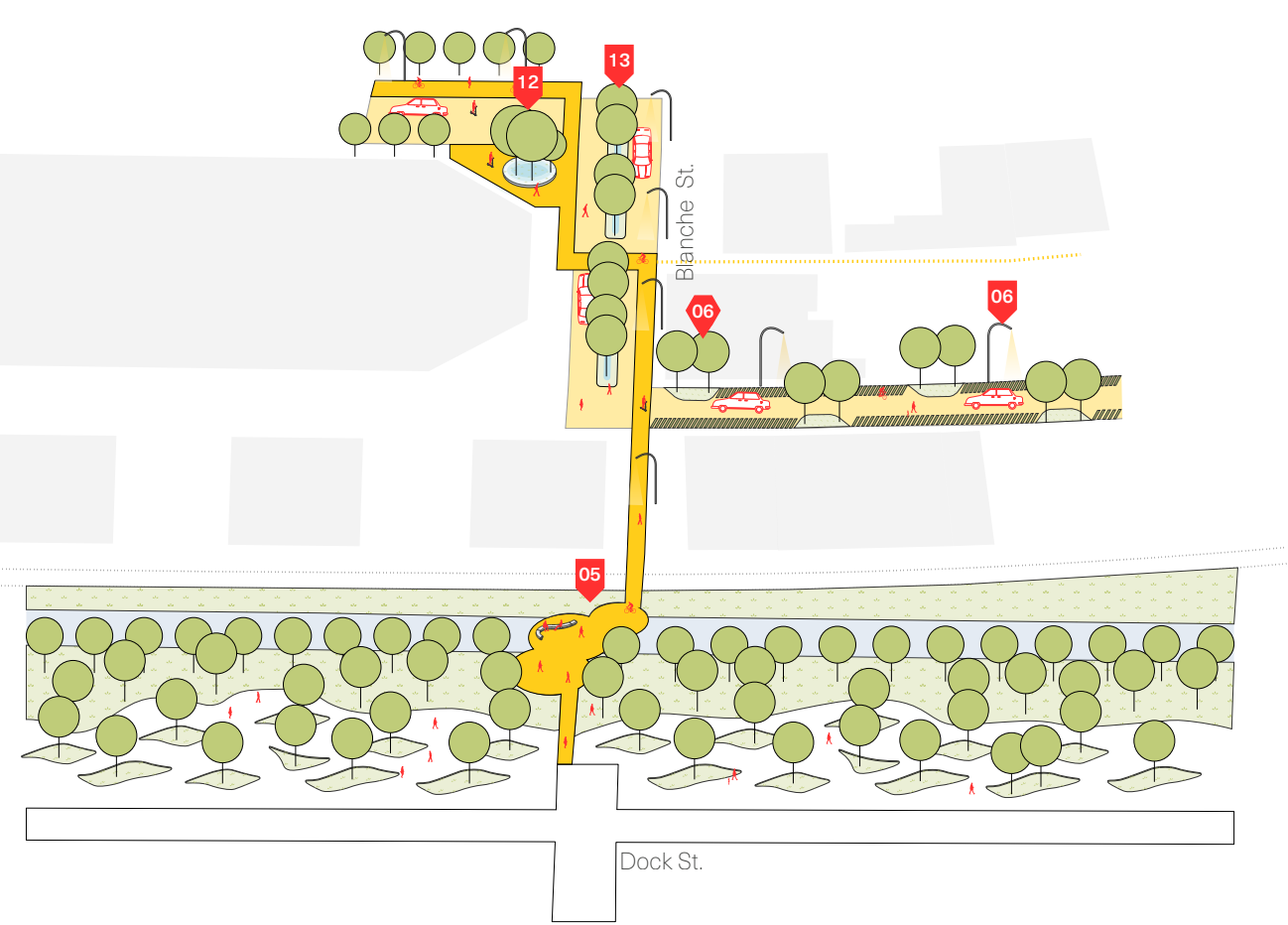
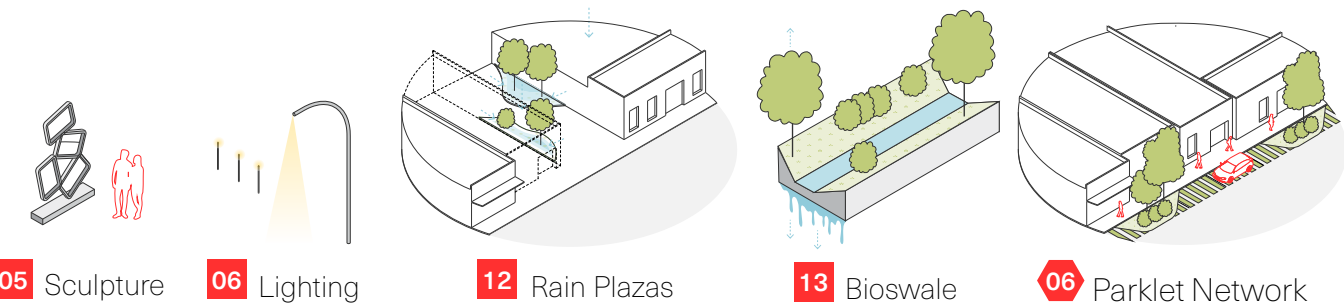
Bottom: Rendering illustrates ground level commercial on collector road and townhouse development on the secondary streets. The multi-colored lines represent the kind of tactical urbanism approaches that would use paint or other graphics on asphalt to aide in branding, provide art in public spaces, and provide wayfinding.





Catalyst Strategies

Rendering illustrates a potential strategy for softening the district edge along Parker Avenue through the addition of significant landscape as well as puncturing through the mile-long line of warehouse buildings to add an additional pedestrian access point to the loop from the southeast.



Right: Intersection of Dock St. and Blanche St.

Bottom: Rendering of new pedestrian entry to the 'Walkscape' at the southeast quadrant of the district that crosses the rail line and Stub Canal as part of intermediate 'Catalyst' investments aimed at connecting to the adjacent neighborhoods.





# Scenario Planning

The following two scenarios provide various spatial formats for future development of the Jefferson Terminal District. The scenarios offer a set of outcomes for the implementation of the urban design catalog and varying infill densities. Each provides a different approach that capitalizes on place-making and integration of mixed-use functions. As a form of place-based codes, the solutions test and evaluate frameworks that would not be considered otherwise.

## Scenario 1: Jefferson Terminals

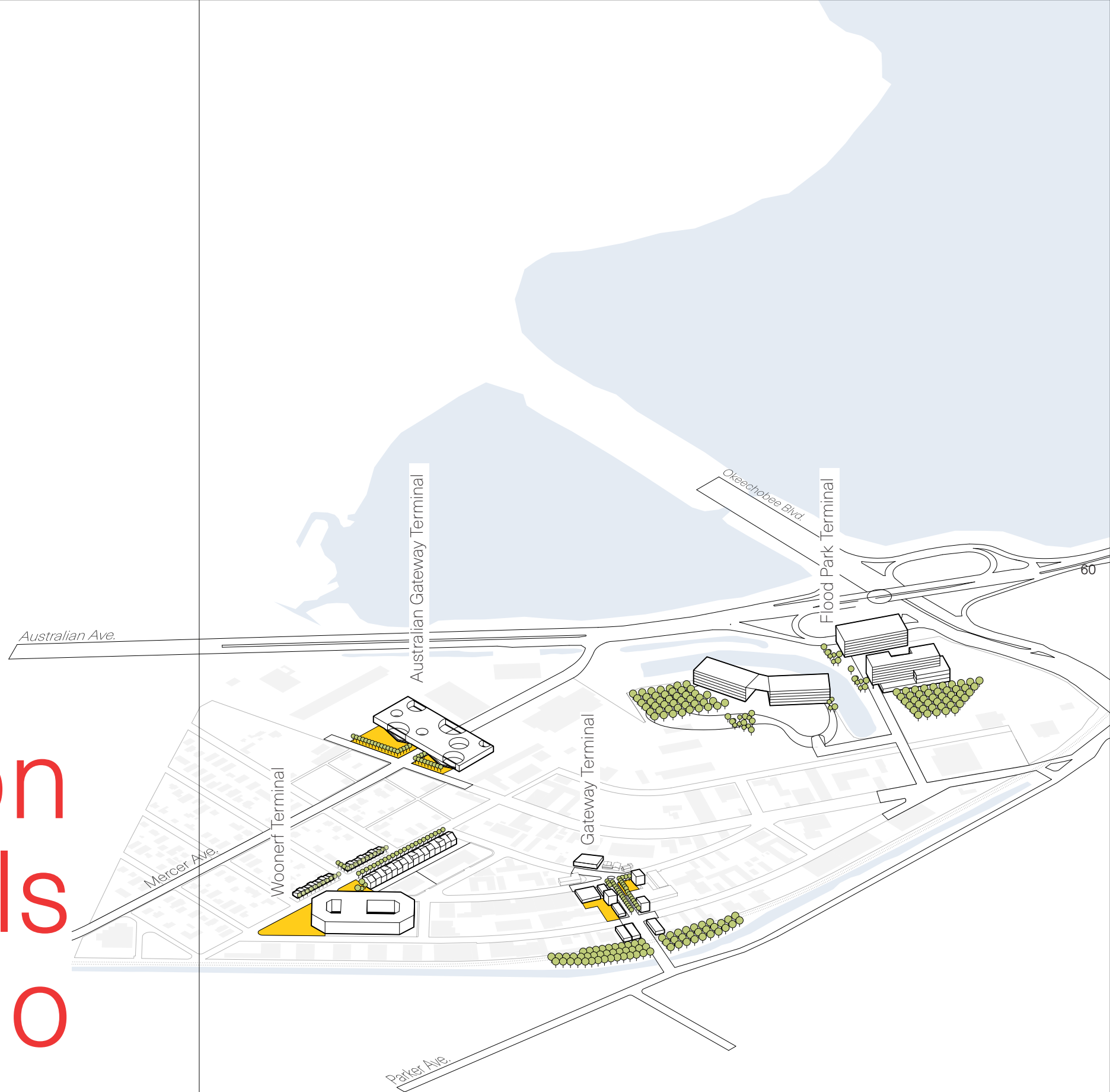
The *Terminals Scenario* proposes four anchors of intensification within key areas of redevelopment opportunity while maintaining the overall character of the existing JTD.

## Scenario 2: Jefferson Wards

The *Wards Scenario* distributes new public and private investments throughout JTD while seeking to maintain character of the district with infill potential.



# Jefferson Terminals Scenario





**Urban Planning Recommendations for the Development of Four Nodes within the Jefferson Terminal District**

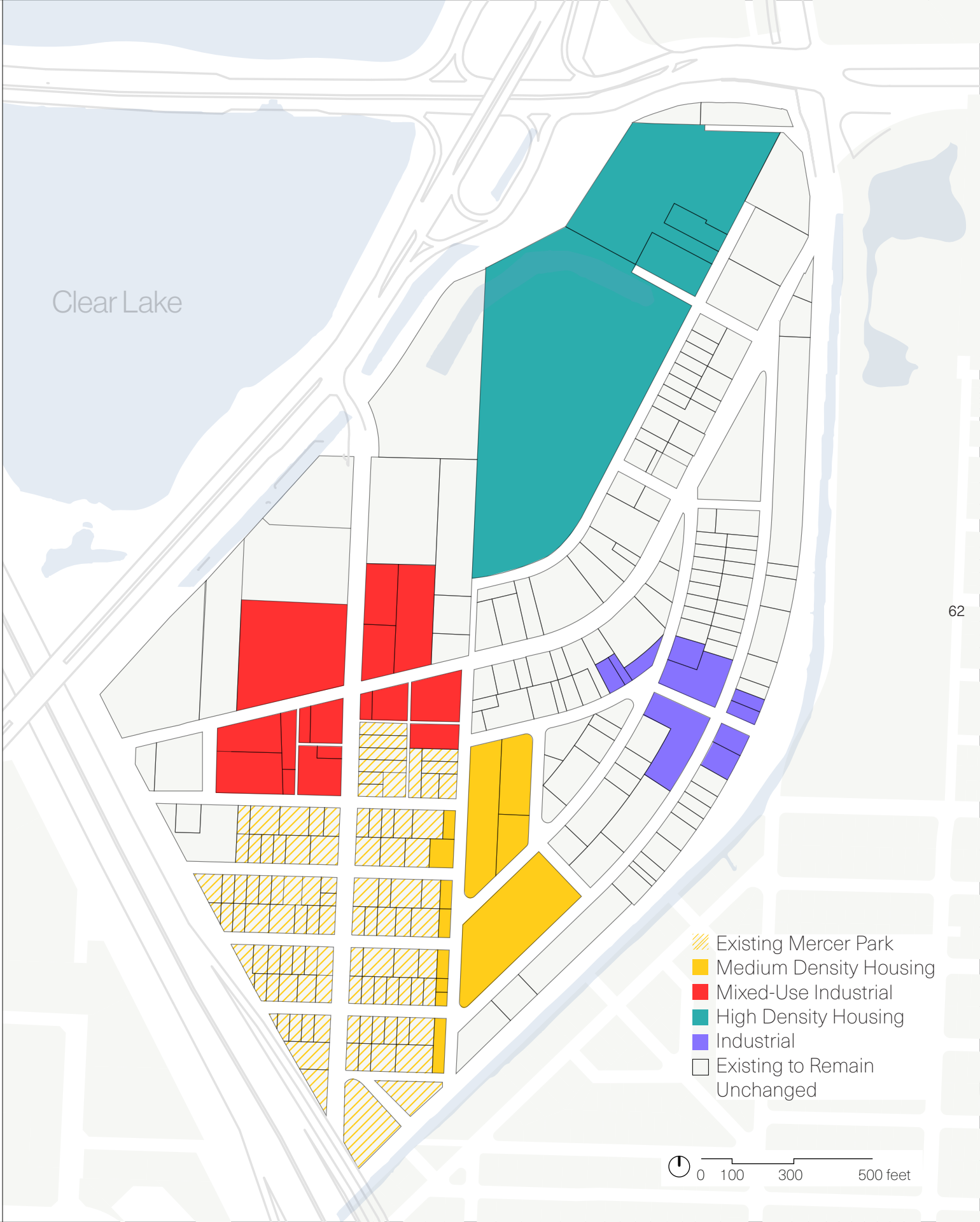
61

The Jefferson Terminals Scenario is based on four concentrated nodes of density in which development is encouraged. The ideal goal is for the increased density to begin at each node and spread throughout the entire district.

The location of the four “terminals” are: The intersection of the two largest roads in the district, Mercer Ave. and Old Okeechobee Rd; The city owned parcels fronting Australian Ave; The gateway entrance of Caroline St. with connectivity to Parker Ave; and the Wilkins Ave gateway that runs through the Mercer Park neighborhood.

In this scenario, the vision for the first terminal of the intersection of Mercer Park and Old Okeechobee Rd is to be an industrial-mixed use node that takes advantage of the widest roads in the district. These corridors should focus more on serving a higher level of pedestrian amenity and visibility.

Examples of industrial mixed-use strategies at this terminal can include accessory dwelling units (ADUs), live-work housing, and shop housing where the focus remains on industrial production with flexibility of other additional uses such as retail. The terminal of the parcels near Australian Ave. could hold high-density housing near the lake frontage. This terminal also has enough and to have the space to employ water treatment techniques to aid in stormwater management . The terminal at Caroline St should have an industrial use similar to what the zoning currently allows so that the nature and character of the district remains but the flexibility of uses such as those in the Warehouse District are also encouraged. The vision for the terminal of Wilkins Ave is to remain residential at a comparatively lower density than the Australian Ave. terminal but at an increased density to allow for multifamily units. This terminal should also maintain compatibility with the surrounding Mercer Park Neighborhood.



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Jefferson Terminals Scenario:  
Population, Employment & Density

The numbers for the *Jefferson Terminals* scenario were generated in Urban Footprint based on use types that matched the vision for each sub-area, and densities calculated from the respective acreages for each sub-area. The four “Terminal” sub-areas are 50.83 acres in total with each having its own forecasted density, population, and employment based on the unique use types from Urban Footprint. The use types chosen mirrored similar use types within Urban Footprint that best outlined a vision for the Mixed-Use Industrial, Industrial, High-Density Housing, and Medium-Density Housing scenarios. The densities were generated by dividing the amount of forecasted dwelling units by the acreage for each particular subarea. The population densities were calculated in the same way except the total amount of people was divided by the square mileage. For more information, please see *Creating a Place-Based Framework for Jefferson Terminal District Technical Appendix*.

Population	Mixed-Use Industrial	Industrial	High Density Housing	Medium Density Housing	Total
Current	18	7	0	07	32 (1367/sq.mi.)
Proposed	495	40	5636	394	6565 (24566/sq.mi.)

Population Chart

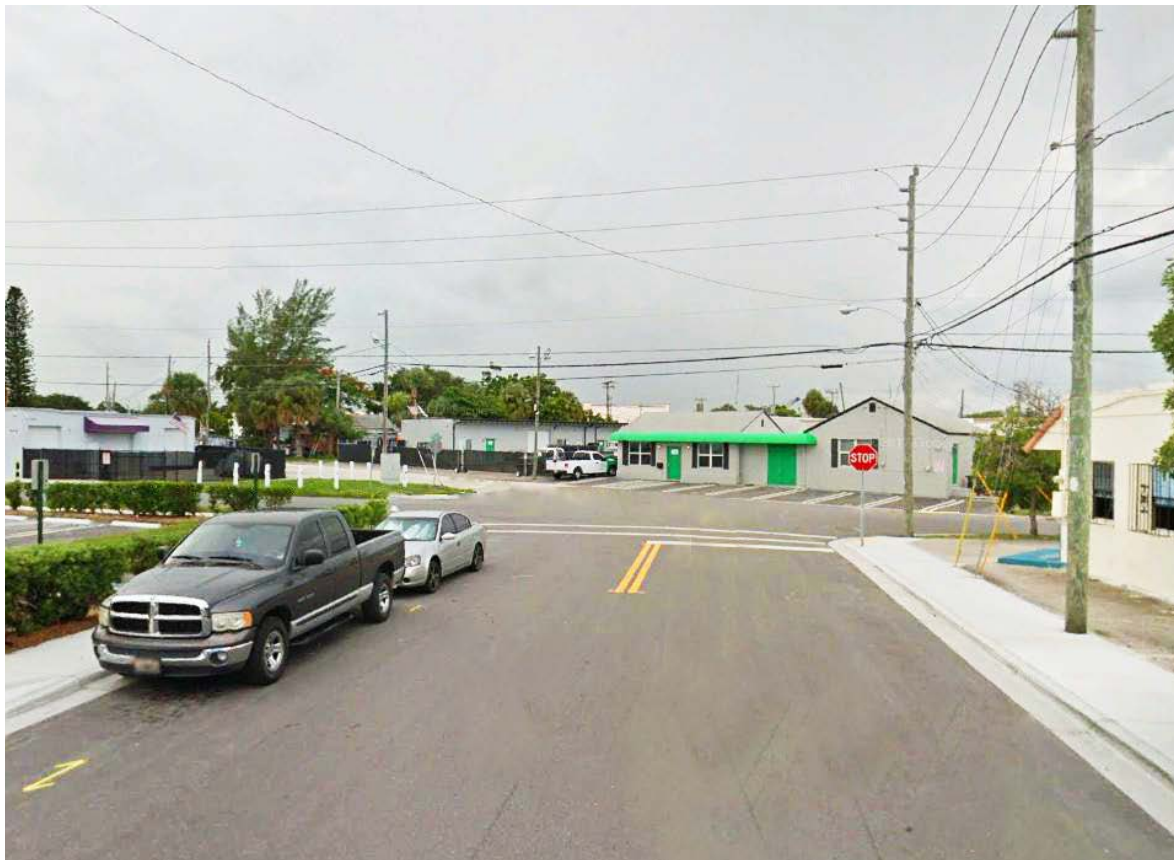
Jobs	Mixed-Use Industrial	Industrial	High Density Housing	Medium Density Housing	Total
Current	81	54	87	54	276
Proposed	573	238	408	0	1219

Employment Chart

Dwelling Units	Mixed-Use Industrial	Industrial	High Density Housing	Medium Density Housing	Total
Current	10 (0.4 du/acre)	4 (0.2 du/acre)	0 (0 du/acre)	7 (0.3 du/acre)	21 (1 du/acre)
Proposed	289 (24 du/acre)	24 (6 du/acre)	3312 (120 du/acre)	224 (30 du/acre)	3849 (32 du/acre)

Dwelling Units Chart





**Top:** Existing Condition: Intersection at Elizabeth Avenue and Caroline Street.

**Pioneer Strategies:**

**03** Play Space

**05** Street Paint

**06** Art Installation

**Catalyst Strategies:**

**14** Addition to ADU

**08** Planters

**10** Rain Garden

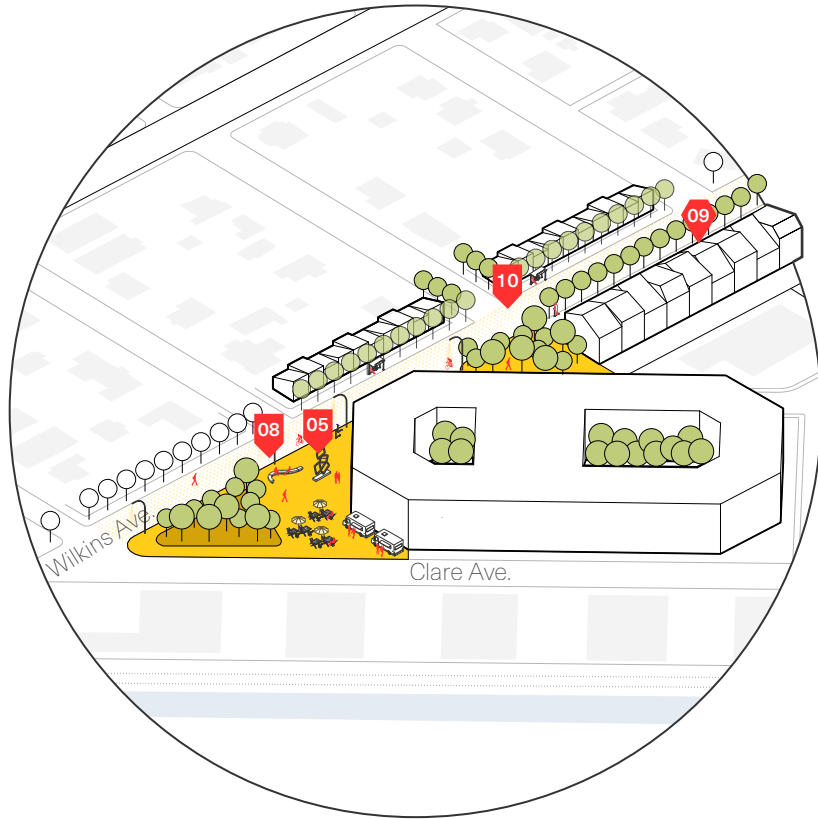
**11** Tree Box Filter

**15** Conversion to ADU



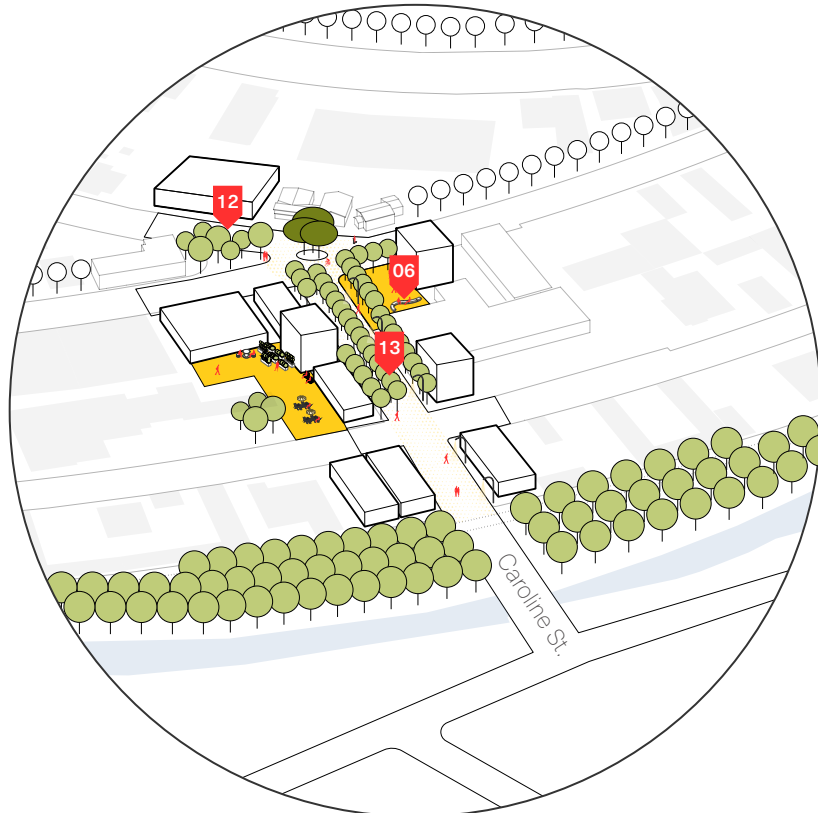
**Left:** Visualization of the invisioned scenario for Caroline Street and Elizabeth Avenue Intersection.





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Woonerf Terminal: Intersection of Clare Ave. and Wilkins Ave.

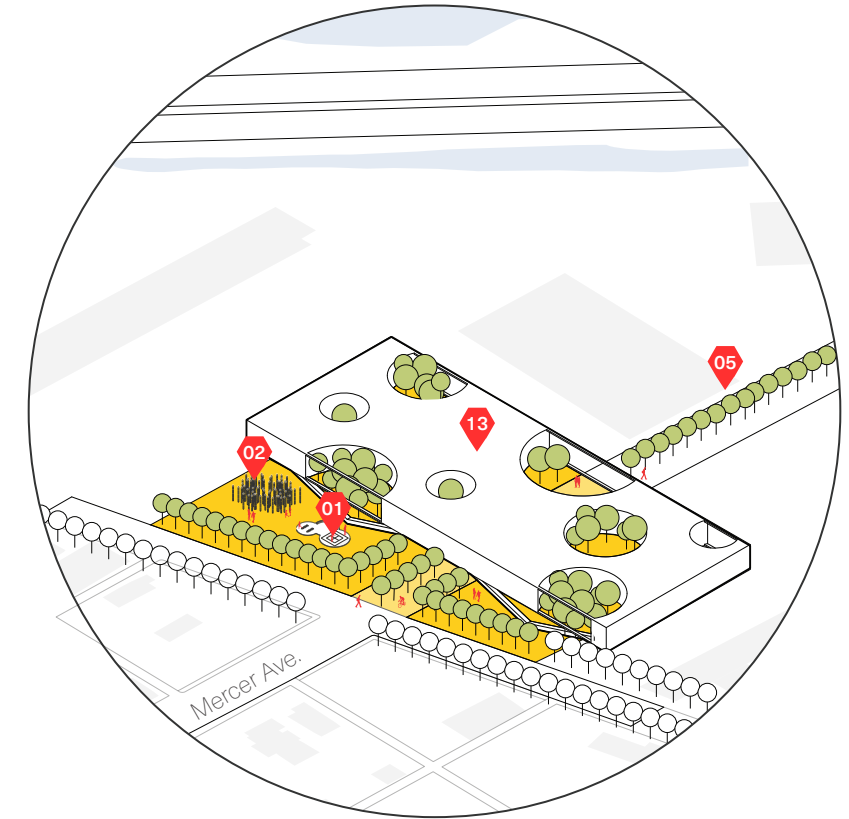
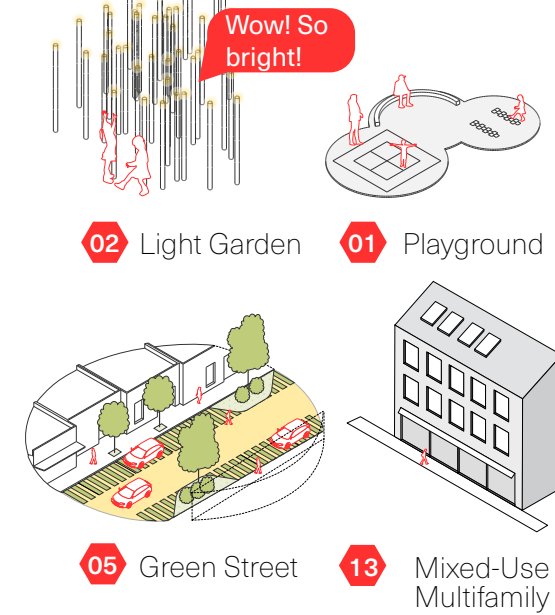


Gateway Terminal: Caroline Street

### Catalyst Strategies:

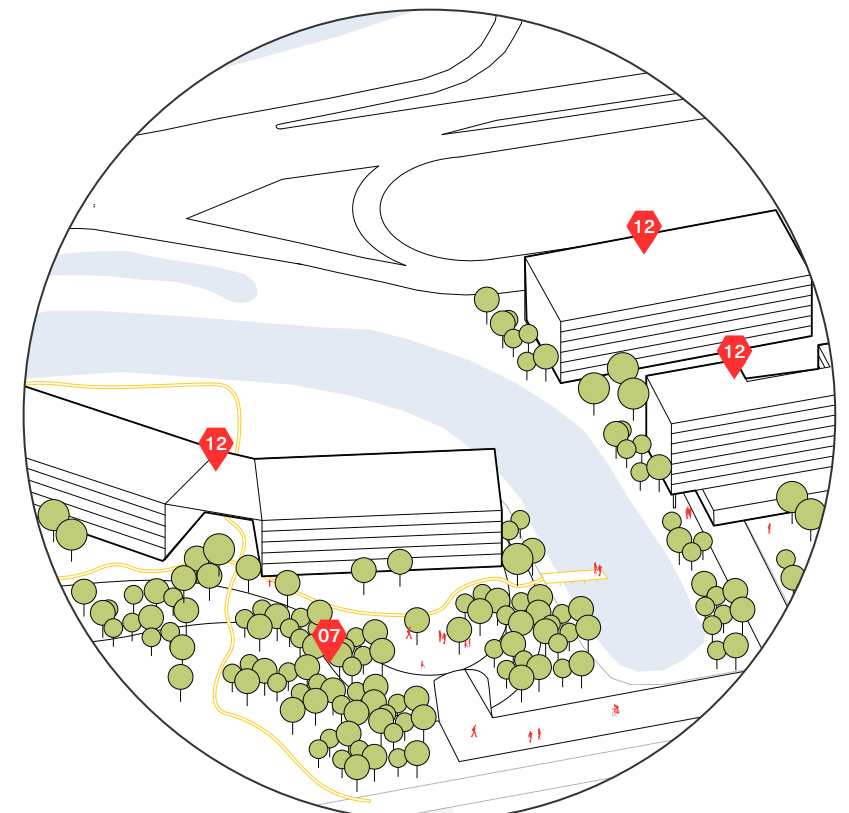
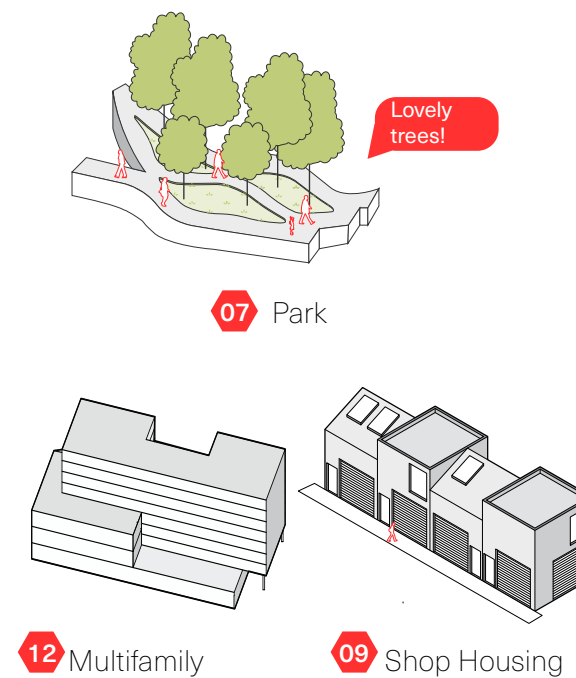
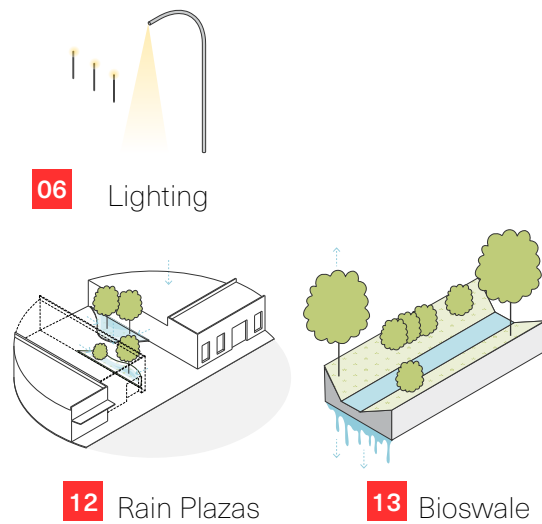


### Anchor Strategies:



Australian Gateway Terminal: Mercer Ave.

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Flood Park Terminal: Charlotte Ave. and Water Treatment Area



# Anchor Phase

**Right:** *View of Caroline Street.*  
**Bottom:** Rendering illustrating long-term 'anchor' capital improvement projects by both public and private sector entities, on Caroline Street.





# Jefferson Wards Scenario

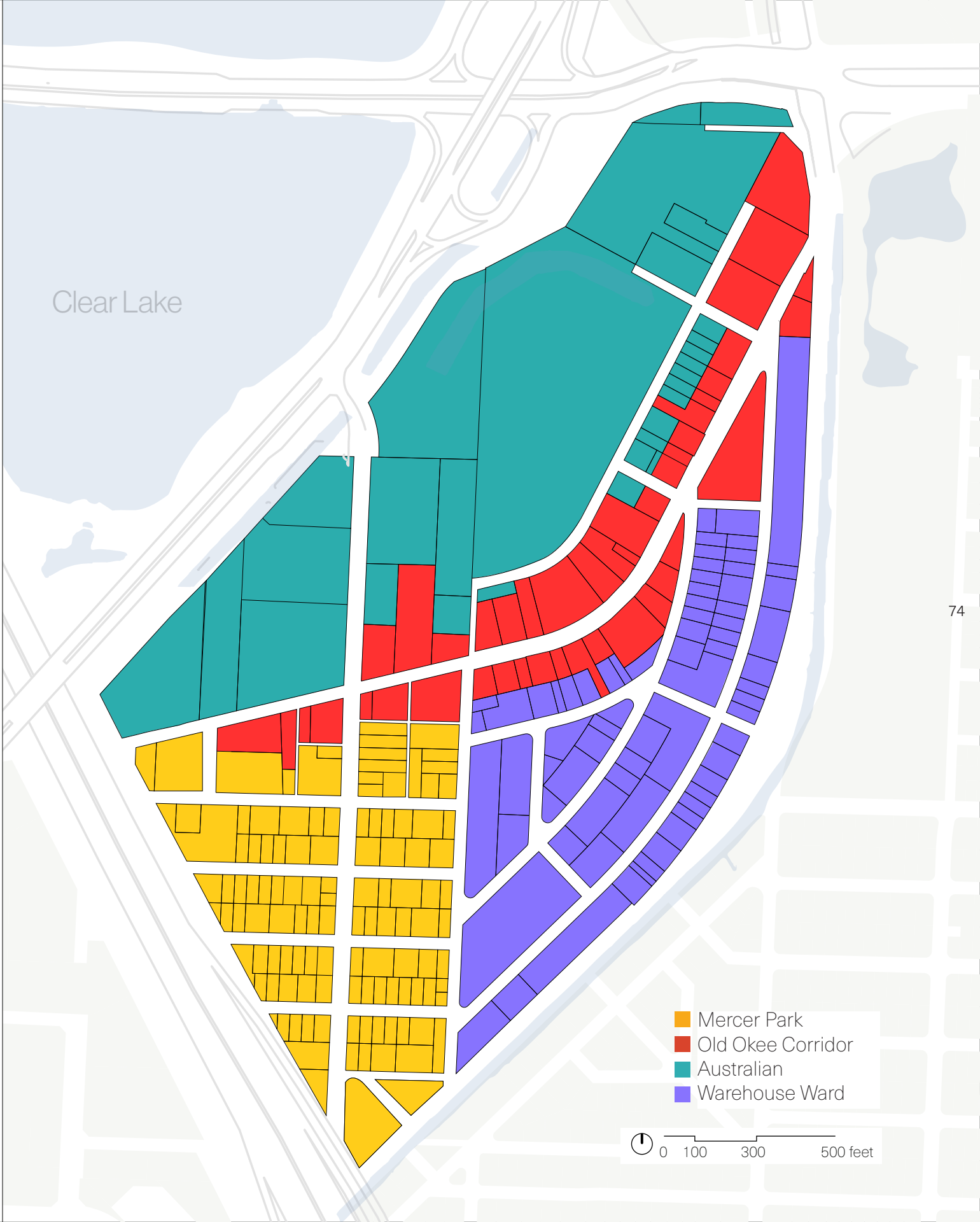




**Urban Planning Recommendations for the Creation of Four Wards within the Jefferson Terminal District**

This strategy seeks to mitigate flooding by creating a network of green streets and complete streets using the main thoroughfares of the District, Old Okeechobee Road, Mercer Avenue, Wilkins Avenue and Clare Avenue. The width of right-of-way for the two collector streets (Old Okeechobee Road and Mercer Avenue) offer more room and flexibility to employ botanized water management techniques which utilize bioswales, and water holding landscape. Wilkins Avenue and Clare Avenue could facilitate water holding basins using absorbing tall grasses as well as smaller scale bioswales.

The four wards would be ‘stitched together’ through the use of sidewalk patterns, street trees, pocket parks, canopies on building facades at the ground level and building scales that steps down as the facades address the street and form the edge of the public right-of-way.





Population, Employment & Density

The numbers for the “Jefferson Wards” scenario were generated in Urban Footprint based on use types that matched the vision for each sub-area, and densities calculated from the respective acreages for each sub-area. The four “Wards” scenario sub-areas included the entire JTD area which is 131.03 acres in total with each sub-area having its own forecasted density, population, and employment based on the unique use types from Urban Footprint. The use types chosen mirrored similar use types within Urban Footprint that best outlined our vision for the Old-Okee, Warehouse District, Australian, and Mercer Park scenarios. Each Ward scenario had two density projections which were a medium potential density and an aspirational higher-density. The densities were generated by dividing the amount of forecasted dwelling units by the acreage for each particular subarea. The population densities were calculated in the same way except the total amount of people was divided by the square mileage. For more information, please see *Creating a Place-Based Framework for Jefferson Terminal District Technical Appendix*.

Population	Old Okee Corridor	Warehouse District	Australian	Mercer Park	Total
Current	7	21	0	363	391 (1367/sq.mi.)
Lower/ Medium Density	571	726	2906	865	5068 (17724/sq.mi.)
Aspirational Higher Density	951	1453	6781	1298	10483 (36661/sq.mi.)

Population Chart

Jobs	Old Okee Corridor	Warehouse District	Australian	Mercer Park	Total
Current	477	431	189	0	1097
Lower/ Medium Density	856	259	961	173	2249
Aspirational Higher Density	1605	722	955	430	3712

Employment Chart

Dwelling Units	Old Okee Corridor	Warehouse District	Australian	Mercer Park	Total
Current	4 (0.2 du/acre)	11 (0.4 du/acre)	0 (0 du/acre)	210 (9 du/acre)	225 (1.7 du/acre)
Lower/ Medium Density	330 (15 du/acre)	420 (15 du/acre)	1680 (30 du/acre)	500 (20 du/acre)	2930 (22 du/acre)
Aspirational Higher Density	550 (25 du/acre)	840 (30 du/acre)	3920 (70 du/acre)	750 (30 du/acre)	6060 (32 du/acre)

Dwelling Units Chart

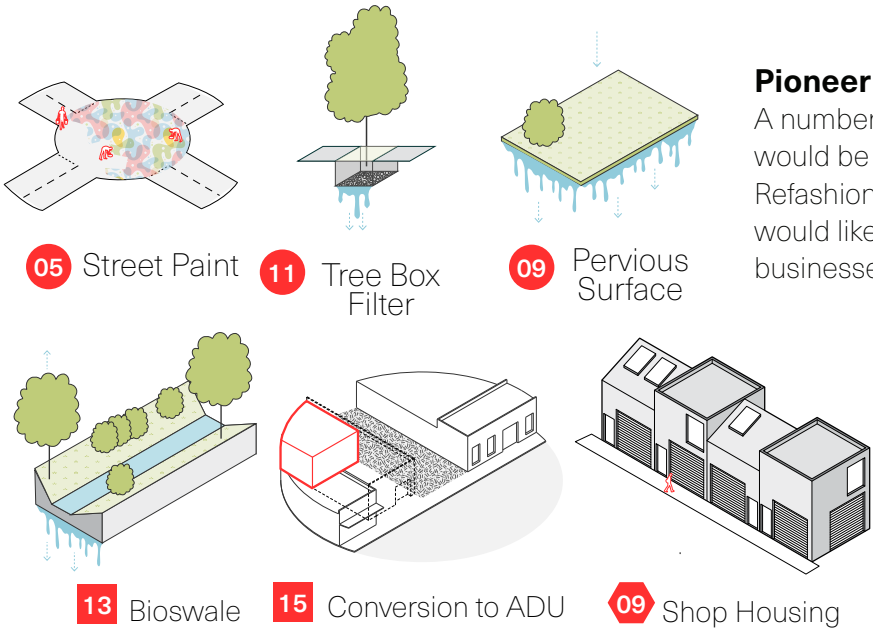


Old Okee Corridor

The vision for the Old Okee Corridor, the main thoroughfare that runs east-west through the district, consists of a creating a “maker’s main street.” A walkable, active street with transparency and pedestrian access on the ground floor level would provide an inside look at industrial and working spaces similar to window shopping. Watching fabrication via wood crafting, baking or craft brewing would stimulate interest in the production of goods. Residential options in this area should also include live-work housing for those owning light industrial businesses.

The city-owned parcel on the north side of Old Okeechobee Road should also be considered as an innovation village for university and government collaboration. This innovation hub could be positioned adjacent to the streetscape where it could be featured.

**Pioneer Strategies**  
A number of tactical urban elements (see below) would be employed in a comprehensive strategy. Refashioning the area as a pedestrian space would likely attract additional emerging ‘maker’ businesses to relocate into the corridor.





# Anchor Phase

**Right:** View of Old Okeechobee Rd. and Wilkins Ave.  
**Bottom:** Rendering illustrating long-term 'Anchor' capital improvement projects in the form of mid-rise housing along with public sector rights-of-way improvements for stormwater mitigation.





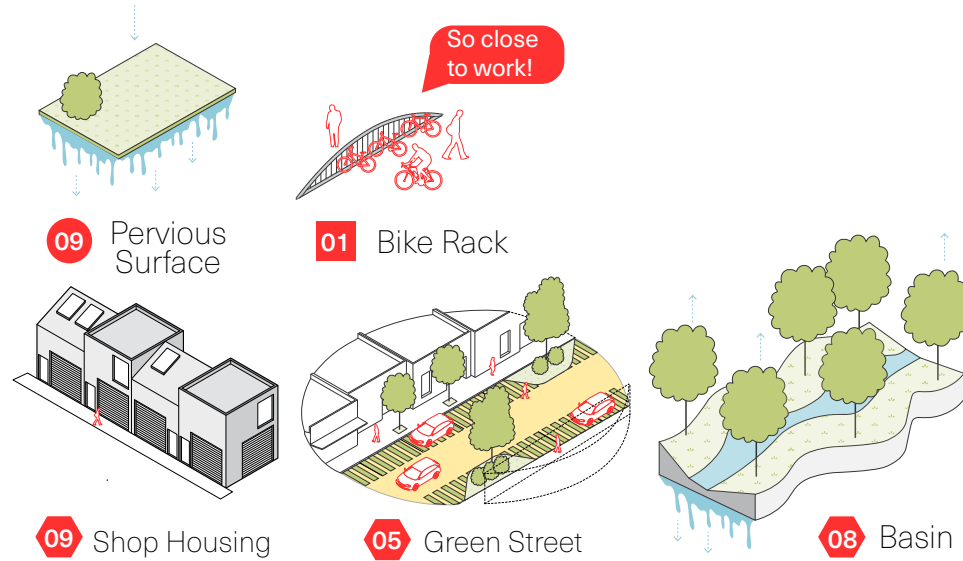
Warehouse Ward

Providing the District's core character and grit, the Warehouse Ward could serve as an Industrial Mixed-Use Anchor. The hub would remain the warehouse building type with Grandview Public Market, breweries and outside attractions that bring pedestrian use. As new businesses relocate to this area, employment levels would increase as well as the amount of occupied space currently dedicated to industrial uses. Increased residential options would be encouraged with the development of more projects like 1701 Clare Ave. featuring open space and increased density.

Clare Avenue would feature green space and rain gardens planned to help address the area's flooding/stormwater issues. As the District's first rain garden, it will set a precedent for Low-Impact Development moving forward.

Catalyst Strategies

As part of a long term approach for infrastructure improvement, flood mitigation projects would begin to be employed as integral design components of a comprehensive flood management and low impact design strategy.





# Catalyst Phase

**Right:** *View of Clare Ave.*  
**Bottom:** Rendering featuring new green street with canopy trees, pedestrian amenities and a bioswale that emerges from the pedestrian walkway between buildings and ties into the street stormwater management system.





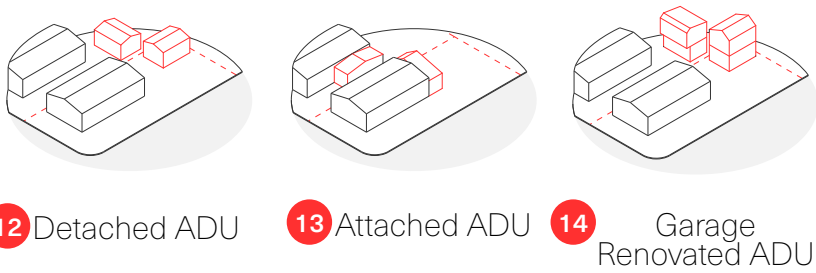
Mercer Park Ward

Our vision for the Mercer Park neighborhood allows it to develop in a way that maintains its primarily residential character and neighborhood scale. More flexibility in the zoning code may encourage a more diverse housing stock and increase density. We also want to allow for small-scale, low-impact live/work uses. To facilitate a diverse housing stock, revisions in zoning could easily allow for townhomes, single-family detached, single-family attached, multiplexes and multi-family homes. We also want to encourage street-fronted residential building that keeps eyes on the street

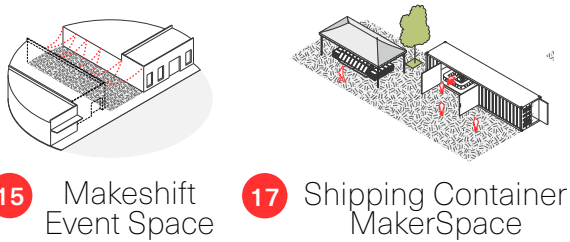
rather than the current setback/parking configuration. These suggestions provide diverse housing at all different price points and sizes that can allow for diverse household types and sizes. The neighborhood already allows accessory dwelling units, a great means of providing affordability to both the property owner and the renter by allowing independent units on the same lot as the stand-alone home. With ample live/work possibilities, workforce housing, increased density and adjacency and accessibility to mixed-use districts, we seek to make Mercer Park a complete neighborhood.

Catalyst Strategies

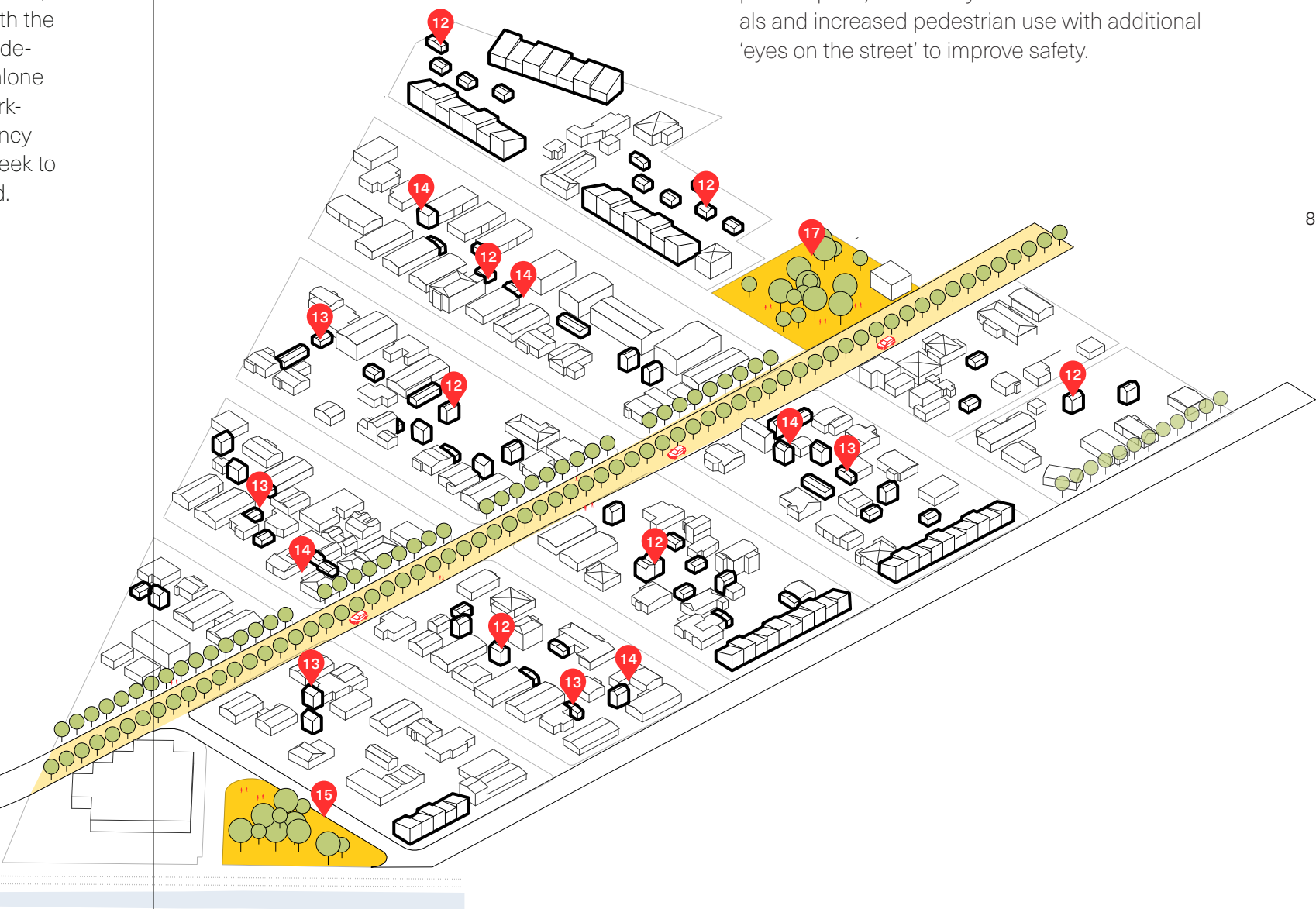
Accessory Dwelling Units, begin to emerge in Mercer Park, allowing a expanded family scenarios (caregiver, multi-generational living or single parent space) secondary forms of income for rentals and increased pedestrian use with additional 'eyes on the street' to improve safety.



Currently Allowed by the city of WPB



Mercer Ave.





# Catalyst Phase

**Right:** *View of Mercer Ave.*  
**Bottom:** Accessory dwelling units begin to add to the residential fabric of the neighborhood and the first residential towers of the Australian Ward begin to appear in the background.





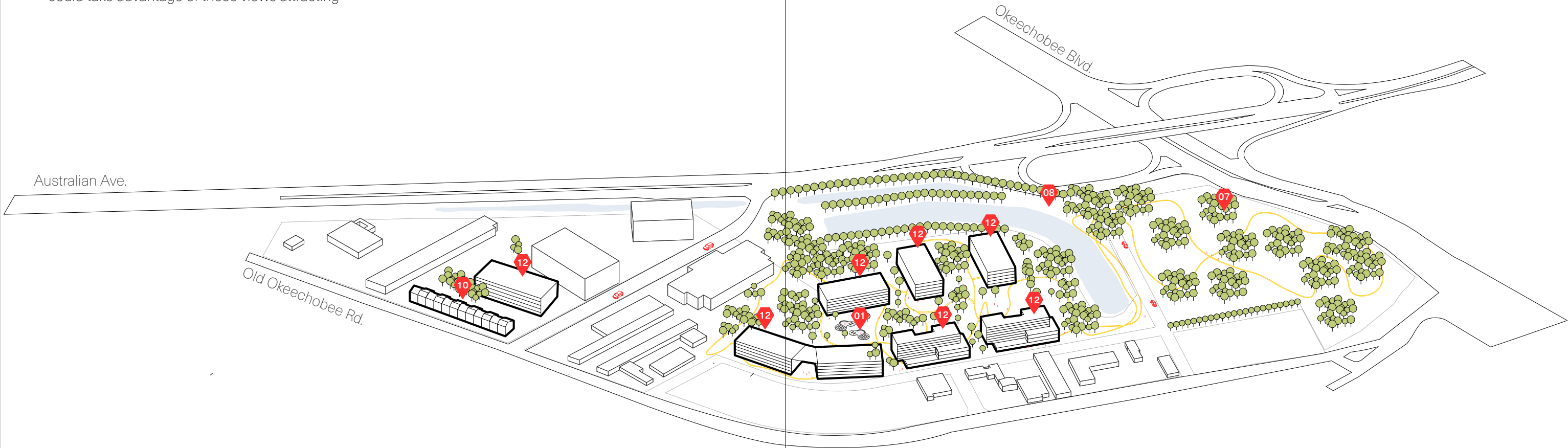
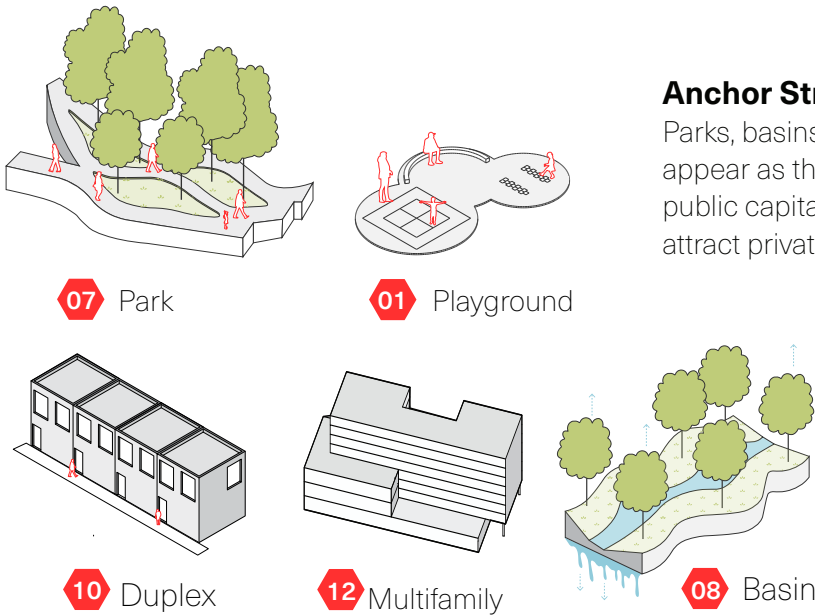
Australian Ward

For the Australian Ward, we suggest first creating a plan for the city-owned properties. They comprise a significant portion of the area and can be a crucial piece in the vision and development of the JTD. Secondly, we recommend designating the Australian Ward to be the portion of the JTD that can absorb higher-end housing development and densities. The large city-owned properties are prime candidates for a potential collaborative university/business incubator space and serve as a future innovative engine of the JTD. With its property assets, the city can play a major role in the development of this phase of the JTD. As for the properties adjacent to Australian Ave overlooking Clear Lake, mid to high-rise housing could take advantage of these views attracting

developers to build higher cost and higher priced housing in this particular JTD area. While we seek to limit these types of developments in the rest of the JTD, we make allowance for it here, should the market demand it. For the remaining properties, our goal is to maintain the industrial/production character of the JTD while seeking uses that are in line with the Old Okee Corridor and Warehouse Ward goals.

Anchor Strategies

Parks, basins and residential towers begin to appear as the tax base has improved to support public capital improvement projects as well as attract private development of residential towers.





# Anchor Phase

**Right:** *View of Charlotte Ave.*  
**Bottom:** Rendering depicts a fully built-out Australian Ward with multiple residential towers and low impact development for flood mitigation.





# An Urban Design Catalog

for Future Investments in the Jefferson Terminal District

## 1 Maintain the Grit

Keeping intact the character that makes Jefferson Terminal District special, while amplifying and evolving it.

## 2 Flooding, Oh My!

Improve the district's ability to protect and manage flooding and other climate change-related issues through Low Impact Development investments in the public and private realm that preface plants over pipes.

## 3 Infill Housing

Densify the district appropriately, providing housing and work options for all!

As people rediscover the unique benefits of downtown living, Jefferson Terminal District will emerge as unique amongst them all in West Palm Beach. Three overarching urban design principles form the basis for strategic place-based investments; *Maintain the Grit, Flooding, Oh My!, and Infill Housing.*

Grit can sometimes be seen as a negative, but in the Jefferson Terminal District it is an opportunity and part of the character that should be amplified. Leveraging the district assets, grit can provide a unique sense-of-place not found anywhere else in the city. Assets within the district support affordable housing options, maker space, proximity to regionally connected transit, and an urban street grid conducive to potential multi-modality. The goal of the *Jefferson Terminal District Framework Plan* is to reconstitute a complete neighborhood which reconciles accommodations for a new and adaptive reuse while serving a diverse demographic with those of the neighborhood's traditional working class and warehouse economies. The grit is an

important visual character to maintain while making new investments. It is important to maintain the form-based development and scale while providing the full spectrum of land uses within its borders to meet the daily needs of its new residents.

Streets can also galvanize grit in the district. Street design can rebalance space allocations between pedestrians and motorists, but go beyond Complete Streets to explore the street as an independent art-form and stormwater/flooding infrastructure. Since JTD rights-of-way widths are modest, the project approach is directed toward strategic interventions within streets and the shared property borders of select quasi-public entities. Each street can sponsor unique configurations made from ordinary landscapes, lighting, street furniture, surface materials, and architectural structures for particular segments. These street investments can be made incrementally, successively, or all at once depending upon available resources and stakeholder interest. The key is to not make it look like conventional streets but amplify the gritty character of the district.



# Stages of Investment

Investments are laid out incrementally to be able to grow with nascent Jefferson Terminal District development. With a focus on infill housing development, Jefferson Terminal District fosters a relationship with small businesses and developers, while allowing for the aspirations for the district to be maintained.

Three strategic investment categories: *Pioneers*, *Catalysts*, and *Anchors*, provide a menu of investment options from immediate (cheap and quick to do), intermediate (varying levels of service as funding becomes available), and long-term (higher-cost investments that can be completed when sufficient public/private partnerships are formed).



## Pioneers

Immediate, tactical urbanism style investments to place around the neighborhood tomorrow!



## Catalysts

Intermediate interventions to facilitate an emerging Jefferson Terminal District that can form the foundations for more permanent investments long-term.



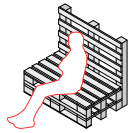
## Anchors

Long-term investments to sustain character, as well as economic growth and development of the district, and subsequently the city.

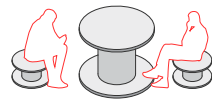




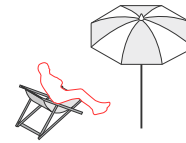
01 Sign



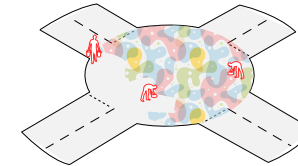
02 Pallet Bench



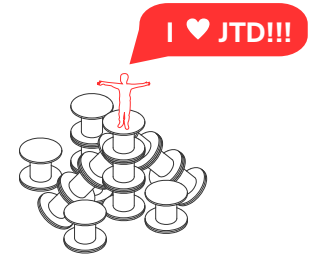
03 Play Space



04 Alternatives to trees



05 Street Paint

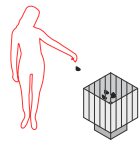


06 Art Installation

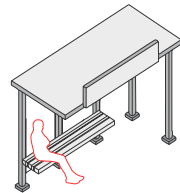
Pioneers: \$



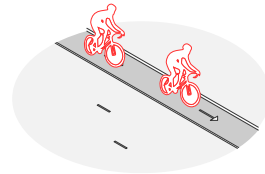
01 Bike Rack



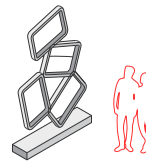
02 Trash Can



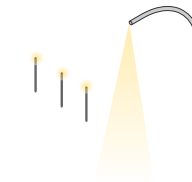
03 Bus Stop



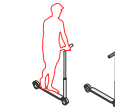
04 Bike Lane



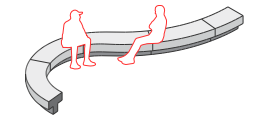
05 Sculpture



06 Lighting

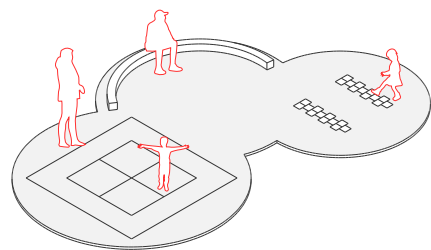


07 Scooters



08 Bench

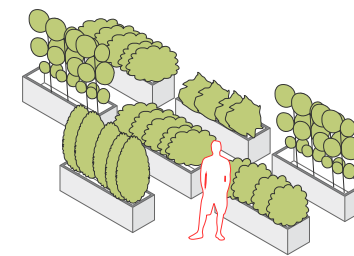
Catalysts: \$\$



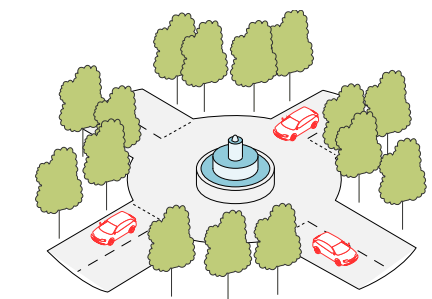
01 Playground



02 Light Garden



03 Community Garden



04 Gateway Roundabout

Anchors: \$\$\$



# Maintain the Grit

Keeping intact the character that makes Jefferson Terminal District special, while amplifying and evolving it.





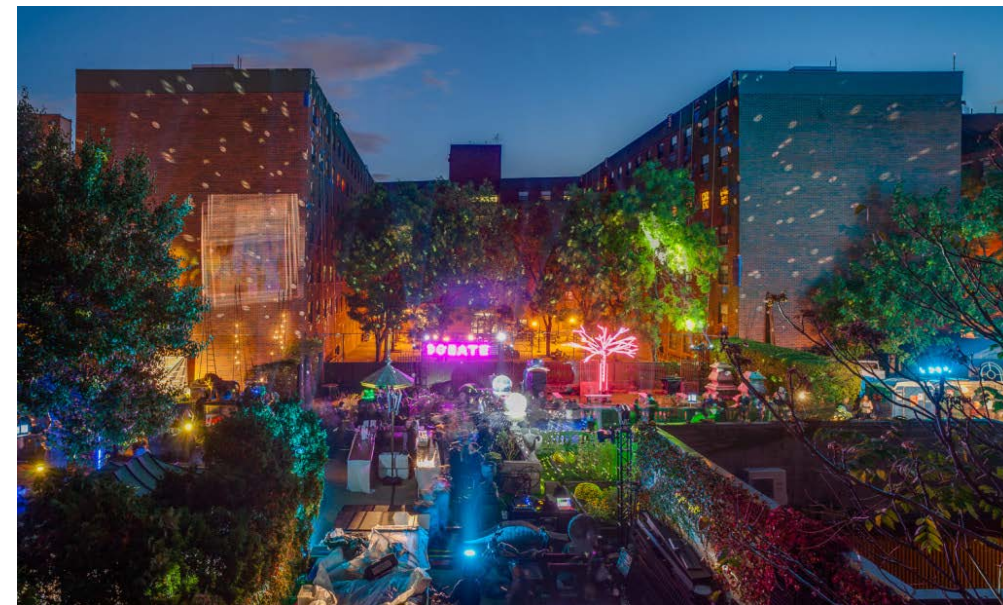
FatVillage, Fort Lauderdale, FL

## Warehouse districts are in!

The examples above and on the next pages may inspire ideas. Investments can support 24/7 functions that create usable public space day and night. Temporary lighting and paint can have a profound impact on the urban environment with minimal investment, making way for more permanent investment opportunities.

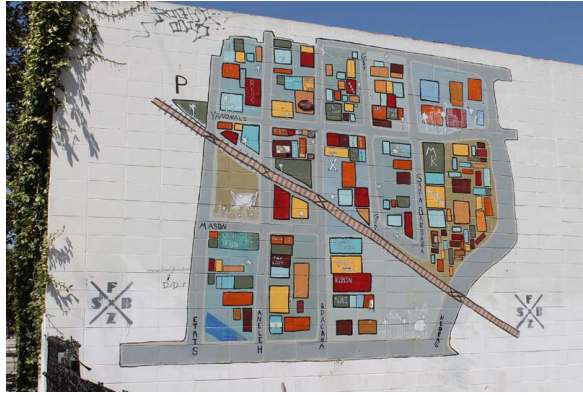


Dumbo District, Brooklyn, NY

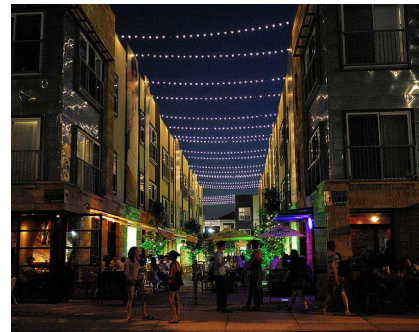
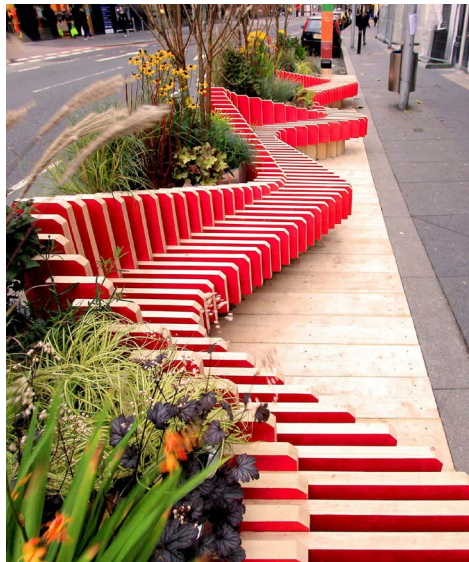




The Funk Zone, Santa Barbara, CA



Northern Liberties, Philadelphia, PA

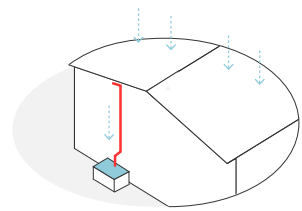


**Opposite:**  
Superkilen Park,  
Copenhagen, Denmark.

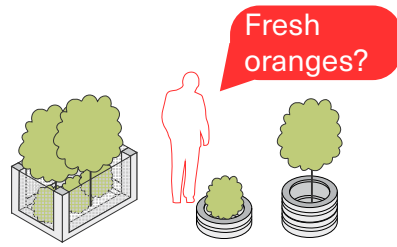
Wynwood, Miami, FL





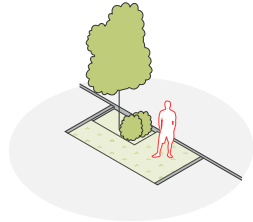


**07** Rainwater Harvesting



**08** Planters

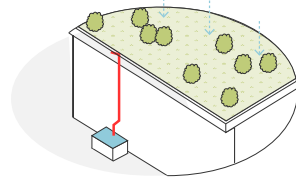
**Pioneers:** \$



**09** Parklet

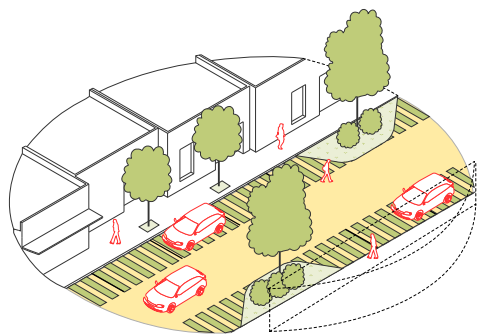


**10** Semi-Pervious Pavers

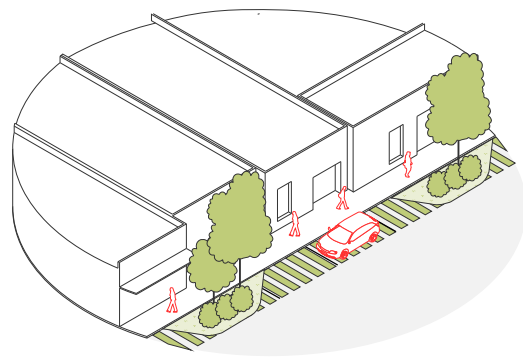


**11** Green Roof

**Catalysts:** \$\$

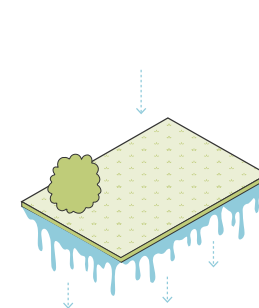


**05** Green Street



**06** Parklet Network

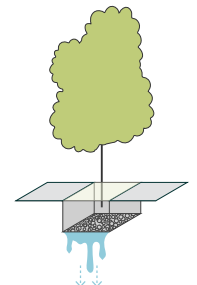
**Anchors:** \$\$\$



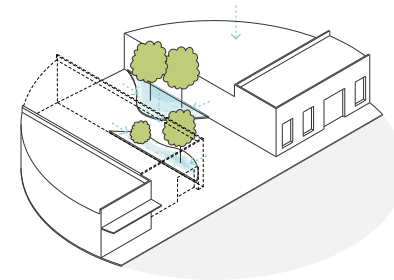
**09** Pervious Surface



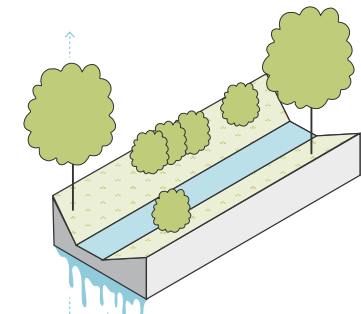
**10** Rain Garden



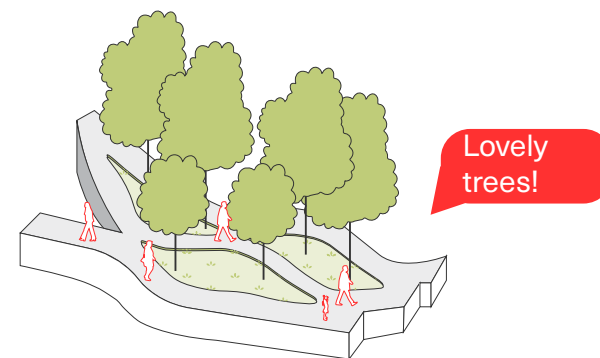
**11** Tree Box Filter



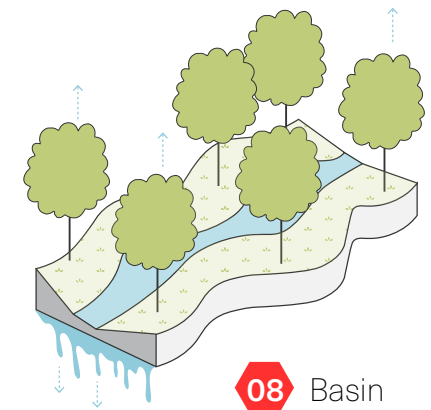
**12** Rain Plazas



**13** Bioswale



**07** Park



**08** Basin

## 2 Flooding, Oh My!

Improve the district's ability to protect and manage flooding and other climate change-related issues through Low Impact Development (LID) investments in the public and private realm.





Workshop participants install a rain barrel during the Boxes, Barrels, and Brews "Tactical Resilience" workshop in Norfolk, VA.



SEA Street Bioswale examples in Seattle, WA.



Siskiyou Green St., Portland, OR. Considered Portland's best green street stormwater retrofit.

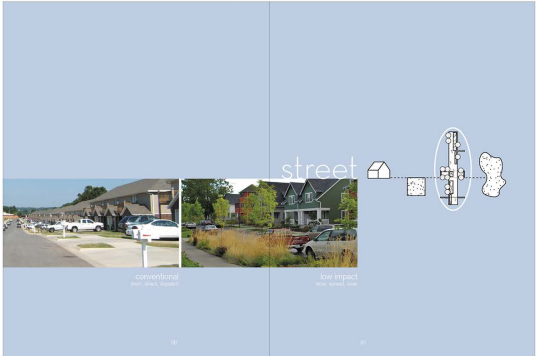
Demonstrate how property owners, both business and residential land uses, can help alleviate stormwater flooding in the city by building small flood mitigation projects to hold water on their property—

**Plants, not pipes!**

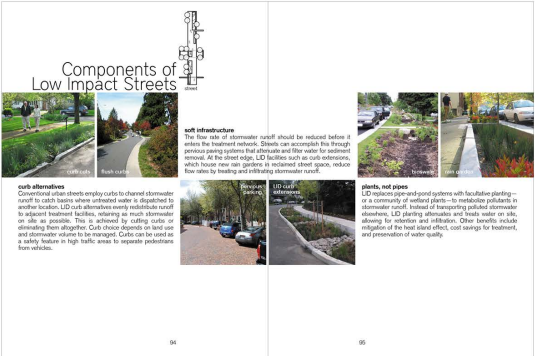




The Creative Corridor  
Little Rock, AR

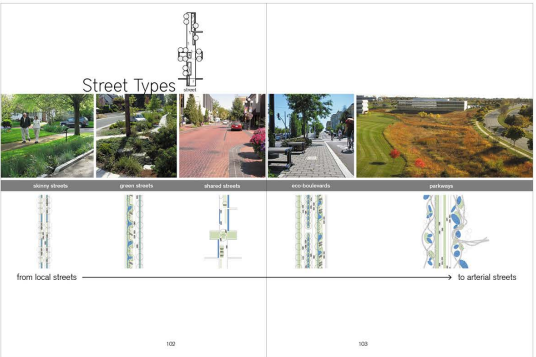
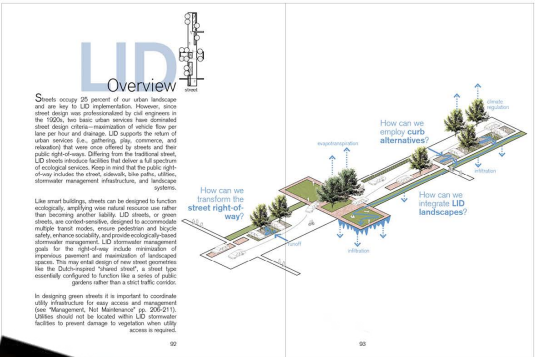


p80-91

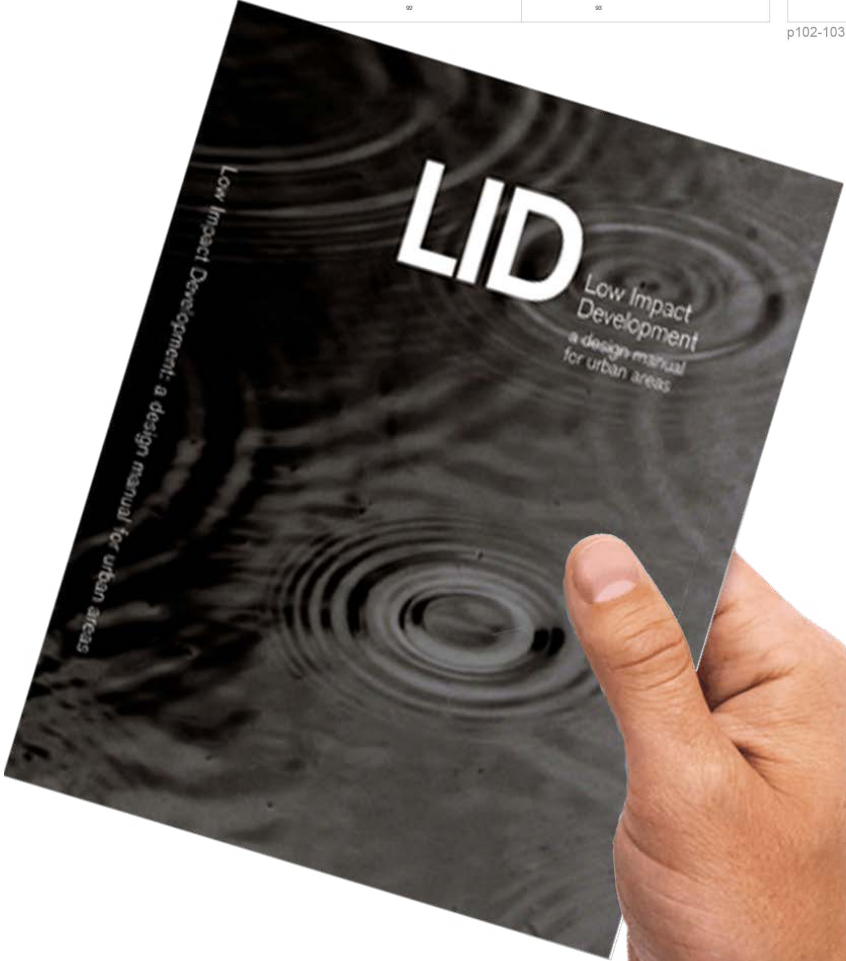


p94-95

LID supports the return of urban services that were once offered by streets (i.e., gathering, play, commerce, and relaxation).

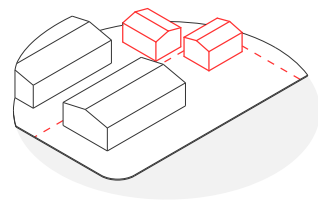


p102-103

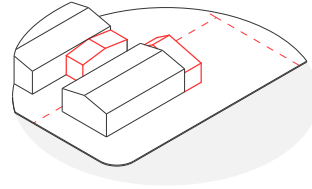


Low Impact Development: a design manual for urban areas is a great resource for ideas regarding LID implementation in the JTD. Streets, like smart buildings, can be ecological assets amplifying wise natural resource use rather than becoming an environmental liability.

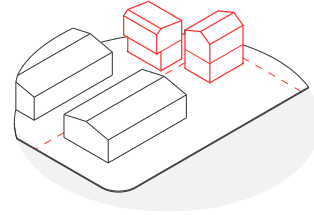




**12** Detached ADU  
ADU= accessory dwelling unit

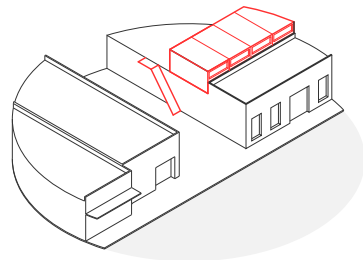


**13** Attached ADU

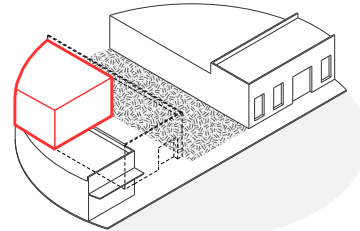


**14** Garage Renovated ADU

Pioneers: \$

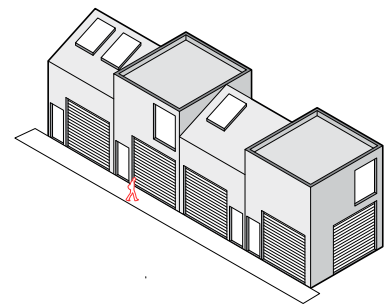


**14** Addition to ADU

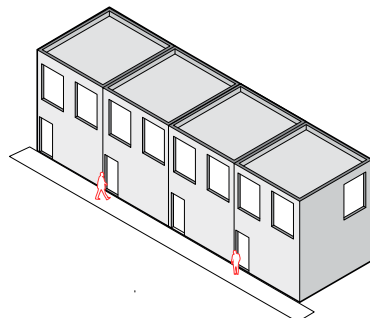


**15** Conversion to ADU

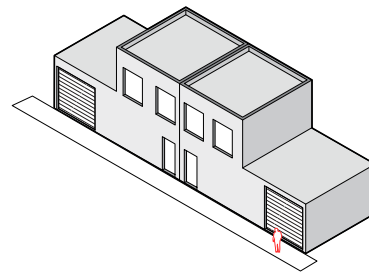
Catalysts: \$\$



**09** Shop Housing  
Where shopkeeper lives above shop

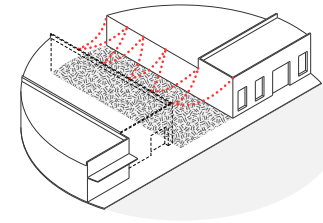


**10** Duplex

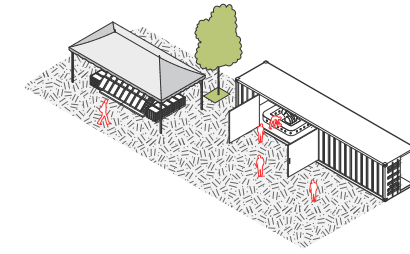


**11** Town Houses

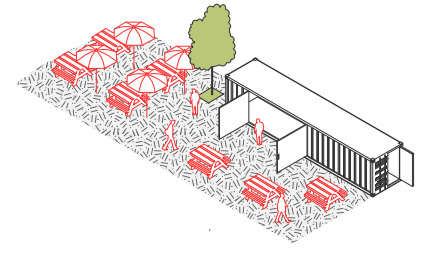
Anchors: \$\$\$



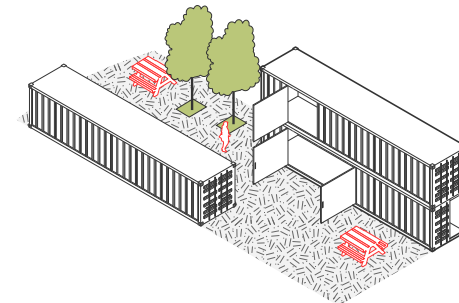
**15** Makeshift Event Space



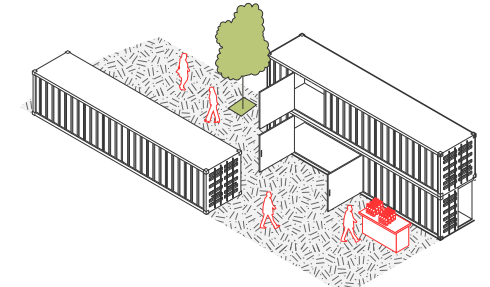
**16** Shipping Container MakerSpace



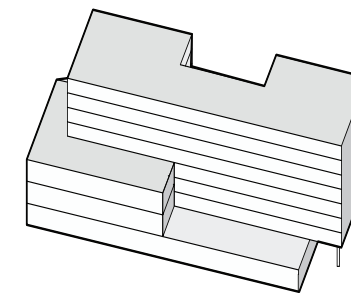
**17** Shipping Container Cofee Shop



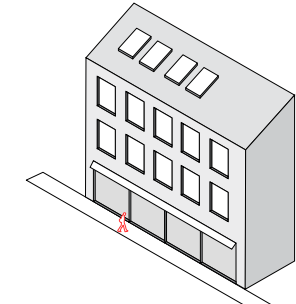
**16** Shipping Container Coworking Space



**17** Shipping Container MakerPlaza



**12** Multifamily High intensity



**13** Mixed-Use Multifamily Medium intensity

## 3 Infill Mixed Use

Densify the district appropriately, providing housing and work options for all!





Shreeb pop-up container coffee shop, Los Angeles, CA



**Left:**  
Stand-alone Accessory Dwelling Unit (ADU)

**Left Below:**  
Garage conversion ADU.

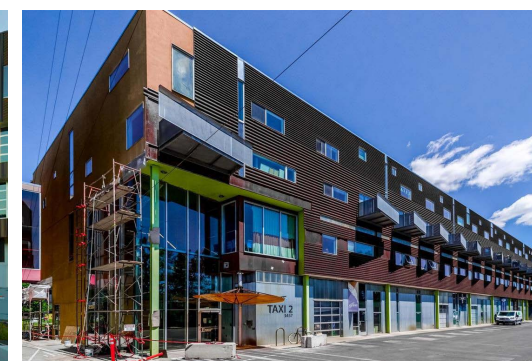
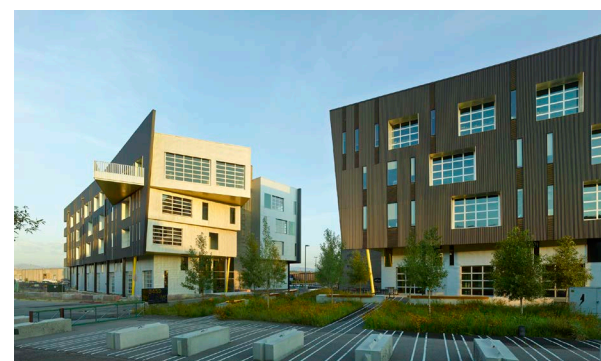
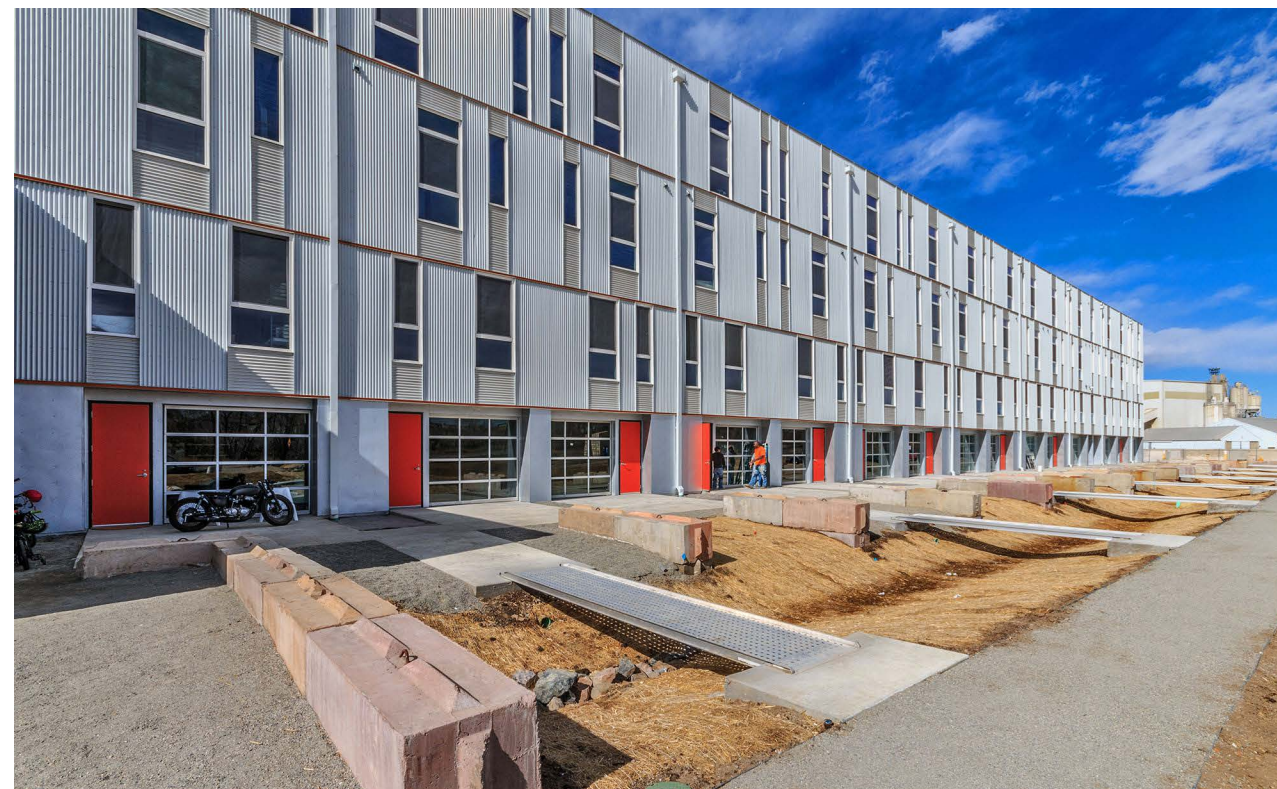
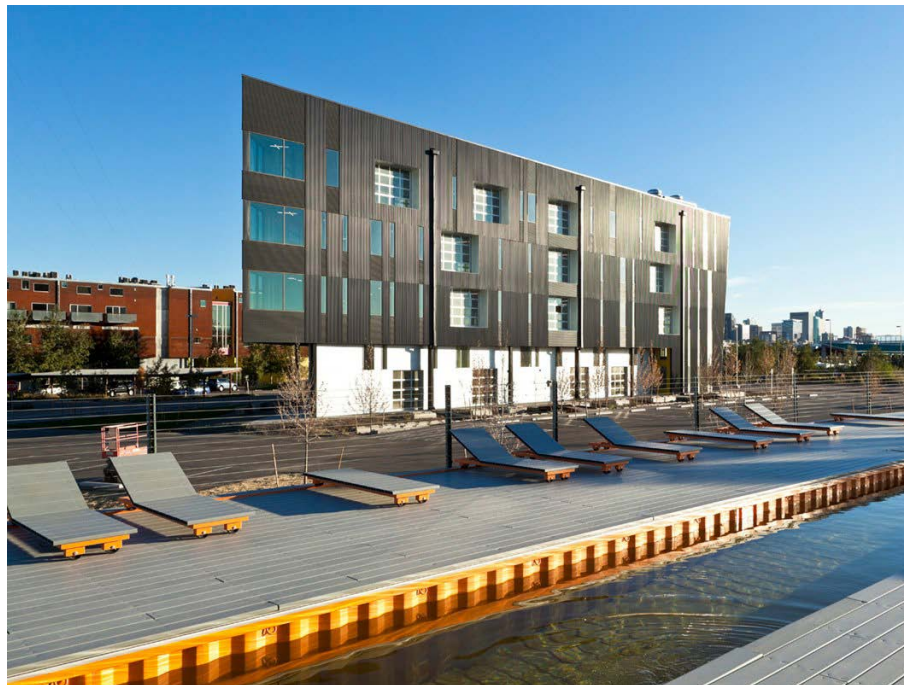
**Right Below:**  
Attached ADU.







The Taxi Development in Denver, CO, is a great example of housing infill within a warehouse district where appropriate scaled buildings and materials help further brand the district. The use of large openings with garage-style doors help create the aesthetic and incorporation of LID for stormwater management is also integrated.





# Conclusion

Our overarching vision is to plan for the remaking of the Jefferson Terminal District as a mixed-use innovation district with a greater flexibility in land use controls while focusing on employment and maintaining the unique maker/fabrication character.

## Inspirations

We gather inspiration from older industrial areas nationwide that have benefitted from reinvestment. Neighborhoods with industrial roots, like Northern Liberties in Philadelphia and Wynwood in Miami, have become successful districts with young professionals, art galleries, boutiques and active spaces for public gathering. Similarly, the TAXI community in Denver, once an industrial site, now serves as the heart of Denver's RiNo Art District. Within nine buildings, the mixed-use campus houses hundreds of residents and more than 100 creative businesses. Likewise, The Bottleworks District in Indianapolis plans to repurpose an existing Coca-Cola bottling plant into a center for commerce, history and arts.

## Innovation District

The term "innovation district" refers to a space where universities, the private sector and local government can collaborate and innovate. An innovation district fosters entrepreneurial

innovation and the collision of great ideas while having a unique potential for productive, inclusive, and sustainable economic development. The development goal for these districts is to regenerate an underperforming urban neighborhood into a desirable location for innovative and creative companies and workers.

For example, Cortex in St. Louis, founded in 2002, is a bioscience innovative startup district. It includes innovative centers such as the Center for Emerging Technologies (CET), which is helping establish and develop next-generation biomedical science, and the Cambridge Innovation Center, which welcomes companies supporting innovation in fields such as public relations, law, and education. Cortex offers rental lab and office space with proximity to excellent research institutions and a highly trained workforce.

Typically, innovation districts exhibit the following attributes<sup>2</sup> :

- Dense mixed-use spaces
- Flexible and decentralized
- Open and public
- Incorporating digital with physical elements
- A public place to test new technologies
- Strong in their sense of place
- Community oriented



The JTD has some, but not all, of the characteristics of a typical innovation district. Currently, a flexible industrial land use allows for a variety of uses that are open and transparent and enhance a strong sense of place and community. However, increasing density and technological experimentation between government and universities would be needed to make the JTD a complete innovation district. A space encouraging the transfer and communication of ideas can manifest into successful businesses and products that contribute to the city's economic success. Further opportunities for economic growth might be created if the JTD can establish an incubator space for business development with a strong university research presence.

**Zoning**

If we can increase the flexibility of the regulatory framework to maximize the potential of the area, the JTD will continue to flourish. With its current, elevated level of investment, looking beyond the traditional regulation of use and zoning could be beneficial. Options to consider are special district zoning, and an updated comprehensive plan, or set of land development regulations to match consistency with the goals. This district is unique and may need a special code to encourage flexibility of use. Rather than applying a uniform and conventional code, the introduction of a place-based code could accommodate the JTD's many quirks and specialties. A place-based code gives priority to the physical form of the built environment. It leverages and seeks to amplify the unique value and qualities of the existing place.

**Observations & Recommendations**

As a key factor for the continued economic growth of the City of West Palm Beach, the Jefferson Terminal District has the potential to grow and set itself apart as both a historic place and nurturing environment for creative business ventures. The collaborative nature of current uses is one of the district's strengths. In particular, the Warehouse District features a brewery, a distillery, professional co-working spaces, yoga and squash facilities, a museum, and a marketplace of food and retail that consumers can enjoy all in one visit. Besides the complimentary nature of unique uses, other features such as new housing, public art, bike sharing, and creative spaces further emphasize the area's sense of place and identity.

The scenarios presented in this report consider these strengths along with innovation district ideals, increased intensity, and a mix of uses, to envision a future where the JTD serves as a beacon for innovation, investment, flexibility, and collaboration within the City of West Palm Beach.

2. Lawrence, S., Hogan, M. Q., & Brown, E. G. (2019). *Planning for an innovation district: Questions for practitioners to consider*. Research Triangle Park, NC: RTI Press. RTI Press Publication No. OP-0059-1902 <https://doi.org/10.3768/rtipress.2018.op.0059.1902>