



D O W N T O W N  
**CLEARWATER**

# CLEARWATER COMMUNITY REDEVELOPMENT AGENCY TIF 15-YEAR REVIEW

# BACKGROUND AND HISTORY

The City of Clearwater initially established a Community Redevelopment Agency (CRA) in 1981. The CRA was expanded in 2002 with approval of the Pinellas County Board of Commissioners to incorporate the eastern gateway area to downtown now referred to as the "Downtown Gateway." In 2004, the city and the county approved a significant update to the Clearwater Downtown Redevelopment Plan that set forth an ambitious list of capital improvement projects and strategies for reducing blight and spurring economic redevelopment. As a condition of CRA expansion, the CRA was required to update the County on its progress in implementing the 2004 redevelopment plan after a 15-year time period.

This report meets the requirements of City of Clearwater Ordinance 7214-03 which requires a summary and analysis of the redevelopment that has occurred in the Clearwater CRA since 2004. The analysis focuses on three main areas:

1. Performance of annual Tax Increment Financing (TIF) revenues as compared to the 2004 estimated TIF projections
2. Implementation of capital projects and CRA programs
3. Effectiveness of the Downtown Plan at mitigating blight

In 1981 blighting factors were:

- A predominance of defective or inadequate street layout by modern standards;
- Faulty lot layout limiting the nature and extent of uses of properties;
- Deterioration of sites, buildings and other improvements;
- Unusual conditions of title based on large institutional holdings in this area which restrict the market supply and size of private enterprise land; and,
- A static tax base, with conditions of ownership which support a continuing relative decline in the downtown areas values.

In 2004, the expanded downtown gateway area was added to the CRA because of additional blighting factors:

- Excessive emergency calls;
- Unsafe environment;
- High vacancy rates; and,
- Lack of appreciable increase in values.

Where possible, this report has set 2004 as the base year for comparison to data available on July 1, 2018. In situations where this data has not been available, we have used to closest possible year from sources such as the United States Census and American Community Survey. Several sections of this report incorporate information from the recently adopted 2018 Clearwater Downtown Redevelopment Plan which serves as the Special Area Plan and Community Redevelopment Plan for the city. Pinellas County has designated the Clearwater CRA as an urban revitalization area and it receives 95% of the eligible TIF increment. As the County seat and one of the most urbanized areas of the county, the Clearwater CRA continues to plan an important role as an economic center and county asset.

## PERFORMANCE OF TIF REVENUES AND ASSESSED PROPERTY VALUES

TIF revenues and assessed property values have performed better than anticipated in 2004 Redevelopment Plan. Table 1 lists the Base Year values of the original 1981 and expanded 2004 CRA areas. It illustrates the increase in total tax roll valuation between 2004 and 2018 as well as the increase in the City and County TIF contribution between 2004 and 2018.

TIF revenues are vulnerable to increases in homestead exemptions and reductions in city and county millage rates. Over the past 15 years, the original CRA area has reacted strongly to swings in the real estate market experiencing double digit increases in tax roll valuation during the real estate bubble in the 2000's with a 23% jump in valuation in 2007. After the recession began in 2008, valuation dropped -13% at its lowest point in 2010. Values began to recover with the first positive increase in 2014. In 2018, the original area valuation increased 22% and the expanded area increased by 9% over 2017 numbers resulting in a total tax roll valuation of \$487,635,880. The majority of this recent increase can be attributed to the construction of The Nolen apartment complex.

For further details on the breakdown of City and County millage rates, senior homestead exemptions and the tax increment please see Appendix Tables 1-4.

Table 1: Clearwater CRA Tax Roll Valuation and Tax Increment Contribution 2004 and 2018

CRA Base Year Tax Roll Valuation				1981 CRA Area	2004 CRA Area	
				\$84,658,490	\$88,234,600	
Year	Total Tax Roll Valuation	City TIF Contribution "Original" Area	City TIF Contribution "Expanded" Area	County TIF Contribution "Old" Area	County TIF Contribution "New" Area	TOTAL City and County TIF Contribution
2004	\$157,877,040	\$421,226	\$4,157	\$421,397	\$4,437	\$851,217
2018	\$487,635,880	\$1,459,490	\$80,388	\$1,517,374	\$84,997	\$3,142,249

# PERFORMANCE OF TIF REVENUES AND ASSESSED PROPERTY VALUES

## Projections versus Actual Tax Roll Valuations

Original TIF projections are contained in the Appendix in Tables 1 and 2 taken from the 2004 Downtown Redevelopment Plan. The 2004 TIF projections assumed that the City and County would keep a stable millage rate and would experience a 2.78% yearly increase in the tax roll valuation. It was also assumed that the City and County would maintain the full contribution of 95% total tax increment.

In both the original and expanded CRA areas, the actual tax roll valuation exceeds the 2018 projected tax roll valuation from the 2004 plan. The total actual valuation exceeds the projected valuation by \$134,740,471.

The 2004 plan projected by the year 2033 there would be an additional \$195,235,039 increase in Tax Roll Value for the Original CRA Area and an increase in Tax Roll Value of \$37,890,254 for the Expanded CRA Area. The year 2018 is the halfway point for this 30-year projection. Since 2003, the Tax Roll Value for the Original CRA area has increased by \$229,427,174 exceeding the 2033 projection. The Tax Roll Value for the Expanded CRA area has increased by \$32,671,091 which is under the 2033 total projected increase, but well over the halfway mark towards reaching it.

It is difficult to predict how and when the real estate market will decline again. The CRA's tax roll value has benefited from investments in the construction of new townhouses, apartments and market rate condos. The real estate projects have been supported by the Cleveland Street streetscape improvements, park improvements and renovation of Capitol Theater. The existing increases in the tax roll and continued incremental growth will allow the CRA to take on more significant capital improvement projects, like the implementation of the Imagine Clearwater waterfront renovations. Continuing the full contribution from the city and county TIF is essential for continuing to implement projects during an economic downturn.

**Table 2 : Clearwater CRA 2018 Projected versus Actual Tax Roll Valuation**

Clearwater CRA 2018 Projected versus Actual Tax Roll Valuation			
	CRA Original/Old Area	CRA Expanded/New Area	TOTAL Tax Roll Valuation
Projection for Year 2018 from 2004 Plan	\$258,950,827	\$93,944,582	\$352,895,409
2018 Actual Valuation	\$382,705,854	\$104,930,026	\$487,635,880

**Table 3: Clearwater CRA 30 Year Projected Increase of Tax Roll Value**

CRA Tax Roll Value 30 Year Projections			
	CRA Original/Old Area	CRA Expanded/New Area	TOTAL Increase to Base Year Tax Roll Value
Increase Projected by Year 2033 from 2004 Plan	\$195,235,039	\$37,890,254	\$233,125,293
Increased Projection for Year 2018 from 2004 Plan (50% mark)	\$97,617,519	\$18,945,127	\$116,562,646
2018 Actual Increase to Tax Roll Value	\$229,427,174	\$32,671,091	\$262,098,265

# IMPLEMENTATION OF DOWNTOWN REDEVELOPMENT PLAN

## Investment in Downtown

This section summarizes the major improvements in downtown over the past fifteen years, the status of the Capital Improvement projects identified in the 2004 Redevelopment Plan and the specific allocation of County TIF dollars to capital improvements.

## INVESTMENT IN DOWNTOWN

Since the inception of the original Downtown CRA in 1981, considerable public and private investment has been made in the Downtown area. Often the first step in large investment projects is property acquisition and then remediation, assemblage, marketing and redevelopment. The City and CRA also provide incentives and investment in programs that support business development. Capital Improvement Projects and transportation comprise a large portion of investment in the Downtown Planning Area that enhances necessary infrastructure as well as quality of life. Investments in arts, culture and programming also improve quality of life and desirability of Downtown. Often a significant project will span multiple categories of investment. Selected investments are shown on Map 2.9. Below is a list of some recent and significant programs and projects undertaken by the City and/or CRA:

### *Property Acquisitions*

#### *Pierce Street Lot, 301 Pierce Street*

- \$4.25M purchase price
- Key property for Imagine Clearwater redevelopment

#### *Triangle Property, 1384 Gulf to Bay Boulevard*

- \$160k purchase price
- Key property for Cleveland Streetscaping Phase III and Mercado

#### *Former St. Pete Times Lot, 704 and 710 Court Street*

- \$2.4M purchase price
- Key properties for future Intermodal Center



#### *Multiple Brownfields Sites*

- Harbor Oaks Shopping Plaza, \$110k for remediation
- Clearwater Automobile Salvage Yard, \$1.2M purchase price and \$648k for remediation
- Car Pro Site, \$296k purchase price and \$661k assessment and remediation

#### *Economy Inn Redevelopment Site, 1274 Cleveland Street, and adjacent parcel 1247 Grove Street*

- \$1.6M and \$67.5k purchase prices, respectively

#### **Capital Improvement Projects**

##### *Clearwater Harbor Marina, 210 Drew Street*

- \$1.2M assistance for a 126 boat slip project and fishing pier

##### *Capitol Theatre, 405 Cleveland Street*

- \$8.8M renovation project

##### *Cleveland Streetscape Phase I & II, Osceola to Missouri Avenues*

- \$.1M for Phase I, \$2.5M for Phase II
- New sidewalks, stormwater, electrical improvements, street amenities, a wayfinding signage master plan and new plantings

##### *Main Fire Station #45, 1140 Court Street*

- \$10.3M construction funding

##### *Five Points Intersection, Gulf to Bay Boulevard, Court Street, and Highland Avenue*

- \$728k in improvements and landscaping

#### **Redevelopment Incentives**

##### *Garden Trail Apartments, 609 Seminole Street*

- \$354k in acquisition and environmental remediation

##### *Country Club Townhomes, 1273 Drew Street*

- \$700k towards acquisition
- \$449k for construction
- \$320k for down payment assistance

##### *Marriott Residence Inn, 940 Court Street*

- \$227k in impact fee, permit fee, and a portion of City TIF reimbursement

##### *Cleveland Street and Fort Harrison Avenue Façade Improvement Grants*

- 50+ buildings
- More than \$279,933 since 1996

##### *The Nolen Apartments, 949 Cleveland Street*

- \$700k fees reimbursed, 257 market rate units and 13,000 square feet of retail/restaurant space
- \$725k to address soil condition and \$485k to reduce stormwater fees and relocate utilities

##### *Water's Edge Condominiums, 391 Cleveland Street*

- \$1M reimbursement of impact fees, portion of sidewalks costs and site improvements paid from Ad Valorem taxes
- 153 units with 10,000 square feet of retail space

##### *Station Square Condominiums, 628 Cleveland Street*

- \$1.2M for 99 public parking spaces

#### **Business Development**

##### *Business SPARK, 112 South Osceola Avenue*

- Network of programs, services and facilities provided by public and private partners to support businesses and entrepreneurs in every stage of development

##### *The Ring Workspaces, 600 Cleveland Street*

- \$600k investment in a private, state-of-the-art coworking office facility

##### *Clearwater Main Library, 100 N. Osceola Avenue*

- Interlocal agreement with the Clearwater Main Library to conduct activities that support community learning in the areas of STEM (science, technology, engineering and math), entrepreneurship and small business development

#### **Community Arts, Culture & Events**

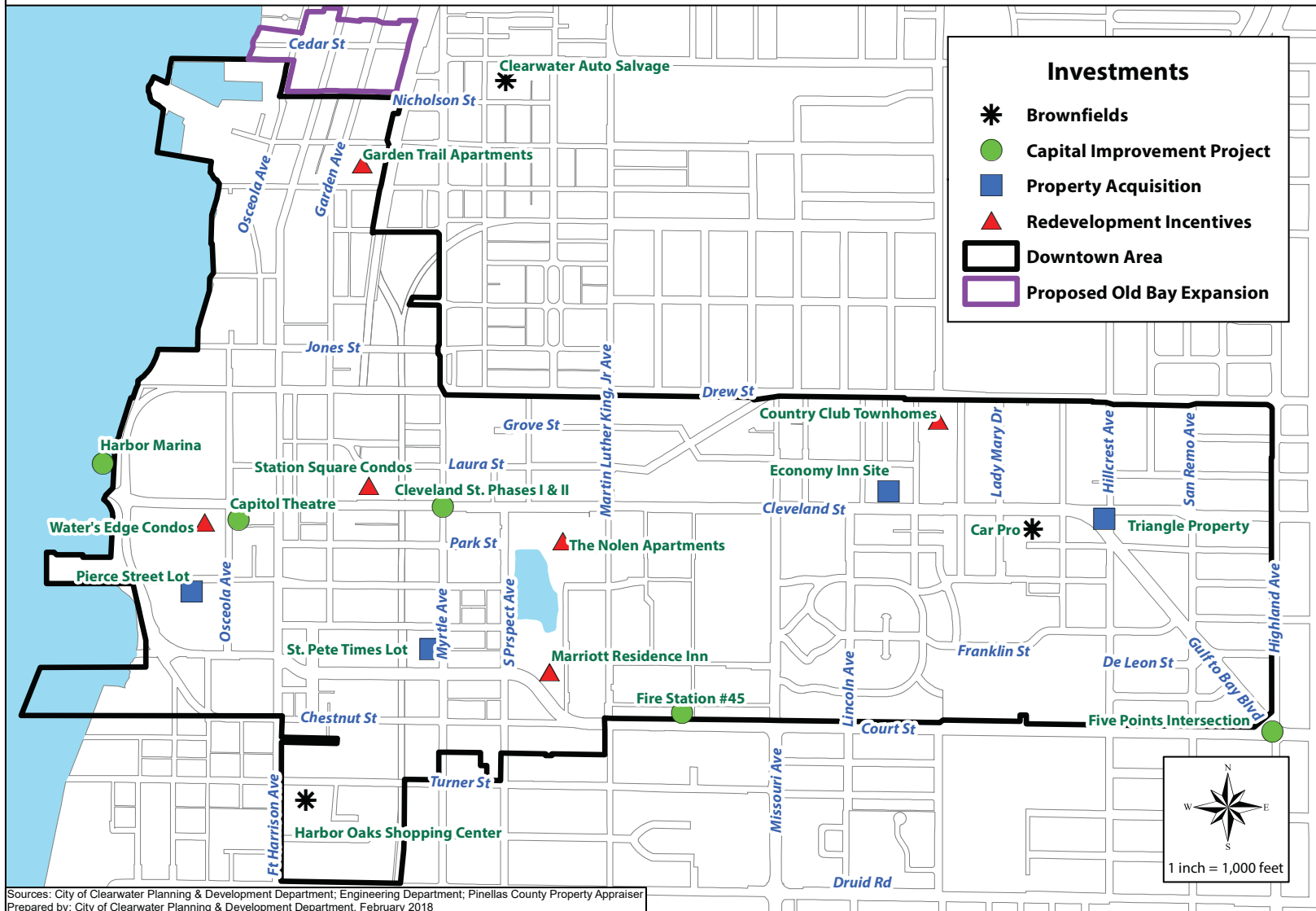
- 30-year agreement with Ruth Eckerd Hall for the operation of the Capitol Theatre
- Sculpture 360, rotating artwork in the median of Cleveland Street in the Downtown Core
- Second Century public Art Gallery
- Downtown waterfront markets
- El Dia del Nino (Children's Day), a neighborhood event to celebrate the Downtown Gateway community
- Public art banners and art wraps on utility signal boxes
- Programming, events and activation of parks (Station Square) and public spaces
- Interlocal agreement with Clearwater Police Department for Community Policing in Downtown Gateway which has decreased drug dealing, prostitution and street crime

#### **Transportation & Mobility**

- Jolley Trolley (non-profit trolley system) and Water Taxi/Ferry subsidies
- Beach Connector Trail portion of the Druid Trail
- Downtown Wayfinding

# Map 2.9 Selected Downtown Investments

## Clearwater Downtown Redevelopment Plan



Sources: City of Clearwater Planning & Development Department; Engineering Department; Pinellas County Property Appraiser  
Prepared by: City of Clearwater Planning & Development Department, February 2018

# IMPLEMENTATION OF DOWNTOWN REDEVELOPMENT PLAN

## Capital Improvement Projects

Table 4 below contains the Capital Improvement projects list adopted in the 2004 Downtown Redevelopment Plan. There were 29 identified projects. 18 have been completed, 1 is in design, 9 projects have been moved to the 2018-2023 CRA redevelopment plan. The Beach to Bluff Guideway project was a federal transportation project that has been delayed without an identified date for moving forward at this time.

The 9 projects that have been moved to the 2018-2023 CRA redevelopment plan are primarily transportation projects that require streetscape design and construction. The Clearwater Planning department is taking the lead on designing Complete Streets and new streetscape standards for private redevelopment throughout downtown with the support of the CRA. The CRA is taking the lead on a parking study to identify how many parking spaces are needed and where they should be located in the downtown to support parking demand in light of the Imagine Clearwater redevelopment project and projected build out for new office buildings and residential developments. Finally, the city and county are still working together on determining the right location and plan for a multi modal transportation center and other joint use facilities. The CRA will issue a letter of interest for redevelopment by the private sector for the old Fire Station 45 location to determine if there is interest in reusing that site for a commercial purpose or if it will be retained for municipal purposes.

**Table 4: Status of Capital Improvement Projects from the 2004 Redevelopment Plan**

PROJECT NAME	FY	EXISTING/POTENTIAL FUNDING SOURCE	COST	COMPLETION STATUS
Wayfinding Sign Package	2003/2004	CDBG, TIF, General Fund	\$750,000	COMPLETED
"Fort Harrison Avenue/ Alt 19 Resurfacing"	2003/2004	FDOT	\$8.6M	COMPLETED
Pump Station #16	2003/2004	Water and Sewer Bond	\$698,500	COMPLETED
Pump Station # 12	2003/2004	Water and Sewer Bond	\$186,000	COMPLETED
"Cleveland Street & Memorial Causeway Repaving"	2005	FDOT	\$960,000	COMPLETED
Main Fire Station	2005/2006	Penny for Pinellas	\$4.6M	COMPLETE
Osceola Avenue Parking Garage ( app. 375-500 spaces)	2005-2007	Parking fund, Private, TIF and bonds	\$5.5-7.5M	Moved to 2018-2023 Redevelopment Plan



Table 4: Status of Capital Improvement Projects from the 2004 Redevelopment Plan (continued)

PROJECT NAME	FY	EXISTING/POTENTIAL FUNDING SOURCE	COST	COMPLETION STATUS
Redevelopment Garage (app. 375-500 spaces)	2005-2010	Parking fund, Private, TIF and bonds	\$5.5-7.5M	Moved to 2018-2023 Redevelopment Plan
Reuse of Existing Main Fire Station	2006/2007	Penny for Pinellas, TIF and Grants	\$TBD	Moved to 2018-2023 Redevelopment Plan
Coachman Park Redevelopment (\$7.5M) and 450 space garage (\$7M)	2005-2008	"Park portion: General Fund, Private, Penny for Pinellas and TIF  Garage portion: Private, Parking System, and TIF"	\$14.5M	COMPLETED
Downtown Marina	2006/2007	Revenue Bond, Private and TIF	\$5M	COMPLETED
Pinellas Trail and East Avenue widening	2006/2007	Grants and Penny for Pinellas	\$3M	COMPLETED
New City Hall and associated parking	2006/2007	Sale revenue from existing site and Bonds	\$13.5M	Moved to 2018-2023 Redevelopment Plan
Osceola Avenue Streetscape	2005-2010	Private, Pinellas County and TIF	\$3M	Moved to 2018-2023 Redevelopment Plan
Cleveland Street Streetscape	2004-2006	Penny for Pinellas, TIF and Private	\$3.7M	COMPLETED
Intersection Improvements	2004/2005	Gas Tax and Transportation Impact Fees	\$1M	COMPLETED
Myrtle Avenue Reconstruction and Streetscape	2004/2005	Stormwater Utility TIF	"\$12M \$1M "	COMPLETED
Station Square Park Redevelopment	2005/2006	Private & TIF	\$1M	COMPLETED
Clearwater Beach Connector Spur (Pinellas Trail)	2004/2005	Pinellas County, Penny for Pinellas, CMAQ	\$1.2M (include entire project)	COMPLETED

Table 4: Status of Capital Improvement Projects from the 2004 Redevelopment Plan (continued)

PROJECT NAME	FY	EXISTING/POTENTIAL FUNDING SOURCE	COST	COMPLETION STATUS
Gulf to Bay Blvd. and Highland Avenue Gateway Intersection Improvements	2004-2006	FDOT (For paving only), TIF and CDBG, Penny for Pinellas	\$1.5M	COMPLETED
Fort Harrison Avenue Streetscape	2004-2006	Private, Pinellas County, Grants and TIF	\$4.7M	Moved to 2018-2023 Redevelopment Plan
Glenn Oaks Park Stormwater Retention Facility	2004/2005	Stormwater Utility, SWFWMD	\$4.3M	COMPLETED
Memorial Causeway Bridge Landscaping	2004-2006	FDOT, Grants and Special Development Fund	\$500,000	COMPLETED
Cleveland Street and Gulf to Bay Blvd. Repaving	2005	FDOT	\$870,000	COMPLETED
Cleveland Street and Gulf to Bay Blvd. Streetscape	2007-2015	TIF, Private, and CDBG	\$8.6M	IN DESIGN
Commercial Streets "A" and "B"	2010+	TIF, Bond, private and Penny for Pinellas	\$8.6M	Moved to 2018-2023 Redevelopment Plan
Court/Chestnut Beach Corridors Streetscape	2010+	TIF, Private Bond, and Penny for Pinellas	\$5M	Moved to 2018-2023 Redevelopment Plan
Beach to Bluff Guideway	2010+	Federal Grant, private, FDOT, Federal Transit Authority	\$40M	NOT PURSUED
New PSTA Multi-Modal transportation center	2010+	PSTA, Penny for Pinellas, Pinellas County, Parking Fund, TIF	\$3M, City Share	Moved to 2018-2023 Redevelopment Plan
Myrtle Avenue Reconstruction and Streetscape	2004/2005	Stormwater Utility TIF	"\$12M \$1M"	COMPLETED
Station Square Park Redevelopment	2005/2006	Private & TIF	\$1M	COMPLETED

# IMPLEMENTATION OF DOWNTOWN REDEVELOPMENT PLAN

## County TIF Funds

**Please see fold out Table 5, attached.**

From Fiscal Year 2000/2001 through Fiscal Year 2015/2016, the Clearwater CRA has spent \$14,192,698 in County TIF funds on capital expenditures. The table below lists all of the CRA's capital expenditures during that time with the County funds highlighted in blue. County TIF funds have been used primarily for streetscape design, streetscape construction and land acquisition. The partnership between the city and county has allowed the Clearwater CRA to take a comprehensive approach to redevelopment. County funds have been focused on capital improvements and City funds have been focused on staffing, marketing, events and incentives.

The 2018 Clearwater Community Redevelopment Plan anticipates that between 2018-2023 \$83,089,000 in public funds will be invested in the downtown. City TIF funds represent about \$12 million of that total amount and County TIF funds represent about \$6.6 million of that total amount.



# IMPLEMENTATION OF DOWNTOWN REDEVELOPMENT PLAN

## CRA Redevelopment Strategies

The 2004 plan identified 38 strategies to implement downtown redevelopment and the CRA has successfully implemented 31 of those strategies. The zoning code has been amended to allow transfer of development rights, payment in lieu of parking and to establish the density bonus pool. The code was amended in 2018 to increase the allowable heights, density and FAR in certain districts as well as greatly reduce parking requirements. The city evaluated the potential of downtown for a historic district and while a handful of significant buildings were identified, there was no justification to create a local historic district.

The façade grant program was amended in 2018 to increase the number of eligible properties throughout the CRA and increase the match amount from the CRA to up to 50% of the total construction costs. This is the least utilized and potentially most impactful program the CRA has to reduce blight and vacancy rates. Many property owners in downtown are “cash poor” and need additional financial assistance to improve their facades. With additional promotion of the expanded grants and changes in the design regulations we anticipate a greater use of this grant program.

The city established a nuisance abatement board. Community policing techniques were adopted and continue successfully throughout the CRA with two dedicated officers, typically on bicycles. The regional stormwater detention pond was constructed in the Prospect Lake district and has been utilized by several redevelopment sites around it. The East Gateway, renamed the Downtown Gateway in 2018, developed a merchant’s association, neighborhood watch and Hispanic outreach programs. The Downtown Gateway 5-year action plan expired in 2017 and the CRA is in the process of developing a new 5-year action plan.

Finally, small business partnerships and connections to local banks have taken hold under the city’s economic development initiative SPARK. SPARK is a network of programs, services and facilities provided by public and private partners to support business and entrepreneurs in every stage of development. The 2012 ULI planning process played a significant role in identifying projects and programs in downtown that created a cohesive redevelopment vision for the community. It also provided a path forward for collaboration between the city, institutional property owners and private investment. The ULI plan led to the master plan for Imagine Clearwater, the \$55 million catalytic waterfront redevelopment.

# IMPLEMENTATION OF DOWNTOWN REDEVELOPMENT PLAN

## CRA Redevelopment Strategies (continued)

In 2016, the CRA was established as an independent department to provide greater focus on downtown redevelopment. In the past year, the following developments have come to fruition:

- The completion of The Nolen – a mixed use development with 257 apartment units, 24,000sf of commercial space and 300 parking spaces. The Nolen was acquired by NM Residential in July 2018 for \$44.5 million and is 85% leased.
- The renovation of 1100 APEX – a mixed use development with 134 apartment units, 4,348sf of commercial space and 202 parking spaces. It is anticipated to open March 2019, at 1100 Cleveland Street.

- The CRA acquired a 60+ space surface parking lot at the intersection of Cleveland Street and S. Martin Luther King, Jr. Avenue to provide parking for retail customers visiting nearby businesses.

- The Madison, an 80-unit age and income restricted development, is under construction at 400 S. Martin Luther King, Jr. Avenue.

- The CRA will release 3 requests for proposals for CRA owned property in October 2018 – two sites for apartment development and one site for a destination restaurant/ brewery and entertainment venue.



# IMPLEMENTATION OF DOWNTOWN REDEVELOPMENT PLAN

## Changes in employment

The 2004 plan did not contain any base data related to employment in the CRA. The Clearwater Economic Development department prepared an economic development plan in 2011 that included some employment information that is helpful for this analysis. The study found that one-third (32 percent) of Clearwater households earn less than \$25,000 a year, compared to 25 percent for the nation and 27 percent for the MSA and state. While salaries in Clearwater increased during the previous decade, many jobs in Clearwater still paid relatively low wages. In 2008, about 27 percent of the jobs in the City of Clearwater paid at least \$40,000 per year. By comparison, 33 percent of St. Petersburg's jobs paid this level or more. The study found that to ensure long-term economic vitality, Clearwater must attract a younger mix of professionals in higher-wage occupations over the next decade. The most significant challenge facing Clearwater is the lack of available greenfield development sites. Existing Class A office space does not meet the needs of local businesses and many property owners have failed to make improvements to existing structures that high tech firms require.

To prevent existing businesses from leaving the city in search of preferable space and in order to create the conditions to attract new firms, Clearwater's primary goal must be to promote higher intensity employment opportunities on new and existing sites. Establishing a stock of new and re-developed professional buildings will help the City attract target industries and accommodate higher wage jobs, which, in turn, will diversify the City's tax base and improve the demographic mix.

In the past five years, commercial property owners have responded to this challenge by renovating the existing downtown office towers which have in turn attracted several new high-tech companies, like AutoLoop and KnowBe4. The CRA supported the establishment of The Ring, a co-working space, that caters to start-up companies in Clearwater. It is all one of the first WELL certified work environments in the region. Since 2004, downtown has added over 900 jobs in high-tech companies with a focus on cyber security. Currently, there are 1,261 businesses in downtown with 16,940 employees.

# EFFECTIVENESS OF DOWNTOWN REDEVELOPMENT PLAN AT MITIGATING BLIGHTING INFLUENCE

## Demographic and Housing Changes

The 2018 Clearwater Downtown Redevelopment plan contained a comprehensive review of the change in demographics for all of downtown since the year 2000. The CRA contains the Downtown Core, Prospect Lake and Downtown Gateway character districts.

## DEMOGRAPHICS

### Population

Downtown experienced a significant increase in population between 2000 and 2010, from 1,256 residents to 4,974 residents, which was primarily concentrated in the Downtown Gateway District (formerly the East Gateway). Current population estimates are slightly lower at 4,430 residents, where limited population growth has occurred since 2010 in the Downtown Core and South Gateway Districts, but the remaining Districts have shown declines. Graph 2.1 summarizes population in the Character Districts.

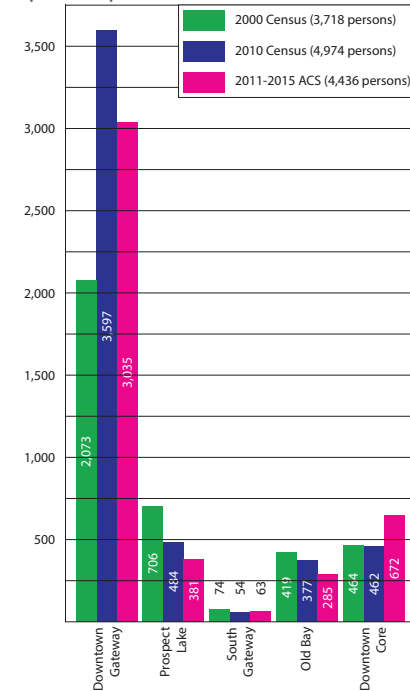
This growth did not result in a diversification of Downtown’s resident population, a fact reflected in the recent demographic data collected during the ACS 2011-2015 estimates. Graphs 2.2 and 2.3 summarize age, race and ethnicity of Downtown’s population.

According to the ACS 2011-2015 estimates, Downtown has seen an increase, as a percentage of the population, in the proportion of white residents since 2000 (from 73.8% to 81.5%), while the proportion of black or African American residents declined slightly (11.9% to 11.8%) and the other racial populations, including Asian, American Indian, and those identifying as two or more races or some other race, declined more significantly (14.3% to 7.3%). However, during this same time frame, Downtown saw an increase in its Hispanic, Latino or Spanish origin population from 28.2% in 2000 to 46%. Downtown has a significantly higher percent of population identifying as Hispanic, Latino or Spanish origin

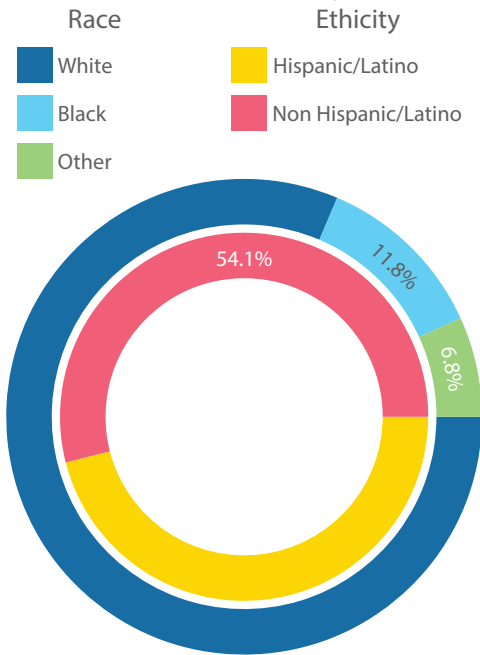
compared to the City as a whole (13.9%), and the majority of this population within Downtown (92.9%) lives in the Downtown Gateway District.

Downtown residents are younger on average compared to the City (median ages of 38.2 years and 44.8 years, respectively). This demographic varies by Character District. The Downtown Gateway has the youngest median age (31.7 years), whereas both Prospect Lake and the Downtown Core Districts have relatively older populations with median ages of 61.1 years and 64.1 years respectively. Generally, throughout Downtown there is a slightly higher percentage of males, although the Downtown Core’s population is 63.1% female.

Graph 2.1. Population

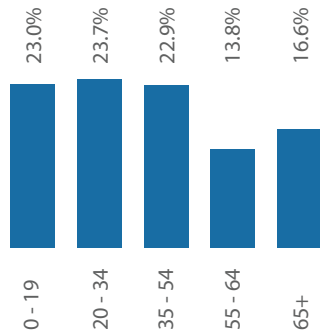


Graph 2.2. Downtown Race/Ethnicity



Source: mySidewalk.com; US Census 2011-2015 ACS

Graph 2.3. Downtown Age

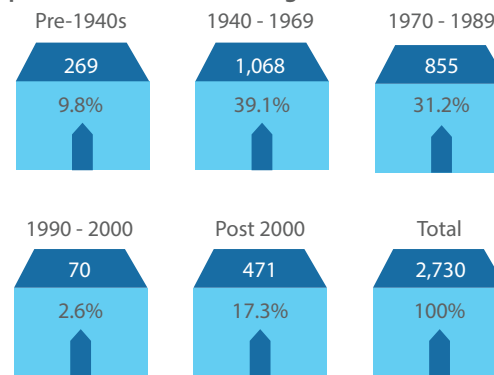


Source: mySidewalk.com; US Census 2011-2015 ACS

## Housing

Between 2000 and 2010 the City saw a very modest 1.8% increase in the number of housing units, whereas Downtown experienced more substantial growth (12.8%) during the same time period, increasing to 3,159 units overall. Between 2010 and 2015, Downtown experienced a slight (0.9%) decrease in the overall number of housing units, where new units were constructed within the Downtown Core (114 units) and Prospect Lake (43 units), while the Old Bay District and Downtown Gateway both lost units (63 housing units and 122 housing units respectively). Recent figures are ACS 2011-2015 estimates that include units demolished within the time period but not new housing units that have been constructed since 2015 (e.g., Garden Trail and The Nolen apartments). On average, however, the housing available in Downtown is older, with the majority being constructed between 1940 and 1989 (70.4%), as depicted in Graph 2.4.

Graph 2.4. Downtown Housing Stock



Source: mySidewalk.com; US Census 2011-2015 ACS





Median home value has risen Citywide by 43.1% since 2000, to \$162,285 in recent estimates, while the Downtown median home value increased by 111.3% to \$183,676 during this same time (ACS 2011-2015). The Downtown Core and Old Bay Districts have the highest median home values within the Downtown, at \$277,600 and \$217,795 respectively; however, for the Downtown Core this reflects a decrease on average by 20.7% (down from \$350,000 in 2000) whereas for the Old Bay District this is an increase of 123.4% (up from \$97,500 in 2000). For greater analysis on housing see Housing and Neighborhoods in Chapter 3.

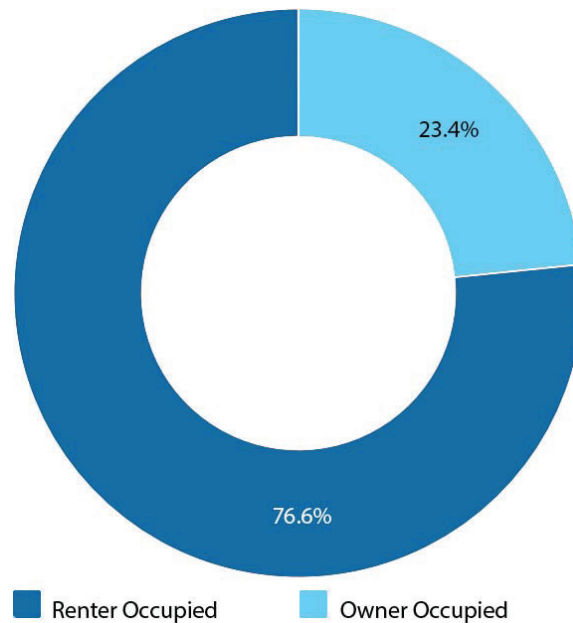
There is a much larger proportion of renters located within Downtown, compared to the City. According to the ACS 2011-2015 estimates, the total percentage of renters within the Downtown is 76.6%, versus 41.7% for the City as a whole. This translates into a larger proportion of owner-occupied houses in the City (61.6% versus 23.4% in Downtown). Within the Character Districts this pattern is consistent except within the Prospect Lake District, which has nearly an even split of owner occupied and renter occupied housing units. Graph 2.5 shows the percentages of owner vs. renter occupancy in the Downtown.

Because the majority of housing units are renter occupied throughout most of Downtown, it is important to note the median home rent. Citywide median home rent is \$919, while the Downtown median rent is slightly more at \$1,055. The Downtown Core median home rents are the highest at \$1,768. Graph 2.6 shows the breakdown of median home rents.

### Households

Downtown experienced a 4.6% increase in the number of households between 2000 and 2010, but since has experienced a 2.3% decline to 2,307 households overall. The average household size both Citywide and within Downtown specifically has increased since 2000, from 2.2 (Citywide) and 2.05 (Downtown) persons per household in 2000 to 2.34 and 2.36 persons per household in 2010 respectively. Within the Character Districts, Downtown Gateway saw an increase in average household size of 17.9% to 2.7 persons per household, contributing to the Downtown-wide population increase, while the other Districts remained close to their 2000 average household sizes.

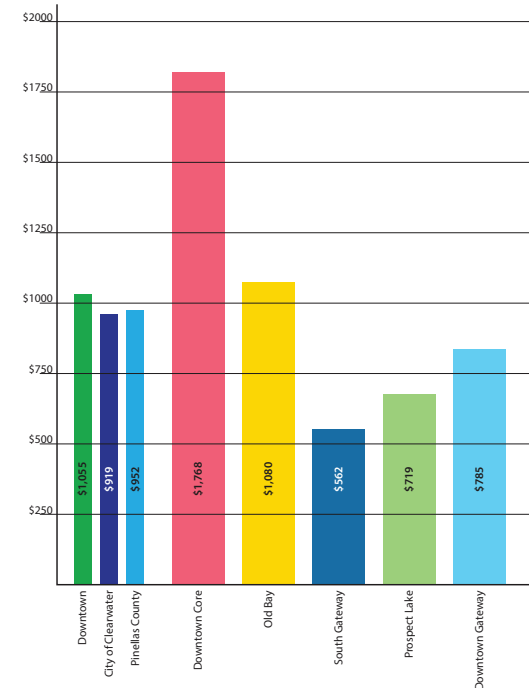
Graph 2.5. Downtown Occupancy



Source: mySidewalk.com; US Census 2011-2015 ACS

Citywide, median household income has increased 9.2% from \$40,480 in 2000 to \$44,198 based on current estimates. Although current estimates of Downtown residents' median household income is less (\$35,427), it also grew during the same time. Within the Character Districts, the Old Bay and Downtown Gateway Districts are the closest to the Downtown average at \$35,606 and \$31,382 respectively. The South Gateway has the lowest median household income at \$17,167, and the Downtown Core has the highest at \$56,426.

Graph 2.6. Median Home Rent



Source: mySidewalk.com; US Census 2011-2015 ACS

The majority of renters in Downtown pay over 15% of their income on average towards rent, with 33.2% of renters spending between 15% and 30% of their income towards rent. Over 27% of renters spend between 31% and 49% of their income towards rent, which meets HUD's definition of being "cost-burdened", while an additional 30.9% spend over 50% of their income towards rent, which HUD defines as having "severe rent burden". Graph 2.7 shows both the percentage of income towards rent for all of Downtown as well as how that percentage is distributed through the Character Districts.

### Demographic Synopsis

When compared to the City of Clearwater, Downtown is demographically different in many areas; however, the Downtown Planning Area is not homogenous and has areas of concentrated extremes within its boundary. Downtown residents are more ethnically diverse and younger on average than the City. This can be attributed to residents in the Downtown Gateway District where a high proportion of younger residents, as well as residents of Hispanic, Latino or Spanish origin live. Conversely, the other extreme is concentrated in the Downtown Core which is the least ethnically diverse and also has the oldest mean age. The Downtown Core is also the outlier with the smallest household size, and the highest median income, rent and home values. The concentration of high-rise condominium buildings in this District, some with water views, is consistent with this analysis. Similarly, the Old Bay Character District which has waterfront homes has the second highest median home values in Downtown. Though the Downtown's median home value is higher than

that of the City, there is a wide range of median home values across the Character Districts. However, a lack of recent data from the ACS for two Districts may contribute to the Downtown Core's high values inflating the overall median home value for Downtown. The pattern of many Downtown residents spending more than 30% of their income towards rent, which is higher than the City as a whole, may be exacerbated by Downtown's median income, which is less than the City's.



Photo Source: (Center) Asplan Viak, Battery Park

# EFFECTIVENESS OF DOWNTOWN REDEVELOPMENT PLAN AT MITIGATING BLIGHTING INFLUENCE

## Code Violations

Since 2004, the number of overall code cases has been reduced from 754 to 268 cases. The majority of cases are violations of the Community Development Code or Public Nuisance violations. Reductions in code cases can be attributed to several redevelopment strategies including the creation of the Downtown Gateway neighborhood and merchant’s association, the establishment of a public nuisance board, community policing efforts and greater coordination between the city’s codes enforcement staff and community development staff to identify and educate property owners with persistent violations.

### BUSINESS CODE:

All business code cases include Business Tax Receipt and Sign cases.

### CODE HISTORICAL CASE:

Historical data on an individual code violation.

### COMMUNITY DEVELOPMENT CODE:

All cases, which fall under the Community Development Code, with the exception of nuisance cases fall under this category. This category includes zoning and parking violations.

### PUBLIC NUISANCE:

Community Development Code cases carved out and identified as a Public Nuisance category for reporting purposes and additional enforcement mechanisms. 3-1503.A - No person owning, leasing, operating, occupying or having control of any premises within the city shall maintain, keep or permit any nuisance affecting the citizens of the city.

### WATER VIOLATIONS:

All illegal watering cases.

Table 6: Code Cases in the Existing and Expanded CRA by Fiscal Year

CASE TYPE	FISCAL YEAR					
	2004		2010		2018	
Business Code	243	32.22%	83	20.80%	66	24.63%
Code Historical Case	1	0.13%	0	0	0	0
Community Development Code	184	24.40%	142	35.58%	109	40.67%
Public Nuisance	320	42.44%	168	42.10%	92	34.32%
Water Violations	6	0.79%	6	1.50%	1	0.37%
<b>TOTALS</b>	<b>754</b>	<b>99.98%</b>	<b>399</b>	<b>99.98%</b>	<b>268</b>	<b>99.99%</b>

# EFFECTIVENESS OF DOWNTOWN REDEVELOPMENT PLAN AT MITIGATING BLIGHTING INFLUENCE

## Crime Statistics

The CRA has seen a reduction in crime overall since 2006, with the exception of sexual battery. Drug cases and sexual battery cases remain major issues in the Downtown Gateway district. Reductions in crime have been supported by the CRA's ongoing funding for community policing, including inter-local agreements where the CRA funds two dedicated police officers to the CRA area. The CRA purchased and maintains a police sub-station in the Downtown

Gateway district. With the construction of Phase III of the Cleveland Streetscape and the Mercado public gathering space, we anticipate a further reduction in crime because there will be more "eyes on the street" and less blighted space to conduct criminal activity, like drug sales and prostitution.

Table 7: Clearwater CRA Crime Statistics 2006, 2010, 2017

Entire CRA	2006/2007	% of total crime type	2010/2011	% of total crime type	2017/2018	% of total crime type	GRAND TOTAL
Aggravated Battery	28	3.88%	27	5.13%	18	3.99%	73
Assault/Battery- All Others	195	27.01%	123	23.38%	98	21.73%	416
Burglary	92	12.74%	56	10.65%	37	8.20%	185
Burglary-Vehicle	46	6.37%	26	4.94%	29	6.43%	101
Disturbance	43	5.95%	35	6.65%	20	4.43%	98
Drug Case	284	39.34%	220	41.83%	218	48.34%	722
Robbery	24	3.32%	35	6.42%	15	3.33%	74
Sexual Battery	10	1.39%	4	1.00%	16	3.55%	30
<b>TOTAL</b>	<b>722</b>	<b>100.00%</b>	<b>526</b>	<b>100.00%</b>	<b>451</b>	<b>100.00%</b>	<b>1699</b>

# EFFECTIVENESS OF DOWNTOWN REDEVELOPMENT PLAN AT MITIGATING BLIGHTING INFLUENCE

## Crime Statistics (continued)

TABLE 7 Clearwater CRA Crime Statistics 2006, 2010, 2017

Downtown Gateway	2006/2007	% of total crime type	2010/2011	% of total crime type	2017/2018	% of total crime type	GRAND TOTAL
Aggravated Battery	14	3.62%	8	3.05%	11	3.78%	33
Assault/Battery- All Others	75	19.38%	58	22.14%	65	22.34%	198
Burglary	45	11.63%	29	11.07%	26	8.93%	100
Burglary-Vehicle	22	5.68%	18	6.87%	15	5.15%	55
Disturbance	15	3.88%	13	4.96%	7	2.41%	35
Drug Case	199	51.42%	107	40.84%	150	51.55%	456
Robbery	15	3.88%	27	10.31%	7	2.41%	49
Sexual Battery	2	0.51%	2	0.76%	10	3.43%	14
<b>TOTAL</b>	<b>387</b>	<b>100.00%</b>	<b>262</b>	<b>100.00%</b>	<b>291</b>	<b>100.00%</b>	<b>940</b>

## CONCLUSION

The Clearwater CRA area has seen significant improvements in the economy, environment and population since 2004. The CRA has been able to leverage the County's TIF investment to increase property values, increase the downtown population and attract private investment in new housing and businesses. In spite of this success, there still remains persistent conditions including a lack of diversity of land owners, under utilized and vacant commercial property, brown fields and streets in need of significant redesign to serve all modes of travel. As the downtown redevelops, the CRA must ensure that the housing stock and public spaces remain accessible to all ages and all income levels, which will require public subsidy. The 2018 Clearwater Downtown Redevelopment Plan contains the CRA's investment framework and five-year plan for capital projects and programs and is available at [www.myclearwater.com](http://www.myclearwater.com).

The County TIF contribution has played a critical role in the stabilization of downtown and the growth in property value. Without the investment in transportation improvements, land acquisition and environmental remediation, significant housing projects and the enhancement of public spaces would not have occurred. The Clearwater CRA respectfully requests that the County continue its full contribution and share in the implementation of the newly adopted 2018 redevelopment plan to keep moving downtown Clearwater's revitalization forward.



# APPENDIX

Appendix Table 1:  
Tax Increment Revenue  
Projects Original Community  
Redevelopment Area 30-Year  
Projection from 2003-2033

Year	Tax Roll Valuation	City Taxes at 100%	County Taxes at 100%	DDB Taxes	Total Tax Increment (95% of Taxes)
2003	\$153,278,680	\$394,772	\$421,397	\$68,620	\$840,549
2004	\$157,877,040	\$421,226	\$449,635	\$73,219	\$896,876
2005	\$163,402,737	\$453,016	\$483,568	\$78,744	\$964,562
2006	\$169,938,846	\$490,618	\$523,707	\$85,280	\$1,044,625
2007	\$177,586,094	\$534,613	\$570,668	\$92,928	\$1,138,298
2008	\$186,465,399	\$585,695	\$625,196	\$101,807	\$1,247,063
2009	\$196,720,996	\$644,696	\$688,176	\$112,063	\$1,372,687
2010	\$208,524,256	\$712,600	\$760,660	\$123,866	\$1,517,269
2011	\$218,950,469	\$772,582	\$824,687	\$134,292,	\$1,644,983
2012	\$227,708,487	\$822,967	\$878,470	\$143,050	\$1,752,262
2013	\$234,539,742	\$862,267	\$920,421	\$149,881	\$1,835,940
2014	\$239,230,537	\$889,253	\$949,227	\$154,572	\$1,893,399
2015	\$244,015,148	\$916,779	\$978,609	\$159,357	\$1,952,008
2016	\$248,895,450	\$944,855	\$1,008,579	\$164,237	\$2,011,788
2017	\$253,873,359	\$973,493	\$1,039,149	\$169,215	\$2,072,764
2018	\$258,950,827	\$1,002,704	\$1,070,329	\$174,292	\$2,134,959
2019	\$264,129,843	\$1,032,499	\$1,102,134	\$179,471	\$2,198,398
2020	\$269,412,440	\$1,062,889	\$1,134,574	\$184,754	\$2,263,107
2021	\$274,800,689	\$1,093,888	\$1,167,663	\$190,142	\$2,329,109
2022	\$280,296,703	\$1,125,507	\$1,201,414	\$195,638	\$2,396,431
2023	\$285,902,637	\$1,157,758	\$1235,840	\$201,244	\$2,465,100
2024	\$291,620,689	\$1,190,654	\$1,270,955	\$206,962	\$2,535,142
2025	\$297,453,103	\$1,224,207	\$1,306,772	\$212,795	\$2,606,585
2026	\$303,402,165	\$1,258,432	\$1,343,305	\$218,744	\$2,679,457
2027	\$309,470,209	\$1,293,342	\$1,380,569	\$224,812	\$2,753,786
2028	\$315,659,613	\$1,328,949	\$1,418,578	\$231,001	\$2,829,602
2029	\$321,972,805	\$1,365,269	\$1,457,347	\$237,314	\$2,906,934

**Appendix Table 1:  
Tax Increment Revenue  
Projects Original Community  
Redevelopment Area 30-Year  
Projection from 2003-2033**

Year	Tax Roll Valuation	City Taxes at 100%	County Taxes at 100%	DDB Taxes	Total Tax Increment (95% of Taxes)
2030	\$328,412,261	\$1,402,315	\$1,469,892	\$243,754	\$2,985,813
2031	\$334,980,506	\$1,440,103	\$1,537,228	\$250,322	\$3,066,269
2032	\$341,680,116	\$1,478,645	\$1,578,370	\$257,022	\$3,148,335
2033	\$348,513,719	\$1,517,959	\$1,620,335	\$263,855	\$3,232,042
<b>Cumulative Total</b>		\$30,394,551	\$32,444,453	\$5,253,252	<b>\$64,716,143</b>
<b>Addition in Tax Roll Value since 2003</b>					<b>\$195,235,039</b>
<b>Average Yearly Increase in Value</b>					<b>2.78%</b>

Assumptions

1. Base year is 1982 at \$84,658,490
2. County and City millage rate is constant



**Appendix Table 2: Tax Increment Revenue Projects Expanded Community Redevelopment Area  
30-Year Projection from 2003-2033**

Year	Tax Roll Valuation	City Taxes at 100%	County Taxes at 100%	Total Tax Increment (95% of Taxes)	Year	Tax Roll Valuation	City Taxes at 100%	County Taxes at 100%	Total Tax Increment (95% of Taxes)
2003	\$72,258,935			Base Year	2026	\$102,738,226	\$175,347	\$187,173	\$344,395
2004	\$72,981,524	\$4,157	\$4,437	\$8,165	2027	\$103,765,608	\$181,258	\$193,482	\$356,003
2005	\$73,711,340	\$8,356	\$8,919	\$16,411	2028	\$204,803,265	\$187,228	\$199,855	\$367,728
2006	\$75,185,566	\$16,837	\$17,972	\$33,069	2029	\$105,851,297	\$193,257	\$206,291	\$379,570
2007	\$76,689,278	\$25,488	\$27,207	\$50,060	2030	\$106,909,810	\$199,346	\$212,791	\$391,531
2008	\$78,989,956	\$38,724	\$41,335	\$76,056	2031	\$107,978,908	\$205,497	\$219,356	\$403,611
2009	\$81,359,655	\$52,356	\$55,888	\$102,832	2032	\$109,058,697	\$211,709	\$225,987	\$415,812
2010	\$82,986,848	\$61,718	\$65,880	\$121,218	2033	\$110,149,284	\$217,983	\$232,685	\$428,134
2011	\$84,646,585	\$71,266	\$76,073	\$139,972	<b>Cumulative Total</b>		\$3,624,234	\$3,868,664	<b>\$7,118,254</b>
2012	\$85,916,284	\$78,571	\$73,870	\$154,318					
2013	\$87,205,025	\$85,985	\$91,784	\$168,880	<b>Additional Tax Roll Value since 2003</b>				<b>\$37,890,349</b>
2014	\$88,513,103	\$93,510	\$99,817	\$183,661	<b>Average Yearly Increase in Value</b>				<b>1.42%</b>
2015	\$89,840,800	\$101,148	\$107,970	\$198,663	Assumptions				
2016	\$91,188,412	\$108,901	\$116,246	\$213,890	1. Base year is 2003				
2017	\$92,556,238	\$116,770	\$124,646	\$229,345	2. County and city millage rate is constant				
2018	\$93,944,582	\$124,758	\$133,172	\$245,033					
2019	\$85,353,750	\$132,864	\$141,825	\$260,955					
2020	\$96,784,056	\$141,093	\$150,609	\$277,117					
2021	\$87,751,897	\$146,661	\$156,552	\$288,053					
2022	\$98,729,416	\$152,285	\$162,555	\$299,098					
2023	\$99,716,710	\$157,965	\$168,618	\$310,254					
2024	\$100,713,877	\$163,701	\$174,742	\$321,521					
2025	\$101,721,016	\$169,495	\$180,927	\$332,901					

### Appendix Table 3: Preliminary Taxable Values/Millage Rates as of 6/28/2018

CLEARWATER COMMUNITY REDEVELOPMENT AGENCY  
Tax Increment Revenues  
Preliminary Tax Roll - 01/01/2018 for FY 2018/19

**Preliminary Taxable Values / Millage Rates as of 6/28/2018**

	<b>"Old" CRA (CWI)</b> Fiscal 18/19 Valuation 1/01/18	<b>"New" CRA (CWIA)</b> Fiscal 18/19 Valuation 1/01/18	<b>Total CRA</b> Fiscal 18/19 Valuation 1/01/18
CRA Base Year (1/01/81 for "Old" CRA & 1/01/2004 for "New" CRA)	\$84,658,490	\$88,234,600	
Current Tax Roll Valuation (1/01/18 for fiscal 18/19)	\$382,705,854	\$104,930,026	
Taxable Value Increment	298,047,364	16,695,426	
County Share - Millage Rate	5.3590	5.3590	
Estimated County amount due CRA @ 95%	\$1,517,374.03	\$84,997.25	\$1,602,371.28
DDB Share - Millage Rate	0.9700	N/A	
Estimated DDB amount due CRA @ 95%	\$274,650.65	\$-	\$274,650.65
Current Tax Roll Valuation - <u>adjusted for senior exemptions*</u> (1/01/18 for fiscal 18/19)	\$382,680,854	\$104,649,701	
Taxable Value Increment	298,022,364	16,415,101	
City Share - Millage Rate	5.1550	5.1550	
Estimated City amount due CRA @ 95%	\$1,459,490.02	\$80,388.85	\$1,539,878.87
<b>Total Estimated CRA Tax Increment Revenue</b>	<b>\$3,251,514.70</b>	<b>\$165,386.10</b>	<b>\$3,416,900.80</b>

\* The current tax roll valuation for City share differs from County and DDB valuations due to senior property tax exemptions that are applicable to the City portion only.

Appendix Table 4: 2018 Taxable Value by Tax Increment Financing (TIF) District as of June 28, 2018

Tax Increment Financing District	2017 Total Municipal Taxable Value	2018 Total Municipal Taxable Value	Percent Change in Muni Taxable Value	2017 Total County Taxable Value	2018 Total County Taxable Value	Percent Change in County Taxable Value	Taxable Value of New Construction	COUNT
Clearwater TIF	312,623,825	382,680,854	22.41%	312,698,825	382,705,854	22.39%	44,978,834	922
Clearwater TIF A	95,351,075	104,649,701	9.75%	95,623,251	104,930,026	9.73%	97,648	1,087
Dunedin TIF	120,920,412	135,485,669	12.05%	121,034,143	135,651,810	12.08%	7,816,421	607
Gulfport TIF	41,331,524	46,243,933	11.89%	41,481,024	46,368,433	11.78%	300,311	245
Largo TIF	164,946,479	177,846,978	7.82%	165,454,997	178,347,219	7.79%	1,925,650	819
Oldsmar TIF	84,585,412	90,257,887	6.71%	84,940,230	90,620,177	6.69%	59,529	345
Pinellas County TIF	551,795,348	602,296,752	9.15%	555,101,623	605,685,134	9.11%	4,033,369	6,425
Pinellas Park TIF	460,419,502	491,095,387	6.66%	461,875,835	492,436,890	6.62%	1,984,603	3,086
Safety Harbor TIF	87,648,579	95,502,136	8.96%	87,924,537	95,783,512	8.94%	2,457,322	376
St Petersburg TIF A	1,454,036,028	1,716,925,566	18.08%	1,454,199,118	1,717,074,456	18.08%	131,577,285	2,527
St Petersburg TIF B	38,567,352	43,035,254	11.58%	38,580,324	43,049,023	11.58%	275,879	190
St Petersburg TIF D	121,103,822	137,458,590	13.50%	121,103,822	137,458,590	13.50%	169,876	399
St Petersburg TIF E	720,057,727	826,440,218	14.77%	721,848,055	828,316,731	14.75%	14,598,727	14,795
Tarpon Springs TIF	80,999,301	89,330,702	10.29%	81,087,686	89,380,702	10.23%	3,678,500	594

**Total taxable value for the city and county may differ in jurisdictions with an additional homestead exemption for low-income seniors**

*To review all parcels in a TIF District, go to [www.pcpao.org](http://www.pcpao.org), click on "Search Our Database" then select "Advanced /Sales Search." In step 1, scroll to "Choose Tax Increment Finance Districts" and highlight the district(s) of interest. In step 2, select the data fields you are interested in. The TIF flag fields are in the "Parcel Value" table.*