

CDB Meeting Date: November 18, 2008  
Case Number: Downtown Plan Amendments  
Ord. No.: 8014-09  
Agenda Item: D 1

**CITY OF CLEARWATER  
PLANNING DEPARTMENT  
*CLEARWATER DOWNTOWN REDEVELOPMENT PLAN* AMENDMENTS  
STAFF REPORT**

**REQUEST:**            ***Amendments to the Clearwater Downtown Redevelopment Plan***

**INITIATED BY:**    **City of Clearwater Planning Department**

**BACKGROUND INFORMATION:**

On May 13, 2008 the Community Redevelopment Agency (CRA) approved the East Gateway District Five-Year Action Program. The Action Program responded to public input on the issues of drug dealing, prostitution and street crime by including an action item for an increased police presence in the East Gateway. As Florida Statutes allow for the use of tax increment financing (TIF) funds for community policing innovations, the CRA entered into an Interlocal Agreement with the Police Department on August 27, 2008 to provide for additional police presence beyond current activity levels. The Tax Increment Financing Section of the *Clearwater Downtown Redevelopment Plan* needs to be revised to recognize that TIF is a source of funding for additional community policing innovations. The Planning Department is also recommending that minor amendments be made to the *Plan* to support the location of a performing arts theater in Downtown.

The Community Development Board is reviewing the proposed amendments in its capacity as the Local Planning Agency and is requested to make a recommendation regarding the amendments to the City Council. The CRA is requested to make a recommendation to the City Council regarding the amendments to the *Plan*. Once the City Council approves these amendments, they will be submitted to the Board of County Commissioners for approval as amendments to the Redevelopment Plan. They will also be submitted to the Pinellas Planning Council and the Countywide Planning Authority for approval as amendments to the Special Area Plan governing Downtown.

## ANALYSIS:

Five amendments are proposed to the *Plan* and are contained in Exhibit A attached to Ordinance No. 8014-09. One amendment revises the land use/redevelopment plan while four amendments relate to downtown strategies and tax increment financing. Below is a summary of each amendment.

1. Amendment 1 – Insert new policy in Chapter 3 Land Use/Redevelopment Plan, Goals, Objectives and Policies Section on page 54 of the *Plan* (page one of Exhibit A of proposed ordinance).

A new policy supporting the continuation of community policing innovations in the Downtown is proposed. The proposed policy notes that the program should continue to focus on a variety of strategies that increase police visibility and reduce opportunities for crime. Strategies outlined in the policy are consistent with those outlined in Florida Statutes Chapter 163 and are currently employed by the Downtown Bike and C.H.I.P Teams.

2. Amendment 2 - Amend Strategy 20 in Chapter 4 Plan Implementation and add new Strategy 21 on page 218 of the *Plan* (page one of Exhibit A of proposed ordinance).

Strategy 20, located in the Plan Implementation section of Chapter 4, supports city efforts to attract a movie theater to Downtown. The proposed amendment would expand this strategy to also market Downtown as a prime location for a performing arts theater. Due to the benefits such a facility would have on Downtown revitalization efforts, the proposed strategy also supports the City providing development assistance for a performing arts theater.

Proposed amendment two also provides for a new Strategy 21 which supports community policing innovations in the CRA.

3. Amendment 3 – Amend Table 7 Summary of Public Strategies in Chapter 4 Plan Implementation on pages 222-233 of the *Plan* (page two of Exhibit A of proposed ordinance).

This proposed amendment revises Table 7 which summarizes the public strategies to be employed within the Downtown. Existing Strategy 20 is proposed to be expanded to include a performing arts theater as discussed above and a new Strategy 21 is proposed regarding community policing innovations as discussed above. The remaining strategies will be renumbered.

4. Amendment 4 – Amend the third paragraph of the Tax Increment Revenue Projections Section and the corresponding summary table in Chapter 4 Plan Implementation on page 255 of the *Plan* (pages two – three of Exhibit A of proposed ordinance).

Amendment four adds community policing as a program within the CRA that will be funded through tax increment financing. The summary table of the CRA programs and initiatives is also proposed to be amended to include community policing innovations. A total of \$1 million dollars is estimated to be the cost of this program over the next five - seven years. This amendment also clarifies that community policing innovations can only be funded through City TIF revenues.

5. Amendment 5 – Amend the Tax Increment Revenue Projections Section in Chapter 4 Plan Implementation on page 259 of the Plan (pages three – four of Exhibit A of proposed ordinance).

The City has provided a community policing presence in Downtown since 1998. Proposed Ordinance No. 8014-09 outlines the history of those efforts and a summary of the unique issues the City faces in the CRA. The amendment sets forth the intent of community policing innovations and notes the importance of reducing crime in the CRA to improve the quality of life in the CRA. The amendment is written broadly to apply to the entire CRA in the event City Council and Community Redevelopment Agency want to provide a higher level of community policing service beyond the East Gateway Character District. The program is proposed to be on-going with a cost over the next five – seven years at a maximum of \$1 million dollars.

## **CONSISTENCY WITH COMPREHENSIVE PLAN**

Please find below a selected list of objectives and policies from the Clearwater Comprehensive Plan that is furthered by the proposed amendments to the *Clearwater Downtown Redevelopment Plan*.

- Objective 2.1 – The redevelopment of blighted, substandard, inefficient and/or obsolete areas shall be a high priority and promoted through the implementation of redevelopment and special area plans, the construction of catalytic private projects, city investment, and continued emphasis on property maintenance standards.
- Policy 2.1.8 – The City shall continue to support and implement approved community redevelopment area plans, such as the Downtown Redevelopment Plan adopted in 2004.
- Policy 2.1.10 – Clearwater will continue to support the tax increment financing program and redevelopment efforts of the downtown area through activities of the economic development office and actions of the City Commission as the Community Redevelopment Agency.

The proposed amendments to the *Clearwater Downtown Redevelopment Plan* primarily focus on community policing innovations as a public strategy in the CRA. A higher level of community policing innovations is an investment in the future health of the CRA and will assist in reducing blighting influences within the area. The use of TIF to fund a higher level of community policing presence in the CRA is an appropriate use of such

funds. The proposed amendments therefore support existing objectives and policies of the *Clearwater Comprehensive Plan*.

**SUMMARY AND RECOMMENDATION:**

The proposed amendments to the *Clearwater Downtown Redevelopment Plan* are consistent with the Comprehensive Plan. Proposed Ordinance No. 8014-09 makes minor amendments regarding the City's desire to attract theaters to Downtown and provides for policies and strategies supporting community policing innovations in the CRA, as well as using tax increment financing as a funding source for increased levels of community policing activities.

Based on the above analysis, the Planning Department recommends the following action on the request:

Recommend **APPROVAL** of Ordinance No. 8014-09 which amends the *Clearwater Downtown Redevelopment Plan*.

Prepared by Planning Department Staff: \_\_\_\_\_  
Gina L. Clayton, Assistant Planning Director

**ATTACHMENTS:**

Ordinance No. 8014-09

Exhibit A of Ordinance No 8014-09

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**EXHIBIT A**  
**Ordinance No. 8014-09**

**AMENDMENT 1 – CHAPTER 3 LAND USE/REDEVELOPMENT PLAN**  
**GOALS, OBJECTIVES AND POLICIES SECTION**

*Insert new Policy 30 on Page 54 of the Plan.*

Policy 30: Community policing innovations in the CRA shall continue to focus on a variety of policing strategies that increase police visibility and reduce opportunities for criminal activities. Such innovations include, but are not limited to, intensified motorized patrol, bicycle patrol, field interrogations, the establishment of a business and/or neighborhood block watch and the continued presence of a police substation in the CRA.

**AMENDMENT 2 – CHAPTER 4 PLAN IMPLEMENTATION**  
**DOWNTOWN STRATEGIES SECTION**

*Revise Strategy 20 on page 218 as follows:*

\* \* \* \*

Strategy 20: ~~Market the Downtown as a location for a movie theater and assist the developer, as needed, in the acquisition and assembly of land for either the theater, and/or parking facilities, and/or development of parking facilities to support the use.~~

Support the location of a movie theater and/or performing arts theater in Downtown and provide assistance, as needed, with land acquisition, land assembly, building rehabilitation and parking facilities development to support the use.

\* \* \* \*

*Insert new Strategy 21 on page 218 as follows and renumber the remaining strategies: (this strategy is to be located as a new item within the overall Downtown Strategies and before the beginning of Downtown Core Character District Strategies)*

\* \* \* \*

Strategy 21: Continue to support community policing innovations in the CRA.

\* \* \* \*

**AMENDMENT 3 – CHAPTER 4 PLAN IMPLEMENTATION  
DOWNTOWN STRATEGIES SECTION**

*Revise Strategy 20 and add new Strategy 21 after Strategy 20 in Table 7 Summary of Public Strategies on pages 222-233 and renumber the remaining strategies as follows:*

**Table 7 Summary of Public Strategies**

\* \* \* \*

<b>#</b>	<b>Strategy</b>	<b>Lead Department</b>	<b>Timing</b>
20	Movie Theater/ <u>Performing Arts Theater</u> <u>Support Marketing</u>	Economic Development	Ongoing Strategy
<u>21</u>	<u>Community Policing Innovations</u>	<u>Police Department</u>	<u>Ongoing</u> <u>Strategy</u>

\* \* \* \*

**AMENDMENT 4 – CHAPTER 4 PLAN IMPLEMENTATION  
TAX INCREMENT REVENUE PROJECTIONS SECTION**

*Amend the third paragraph of the Tax Increment Revenue Projections Section, as well as the Summary Table on page 255 as follows:*

**Tax Increment Revenue Projections**

\* \* \* \*

The CRA envisions continuing to use both the City’s and the County’s share of Tax Increment Financing dollars for capital projects in the original and expanded CRA. TIF is identified as one of the funding sources for several capital and infrastructure improvement projects outlined in the Capital Improvement Projects (CIP) section of this plan. These projects include the Cleveland Street, Fort Harrison, and Gulf to Bay Streetscapes and the Gulf to Bay Boulevard and Highland Avenue Gateway Intersection. In addition, TIF will be used for paying impact fees, “buying in” of public parking in private projects, assembling redevelopment sites, purchasing land and/or buildings, affordable and transitional housing projects, ~~and~~ façade improvement grants and providing additional community policing presence above and beyond current activity levels. Below is a summary of the programs and initiatives that will use TIF as well as the estimated costs associated with each. The County’s share of TIF shall only be used for the capital projects included in the table below. The City’s share of TIF may be used for any initiative listed in the table.

**Summary Table of CRA Programs and Initiatives, Timing, and Estimated Costs**

<b>CRA Programs and Initiatives</b>	<b>Timing</b>	<b>Estimated Cost</b>
CRA Area Brownfields Environmental Cleanup *	Ongoing	\$5,000,000
CRA Building Façade Improvement Program*	Ongoing	\$1,000,000
Downtown Land Acquisition *	Ongoing	\$21,000,000
CRA Redevelopment Incentive Funding	Ongoing	\$10,000,000
Retail Lease/Location Incentives	Ongoing	\$5,000,000
CRA Affordable and Transitional Housing Projects*	Ongoing	\$5,000,000
CRA Revolving Loan Fund	Ongoing	\$1,000,000
CRA Community Policing Innovations	Ongoing	\$1,000,000
<b>Total</b>		<b>\$489,000,000</b>

\*Capital projects and initiatives - County TIF shall only be used for these programs

\* \* \* \*

**AMENDMENT 5 – CHAPTER 4 PLAN IMPLEMENTATION  
TAX INCREMENT REVENUE PROJECTIONS SECTION**

*Amend Tax Increment Revenue Projections Section on page 258 to add a description of the CRA Community Policing Initiatives after the CRA Revolving Load Fund description and prior to the Tax Increment Revenue Projections for the Original CRA District section as follows:*

\* \* \* \*

CRA Community Policing Innovations

The City of Clearwater Police Department has employed a community policing philosophy for over 20 years. Its first focused efforts in the Downtown area came in 1998 when a police substation was co-located in the Clearwater Homeless Intervention Program (CHIP) shelter in the East Gateway Character District in response to resident concerns about the crime potential associated with the shelter. Another community policing team, the Downtown Bicycle Team, was established for the Downtown Core of the CRA in 2005 in anticipation of additional demands on the Police Department as a result of redevelopment. Additionally AmeriCorps Clearwater members have supplemented the activities of the Downtown Bicycle Team by acting as ambassadors of the City by assisting visitors and businesses.

The intent of the community policing innovations in Downtown is for police officers to be a visible deterrent of crime as well as an approachable source of assistance and information. The officers act as liaisons to downtown visitors, businesses, employees and residents and work to build partnerships through daily visibility and community

involvement and organization. They also help solve neighborhood problems and work to foster a sense of safety and security in public as well as private spaces.

Community policing innovations focus on a variety of issues including those that are unique to the CRA such as homelessness, prostitution, drugs and street crimes, and a large immigrant population. A key component of the City's redevelopment strategy is to reduce crime in the CRA and improve the quality of life of residents, businesses and visitors. In order to achieve this goal, additional community policing presence is needed. Through the use of TIF funds an enhanced level of community policing can be achieved.

Total Cost: \$1 million

Time Frame: Ongoing

\* \* \* \*

**ORDINANCE NO. 8014-09**

AN ORDINANCE OF THE CITY OF CLEARWATER, FLORIDA, MAKING AMENDMENTS TO THE CLEARWATER DOWNTOWN REDEVELOPMENT PLAN ADOPTED BY ORDINANCE NUMBER 7153-03 AND SUBSEQUENTLY AMENDED; BY AMENDING CHAPTER 3 LAND USE PLAN/REDEVELOPMENT PLAN BY ADDING A NEW POLICY SUPPORTING COMMUNITY POLICING INNOVATIONS IN THE COMMUNITY REDEVELOPMENT AREA; BY AMENDING CHAPTER 4 PLAN IMPLEMENTATION, DOWNTOWN STRATEGIES SECTION, BY REVISING STRATEGY 20 TO INCLUDE PERFORMING ARTS THEATERS; BY AMENDING CHAPTER 4 PLAN IMPLEMENTATION, DOWNTOWN STRATEGIES SECTION, BY ADDING A NEW STRATEGY SUPPORTING COMMUNITY POLICING INNOVATIONS; BY AMENDING CHAPTER 4 PLAN IMPLEMENTATION, TABLE 7 SUMMARY OF PUBLIC STRATEGIES BY REVISING STRATEGY 20 AND ADDING A NEW STRATEGY 21 SUPPORTING COMMUNITY POLICING INNOVATIONS; BY AMENDING CHAPTER 4 PLAN IMPLEMENTATION, TAX INCREMENT REVENUE PROJECTIONS SECTION, BY ADDING COMMUNITY POLICING INNOVATIONS AS AN ACTIVITY ELIGIBLE TO BE FUNDED BY TAX INCREMENT FINANCING AND ADDING A DESCRIPTION OF THE COMMUNITY REDEVELOPMENT AREA COMMUNITY POLICING INNOVATIONS PROGRAM; PROVIDING AN EFFECTIVE DATE.

WHEREAS, the City of Clearwater has the authority pursuant to the Rules Governing the Administration of the Countywide Future Land Use Plan, as amended, Section 2.3.3.9.5, to adopt and enforce a specific plan for redevelopment in an urban center in accordance with the Central Business District plan category, and said Section requires that a special area plan therefore be approved by the local government; and

WHEREAS, the City Council approved the updated 2003 Clearwater Downtown Redevelopment Plan on September 18, 2003 by adopting Ordinance No. 7153-03 and has subsequently amended it; and

WHEREAS, the Pinellas County Board of County Commissioners approved the CRA Plan adopted by Ordinance No. 7231-03 on December 16, 2003 and has subsequently amended it; and

WHEREAS, the City Council approved the creation of a Redevelopment Trust Fund for the expanded CRA by adopting Ordinance No. 7214-03; and

WHEREAS, the Pinellas County Board of County Commissioners approved the creation of a Redevelopment Trust Fund for the expanded CRA adopted by Ordinance No. 7214-03 on February 3, 2004; and

WHEREAS, the Countywide Planning Authority approved the updated 2003 Clearwater Downtown Redevelopment Plan as the Special Area Plan for Downtown Clearwater on February 3, 2004 and subsequently approved amendments thereto; and

WHEREAS, the requirements of Florida Statutes Section 163.360 regarding the adoption of community redevelopment plans have been met regarding that portion of the amendments proposed hereby which affect the Downtown Community Redevelopment Area, and the requirements of Florida Statutes Section 163.346 regarding notice to taxing authorities and other required notice, as well as all other requirements of Florida Statutes Chapter 163, have been met; and

WHEREAS, it is advisable to revise certain provisions of the Plan regarding the types of theaters eligible for development assistance; and

WHEREAS, the City and the CRA has ascertained that the Downtown is in critical need of a focused community policing presence in the CRA in order to reduce drug dealing, prostitution and street crimes; and

WHEREAS, Section 163.361(1) of the Florida Statutes allows for the use of Tax Increment Financing (TIF) funds for community policing innovations in Community Redevelopment Areas; and

WHEREAS, it is advisable to revise certain provisions of the Plan adding policies and strategies regarding community policing innovations; and

WHEREAS, it is advisable to allow tax increment financing (TIF) funds to support community policing innovations within the CRA; and

WHEREAS, the proposed amendments were reviewed by the Community Development Board, which is the land planning agency for the City of Clearwater for purposes of the Local Government Comprehensive Planning and Land Development Regulation Act, and the Community Development Board found the proposed amendments to be consistent with the Comprehensive Plan of the City of Clearwater; and

WHEREAS, the Community Redevelopment Agency has reviewed the proposed amendments and recommends them to the City Council, and the amended Plan shall serve as the Community Redevelopment Plan for the downtown Community Redevelopment Area of the City of Clearwater; and

WHEREAS, the proposed amendments conform to the general plan of the City of Clearwater; and

WHEREAS, the proposed amendments will afford maximum opportunity, consistent with the sound needs of the City, for the rehabilitation or redevelopment of the Plan area by private enterprise; now, therefore,

BE IT ORDAINED BY THE CITY COUNCIL OF THE CITY OF CLEARWATER, FLORIDA:

Section 1. Amendments 1 – 5 to the Clearwater Downtown Redevelopment Plan attached hereto as Exhibit “A” are hereby adopted.

Section 2. The City Manager or designee shall forward said amendments to any agency required by law or rule to review or approve same.

Section 3. This ordinance shall take effect immediately upon adoption, subject to the approval by the Pinellas County Board of County Commissioners and the Countywide Planning Authority.

PASSED ON FIRST READING

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PASSED ON SECOND AND FINAL  
READING AND ADOPTED

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\_\_\_\_\_  
Frank B. Hibbard  
Mayor-Commissioner

Approved as to form:

Attest:

\_\_\_\_\_  
Leslie K. Dougall-Sides  
Assistant City Attorney

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Cynthia E. Goudeau  
City Clerk