
Beach by Design

I. INTRODUCTION/SUMMARY

The City of Clearwater is committed to the revitalization of Clearwater Beach as a “great” place to live and visit. Clearwater Beach is both a world famous tourist destination but also home to more than 8,000 families.

Clearwater Beach is comprised of two elements: the natural environment and the built environment. The natural environment – the beach, the bay and near shore waters – are remarkable resources where residents and visitors can recreate and relax. Clearwater Beach is recognized as one of the truly great beaches in the United States, if not the world. In contrast, the built environment on central Clearwater Beach – the traditional tourist area – suffers from obsolescence and age. Most of the buildings in Clearwater were built at a time when the tourism business was very different than it is today and the strength of the City’s tourism is not sufficient to support modernization and redevelopment. Beach by Design assumes that there is considerable market support for residential, hotel, time share and retail uses on a revitalized Clearwater Beach if the negative aspects of character and quality of the public realm, including traffic circulation and traffic, are improved.

In 1997 and 1998, a Plan was prepared for Clearwater Beach entitled “Clearwater Beach: Strategies for Revitalization.” This Plan was prepared after an extensive public process, directive surveys and input from the City Commission and City administration. The purpose of Beach by Design is to implement the recommendations of that Plan in light of fiscal and legal constraints, analysis of the economy and the market, as well as changed conditions.

Clearwater Beach: Strategies for Revitalization presented a number of strategies which if implemented would lead to the redevelopment of the Beach. These strategies can be grouped in the following generalized topics:

- ❖ Transportation and parking
 - ❖ Redevelopment of the superblocks between Clearwater Beach and the Hilton and redevelopment of the Mandalay retail district
 - ❖ Upgrading of the Beach
 - ❖ Gulfview/Coronado hotel/retail redevelopment
 - ❖ East Shore entertainment district and marina
 - ❖ Bayside multi-family redevelopment
 - ❖ Brightwater Finger redevelopment
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Inherent to “Strategies for Revitalization” is the recognition of need to find a balance between residents and tourists.

Transportation and Parking

Clearwater Beach: Strategies for Revitalization contained a number of transportation and parking projects. Some of the significant transportation improvements included

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modifications to the overall arrival and distribution system, including the narrowing of Mandalay from four lanes to two with parallel parking, the expansion of one or both of the streets to the east and parallel to Mandalay, and modifications to Gulfview Boulevard. In addition, Strategies for Revitalization recommended the development of a coordinated streetscaping program, the expansion of sidewalks and significant parking garage projects. The amount of parking which these parking projects would add if implemented is up to 1,110 spaces.

Upgrading the Beach

Strategies for Revitalization contains a number of strategies for upgrading the Beach itself. Two of the most significant strategies include the removal of parking from the Beach to create an enlarged beach activity zone from South Gulfview west to the water and the creation of a “beach promenade” building on the “success of Pier 60 Park as a place of significant pedestrian, bicycling and skating activity.” These enhancements were viewed as significantly enhancing the viability of the commercial properties on the east side of South Gulfview. More specific projects included within this overall strategy include: a promenade of colored concrete, undulating in form, with appropriate beach landscaping, conversation areas, matching trash receptacles, benches and lighting, and the incorporation of tournament quality volleyball courts.

Redevelopment of the Superblocks between Clearwater Beach Hotel and the Hilton and the Mandalay Retail District

Strategies for Revitalization characterizes the area between the Clearwater Beach Hotel and the Hilton as “the best opportunity for additional high-rise, mixed use hotel development.” Strategies for Revitalization calls for a concentrated three block strip of upscale beachfront hotels. This

critical mass of development is necessary to support the redevelopment of Mandalay as a “Main Street Retail Street” and to generate and support a diversity of up-scale restaurants, clubs and other forms of entertainment in short supply on the Beach. Strategies for Revitalization recognized that the height limitation of 92' might present a real hindrance in attracting desirable development and in that event, height limitations should be relaxed in consideration of “trade off demands.”

Gulfview/Coronado Hotel/Retail Redevelopment

Strategies for Revitalization recognizes the redevelopment of Gulfview/Coronado as “key to the long term success of Clearwater Beach.” Strategies for Revitalization provides for specific parking/transportation improvements to this area in order to “optimize project densities” in the area. The design of buildings in this area should allow greater height while maintaining human scale at pedestrian level and maintaining light, air and view corridors.

East Shore Entertainment District and Marina

Strategies for Revitalization views the East Shore Entertainment District and marina as an opportunity to expand available commercial opportunities that can take advantage of immediate water side development. It also suggests a two level waterfront retail and restaurant activity area linked to the Mandalay retail district and a marina with a boardwalk which would allow linkage to the City’s marina.

Bayside Multi-family Redevelopment

Strategies for Revitalization proposes that some of the small hotel and motels be converted to true residential uses of comparable densities, thereby strengthening any remaining viable small hotels. Between Baymont and Papaya there should

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be mid-rise, multifamily residential units or condominiums as well as high quality time share. Augmentation of quality housing stock will better support the consolidated retail districts on Mandalay and the proposed East Shore Entertainment District. Strategies for Revitalization also called for the vacation of East Shore for one block and combining the waterfront property with the property between East Shore and Mandalay.

Brightwater Finger Redevelopment

Strategies for Revitalization calls for the conversion of this area to three and four level townhouses and time shares. Regulations should encourage development that is consistent with redevelopment that occurs across the waterway.



Beach by Design is a preliminary design for the revitalization of Clearwater Beach which implements Strategies for Revitalization. Beach by Design focuses on the land area between Acacia Street and the Sand Key Bridge, but will have a direct and immediate impact on lands to the north and south of this area.

Beach by Design is based on a series of strategies:



Beach by Design Focus Area

- ❖ creation of an attractive and efficient “arrival and distribution” system at the intersection of State Road 60 and North Mandalay and Coronado;
- ❖ transformation of North Mandalay into an attractive, pedestrian-friendly street which provides a high quality address for retail and restaurant uses;
- ❖ renovation of South Gulfview to the west to create a unique two-way, local street as part of a destination quality beachfront place;
- ❖ improving traffic circulation to the south of State Road 60;
- ❖ improving sidewalks and creating an entire beachfront transit system;
- ❖ constructing new parking facilities south of Pier 60 park to support beach visitors and north of Pier 60 park to support the North Mandalay retail/restaurant corridor;
- ❖ promoting a small number of catalytic redevelopment projects; and
- ❖ the adoption of design guidelines which are necessary to achieve the objectives of Beach by Design.

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Clearwater Beach's Natural and Built Environment

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II.

FUTURE LAND USE

The existing pattern of land use is a mix of primarily commercial uses -- hotels, motels, retail shops, restaurants and tourist and/or recreational operations -- between Acacia Street and the Sand Key Bridge. The City of Clearwater Future Land Use Plan Map governs uses, intensities and densities in this area and is incorporated by reference, as may be amended, and is attached as the Appendix. Functionally, this area is divisible into a number of distinct character districts which also govern development:

- a “Old Florida” district which lies between the Bay and the Gulf and Acacia and Rockaway;
- a destination resort district west of North Mandalay between the Pier 60 district and Rockaway;
- a marina district to the east of Poinsettia and North Mandalay to the north of Baymont between Rockaway and State Road 60;
- a retail/restaurant district between State Road 60 and Baymont and North Mandalay and Poinsettia;
- a Pier 60 district comprised of the beachfront land between the Hilton Hotel and the Days Inn and the City Marina;
- a small motel district between Coronado, Hamden and on Brightwater to the south of the Pier 60 district;
- a unique beach walk district to the west of Coronado between the Pier 60 Park and the Adams Mark Hotel; and
- a south beach/Clearwater Pass district including all land between south and east of the Adams Mark Hotel between Clearwater Pass and the Bay and west and north of the Sand Key Bridge.



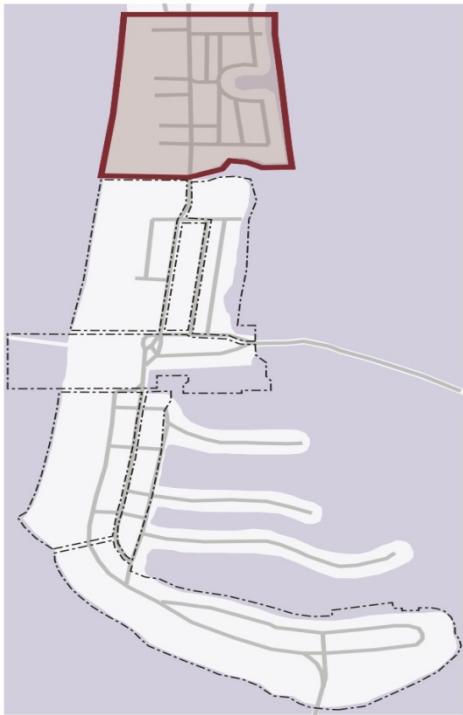
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Each of these districts represent a distinct condition and have common opportunities for revitalization and redevelopment.



Figure 3:
Opportunities for
Redevelopment and Revitalization

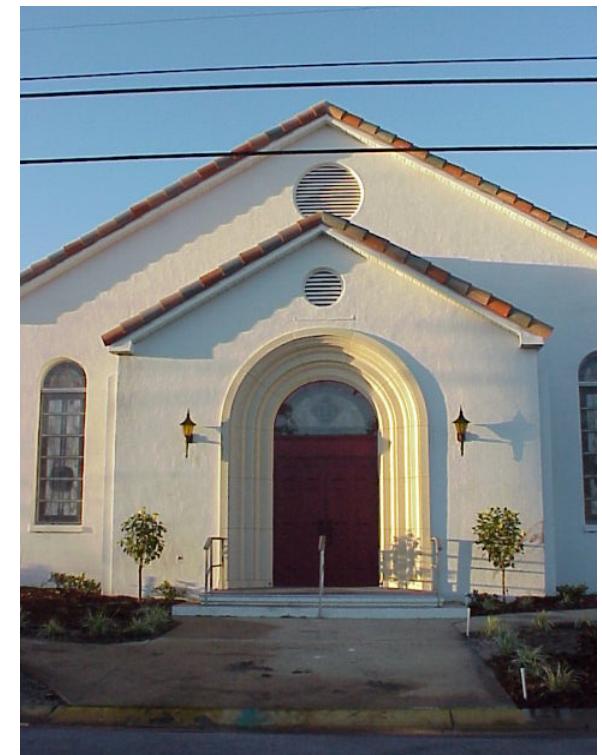
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A. The "Old Florida" District

The Old Florida District, which is the area between the rear lot lines of property on the north side of Somerset Street and Rockaway Street, is an area of transition between resort uses in Central Beach to the low intensity residential neighborhoods to the north of Acacia Street. The mix of uses primarily includes residential, recreational, overnight accommodations and institutional uses. Given the area's location and historical development patterns, this area should continue to be a transitional District. To that end, Beach by Design supports the development of new overnight accommodations and attached dwellings throughout the District with limited retail/commercial and mixed use development fronting Mandalay Avenue between Bay Esplanade and Somerset Street. Additionally waterfront restaurants are encouraged to remain and/or locate on property fronting the Gulf of Mexico. Beach by Design also supports the continued use and expansion of the various institutional and public uses found throughout the District.

To ensure that the scale and character of development in Old Florida provides the desired transition between the adjacent tourist and residential areas, enhanced site design performance is a priority. Beach by Design contemplates greater setbacks and/or building stepbacks and enhanced landscaping for buildings



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exceeding 35 feet in height. The following requirements shall apply to development in the Old Florida District and shall supersede any conflicting statements in Section VII. Design Guidelines and the Community Development Code:

1. Maximum Building Heights.

- a. Buildings located on the north side of Somerset Street shall be permitted a maximum building height of 35 feet;
- b. Buildings located on the south side of Somerset Street and within 60 feet of the southerly right-of-way line of Somerset Street shall be permitted a maximum building height of 50 feet; and
- c. Property throughout the remainder of the Old Florida District shall be permitted a maximum building height of 65 feet for attached dwellings and 75 feet for overnight accommodations.
- d. Properties legally approved and/or constructed as of the date of adoption of this ordinance which exceed the allowable heights established in the provisions above, shall be considered legally conforming unless voluntarily redeveloped or in the case of a development order only, expiration of the valid development order. A development order may be extended pursuant to Community Development Code Section 4-407.

2. Minimum Required Setbacks.

- a. A 15 foot front setback shall be required for all properties throughout the District, except for properties fronting on Mandalay Avenue, which may have a zero (0) foot front setback for 80% of the property line; and
- b. A ten (10) foot side and rear setback shall be required for all properties throughout the District, except for properties fronting on Mandalay Avenue, which may have a zero (0) foot side setback and a ten (10) foot rear setback.

3. Required Building Stepbacks or Alternative Increased Setbacks for Buildings Exceeding 35 Feet in Height.

- a. Building stepback means a horizontal shifting of the building massing towards the center of the building.
- b. Any development exceeding 35 feet in height shall be required to incorporate a building stepback on at least one side of the building (at a point of 35 feet) or an increased setback on at least one side of the building in compliance with the ratios provided in Section A.3.f. Additional stepbacks and/or setbacks may be required to provide additional separation between buildings and/or to enhance view corridors.
- c. All properties (except those fronting on Mandalay Avenue) which front on a right-of-way that runs east and west, shall provide a building stepback on the front side of the building, or an increased front setback in compliance with the ratios provided in Section A.3.f. Additional stepbacks and/or setbacks may be required to provide additional separation between buildings and/or to enhance view corridors.
- d. All properties (except for properties fronting on Mandalay Avenue) which front on a right-of-way that runs north and south, shall provide a building stepback on the side of the building or an increased side setback in compliance with the ratios

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provided in Section A.3.f. Additional stepbacks and/or setbacks may be required to provide additional separation between buildings and/or to enhance view corridors.

- e. Properties fronting on Mandalay Avenue must provide a building stepback on the front side of the building or an increased front setback in compliance with the ratios provided in Section A.3.f. Additional stepbacks and/or setbacks may be required to provide additional separation between buildings and/or to enhance view corridors.
- f. Stepback/Setback Ratios
 - (1) For properties fronting on streets that have a right-of-way width less than 46 feet, the stepback/setback/height ratio is one (1) foot for every two (2) feet in building height above 35 feet;
 - (2) For properties fronting on streets that have a right-of-way width between 46 and 66 feet, the stepback or setback/height ratio is one (1) foot for every two and one-half (2.5) feet in building height above 35 feet; and
 - (3) For properties fronting on streets that have a right-of-way width of greater than 66 feet, the stepback or setback/height ratio is one (1) foot for every three (3) feet in building height above 35 feet.

4. Flexibility of Setbacks/Stepbacks for Building in Excess of 35 Feet in Height.

a. Setbacks

- (1) Except for properties fronting on Mandalay Avenue, a maximum reduction of five (5) feet from any required setback may be possible if the decreased setback results in an improved site plan, landscaping areas in excess of the minimum required and/or improved design and appearance; and
- (2) To ensure that unimpaired access to mechanical features of a building is maintained, a minimum five (5) foot unobstructed access must be provided along the entire side setback of properties, except for those properties fronting on Mandalay Avenue where a zero (0) foot setback is permissible; and
- (3) Setbacks can be decreased at a rate of one (1) foot in required setback per two (2) feet in additional required stepback, if desired.

b. Stepbacks

- (1) A maximum reduction of five (5) feet from any required building stepback may be possible if the decreased building stepback results in an improved site plan, landscaping areas in excess of the minimum required and/or improved design and appearance.
- (2) Building stepbacks can be decreased at a rate of two (2) feet in stepback per one (1) foot in additional required setback, if desired.

5. Flexibility of Setbacks for Buildings of 35 Feet and Below in Height.

- a. A maximum reduction of ten (10) feet from any required front setback and a maximum reduction of five (5) feet from any side setback may be possible if the decreased setback results in an improved site plan, landscaping areas in excess of the minimum required and/or improved design and appearance; and

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- b. A maximum reduction of five (5) feet from any required rear setback for buildings and a maximum reduction of ten (10) feet from any required rear setback for accessory at-grade structures may be possible if the decreased setback results in an improved site plan, landscaping areas in excess of the minimum required and/or improved design and appearance; and
- c. In all cases, a minimum five (5) foot unobstructed access must be provided along the side setback of properties, except for those properties fronting Mandalay Avenue where a zero (0) foot setback is permissible.

6. Landscape Buffers

- a. A ten (10) foot landscape buffer is required along the street frontage of all properties, except for that portion of a property fronting on Mandalay Avenue, and except for properties 35 feet and below in height that may be granted flexibility in the required setback, in which case the entire setback shall be landscaped; and
- b. For that portion of a property fronting on Mandalay Avenue, a zero (0) foot setback may be permissible for 80% of the property frontage. The remaining 20% property frontage is required to have a landscaped area for a minimum of five (5) feet in depth. The 20% may be located in several different locations on the property frontage, rather than placed in only one location on the property frontage.

7. Parking/Vehicular Access

Lack of parking in the Old Florida District may hinder revitalization efforts. A shared parking strategy may be pursued in order to assist in redevelopment efforts.

For those properties fronting on Mandalay Avenue, off-street parking access is required from a side street or alley and not from Mandalay Avenue.

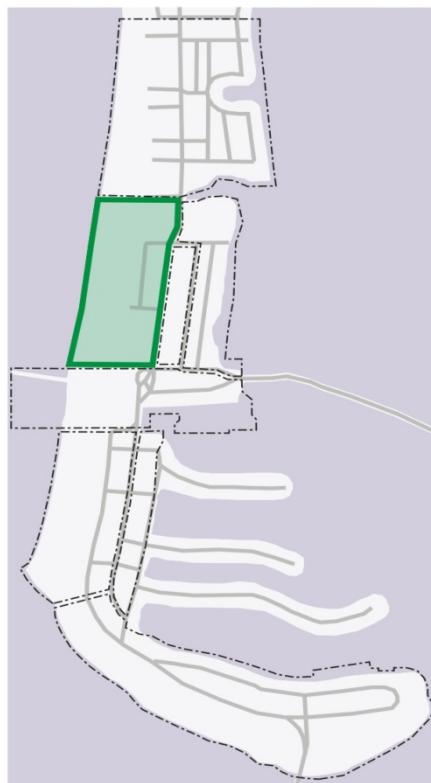
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B. Destination Resort District

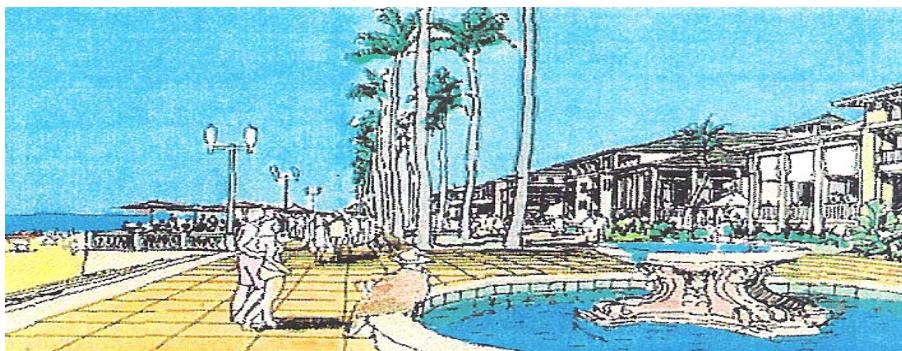
The Destination Resort District represents a unique opportunity for quality beachfront redevelopment which would serve as a catalyst for the revitalization and redevelopment of Clearwater Beach to the north of the Pier 60 Park. Two of the stronger destinations on Clearwater Beach -- the Hilton and the Clearwater Beach Hotel -- are located at opposite ends of the District, bracketing the blocks between Papaya and Baymont. This area is currently improved with modest one and two story motels and retail shops which clearly show their age, with frequent tenant turnovers and frequent vacancies. Sidewalks within the area are dilapidated or non-existent and road pavement is broken and uneven.

North Mandalay is a visible reminder of the challenges facing Clearwater Beach. Notwithstanding the presence of the Hilton Hotel, the Clearwater Beach Hotel, Pelican Walk and Heilmans, North Mandalay is little more than 80 feet of concrete bordered by narrow sidewalks, tourism retail and restaurant uses. However, North Mandalay is more than a marginal retail street; it is also the entry way to some of Clearwater's best neighborhoods to the north. For many years, the City has contemplated the beautification of North Mandalay in the hope of creating a more vibrant tourism-based specialty retail district like that found in other tourist destinations like Sarasota and Naples. Conflicts over North Mandalay's traffic function have stalled efforts to beautify the street into a desirable street which provides visitors and residents a good qualitative level of service.

Notwithstanding the existing conditions within North Mandalay and the Destination Resort District, the District represents the primary opportunity for near-term redevelopment on Clearwater Beach because of the relative strength of the Hilton and the Clearwater Beach Hotel and the opportunity for beachfront resort development with direct beach access. Unlike the area to the south of Pier 60 Park, private ownership extends to the beachfront in the



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Destination Resort District, creating an opportunity for the assembly of land with frontage on the Beach. The assembly of these lands into redevelopment parcels of sufficient size to accommodate contemporary resort residential and hotel/time share development can be facilitated by the vacating of the right of way of North Gulfview between Baymont and Papaya which exists only to provide local access to properties within the District.

Ideally, lands within the District would be assembled on a block by block basis with the land between North Mandalay, Papaya, San Marco and the Gulf as one parcel and the land between North Mandalay, San Marco, Baymont and the Gulf a second parcel.

The existing condition of the retail uses along the west side of North Mandalay have a negative impact on North Mandalay as an attractive and desirable street. The success of Pelican Walk, a bold and pioneering redevelopment effort, has been negatively impacted by the unattractiveness and economic weakness of retail uses along the west side of North Mandalay. The preferred form of redevelopment for this area is mixed use with resort residential and hospitality uses fronting on the Beach and retail, restaurant and residential uses fronting on North Mandalay.

Currently, more than half of the frontage on North Mandalay does not have an active retail facade on both sides of the street. This lack of "closure" diminishes the potential of North Mandalay as a retail street. Ideally, North Mandalay would be redeveloped as a two-sided retail street with retail uses on both sides of a street which is sufficiently pedestrian-friendly that shoppers could easily cross from one side to the other. Pedestrian friendliness requires a functional barrier between moving vehicles and pedestrians on the sidewalk in the form of parked cars,

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closely-spaced street trees or some other kind of physical barrier. Pedestrian friendliness also requires well-marked cross walks and, in the case of a four lane street, a safe “haven” in the median so that pedestrians can make the crossing in two stages.

North Mandalay sidewalks should be designed so that pedestrians can walk along building facades and the curbside portion of the sidewalk is dedicated to landscaping and street amenities including café seating and casual setting of street furniture. Property owners should provide arcades or awnings to provide cover for pedestrians during inclement weather. Sidewalks should be surfaced with pavers or composed of other specialty materials like the colored coquina pavement used in the sidewalks at the Beach Roundabout. North Mandalay should be lined with palm trees, spaced no wider than 30 foot on centers. While Majool Date Palms would be a very desirable street tree for North Mandalay, matched Washingtonian or Sabal Palms would be an acceptable cost compromise. Low landscaping planters should be included in the non-walking portion of the sidewalks with colorful foliage plants or annuals. Flowering annuals should be located in pots along the building side of the sidewalk to identify individual uses and to introduce color into the streetscape. The median should be landscaped with ground cover and specimen street trees.

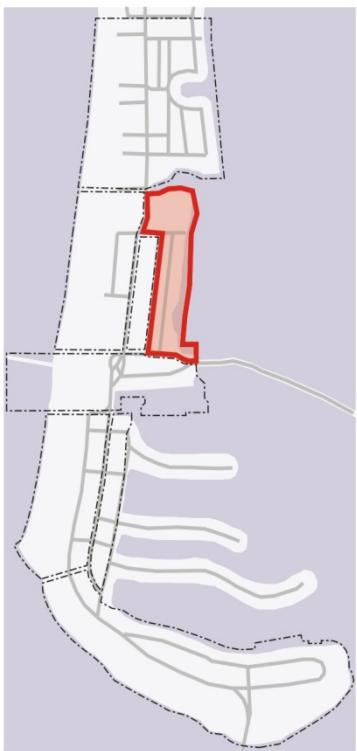
The political rhetoric in regard to North Mandalay has framed the issue of traffic convenience and safety versus aesthetics. In truth, the issue is far more complex and involves the natural tension and the interrelationship between quantitative and qualitative measures of quality of life. This issue is discussed in further detail in the Mobility section of this Plan.



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C. Marina District

The area to the east of Poinsettia Avenue, north of Causeway Boulevard and south of the Clearwater Beach Recreation Complex is a mixed-use district occupied by residential, motel and limited commercial uses in at-grade structures primarily one-two stories in height. This district is the northern gateway to Clearwater Beach and has a high profile location along Clearwater Harbor and visibility from Causeway Boulevard. The parcels of land located on the east side of East Shore Drive have frontage along Clearwater Harbor and those on the west side also have frontage on Poinsettia Avenue. Parcels on both sides of East Shore Drive are relatively shallow and the future redevelopment opportunities are limited by this existing parcelization.



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District Vision

The District's prime location along Clearwater Harbor, its close proximity to the City's marina and to the beach make the District a particularly desirable place for tourists and residents alike. *Beach by Design* supports the redevelopment of the Marina District into a pedestrian and boater-friendly destination that includes a mix of hotels, commercial, restaurant, residential and mixed-use development, as well as a variety of dock facilities and water related uses.

To assist in creating this destination waterfront neighborhood, the District should capitalize upon its gateway location. *Beach by Design* supports the creation of a District focal point generally located at the intersection of East Shore Drive and Papaya Street and along Clearwater Harbor. Development located entirely or partially within 200 feet north and 200 feet south of Papaya Street shall be limited to the District's preferred uses, which are restaurants, retail, hotels and/or mixed uses. Stand-alone residential development shall not be permitted in this location. The design of development in this location should capitalize on this prime waterfront location and provide public access to the waterfront where Papaya Street terminates at Clearwater Harbor.

To assist in attracting people to the District, *Beach by Design* contemplates the construction of a public boardwalk along Clearwater Harbor from Baymont Street south to the southern boundary of the District to connect with the City marina's boardwalk located under Causeway Boulevard. Additionally, streetscape improvements should be implemented along Baymont and Papaya Streets to create a pleasant pedestrian environment and visual connection between Clearwater Harbor and the Gulf of Mexico. Streetscape elements should also be used to identify public entrances to the boardwalk at Papaya and Baymont Streets along Clearwater Harbor.

Determinations of whether a project constitutes a mixed-use development will be made by weighing the following factors: whether the proposed mix of residential and non-residential uses will further the vision of the District; the percentage of street/waterfront frontage occupied by one or more uses; percentages of overall project devoted to each use; and/or portion of one or more floors devoted to a mixture of uses.

Height Incentives and Required Public Amenities

The Marina District's location in the heart of the tourist district presents prime opportunities for tourist-oriented and mixed-use development. Existing parcel sizes and depths as well as lack of public amenities inhibit the District's redevelopment and potential for creating a destination waterfront neighborhood. To realize the District's vision, *Beach by Design* offers development incentives of increased building height in exchange for redevelopment proposals with larger lot sizes, preferred District uses and the inclusion of specified public amenities. Projects not contributing to a public amenity shall be limited to two stories above parking if located on the east side of East Shore Drive and four stories above parking on the west side of East Shore Drive.

Development located on Clearwater Harbor utilizing a height bonus as outlined in the table below must provide to the City of Clearwater a 15 foot wide boardwalk constructed within a 20-foot public access easement adjacent to the seawall, either over the water or on the land as determined by the City. Any non-waterfront parcel using the height bonus shall contribute financially to the Papaya and Baymont Street streetscape or the public boardwalk, in a manner determined by the City. The public boardwalk shall be built according to the adopted Marina District Boardwalk Design Guidelines and Specifications. The following table shall guide allowable building height in the Marina District:

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Height Bonus Schedule for the Marina District

Land Area with Contribution to the Public Boardwalk or the Streetscape	Maximum Height for Residential Development	Maximum Height for Preferred Uses- Mixed Used Development and Overnight Accommodations
>0.5 acres on one side of East Shore Drive	40 feet	60 feet
>0.5 acres on both sides of East Shore Drive	50 feet	70 feet
1 acre on one side of East Shore Drive	50 feet	70 feet
1 acre on both sides of East Shore Drive	60 feet	80 feet
2 acres on one side of East Shore Drive	60 feet	80 feet
2 acres on both sides of East Shore Drive	75 feet	100 feet*

**Additional height may be granted pursuant to the transfer of development provisions only for overnight accommodations with 50 or more units and up to a maximum height of 130 feet.*

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Additional Incentives

In addition to the height bonuses, *Beach by Design* would permit the consideration of the vacation of East Shore Drive to assist in the creation of larger sites to facilitate redevelopment with a higher quality of architectural and site design. Vacation requests will only be considered in increments of one full block provided concerns related to access, traffic circulation on the beach, emergency vehicle access, utilities, etc. can be mitigated and funding mechanisms are identified to the satisfaction of the City.

The Marina District also supports the maintenance and expansion of dock facilities that serve existing and new uses, as well as those that serve the broader public. To assist in the creation of commercial dock facilities, *Beach by Design* waives any additional on-site parking that may be required to support such facilities provided on-street parking is provided adjacent to the upland site.

Beach by Design further contemplates that additional flexibility may be provided regarding number and location of parking spaces to serve overnight accommodations.

Belle Harbor

The Belle Harbor condominium site was recently redeveloped consistent with the High Density Residential (HDR) zoning district provisions and no changes are anticipated for this parcel. In the event conditions change, the HDR District will govern future redevelopment or improvements to this property.

Site Design Criteria

To ensure that the scale and character of development in the Marina District provides the desired setting for public enjoyment of the waterfront and promotes pedestrian-oriented development, the following requirements shall apply to the Marina District. Should there be any discrepancy between these

provisions and Section VII. Design Guidelines and/or the Community Development code, these provisions shall govern.

Setbacks

In order to promote a pedestrian-friendly environment, overnight accommodation, commercial, mixed-use development and townhouses may be permitted a zero foot front setback. Other forms of residential development shall comply with the setbacks set forth in the Community Development Code.

Setbacks adjacent to the public boardwalk may incorporate pedestrian-oriented design features including, but no limited to courtyards, steps, entryways, arcades, plaza and outdoor seating areas.

To ensure the provision of adequate east-west view corridors between properties, building side setbacks shall be no less than 25% of the building height or a minimum of 10 feet, whichever is greater. A minimum setback of five feet shall be provided for all paved surfaces. The public boardwalk, pavement accommodating cross-access drive aisles and shared parking areas shall be exempt from any side setback requirements.

Building Design Along the Public Boardwalk

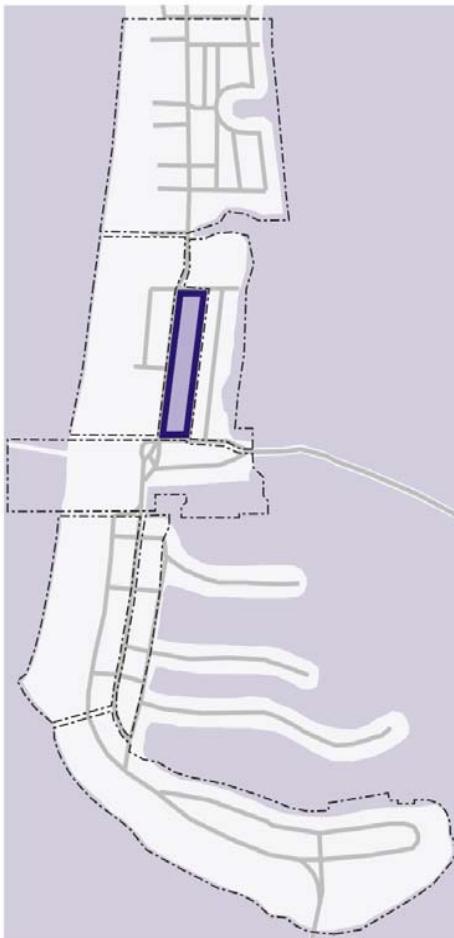
The design of facades fronting Clearwater Harbor is critical in creating the atmosphere along the public boardwalk. These facades should receive a high level of design treatment incorporating elements such as changes in plane, architectural details, variety in color, materials and textures, defined entrances, doors and windows and other appropriate details based on the architectural style of the building.

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Parking Along Clearwater Harbor

Parking garages/areas should be internal to the site/building and screened from Clearwater Harbor. Such areas shall be architecturally integrated with the design of the building.

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D. Retail and Restaurant District

A key element of any successful resort destination is a vital retail and restaurant district. Given traffic considerations for North Mandalay, Beach by Design contemplates that North Mandalay will be an attractive street, but will have limited function as a two-sided “retail street.” As a result, Beach by Design contemplates that the land area between North Mandalay and Poinsettia will become a retail/restaurant district in contrast to North Mandalay becoming a great retail street. Several uses including Pelican Walk, Heilemans and Eckerd's front on both North Mandalay and Poinsettia, providing for an efficient and functional land use pattern. A key element of the Retail and Restaurant District strategy is the construction of a parking garage which will provide convenient parking to the District.

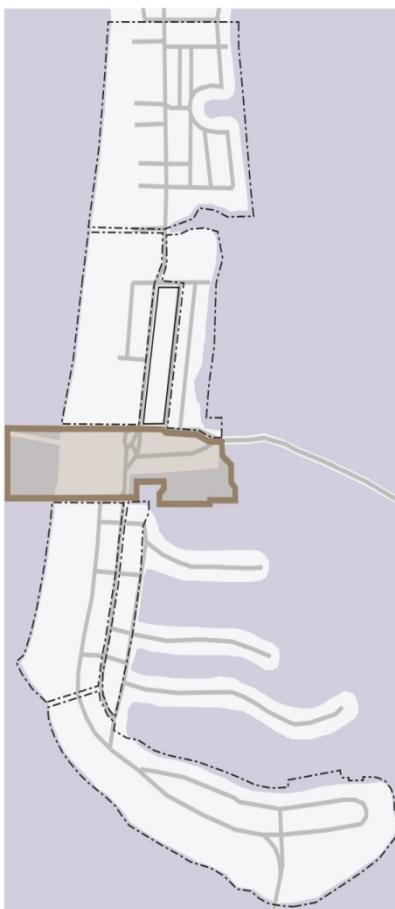
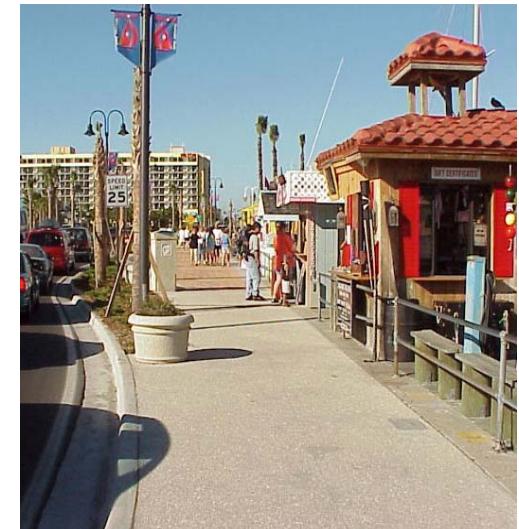


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E. Pier 60 District

The Pier 60 District is composed of the lands which surround the Beach Roundabout at the intersection of Memorial Causeway, Poinsettia, North Mandalay and Coronado. Most of the lands are owned by the City of Clearwater and are used for the City Marina, Pier 60, Pier 60 Park and public parking.

Beach by Design calls for the beautification of this entire District in conjunction with the construction of the Roundabout and for the development of a Pier 60 Plaza as a place of assembly on the Beach.



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F. Small Motel District

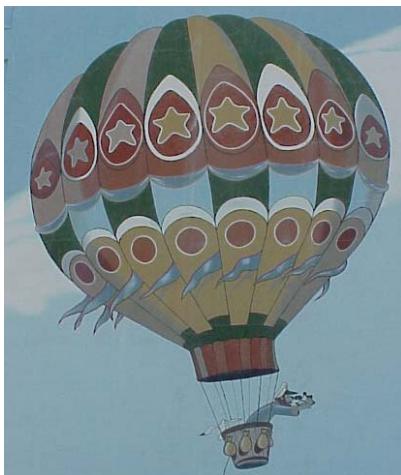
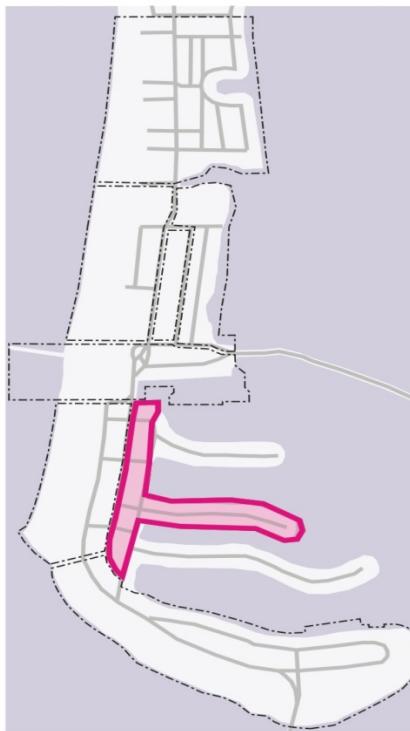
The area to the east of the Beach District is an area of small motels, many of which have established clientele. The Small Motel District reflects a common paradox of beachfront communities -- improvements which were constructed in a different time before jet travel and air conditioning -- with limited on-site amenities and off-street parking. In many parts of the country, these kinds of units have evolved into residential uses. However, the relative intensity of adjacent land uses and the volumes of north south traffic have maintained the current condition between Hamden and Coronado.

Beach by Design contemplates that the existing improvements in the Small Motel District will be sustained over time. Although the existing improvements may not represent the theoretical "highest and best" use of this area, the relatively good condition of most buildings and the economic value of the existing

improvements make it difficult, if not impossible, to anticipate significant land assembly, demolition and new development.

Brightwater Drive is also developed with small motel uses with building conditions and transient populations similar to those found along Hamden and Coronado. Brightwater's location on the Intracoastal Waterway, in between two other stable residential "fingers", makes it riper for redevelopment. Beach by Design calls for the redevelopment of Brightwater with land uses and building mass which are compatible with the residential cul-de-sacs to the north and south. Mid-rise townhouses and timeshares between 2 – 4 stories above parking are contemplated. Additionally, consideration should be given to the development of a shared parking facility along the street to provide some of the required parking that will be associated with redevelopment.

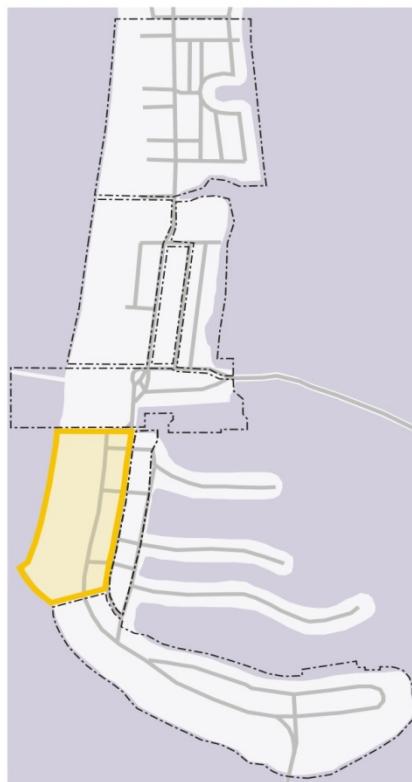
Due to the compact nature of this district, its location in the heart of the tourist area and the potential for intensive redevelopment, minimum side setbacks of 10 feet for all development are hereby established to ensure that adequate open space is provided between properties.



Beach by Design

G. The Beach Walk District

The area to the west of Coronado between the Adams Mark and the Pier 60 Park is the primary “beachfront” destination on Clearwater Beach. There are more than 800 public parking spaces located on or near the Beach. These parking lots encompass approximately 52 acres of land. While these parking lots are extremely convenient for beach patrons, the lots have a significant adverse impact on the character of South Gulfview as a “beachfront” district and as a resort development area. The parking areas range in width from 275 to 900 feet and constitute a visual and physical barrier between pedestrians and drivers along Gulfview and patrons of the retail/resort uses on the east side of Gulfview. The modest state of motels and hotels along the Gulfview strip, in comparison to motels and hotels to the north and south of the “strip”, is a reflection of the fact that those uses are separated from the Beach proper by two lanes of traffic, a single lane of parallel parking and either 2 or 4 bays of parking – a distance of 150 to 275 feet.

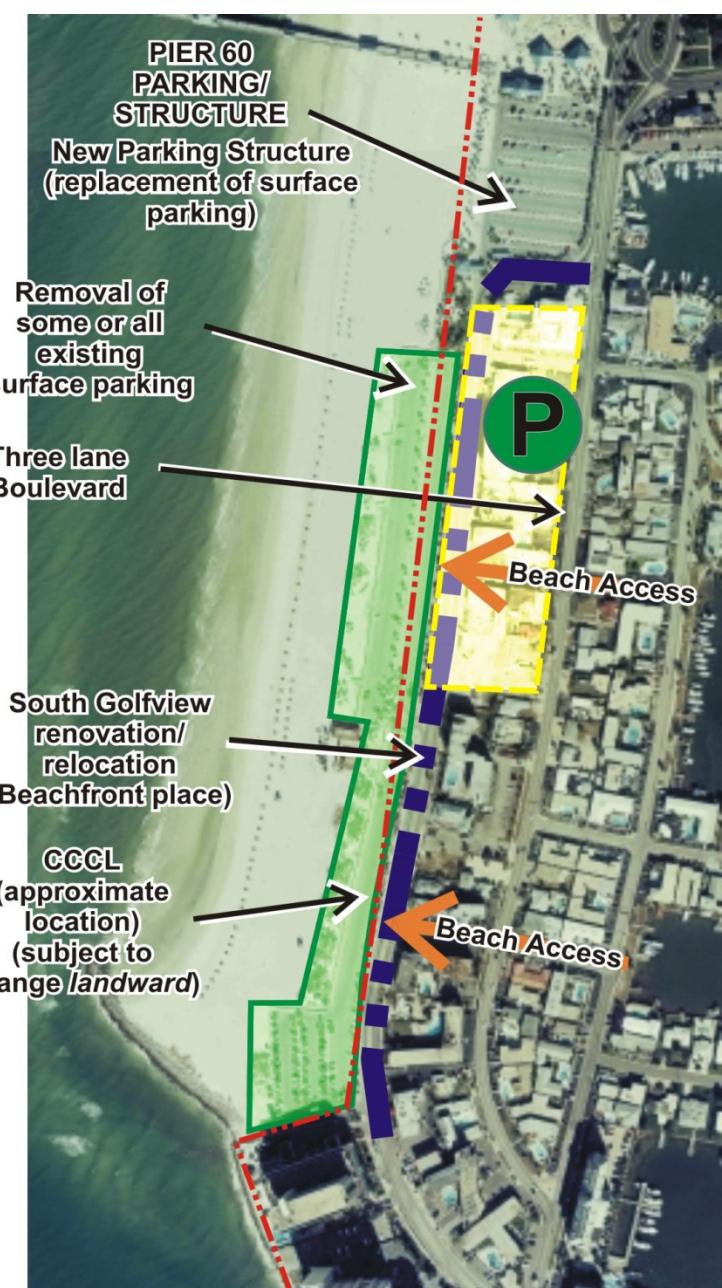


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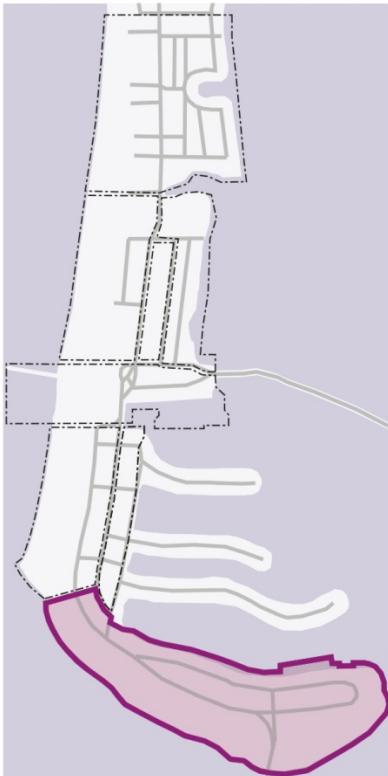
The future of the Beach Walk District may be limited by pending changes to the Coastal Construction Control Line (“CCCL”). The Department of Environmental Protection is currently considering a revision to the CCCL which would move the line landward. Even though the CCCL is a line of control, not setback, it is unlikely that significant new structures will be permitted to the west of the relocated CCCL. In that the CCCL does not prevent revitalization of existing structures, it is likely that redevelopment in the Beach Walk District will primarily take the form of renovation of existing structures.

Beach by Design contemplates the renovation of South Gulfview into a great beachfront place. The planned renovation involves removal of some or all of the existing surface parking to the west of Gulfview. The construction of a new parking structure south of the Pier 60 Park will allow for the replacement of spaces which are removed from the beach proper. Gulfview would then be relocated to the west of the existing road right of way to the area currently improved as surface parking lots. The new Gulfview, however, would be in the form of a vehicular and pedestrian promenade which would constitute both a means of transportation and an attractive place for residents and visitors. Depending on the alignment of the relocated South Gulfview, Beach Walk could potentially create at least one development site with a dry sand beach. This would greatly enhance the chances of attracting the quality resort development contemplated by Beach by Design on South Beach.

Beach by Design contemplates that the existing road right of way which is not limited by charter restriction would be declared excess property and made available to the owners of properties to the east of South Gulfview if those owners propose to undertake renovation or redevelopment of those properties in a way which will advance the City’s beach revitalization objectives. This strategy supports revitalization in two ways – creating a “world class” address for the revitalized properties and providing additional land area for the construction of additional amenities. Both the promenade and the road issues are discussed in greater detail later in this Plan.



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H. Clearwater Pass District

The area to the south and east of the Beach District and the Small Motel District is a distinctive area of mixed use -- high rise condominiums, resort hotels, recreation and tourist and neighborhood serving retail uses. The Pass side of the District is relatively robust, though the availability of off-street parking is a limiting factor in the revitalization of these improvements. The Clearwater Bay properties are more modest in their stature and economic condition; nevertheless, the motel properties are relatively successful. The balance of the District is made up of commercial retail properties which provide neighborhood service uses and entertainment and tourist shops to residences and visitors.

Beach by Design contemplates that the Clearwater Pass District will be an area of strategic revitalization and renovation in response to improving conditions on the balance of Clearwater Beach.



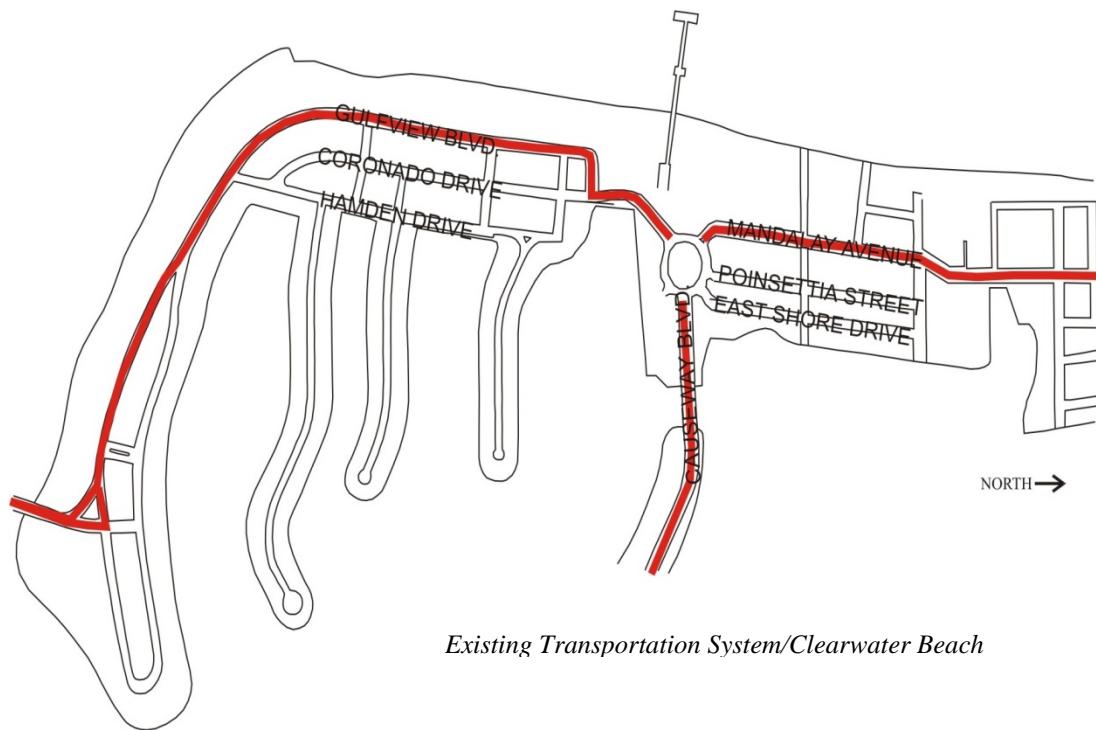
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III. MOBILITY

The functional and economic integrity of a place like Clearwater Beach depends in large part on the extent to which residents and visitors are able to move safely and efficiently to and from the Beach and from place to place on the Beach. The existing transportation system is comprised of Memorial Causeway, a four lane boulevard which connects Clearwater Beach to the mainland, and a series of north-south roads which connect with the Causeway at the Beach Roundabout.

Mobility on Clearwater Beach is comprised of two separate elements: 1) access to the barrier islands from the mainland; and 2) intra-barrier island travel. Mobility on Clearwater Beach is one of the most difficult challenges the City of Clearwater faces for a number of reasons.

First, the primary mode of transportation on Clearwater Beach is the private automobile. Between 35,000 and 55,000 vehicles pass through the Beach Roundabout on a daily basis. In part, this is a reflection of America's general love affair with the automobile. It is also a reflection of the lack of facilities to accommodate alternative modes of transportation like sidewalks and bicycle paths. The "Jolly Trolley" is, theoretically, an alternative mode of transportation; unfortunately, the Trolley is stuck in the same traffic as all of the other vehicles on Clearwater Beach.



Existing Transportation System/Clearwater Beach

Second, the roads on Clearwater Beach are used for multiple, conflicting purposes. For the residential areas on Clearwater Beach and Sand Key, North Mandalay, Poinsettia, Coronado, South Gulfview and Hamden are sub-regional arterials which provide those areas with access to the City as a whole and the region. For central Clearwater Beach, the roads are local retail streets where residents and visitors access goods and services. And finally, these roads are the same roads used by visitors and tourists to access the Beach and be a part of the beach/tourism/entertainment scene. Unfortunately each of these user groups has different objectives and needs which often conflict with one another. For example, a resident on his or her way home from work is most interested in the shortest and quickest way home.

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At the same time, a local on the way to the hardware store is more interested in finding a convenient parking space. And, the visitor or tourist may be more interested in sitting in traffic and enjoying the Clearwater Beach “street theater.” However, each of these users – with their different and conflicting needs – are trying to use the same road network at the same time.

Barrier Island residents have different expectations and tolerance for traffic and parking delays

Resort beaches on barrier islands are unique places and it is not practical to expect them to function like other suburban landscapes. Indeed, throughout the nation traffic congestion is the norm for attractive accessible beaches – Cape Cod, Rehobeth Beach, the Outer Banks, Myrtle Beach – to name just a few. In other words, in most parts of the country, the special character of the amenity is generally accepted as outweighing the inconvenience of congestion. As a simple matter of fact, the same is evidently true in Clearwater Beach. People wait in traffic to get to the Beach because the value of the amenity, apparently outweighs the inconvenience of congestion and delay. The difficulty which arises is that those who live on the Barrier Islands have a different set of expectations and tolerance for delay.

Second, mobility on Clearwater Beach is not just a matter of traffic volume versus road capacity. Clearwater Beach is blessed or cursed, depending on one’s perspective, with a practically infinite demand for beach access. Clearwater Beach is one of the finest beaches located in a major metropolitan area in the world.

The City's ability to provide additional parking spaces on the Beach is finite.

The blessing relates to the economic benefits of this demand/supply in balance. The curse derives from the City’s finite capacity to provide parking spaces on Clearwater Beach. In other words, all the road capacity in the world is not going to provide an acceptable level of service if a significant amount of traffic has no place to go and is forced to search or wait on Beach roads, hoping for a parking space. While it is technically feasible to provide additional parking on Clearwater Beach, the reality is that large surface parking lots and parking structures are generally incompatible with the desired character of a quality resort beach community. South Gulfview – with almost 500 surface parking spaces actually constructed on the Beach -- is, in fact, a classic example of how the demand for parking at a highly attractive community amenity can diminish the character of the amenity itself.

Parking in the area is generally incompatible with the desired character of a quality resort beach community.

Third, Clearwater Beach is largely built out and there is no room for additional road lineage, even if it made sense to provide additional capacity.

In reality, the future of Clearwater Beach will be determined by how the City chooses to deal with the mobility issues on the Beach. If the City continues to rely upon the private automobile as the primary mode of transportation to and from and along Clearwater Beach, the City will be confronted with the Hobson’s choice of unimaginable peak season, peak day, peak hour traffic congestion or acres and acres of Clearwater Beach paved over to provide additional road capacity and off-street parking. Alternatively, if the City takes steps to promote or require the use of alternative modes of transportation, the City will confront America’s “love affair” with the private automobile, a

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confrontation which is almost always resolved in favor of Henry Ford's legacy, a circumstance which calls to mind one modern philosopher's perspectives on mankind's ability to confront its challenges.

More than any time in history mankind faces a crossroads. One path leads to despair and utter hopelessness, the other to total extinction. Let us pray that we have the wisdom to choose correctly.

Woody Allen

There are four elements of improved mobility on Clearwater Beach: 1) an efficient and attractive "arrival and distribution" system for traffic coming to the Beach; 2) a functional north-south road system; 3) the use of non-automobile forms of transportation, particularly for intra-Clearwater Beach trips; and 4) demand controlled by and limited by capacity.

Beach by Design contemplates that the City of Clearwater will: 1) improve the function of the road network on Clearwater Beach to the extent that is possible without diminishing the character of the Beach; 2) expand the use of alternative modes of transportation for intra-Clearwater Beach trips; and 3) ration automobile access to Clearwater Beach, at least during periods of peak demand. Beach by Design projects that the City will implement road network improvements, alternative modes of transportation and access rationing on the basis of the following principles:

- The City should improve the function of the north-south roads on Clearwater Beach as traffic ways and as commercial and residential addresses

- The City should establish a greenway/sidewalks/bike path/transit program for Clearwater Beach to provide pedestrian and transit access along South Gulfview and North Mandalay
- Individuals who live on the Barrier Islands and guests at resort units on Clearwater Beach should be given priority access to Clearwater Beach by private automobile during periods of peak demand
- Guests at resort units on Clearwater Beach should be encouraged to use a means of transportation other than the private automobile
- During periods of peak demand, the City should provide alternative means of access in the form of preferentially priced parking in downtown Clearwater and convenient transportation to the Beach
- The City should impose congestion pricing for off-street parking on Clearwater Beach during periods of peak demand
- When parking facilities on Clearwater Beach are fully occupied, the City should limit access to the Beach to individuals who live on the Barrier Islands or are guests at resort units on Clearwater Beach or Sand Key
- The City should design and construct road and parking improvements in the context of access rationing and to ensure that any such improvements do not adversely impact the resources of Clearwater Beach

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A. Arrival and Distribution

The intersection of Memorial Causeway and the North Mandalay Poinsettia Coronado north-south network on Clearwater Beach is the quintessence of the conflicts inherent in Clearwater Beach's multiple personality. At once, the intersection is the arrival and departure point for the economic lifeblood of the City's tourism economy – a tourist's first and last impression of Clearwater Beach – and Clearwater Beach's lifeline to the mainland. Historically, the intersection has been a choke point of epic proportions with peak day, peak season backups extending many miles to the east. The Clearwater Beach: Strategies for Revitalization identified the intersection as one of the five most important problems on the Beach:

1. Clearwater Beach Entry Sequence

This subarea serves as the approach and entry to Clearwater Beach. It allows the visitor and the resident to sense arrival to a unique, urbanized barrier island and offers first glimpses of the architectural character and social values of the community. Currently, views to the major assets of this sub-area (namely the Clearwater Municipal Marina, Pier 60 and its newly constructed family park, and the Gulf itself) are congested by visual clutter (in the form of signage and utilities), an outdated Civic Center, a small commercial venture, numerous surface parking lots, and unattractive commercial areas to the north of Pier 60 Drive. Non-coordinated signage and a complex system of right of way also confuse traffic.

In response to these conditions, Strategies for Revitalization recommended that the intersection be redeveloped in a way which would ensure a balance between traffic movement and creating a positive "entry experience." In response to a City Commission direction to accelerate the improvements to the intersection in advance of the new Causeway Bridge, the



*Strategies for
Revitalization
Proposed
Improvements*

preliminary design for the intersection was prepared and submitted to the City Commission in the fall of 1998.

The central element of the recommendation of Beach by Design for the intersection was a large, attractive Roundabout. Although the desirability of a roundabout like "St. Armands" was identified as an opportunity for Clearwater Beach during the Strategies' planning process, the graphics which accompanied the Plan indicated a "T" intersection with commercial/retail development along the north and south sides of the road. When the Strategies concept was evaluated, it became apparent that the capacity of a "T" intersection and the viability of street retail along Causeway Boulevard did not satisfy the objectives set out in Strategies. Various alternatives were examined and a large roundabout was identified as the most efficient intersection for the site which also could achieve the objective of creating a landmark entry experience. Although relatively rare on the west coast of Florida, traffic circles and roundabouts have been successfully used in many parts of the world to strike a balance between demands for traffic efficiency in areas which are aesthetically

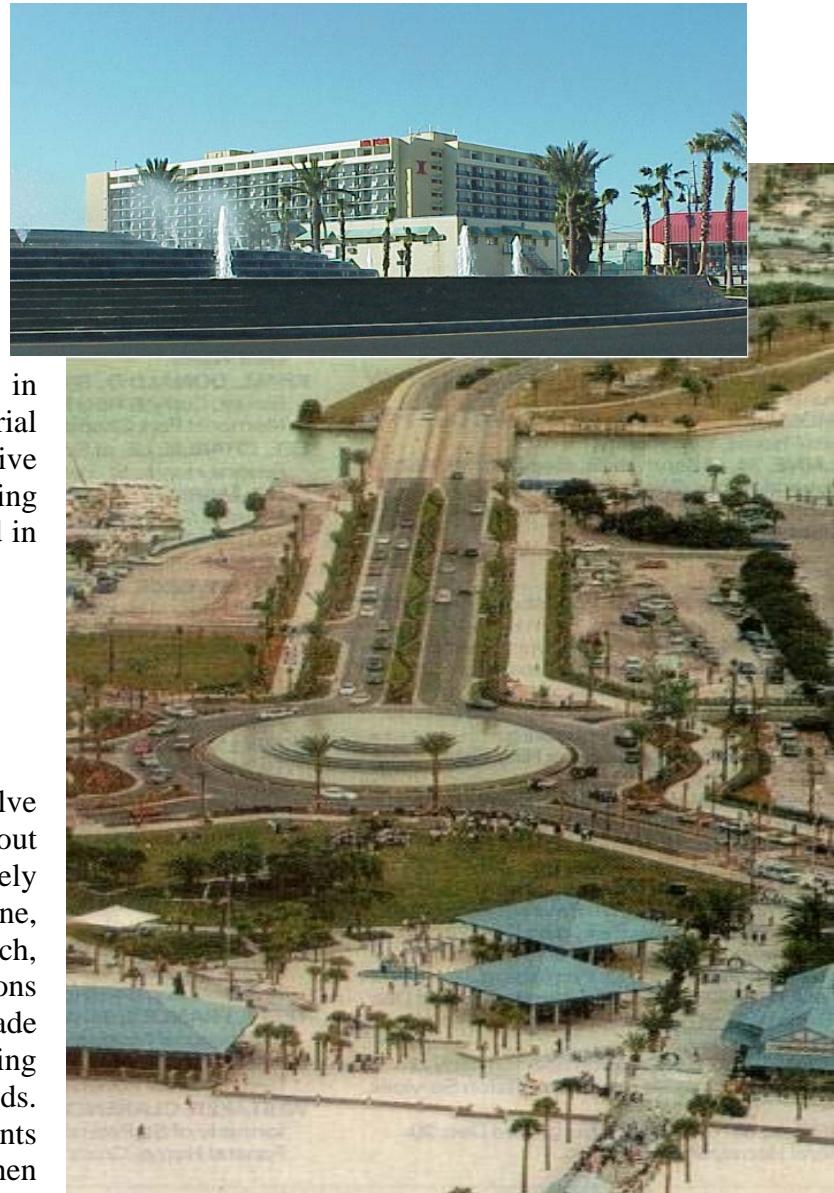
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important to a community. St. Armand's Circle in Sarasota and a roundabout on Camino Real at the entrance to the Boca Raton Hotel and Club are familiar examples of the use of the roundabout to strike a balance between the demand for traffic efficiency and community character. The only potential intersection design which provided greater capacity than the roundabout was a grade separated intersection which would have had a significant negative impact on retail uses along North Mandalay and the attractiveness of the entrance to Clearwater Beach.

The Clearwater Beach Roundabout, which was completed in December of 1999, reflects the imperative that the intersection of Memorial Causeway, Coronado and North Mandalay be both functional and attractive – carry high volumes of traffic and still be an attractive landmark welcoming a resident or visitor to the Beach -- an icon to be remembered, to be used in marketing the Beach as a quality place to live and visit.

The roundabout was designed to improved the function of the intersection by approximately 25%

The Roundabout is not, however, a “silver bullet” which will solve all of the City’s mobility problems on Clearwater Beach. The Roundabout was designed to improve the function of the intersection by approximately 25% over the existing condition. However, the Roundabout will not, alone, be able to solve all of the traffic problems which occur on the Beach, particularly during peak hours, peak days and peak season. All intersections have capacity limits and no intersection, short of multiple lane, grade separated interchanges can handle the volume of conflicting turning movements experienced on Clearwater Beach during peak periods. Thousands of vehicles try to get to the Beach at the same time that residents are trying to get to the mainland on the few peak season, peak days when Clearwater Beach plays host to international, national and regional overnight and day visitors.



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The existing intersection, whatever its character, is the “governor” on traffic movement to and from the Beach and contrary to popular opinion, is the primary cause of peak traffic congestion. By definition, an intersection with a capacity of 4,200 vehicles per hour can not provide an acceptable level of service when service demand exceeds capacity.

2. North of the Roundabout: North Beach

The primary north south street to the north of the Beach Roundabout is North Mandalay Boulevard which is the principal retail address on Clearwater Beach and is the only continuous north south collector which connects all of the areas to the north of the Beach Roundabout to the regional transportation system. Poinsettia and East Shore accommodate a modest amount of north south traffic as far as Baymont, but primarily serve as a diversion route in the event of afternoon congestion at the Beach Roundabout. Beach by Design contemplates that North Mandalay between Baymont and the new Roundabout should be redeveloped to make the street into a good if not great beach community, retail address. Ideally, North Mandalay, between the new Roundabout and Baymont, would be transformed into a retail street with wide sidewalks and parallel on street parking with the same character as Fifth Avenue in Naples, Atlantic Avenue in Delray or Worth Avenue in Palm Beach. The residents of Clearwater Beach, particularly those to the north of Acacia, however, are extremely concerned that a reduction in the number of lanes on North Mandalay will exacerbate what they believe is already intolerable traffic congestion.

Objective measures of traffic demand and capacity indicate that the service capacity for the residents is limited not by laneage of North Mandalay, but by the capacity of the intersection of Memorial Causeway, North Mandalay and Coronado. In other words, no matter how much capacity and no matter what the level of service which exists on North Mandalay, congestion, particularly peak hour, peak season, is the result of the capacity of the intersection. It does not matter whether North Mandalay has the capacity to carry 15,000 vehicles per day or 32,000 vehicles per day, traffic congestion will result if the capacity of the intersection with the Causeway is exceeded.



North Mandalay

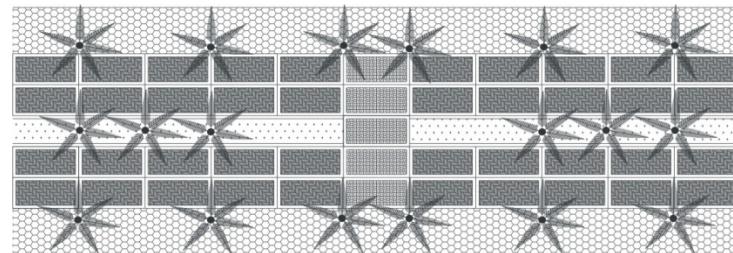
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The Roundabout has a capacity of approximately 4,200 vehicles per hour (up by 25% from the intersection it replaced). At the current time, traffic on North Mandalay has a peak of approximately 1,200 vehicles per hour. So long as traffic entering the Roundabout from Coronado and Memorial Causeway does not exceed 3,000 vehicles per hour, then traffic going to and from the residential area to the north of Acacia should not experience congestion. If, however, traffic to the Beach were to add more than 2,500 vehicles during a peak hour, congestion will occur, regardless of how many lanes exist on North Mandalay.

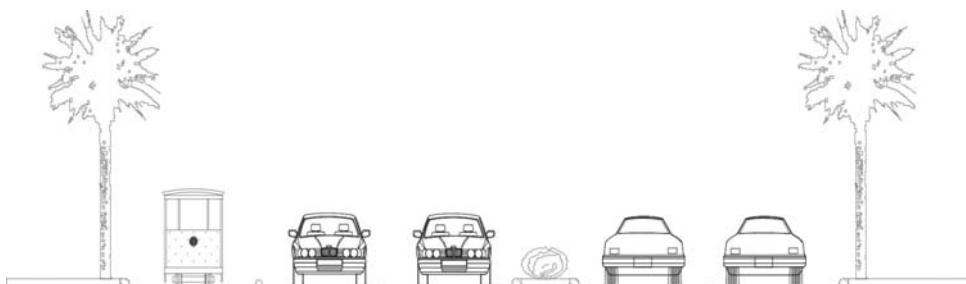
The City Commission has considered a series of alternatives for North Mandalay between the Roundabout and Baymont including 2, 3 and 4 lane configurations and including a changeable lane option where the parallel parking lanes would be used for travel during peak periods. The alternatives represented an array of balances between the character and the capacity of the street. The 2 lane configurations would allow for wide sidewalks, on-street parallel parking on both sides of the road and a generous, landscaped median.



In the 3 lane version, a bi-directional center lane replaced the median. Each of the 4 lane alternatives involved a compromise of the width of sidewalks, on-street parking or the median in order to accommodate two travel lanes in each direction. After extensive consideration of the alternatives, the Commission selected a 2 way, 4 lane cross-section with parallel parking on the western side.



Option of parallel parking (option peak period travel lane)



Proposed Improvement to North Mandalay

Beach by Design

3. South of the Beach Roundabout: South Beach

Mobility south of the Beach Roundabout is complicated by several factors including narrow roads, “back out” parking (much of it on public rights-of-way), access to beach parking facilities, through traffic to Sand Key, limited sidewalks, conflicts between through traffic and local traffic and conflicts between vehicles and pedestrians on South Gulfview. According to multiple traffic studies prepared for the City of Clearwater, adequate traffic capacity for the areas south of the Beach Roundabout, including Sand Key, means two relatively free-flowing lanes of capacity southbound and two free-flowing lanes northbound. At least two recent traffic studies have recommended that the area to the south of the Beach Roundabout be served by a set of one way pairs – two lane, one way streets, either Coronado and Gulfview or Coronado and Hamden.

A key element of Beach by Design is the transformation of South Gulfview into a local access street as a part of a great resort street/place. Unfortunately, the transformation of South Gulfview into such a place would further constrain the capacity of the road and would not be appropriate for non-local traffic. Consequently, Beach by Design focuses on improvements to Coronado and Hamden in order to improve traffic conditions south of the Beach Roundabout. There are several options, including the one way pairs recommended in the traffic studies, with Coronado one way south and Hamden one way north. One study evaluated Coronado and Hamden as unbalanced pairs with two lanes south and one lane north on Coronado and two lanes north and one lane south on Hamden. Alternatively Coronado could be widened to a three or four lane configuration. Each of these alternatives is problematic.



One way pairs are generally not popular with the public because of the perceived inconvenience of indirect access and because one way pairs tend to operate at higher speeds than two way facilities, one of the reasons why one way pairs are more efficient. Speed is particularly problematic because of the extensive “back out” parking along Coronado and Hamden. Practically all of the motels and other businesses along the east side of Coronado between First Street and Hamden currently have perpendicular parking which requires a driver to “back out” into the travel lane in order to depart, a movement which conflicts with through traffic movements. On the other hand the widening of Coronado to 3 or 4 lanes requires the removal of more than 153 parking spaces from public rights of way and eliminating parking for more than 23 motels on the east side of Coronado. In this context, Beach by Design is sensitive to several factors. First, while traffic congestion on Clearwater Beach is, at times, horrific, the reality is that serious and unmitigated congestion is episodic. Observations vary, but most studies conclude that unmitigated congestion occurs on approximately 40 days of the year and that during those periods, there are no engineering solutions. In addition, there are 100 to 160 days on which traffic congestion is more than an inconvenience, though it is not clear that traffic

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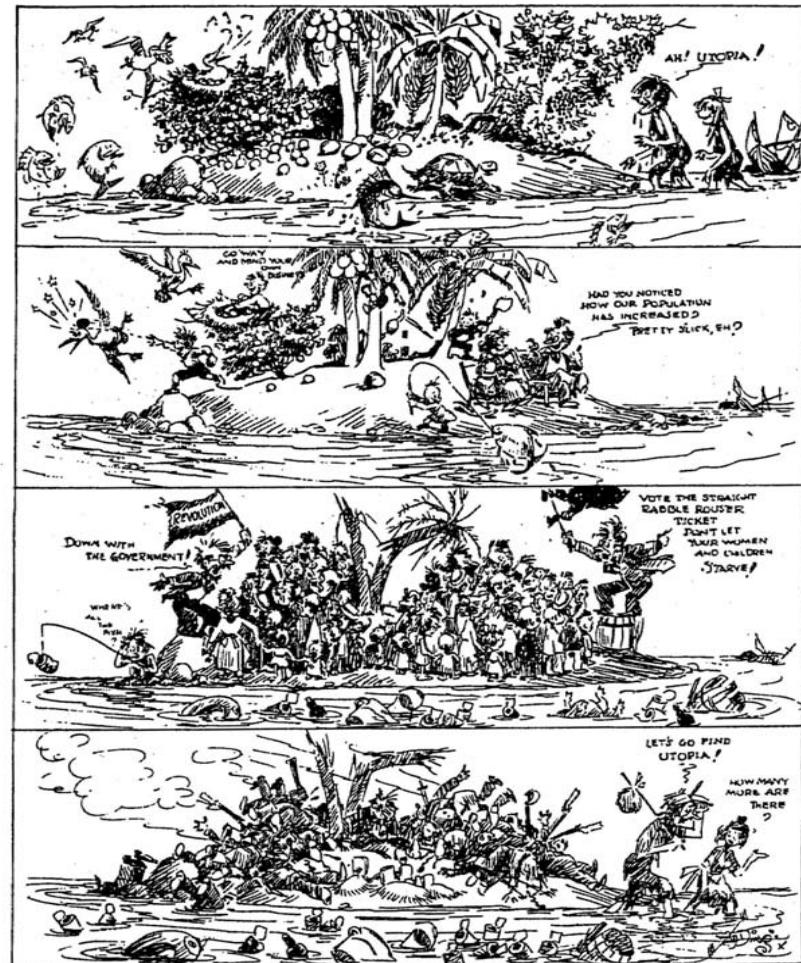
flows are substantially worse than those experienced in the vicinity of significant traffic generators and attractors like major shopping centers. In other words, Beach by Design is wary of a design standard which is calibrated to provide a high level of service for seasonal demands when road improvements diminish the character of a special resource like Clearwater Beach. That is particularly so because of the natural human tendency to fill whatever capacity is made available. The reality is that if roads are un-congested, trip making increases and vice versa.

Beach by Design favors community character definition improvements over pure engineering solutions to traffic and parking congestion.

Beach by Design resists a purely engineering solution to capacity demands to the south of the Beach Roundabout in favor of the community character defining importance of South Gulfview as a local street and place of special quality. In that context, any of the alternatives which have been suggested – one way pairs and unbalanced pairs on Coronado and Hamden and widening of Coronado – are preferable to the subordination of the character of Clearwater Beach to traffic needs.

In his book *In The Wake of the Tourist*, noted planner Fred Bosselman observed the natural human tendency to over use special places until the specialty, which was so attractive, in the first place is destroyed. Miami Beach, still a lush barrier island in the early 1940s, is a classic example of Bosselman's lament and warning to others – all the rage in the 50s and 60s and declared slum and blight in the late 70s. The City of Clearwater would do well to heed Bosselman's warning and avoid what the noted conservationist and political cartoonist Ding Darling so cleverly described as the "Outline of History." For the City of Clearwater and its citizens, there are no more utopias and the

vision of Beach by Design is to strike a meaningful balance between the competing interests which are served by Clearwater Beach. That means hard choices and real financial commitments – legacy decisions which will define the character of Clearwater



The Outline of History

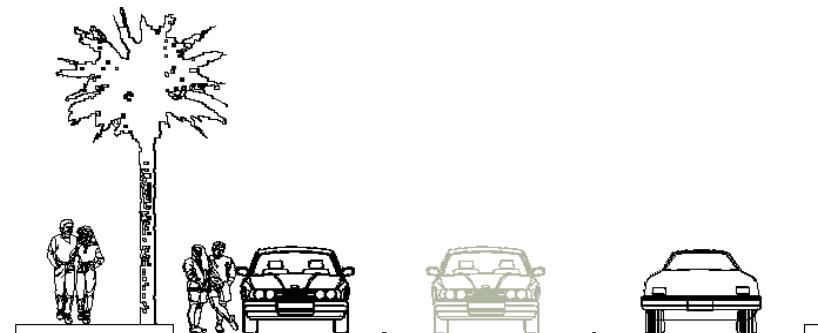
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Beach and its quality of life for generations to come. In the final analysis Beach by Design follows Strategies for Revitalization and seeks a balance between competing interests and values.

History shows that people tend to over use special places until the specialty which was so attractive in the first place is destroyed.

Ultimately, Beach by Design looks to Coronado to improve vehicular movement south of the Beach Roundabout. While the existing public right of way for Coronado is 60 feet, only 30 feet is currently paved and used for travel. The balance of the right of way is used for intermittent parkways and sidewalks and for off-street parking. Beach by Design proposes that Coronado be improved as a three lane road in one of the following configurations: 1) two lanes south and one lane north, or 2) one lane south, one lane north and one lane for median, turn lanes or to be reversible according to peak directional demand. Beach by Design proposes that the City improve Coronado by recapturing a portion of the public right of way which is currently used for parkways, sidewalk and off-street parking. To the extent practicable, the right of way should be reclaimed in a manner that minimizes the impact of the loss of off-street parking on those properties with no off-street parking other than the spaces located in the public right of way. Beach by Design proposes a 45 foot wide cross-section with three travel lanes, direction to be decided, and a 9 foot sidewalk on one side of the new cross section. It should be noted that the existing constraints at the intersection of Coronado and Hamden likely require that the cross-section taper to two lanes prior to the intersection. However, given that much of the congestion south of the Roundabout is generated by beach patrons, the demand should be diminished by trips which are diverted to new parking facilities in the area.

Although Beach by Design recognizes the demand for additional road capacity to the south of the Beach Roundabout, Beach by Design does not recommend that Hamden be improved to three lanes for several reasons. First, the utility of Hamden as a through traffic route will be affected by the extensive back out parking all along its length of the western side. Second, increase traffic speeds and volumes will further stress the small motels which line Hamden. Third, Hamden currently serves as primarily a local street and the quality of the small motels – some of which have established a boutique following – and the residential neighborhoods to the east are likely to be diminished by the conversion of Hamden into a through street. Finally, Hamden is a great, if unrealized address. More than a third of the road fronts on Clearwater Bay and if anything, Beach by Design recommends that Hamden be improved as a unique address which will justify reinvestment in the existing improvements along Hamden.



Proposed Improvement to Coronado

Beach by Design

B. Alternative Modes of Transportation

Unless the City of Clearwater opts to subordinate the character of Clearwater Beach to provide additional road capacity, e.g. one way pairs, widening two lane roads to four lanes and massive parking structures, the City has no choice but to induce a significant share of intra-barrier island trips to use alternative modes of transportation. There are four modes of transportation which are technically feasible for Clearwater Beach: pedestrian, bicycle, and transit.

1. Pedestrian

Clearwater Beach is a generally hostile pedestrian environment. Sidewalks are discontinuous or absent altogether throughout the Beach, and the few sidewalks that do exist are too narrow for a typical family to walk in any formation other than single file. The adjacent aerial photograph shows the sporadic location of sidewalks to the south of the Beach Roundabout and shows that there are many missing links in the system. Worse still, the sidewalks which exist are narrow, poorly maintained, rough concrete and largely unshaded – all attributes of good sidewalks. Most urban designers believe that sidewalks must be of sufficient width to allow groups of 2-3 people to walk abreast and to allow some persons to walk leisurely while others walk more quickly, a total of 10 feet or more. None of the sidewalks shown on the aerial photograph are ten feet wide. If the City of Clearwater wishes to promote pedestrianism as an alternative mode of transportation for intra-island trips, the City must create an attractive, comfortable and continuous network of sidewalks. It is not necessary that

The roundabout was designed to improved the function of the intersection by approximately 25%

sidewalks be provided on both sides of every road, but it is necessary that all portions of Clearwater Beach be served.



Beach by Design recommends that the City of Clearwater make a serious commitment to improving the pedestrian environment on Clearwater Beach. A central element of that commitment is the creation of Beach Walk, the proposed realignment and configuration of South Gulfview which contains a promenade, a bicycle/roller blade trail and a gulfront sidewalk.



Existing Side Walks South of he Roundabout

Beach by Design

In addition, the recommended improvements to Coronado include a continuous sidewalk from Hamden to Pier 60. In the vicinity of Pier 60 Park, Beach by Design proposes that sidewalks be widened on the west side of the realigned Coronado and that the beach promenade be extended to the Beach Pavilion from the northern terminus of South Gulfview. To the north of the Roundabout, the opportunity for significant pedestrianism is dependent on the width and character of the sidewalks which are included in the improvements to North Mandalay. Assuming that North Mandalay is a four lane facility, there are very limited opportunities for improved sidewalks. To the extent the City participates in any redevelopment in the area between the Beach Roundabout and Rockaway, the City should make every effort to obtain additional right-of-way in conjunction with redevelopment so that at least one sidewalk of at least 14 feet in width can be constructed between North Beach and the Pier 60 Park. The sidewalk system in the Clearwater Pass District should also be enhanced and connected with Beach Walk.

In addition to improving the pedestrian environment on Clearwater Beach, it is critical that the beach pedestrian network be fully linked to Downtown. The potential for connecting the Pinellas Trail to the Memorial Causeway and linking it to the beach network should be pursued.

2. Bicycles

Bicycling is a natural transportation alternative in a resort community. In many resorts, visitors rent bicycles as a means of touring and transportation and consider cycling as a part of the vacation experience. Unfortunately, there are no meaningful paths for bicycles on Clearwater Beach. Along Coronado, for example, a bicyclist has no choice but to compete with cars for what are relatively narrow travel lanes. If the City of Clearwater wishes to promote bicycling as an alternative mode of transportation, the City needs to install convenient and safe

pathways and racks for secure storage at key locations. Many communities in much less comfortable environments have substantially increased use of bicycling for entertainment, shopping and recreation trips by providing generous facilities for cyclists.

3. Intra-Beach Transit

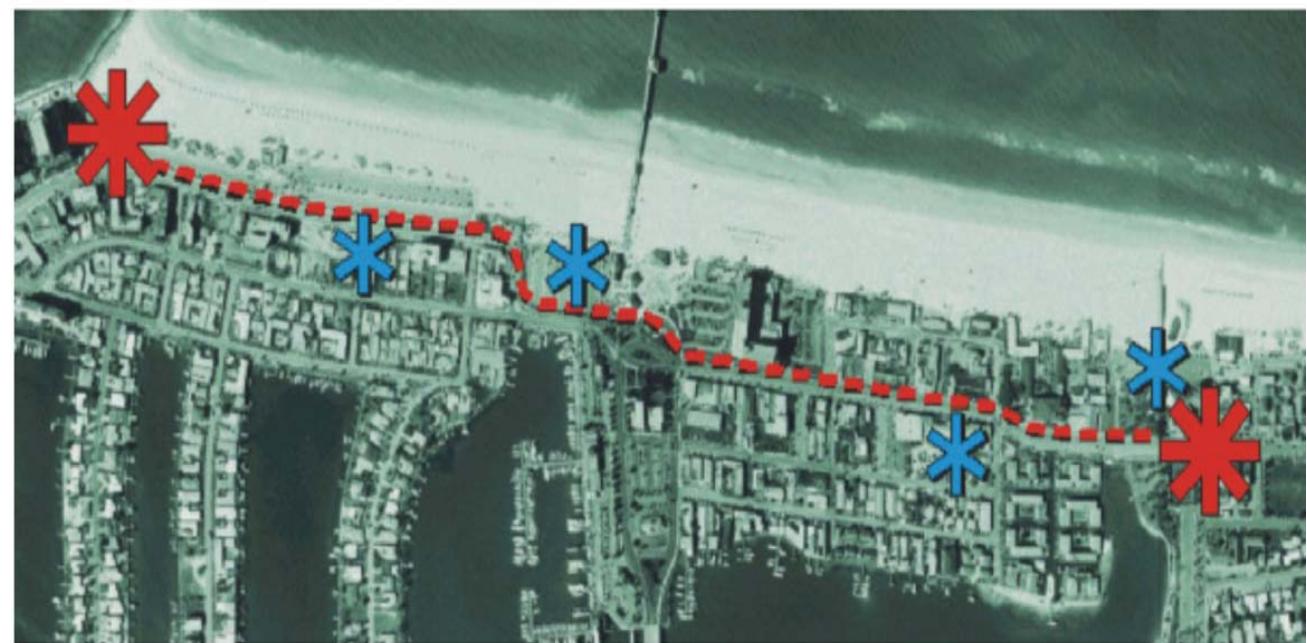
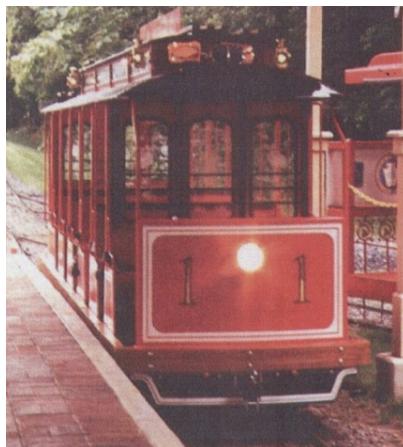
Transit is yet another option for intra-barrier island movements. Technically, the Jolly Trolley qualifies as transit, however, its operations are more akin to an amenity, than a form of transportation. Transit is generally unpopular in the United States and perceived to be ineffective and unaffordable. Nevertheless, transit could be a meaningful alternative means of transportation if: 1) the movement of transit vehicles is not affected by traffic congestion; 2) the facilities have relatively short head ways (delays between vehicles); 3) the vehicles are attractive and comfortable; 4) grants-in-aid can be obtained for capital costs; and 5) the cost of operation is funded on a comprehensive basis.



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Beach by Design recommends an intra-island transit system to carry passengers between the public parking lot at Rockaway and the parking lot immediately to the north of the Adams Mark. The proposed transit system would be relatively slow moving vehicles, moving at 6-10 miles per hour – rubber wheeled or narrow gauge trolley – along a fixed guideway. The adjacent aerial photograph shows the general location of the proposed guideway and the location of existing or proposed parking facilities.

There are three reasons for a fixed guideway. Most importantly, if the transit vehicle uses the public roads which are clogged with traffic, the vehicles will not be a meaningful alternative to the car. Second, pedestrians and vehicles, even slow-moving vehicles, do not mix well unless they operate in a defined area which is specially designed – urban plazas pavers and pedestrians with the right of way force vehicles to accommodate pedestrians. In addition, fixed guideways alert pedestrians to the presence of transit vehicles, even when they approach from the rear of a pedestrian – when the vehicle honks its horn, the pedestrian knows where the



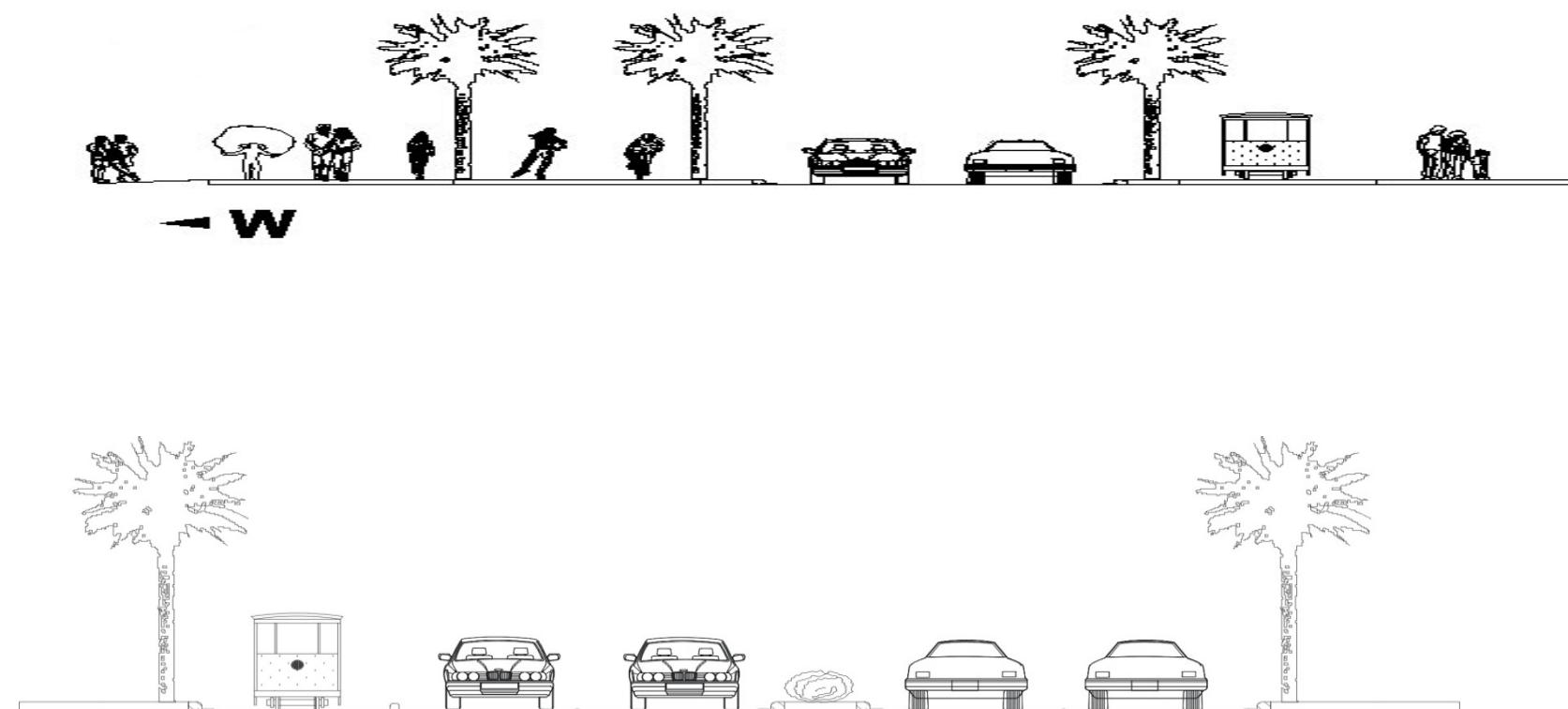
vehicle will be when he looks around. Moreover, the proposed transit system is contemplated to operate in tandem with increased pedestrian activity. In other words, a family staying at the Adams Mark might decide to go to Pier 60 Park or City Marina. They could, if they prefer, wait at the Adams Mark parking lot until the next transit vehicle arrives, or in the alternative, they could start to walk to the Park or Marina along the fixed guideway, expecting to get on the next north bound vehicle. If the vehicle is delayed or they stop along the way, they have nevertheless been converted from a potential car trip into an alternative mode of transportation.

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To the south of the Beach Roundabout, it would be relatively easy to accommodate a transit guideway in the proposed South Gulfview re-alignment. Assuming two way movements along a single lane, i.e. use of lay by areas for passing vehicles, a guideway of approximately 10 feet in width is all that would be required.

Near the Beach Roundabout, the guideway could easily be located between the Beach Roundabout and Pier 60 Park.

To the north of the Beach Roundabout, the alignment is far more difficult. The following shows one alignment which is theoretically popular with four travel lands. This alternative assumes that the Pelican Walk garage is constructed prior to or contemporaneously with the implementation of transit. The guideway could be located on the west side of North Mandalay where parallel parking is currently contemplated. Depending on the number of lanes which were provided, the introduction of the guideway along North Mandalay would restrict the width of the sidewalks which could be included. Beach by Design recommends that North Mandalay should be narrowed to two wide travel lanes which would accommodate generous sidewalks on both sides, one lane of parallel parking, a 6 foot landscaped



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median and a fixed guideway. To the north of the signal at Baymont, there is substantial right of way which could be used to accommodate the guideway.

Headways are critical to the effectiveness of transit. If the wait for a vehicle is too long, the user will not rely upon the service and will use other means of travel. This is particularly true where the trip (here intra-barrier island) is relatively short. There are no studies of required headways for a resort setting; however, the general rule of thumb for transit systems indicates that a headway of no longer than 10 minutes is desirable if the user is to be able to rely upon the service in making a mode choice. Beach by Design recommends that the transit system be designed with 5 minute headways during peak periods of demand. Assuming an average effective speed of five miles per hour (taking into consideration frequent stops), the trip from the Adams Mark would take approximately 12 minutes. In order to provide 5 minute headways, assuming a 5 minute turn around at each end of the trip, the system would require 5 vehicles to be operating during peak periods. At this level of operation, assuming 20 passengers per vehicle and an average trip of 2,500 feet, the system could service in excess of 10,000 passengers a day.

C. Access Rationing

Beach by Design recommends that the City confront the reality that as long as Clearwater Beach is easily accessible, it

The City needs to confront the reality that Clearwater Beach is accessed by far more persons and vehicles than the current mobility system can handle.

The City needs to assure that the residential lifestyle in the Barrier Islands is preserved and enhanced.

will be accessed by far more persons and vehicles than the system can handle, no matter how many lanes of travel are created or how many parking garages are constructed. Beach by Design recommends the City implement relatively radical access rationing measures during the 40 or so peak days when the volume of cars seeking to gain access to the Beach overwhelms the system, resulting in mile plus long traffic queues. Beach by Design also recommends that the City consider less radical measures during the additional 100+ days where congestion is substantial.

1. Residential and Guest Priority

Access to Clearwater Beach implicates a number of interests which should be served by the City's beach access system. Assuming that the City wishes to strike the balance between the Beach as a tourist destination and residential area as prescribed in Strategies for Revitalization, Beach by Design recommends that the City ration access to the Beach during periods of peak demand. First, those who live on the Barrier Islands represent a fiscal benefit to the City; that is, they pay more in taxes than they demand in services. Equally important, Clearwater's attractiveness as a business location is, as is every other city in Florida, directly related to the availability of accessible, high quality housing with a premier quality of life. As a result, the City has a fiscal interest in ensuring that the quality of the Barrier Island residential lifestyle is preserved and enhanced,

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if possible. Second, resort guests are the lifeblood of the City's tourism economy. They contribute indirectly through the property taxes the resorts pay and directly through bed taxes and the millions of dollars which are spent in the City during their stay. The care and comfort of these visitors must be a priority if the City is to continue to be successful in what is an increasingly tourism economy. Concurrently, those who provide services to the City's tourism patrons need convenient and affordable access to Clearwater Beach, coincidentally and most importantly, just when the Beach is experiencing peak traffic demand. Finally, those citizens who are willing to use transit to access the Beach should be rewarded with priority access to the Beach.

Beach access during 40 peak days should be rationed. Barrier Island residents and hotel guest should have an express lane to the Beach.

2. Access Rationing By Controlled Access Lanes

Beach by Design recommends that access be rationed during the 40 peak days by essentially dividing the Memorial Bridge and Causeway into two roads – one for residents, hotel patrons, business owners and employees and transit and one for all other vehicles. The northernmost east bound lane on the Causeway would be restricted to priority drivers and the southernmost would be available for all other vehicles. The substance of the proposed rationing is relatively simple – those who live or work on the Beach and those willing to park downtown and take transit to the Beach should have an express lane to the Beach. Those who prefer to go to the Beach in their private automobiles may continue to do so by doing what they do now – waiting in traffic for their turn. The difference, of course, is that those who live and work on the Beach and those who opt to access the Beach by transit are no longer held captive by those

who prefer to go to the Beach on their own terms. And if non-resident, non-owner, non-employee, non-hotel guest persons wish to get to the Beach without standing in line, they have the option of using transit.

While rationing generally constitutes an intervention in the market, the rationing system proposed by Beach by Design, reinforces the market because it puts all users on equal footing given their interest in the Beach and tolerance for congestion and makes the choice of transportation mode a practical and meaningful choice.

Priority access should not be given to commercial vehicles. Commercial trade and deliveries should be made at times which do not conflict with peak traffic congestion.

Beach by Design does not recommend that commercial vehicles be given priority access for two reasons. First and foremost, a barrier island is a unique place and the commercial trade needs to make deliveries at times which do not conflict with peak traffic congestion. That is how commerce is practiced in tourism markets all over the world and there is no reason why commercial practices can not be conformed to the reality of access to Clearwater Beach. Second, delivery trucks are least nimble in stop and go traffic and their presence during peak demand periods is nothing more than an invitation for accidents and frustration.

During the 100+ additional days when traffic congestion is significant, Beach by Design recommends that the City either implement controlled lane access (similar in concept to a high occupancy vehicle lane) or impose congestion pricing on access to the Beach road network. Congestion pricing has come into vogue in recent years as transportation service agencies have sought to

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balance the competing demands for travel capacity.

Controlled lane access or traffic congestion pricing should be implemented during the 100+ additional significant traffic congestion days.

Some congestion pricing systems are relatively simple, like those islands where frequent users pay a steeply discounted toll (usually in the form of commuter passes or discount books) and infrequent users – those who contribute to peak period demands) who are required to pay a toll that may be 10 to 20 times the commuter rate. Other congestion pricing programs involve differential tolls for all vehicles as a means of encouraging drivers to make trips at times other than peak periods of demand. Where afternoon congestion is predictable, tolls are higher during the afternoon than in the morning. Many communities practice congestion pricing indirectly through parking fees, though this method of fee collection is somewhat inefficient because it does not capture those drivers who go to the Beach to just look around.

D. Transit from Downtown to the Beach

Beach by Design recommends that the City implement a transit program to carry visitors to and from Clearwater Beach and, potentially, to link with the proposed intra-beach transit system. Assuming that the City implements access rationing and that priority access is available to transit vehicles, it is very likely

The City needs to implement a transit program to carry visitors from downtown to the Beach.

that transit will become a viable alternative for beach access, whether by ferry, trolley, light rail or rubber-wheeled vehicle.

There are manifest reasons why transit makes sense for Clearwater. First, accommodating cars on Clearwater Beach is problematic – asphalt and parking garages diminish the character and quality of the beach experience for residents and visitors alike. Second, making downtown an embarkation point for Clearwater Beach would be a tremendous benefit to downtown businesses. Moreover, it would allow the City to justify support of downtown parking garages as being of multiple benefit to the community at large. Third, transit makes more efficient use of public facilities. Finally, implementation of transit access to the Beach would elevate public respect for the Beach to a level the natural resource deserves and does not now receive.

E. Transit Between the Barrier

Recently the Pinellas Suncoast Transit Authority (PSTA) established Trolley service between Sand Key and Pass-A-Grill. Beach by Design recommends that the City work with PSTA to extend the route to Clearwater Beach. This could accommodate transportation needs of visitors and residents alike from the other Pinellas County beach communities and potentially link with the proposed intra-beach transit system.

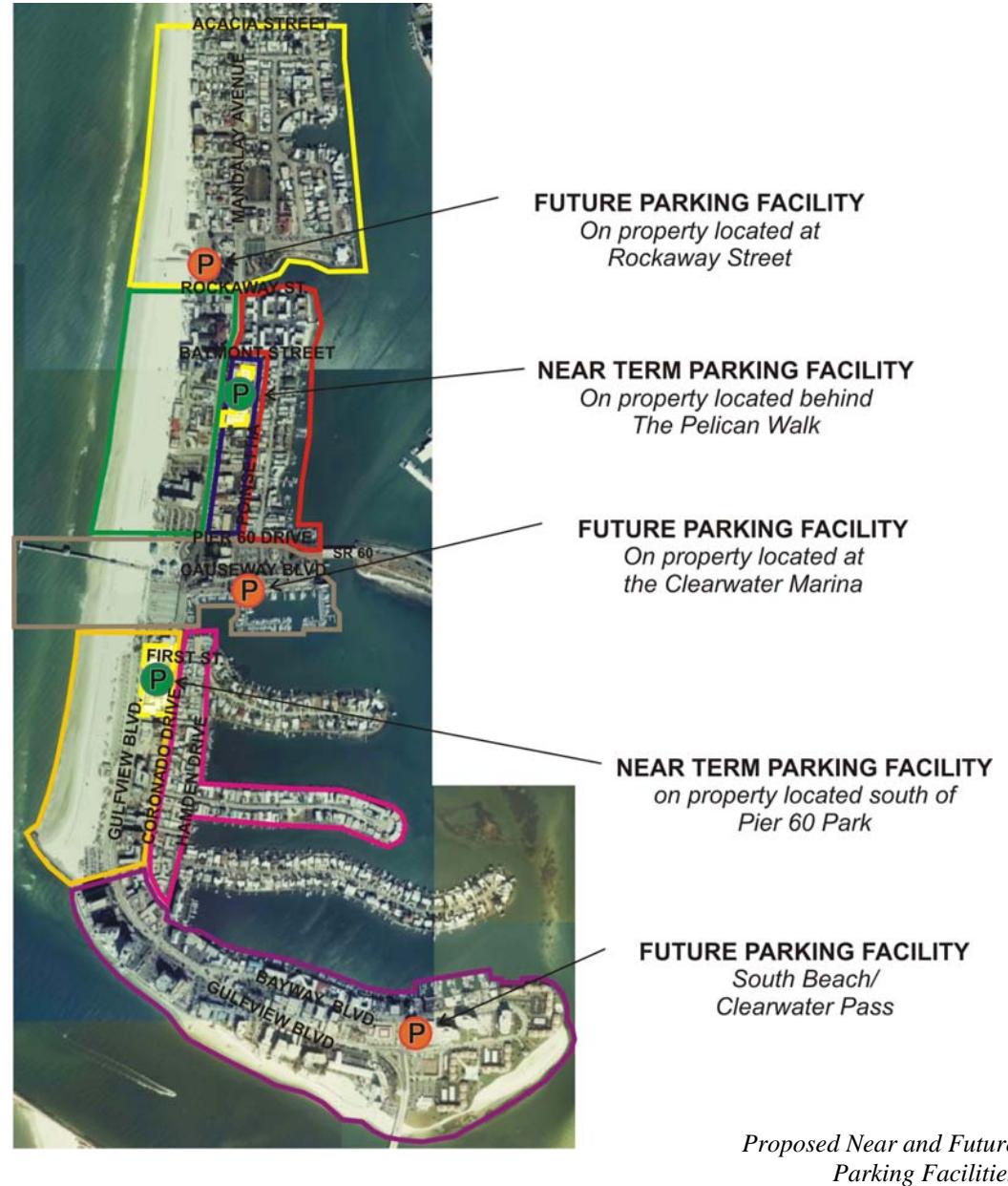


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IV. OFF-STREET PARKING

The extraordinary character of the Beach is both a blessing and a curse to the City and its residents. As one of the “best” beaches in the world, Clearwater Beach is a popular destination for tourists and day visitors. As one of the “best” beaches in the world, Clearwater Beach attracts tens of thousands of tourists and day visitors who want to park as close to the Beach as possible. On peak days when preferred parking facilities are filled, drivers searching for a parking space queue up in the street and exacerbate an already congested road network. At the same time, other drivers cruise from location to location in the hope of finding a parking space, adding to congestion, already intolerable to residents and visitors alike.

Off-street parking was identified as a key issue in Strategies for Revitalization for several reasons. First and foremost, Strategies for Revitalization recognized the need for additional parking spaces to serve peak day, peak season demand. Second, Strategies for Revitalization identified the cost of structured parking as a substantial disincentive for community redevelopment and additional off-street parking as a key to revitalization. Third, many of the existing improvements on Clearwater Beach are non-conforming in terms of off-street parking, a fact that limits the potential revitalization of existing properties. Finally, Strategies for Revitalization called for the removal of the surface parking lots to the west of South Gulfview as a part of a strategy to transform South Gulfview into an attractive beachfront address.



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Clearwater Beach is currently served by 3,535 public parking spaces. On peak days during the season and on holidays, literally tens of thousands of cars come to the Beach and there is insufficient parking to accommodate all of the visitors to the Beach. The provision of additional parking is, however, complicated by a number of factors. A primary concern is the ability of new garages to generate sufficient revenues to service debt incurred to construct a garage when projected parking demand shows that additional spaces will generate no revenue on approximately one half of the days of every year. While there is obvious demand for as many additional parking spaces as possible on the 40 or so highest peak days of the year, and some additional need during the next highest 140 days of the year, there are already enough spaces on Clearwater Beach to meet parking demand during the balance of the year. As a consequence, net parking fees from only 180 revenue days must be sufficient to service the debt incurred to construct the garage. Moreover, occupancy data collected by the City for its parking facilities on Clearwater Beach shows that the further a parking space is from the Beach, the less likely the space will be occupied, even during periods of peak demand. Equally important, parking garages are large, massive structures which are not naturally compatible with the special character of a resort beach. That is particularly true where land has previously been subdivided by a fine grain network of local roads.

Strategies for Revitalization proposed removal of the surface parking spaces to the west of South Gulfview, with the exception of the surface lot immediately north of the Adams Mark, and the construction of parking garages in the blocks between South Gulfview and Coronado and Coronado and Hamden. However, the cost of land assembly – acquiring existing income producing hotel rooms – increases the cost per parking space to a level which is not reasonably supportable by parking revenues, particularly where the parking spaces are

relatively remote from the Beach as was proposed in Strategies for Revitalization.

Approximately 400 parking spaces are to be relocated. In addition, available data and a parking study conducted for the City indicates that at least 400 additional parking spaces are needed to meet existing parking demand during the 200+ days of highest parking demand on the Beach. If the North Mandalay corridor is upgraded and the uses along the corridor flourish, additional parking of 200 to 400 additional spaces would be required. The timing of the North Mandalay garage will be influenced by the extent to which on-street parking is available after North Mandalay is improved.



*Relocation of
Beach Parking*

Beach by Design contemplates at least two additional parking facilities on Clearwater Beach and additional garages if and when additional demand arises in the form of community revitalization. The first two garages – one to the south of Pier 60 Park and a second on the surface parking area behind the Pelican Walk specialty retail center – are programmed to be constructed as soon as practicable. Beach by Design recommends that the additional parking garages be constructed on a self-financing basis – that is debt service is covered by net parking revenues. Additional garages, e.g. a garage on the underutilized land at Rockaway and the other between South Gulfview and Bayway in

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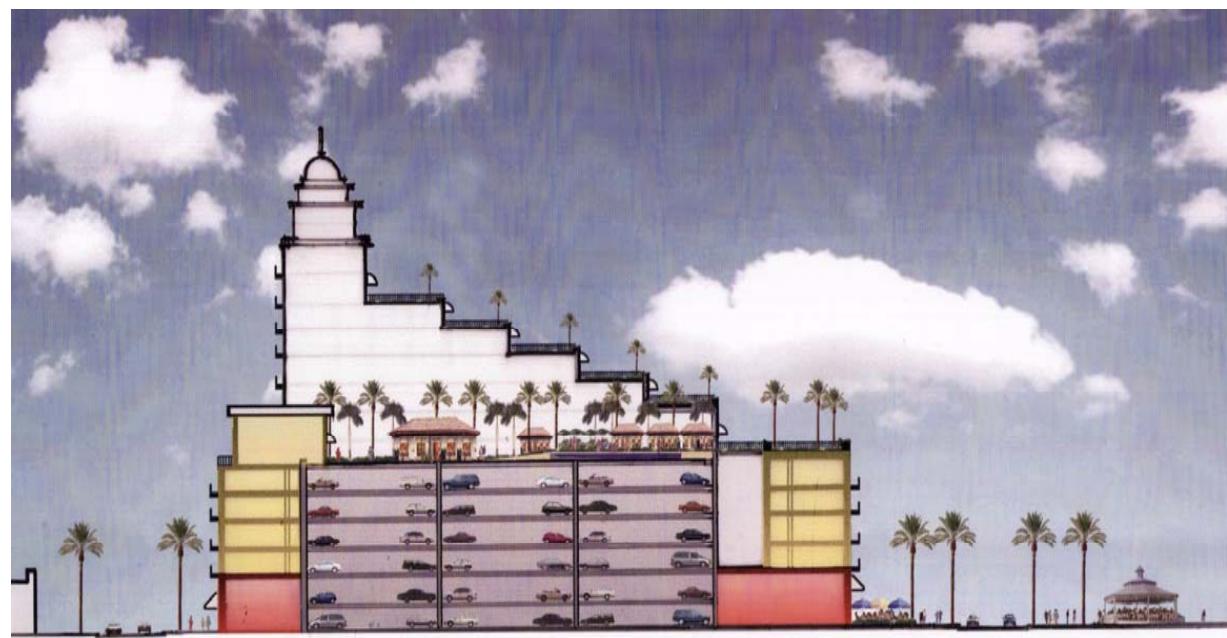
the Clearwater Pass District – would be constructed when economically feasible, as demonstrated by occupancy rates in existing facilities or where a garage is required to support a significant redevelopment/revitalization initiative.

A. South of Pier 60 Park Parking Garage

The exact location of the additional parking garage to the south of Pier 60 Park is dependent on a number of variables including the willingness of private property owners to cooperate with the City. The City Commission has previously approved the concept of a very large garage to be constructed on the Pier 60 parking lot and the Days Inn property. The concept involved the acquisition of the Days Inn property, the closure of the east-west leg of South Gulfview and the possibility of 150+ hospitality units to be constructed as a part of the project. The primary justification for the inclusion of the Pier 60 parking lot in the project was the cost advantage, because the land is currently owned by the City and used for parking purposes, outweighed the visual impact of a parking garage on the Beach. Moreover, the cost implications of land already owned by the City avoided the question of whether a hospitality component was economically feasible. In contrast, other sites where the City would have to acquire all of the land was either contingent on a hospitality component to help defray the cost of assembly or infeasible.

Subsequent to the Commission's action, an alternative parking garage proposal has been advanced by the private sector. The alternative involves the construction of a parking garage on an assembly of land on both sides of 3rd Street

between South Gulfview and Coronado. The proposed garage would be a part of a vertically mixed use project and would make at least 500 parking spaces available to the City. Beach by Design is relatively indifferent as to the precise location of the garage so long as the parking spaces are located within a reasonable walk from the dry sand Beach. The alternative parking garage proposal is explicitly contingent on a municipal commitment to transform South Gulfview into a great beachfront place by improving South Gulfview as a great street or simply closing the road to traffic. The principal advantage of the alternative garage location is that a parking garage will not be constructed on the Beach on the Pier 60 parking lot between Coronado and the Beach proper. The principal disadvantage of the alternative garage is that it may not provide sufficient parking spaces to accommodate the relocation of spaces the each proper to the west of South Gulfview and increase the inventory of beach parking by 400 additional spaces.



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Hamden could be vacated in order to consolidate land and create a waterfront parcel. Vacating a portion of Hamden would not impede traffic flow but actually traffic calm this area of South Beach and enhance the residential character of the Devon and Bayside cul-de-sacs. Analysis of the traffic impact of this alternative would have to be conducted. This option also is workable without the vacation of Hamden.

B. Pelican Walk Garage

The Pelican Walk Garage, to be constructed on the existing surface parking lot on the Poinsettia side of the property, is conceived to provide additional convenient and secure parking for North Mandalay and the Retail and Restaurant District and to compensate for the possible loss of on-street parking as a part of the improvement of North Mandalay. In addition, the garage is anticipated to be a catalyst for the revitalization and expansion of existing improvements in the District.

The size and the timing of the Pelican Walk garage will be dictated by the ability of the garage to pay for itself and the extent to which individual property owners are willing to participate in some sort of public/private partnership. While

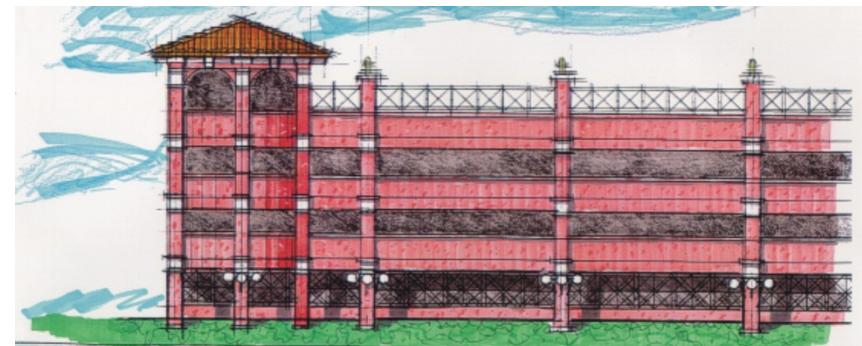
Another possible location for a garage south of Pier 60 exists in the vicinity between Coronado and Hamden and between Third Street and Brightwater. This area presents an opportunity for a garage with a residential component. A portion of

several properties like Heilemans and the Clearwater Beach Hotel have an apparent need for additional parking, particularly during the season, total demand for additional spaces is not, at this time, sufficient to support the debt necessary to construct the garage. A recent parking demand study indicates that the garage might actually generate sufficient revenues to support debt service if the garage is successful in attracting beach patrons to the garage, but that even then, the net revenues would be insufficient to meet bond coverage requirements that projected revenue equal to 140% of debt service. Additional development or revitalization along North Mandalay or property owner participation in the garage would be necessary if the garage is to be financed exclusively on a revenue basis.



PROPOSED LOCATION

*Proposed
Improvements
Pelican Walk Garage*



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There are two alternative conceptual designs. The first is a four level garage which would be limited to the Pelican Walk parking lot. The second is a more comprehensive (and shorter) garage which would extend along Poinsettia to the southern boundary of the City's surface parking lot between Eckerd's and Heilmans. This garage would require that the Eckerd's surface parking lot between the Eckerd's building and Poinsettia be acquired for the garage project. The first alternative is a simpler project involving a single property owner who has already indicated a willingness to work with the City. The second alternative involves two property owners, one of which may or may not be cooperative. The first alternative, however, is isolated from North Mandalay and would be accessible only from Poinsettia. In contrast, the second alternative could be accessible from both North Mandalay and Poinsettia, enhancing use by visitors to North Mandalay and in peak period, beach goers.

C. Rockaway Garage

An additional parking garage site has been identified on underutilized land on the west side of North Mandalay to the south of the fire station between Rockaway and Bay Esplanade. The site is owned by the City so that only the cost of the structure would have to be paid for by parking revenues. The site, however, is relatively remote from the center of beach activity and is of little value in relocating parking from the South Gulfview beachfront. As a result, the Rockaway garage is considered a long term option in the event that the Pier 60+ garage and the Pelican Walk garage are insufficient to meet future parking demand on the northern part of the Beach.

D. Clearwater Pass District Garage

The revitalization and expansion of the hospitality uses in the Clearwater Pass District is limited by the availability of off-street parking. In the event that sufficient demand for additional off-street parking justifies a garage with at least 400 spaces, the City should participate in land assembly and revenue financing, provided that the principal beneficiaries provide economic assurances that the proposed garage will operate on a break-even or better basis.

E. Clearwater Marina Garage

In the event that additional surface parking is displaced from Clearwater Beach and no other public or private land is available, an alternative site for a garage is the existing Clearwater Marina surface parking lot. Alternatively, this site could accommodate a garage in the event some portion of the Pier 60 surface parking is utilized to enhance recreational opportunities.



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V. CATALYTIC PROJECTS

In community redevelopment momentum is everything. The economic and aesthetic trajectory for Clearwater Beach has been insistently downwards for many years, notwithstanding the individual efforts of many property owners and businesses. That trajectory has momentum which needs to be overcome in order to achieve the objectives of Strategies for Revitalization. The Beach Roundabout has started the reversal of the Beach's prospects, as will the new parking garages and the improvements to North Mandalay and Coronado. More is needed, however, if the City is to be truly successful in transforming Clearwater Beach into a beach community which strikes a meaningful balance between the Beach as a place of residence and as a successful tourism destination. In many, many redevelopment areas, one or more development projects – often public/private partnerships – are the pioneering projects that reverse the general economic trend of the area and serve as catalysts for reinvestment and revitalization. Beach by Design includes several catalytic initiatives in addition to the Beach Roundabout to create a positive sense of momentum for Clearwater Beach.

A. North Mandalay Resort Development

Strategies for Revitalization identified the land between the Hilton Hotel and the Clearwater Beach Hotel as a priority redevelopment opportunity. The land is unique in that it is located between two of the major hotel properties on Clearwater Beach and fronts on North Mandalay, the closest thing to a retail street that exists on the Island. Strategies for Revitalization anticipated that redevelopment in this area, together with the existing hotels, would create a critical mass of economic activity that would be able to generate support for businesses and restaurants on the Beach.

During the preparation of Beach by Design, a well-known Pinellas County residential developer approached the City in regard to a possible redevelopment project on Clearwater Beach. The developer indicated that he was impressed with the City's new land development regulations, and the City's commitment to the revitalization of Clearwater Beach as evidenced by the City's decision to create the Beach Roundabout. The developer proposed to develop a residential condominium on an assembly of lands located between Papaya and San Marcos to the west of North Mandalay,. The proposed site was in an area identified in Strategies for Revitalization as a primary redevelopment opportunity area. The City worked with the developer in an unsuccessful effort to complete assembly of the land along North Mandalay and entered into an agreement in regard to certain improvements to North Mandalay.

Construction of Mandalay Beach Club was recently commenced. The project is comprised of two towers of 13 and 14 stories which are oriented towards the Gulf of Mexico. Off-street parking is provided in a garage which serves as the building pedestal. By all apparent measures, the project has been very successful and has stimulated substantial investor/developer interest in Clearwater Beach as a desirable redevelopment location.



Mandalay Beach Club

Beach by Design

B. Community Redevelopment District Designation

While improving the function and character of the public realm – streets, sidewalks, public facilities and off-street parking – on Clearwater Beach will substantially improve its apparent economic vitality, experience demonstrates that private investment does not necessarily follow public investment. In most successful redevelopment/revitalization efforts, one or more catalytic projects have been used to accelerate the pace of investment in redevelopment and revitalization, usually large scale public investments like aquaria. In part, the need for catalytic projects is a result of many years of market dis-interest because of declining fortunes. Most importantly, however, is the added economic risk of being the pioneer in recognizing an emerging market. It is always easy to attract investors after the pioneer has demonstrated the viability of the market.

1. Destination Resort Density Pool

The situation on Clearwater Beach is complicated by a number of additional factors. The existing regulatory regime limits density on the Beach to 40 hotel units per acre. In order to justify the cost of demolishing income producing improvements (no matter how modest), new resort development would require a significant increase in density above 40 hotel units per acre. Depending on the discount rate and the current economic performance of the existing product, the gross cost of acquisition and demolition of existing units ranges from 2 to 4 times the per room cost which a quality resort hotel developer could afford to pay. Finally, much of the obsolescence of Clearwater Beach is attributable to the lack of resort facilities with a full range of on-site amenities. Several of the better hotels on Sand Key and Clearwater Beach operate as “destination resorts,” however, even those resorts lack many of the amenities that are available at better hotels in other markets with which Clearwater Beach competes.

*Proposed
Community
Redevelopment
District
Designation
Area*



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The economics of destination resorts are such that, except in very exotic destinations, they require a certain critical mass of rooms in order to support the high cost of quality improvements and amenities. Industry sources indicate that 200 to 250 rooms is a practical minimum for the number of rooms which are required to create a successful, highly-amenitized destination resort. For Clearwater Beach, that means an assembly of 6.25 acres of land is required under the existing regulatory regime of 40 rooms to the acre, a land area which is all but impossible in the redevelopment/revitalization context.

To overcome these constraints Beach by Design contemplates the development of a small number of catalytic resort projects which would reposition Clearwater Beach and serve to re-establish Clearwater Beach as a quality, family resort community. The concept involves at least one additional resort to the south of Pier 60 Park to serve as a catalyst for the revitalization of South Gulfview and, possibly, an additional resort facility in the North Mandalay resort district. These resorts would be designed to serve as highly-competitive, fully-amenitized resorts which would effectively reposition Clearwater Beach in terms of the quality of the Beach as a tourist destination. Once Clearwater Beach is re-positioned as a destination, Beach by Design anticipates that the general strengthening of the market will make it economically feasible to revitalize and upgrade the smaller tourist units on the Beach as a more affordable option for what will then be a significantly upgraded tourism destination.

In order to stimulate the desired catalytic resort projects, Beach by Design establishes a limited Destination Resort Density Pool of 600 additional hotel rooms which would be available for use at one or more sites within designated priority redevelopment areas for a period of ten (10) years. This period would run from the date that the Community Redevelopment District is approved by the County and accepted by the State. In the event that the

units were not allocated pursuant to Beach by Design within ten (10) years, the pool of units would cease to exist.

Although Beach by Design creates a pool of additional destination resort hotel rooms which are not currently authorized under the existing planning and regulatory regime, Beach by Design foresees that the additional units will not in fact have any adverse impact on Clearwater Beach, the City of Clearwater, Pinellas County, the Tampa Bay Region or the State of Florida. That is so because the way in which the units would be made available ensures that the nominal externalities of additional barrier island development will be eliminated or mitigated. For example, the reason d'etre of a destination resort is to have guests travel to the resort and spend most of their time (and money) at the resort. This fact is reflected in the Institute of Traffic Engineer's 6th Edition of the Trip Generation Manual which shows that destination resorts generate somewhere between 50% and 12% of the number of trips generated by traditional motels and hotels. Experience from around the State of Florida – from Sanibel to Miami to Boca Raton to the Florida Keys -- demonstrates that guests at destination resorts generate a fraction of the number of daily trips which are projected by the Institute of Traffic Engineers for the occupants of an ordinary hotel room. Equally important, the availability of on-site amenities means that when guests leave the resort, their trips are highly discretionary and unlikely to occur during peak travel periods.

A critical concern under Florida law involves increased residential densities on the State's barrier islands. Although the primary concern relates to hurricane evacuation, environmental issues are also implicated in undeveloped areas. Historically, Florida planning and zoning has treated hotel units as a type of residential dwelling, even though hotels are commercial operations and hotel guests do not generate school children or regularly require social and health services. As a result, an increase in hotel units on a barrier island, as a matter of law,

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constituted an increase in residential intensities – directly, where hotel units are defined as a residential use, or indirectly, as in the case of the Pinellas County Planning Rules and the City’s land development regulations where hotel and residential units are interchangeable subject only a density ratio. For the purposes of the Destination Resort Density Pool, Beach by Design provides that such units are not interchangeable with residential units and that hotel rooms will be limited to tenancies of 30 days or less. In addition, Beach by Design provides that any hotel room which is allocated from the Destination Resort Density Pool will be subject to a legally enforceable deed restriction that the hotel which contains an additional hotel room will be closed as soon as practicable after the National Hurricane Center posts a hurricane watch for an area which includes Clearwater Beach. As a result, no occupants of destination resorts would remain to be evacuated when and if a hurricane warning is posted. Recent experience reveals that most hotel reservations are cancelled when a hurricane watch is posted and that most hotel operators close as soon as possible because of the cost of maintaining staff and operations with only a few stalwart guests. In contrast, residents are likely to wait until the last minute or until they are ordered to evacuate. For Clearwater Beach, resort hotel units are an obvious advantage over residential units, that is, 0 persons required to evacuate from one acre of land improved with a destination resort hotel when a hurricane warning is posted, as opposed to 69 persons from one acre of land developed at current residential densities.

Resort hotels are advantageous to the public in other ways. On average such facilities generate very few public service demands -- most guest needs are provided by the resort. Such facilities pay better than average wages to their employees, have relatively high assessed valuations and their patrons pay sales and bed taxes ensuring that such uses are fiscally beneficial.

Moreover, the very nature of destination resorts – diverse, higher income tourist, would provide much needed support for local businesses and restaurants, directly through patronage and indirectly through the provision of goods and services to the resort itself. Finally, the amenities provided by destination resorts supplement local resources to local residents, enriching the community’s quality of life.

The allocation of units from the Destination Resort Density Pool to a particular project would be strictly controlled and would require that the proposed resort be of a character that it will serve as a catalyst for the revitalization of Clearwater Beach. In order to be eligible for additional resort hotel units, a project would have to have the following characteristics:

- ❖ A minimum of 200 hotel rooms or 150 marine based hotel rooms, unless a particular proposal of fewer units has such a distinctive character and quality that the resort will be a landmark destination
- ❖ A full range of on and off-site amenities including full service restaurant, room service, concierge, valet parking, exercise club, boating, fishing, golf, at least 20,000 square feet of meeting space, or comparable amenities
- ❖ Access to hotel rooms through lobbies and internal corridors
- ❖ A national or international “flag” or other comparable marketing affiliation or program which will ensure support of the repositioning of Clearwater Beach as a resort destination

Beach by Design

- ❖ require a legally enforceable covenant to implement a trip generation management program which promotes non-vehicular access to and from the resort which shall include at least airport shuttle and resort-provided transportation to off-site amenities and attractions.
 - ❖ require a legally enforceable mandatory evacuation/closure covenant that the resort will be closed as soon as practicable after a hurricane watch which includes Clearwater Beach is posted by the National Hurricane Center.
 - ❖ no more than 25% of the rooms may have full kitchen facilities, defined as consisting at a minimum of full-size refrigerator, sink and conventional range. The remainder of rooms may have partial kitchen facilities, defined as including fewer than all of the foregoing appliances, or mini-kitchens, defined as including solely reduced-size kitchen appliances.
 - ❖ exceptional architectural design and high quality finishes and furnishings
- ❖ the site must front on the Gulf of Mexico or be separated from the Gulf by beach and a single public road or be located on the Intracoastal Waterway
 - ❖ the site must have a minimum land area of at least 1 acre
 - ❖ the resort is to be developed on property, which in the opinion of the City, is currently improved with substandard, inefficient or obsolete improvements
 - ❖ the development complies with these criteria, is located in the Tourist District and is eligible to increase the height of structures up to 150 feet
 - ❖ the resort provides demonstrable benefits to the City such as opportunities for public off-street parking



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The allocation of additional hotel rooms from the Destination Resort Density Pool would be made by approval by the City Commission. The land areas which are eligible for additional hotel rooms from the Destination Resort Density Pool are highlighted on the adjacent aerial photograph.

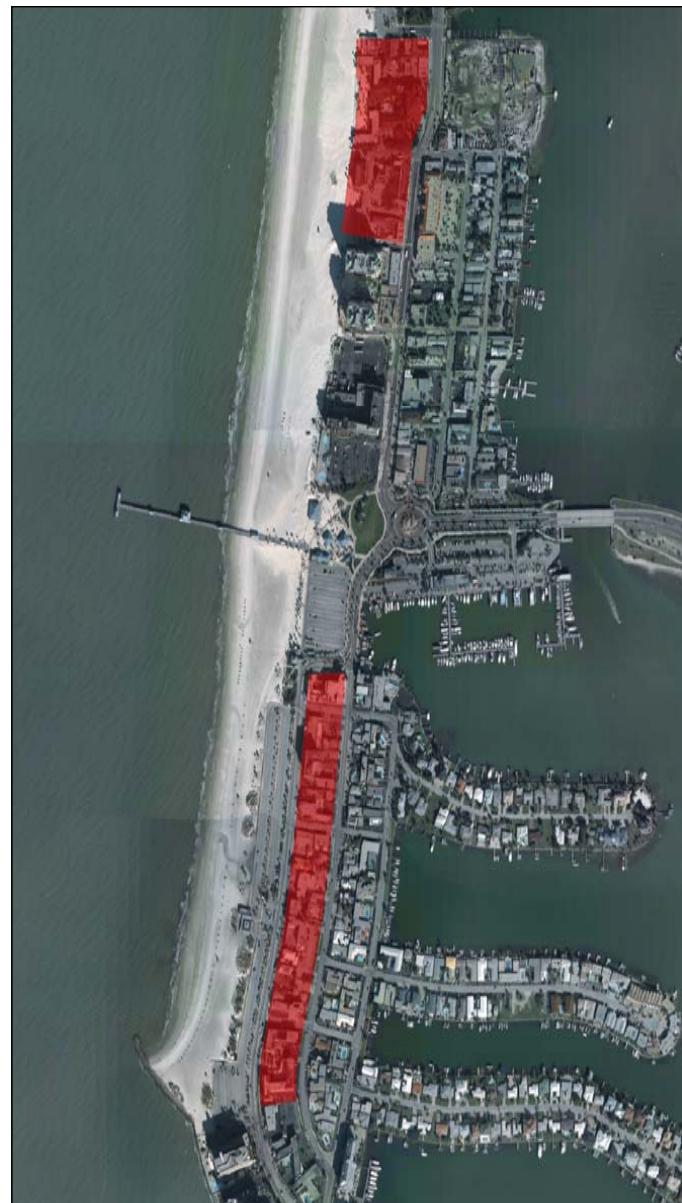
The Rules Concerning the Administration of the Countywide Future Land Use Plan As Amended establish a Plan Classification entitled “Community Redevelopment District.” According to the Countywide Rules, the purpose of the classification is:

To depict those areas of the County that are now designated, or appropriate to be designated, as community centers and neighborhoods for redevelopment in accord with a specific plan therefore.

Section 2.3.3.8.4, Countywide Rules, August 20, 1999. Clearwater Beach is already developed with mixed uses and is a residential, economic and recreational focal point of the County. The unique circumstances extant on Clearwater Beach require separate standards for density for catalytic resort projects consistent with the special qualities of the Beach; and the implementation of Beach by Design’s catalytic projects to reposition the City of Clearwater’s resort economy is consistent with and furthers the purpose of the Community Redevelopment District Plan Classification.

In addition, Clearwater Beach satisfies the “locational” requirements for a special designation. The Countywide Rules provide that the Community Redevelopment District classification is appropriate for areas of “designed to serve local retail, financial,

Areas Eligible for Additional Hotel Rooms



Beach by Design

governmental, residential, and employment focal points for a community; and to specified target neighborhoods designed to encourage redevelopment in one or a combination of uses . . ." Clearwater Beach supports a high concentration of residential, commercial and hospitality uses and Beach by Design recommends an increase in hotel density as a catalyst for transforming the Beach into a more balanced and quality resort community. Beach by Design demonstrates that the intensification of hotel use to stimulate reinvestment and revitalization on the Beach, paradoxically reduces travel demand and the number of persons who would have to be evacuated from the barrier islands in the event a hurricane warning is posted for Clearwater Beach. It is indisputable that Clearwater Beach is a "focal point for a community". Finally, Beach by Design provides a strategic context by which the special designation accommodates the special needs of Clearwater Beach in concert with intra and inter-area transportation. The land area which constitutes the special area on Clearwater Beach is in excess of 280 acres and already includes many uses which are permitted in Community

Redevelopment Districts including residential, office, commercial, and institutional.

Beach by Design recommends that the Comprehensive Plan of the City of Clearwater be amended to designate central Clearwater Beach (from the rear lot lines of property on the north side of Somerset Street to the Sand Key Bridge, excluding Devon Avenue and Bayside Drive) as a Community Redevelopment District and that this Chapter of Beach by Design be incorporated into the Comprehensive Plan and submitted for approval to the Pinellas Planning Council (PPC) and the Pinellas County Commissioners sitting as the Countywide Planning Authority. In addition, Beach by Design recommends that the use of Transfer of Development Rights (TDRs) under the provisions of the Design Guidelines contained in Section VIII of this Plan and the City's land development regulations be encouraged within the Community Redevelopment District to achieve the objectives of Beach by Design and the PPC designation.



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2. Hotel Density Reserve (2013 Update)

Since 2002, Clearwater Beach has suffered a loss of numerous mid-size, mid-priced hotel rooms to what had been a thriving condominium market until 2006/07. The loss of these rooms has become a significant issue for both Clearwater Beach and the City as a whole.

A study prepared by Dr. Owen Beitsch in October 2006, analyzed the market and noted the existence of a great economic disparity between hotels and condominiums. The disparity was so large during this time that hotels required roughly five to seven rooms per condominium unit just to compete with potential condominium development in terms of economic viability. Based upon the existing density for condominiums of 30 units per acre, hotels would require a density of between 150 and 210 rooms per acre to be an economically viable alternative to condominiums. The current regulatory structure permits 50 hotel rooms per acre.

The loss of hotel rooms and the formation of an economic disparity between hotels and condominiums were not limited to Clearwater Beach alone. The PPC also recognized the issue as having impacts countywide and proposed an amendment to the “Rules Concerning the Administration of the Countywide Future Land Use Plan” (Countywide Plan Rules) that would enable municipalities the opportunity to adopt alternative density and intensity standards for hotels in certain future land use categories. Following extensive discussions and modifications, the Countywide Planning Authority (CPA) eventually approved the alternative density proposal on October 16, 2007, via Pinellas County Ordinance No. 07-50. The allowable densities/intensities, however, did not achieve true economic parity and encouraged resorts and not the mid-size, mid-priced hotels that Clearwater Beach has lost.

While the Destination Resort Density Pool created by

Beach by Design has been successful in incentivizing resorts such as the Sand Pearl, the Aqualea and the Kiran Grande, the City needs to attract other types of hotels in order to provide a variety of tourist facilities and remain competitive in the tourist market. Since the Pinellas Planning Council’s Countywide Future Land Use Map designates Clearwater Beach as a Community Redevelopment District, the City has the option to have density provisions that are different than those set forth in *The Rules Concerning the Administration of the Countywide Future Land Use Plan*. The City has opted to pursue density increases that would gain economic parity in hopes of facilitating new mid-size, mid-priced hotels.

The City hired DKS & Associates to conduct a traffic analysis in order to determine what density could be achieved on Clearwater Beach while maintaining the established Level of Service (LOS) for transportation concurrency. The study determined that the densities needed to achieve true economic parity would degrade the LOS for the transportation network below that allowed by the Clearwater Comprehensive Plan. Therefore, additional scenarios were undertaken and it was subsequently determined that Clearwater Beach could support an additional 1,385 hotel rooms or an across-the-board density of 90 hotel rooms per acre. However, since this density fell short creating the economic parity desired, the City determined that it could better meet its goal of facilitating the mid-size, mid-priced hotel by capturing this development potential into a reserve and allocating those reserved hotel rooms on a parcel-by-parcel basis. This approach would also allow the typical 120-room mid-size, mid-price hotel to be constructed on smaller properties.

Hotel industry sources have indicated that 120 is a practical minimum for the number of hotel rooms that would be required in order to create a successful and profitable mid-size, mid-priced hotel. For Clearwater Beach that would mean an assembly of roughly 2.4 acres under the current regulatory

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structure. Given the urban nature of Clearwater Beach as well as the extent to which the existing parcels of land are configured or “broken-up”, the assemblage of a parcel of land large enough to generate 120 rooms at the current base density or under the CPA approved alternatives, is very unlikely. On average, between three and five separate parcels would need to be acquired to amass just one acre of land, and at least ten parcels would need to be acquired to amass three acres of land, and in most scenarios some segment of those ten parcels would be separated from the balance by a right-of-way; thereby making the development of a hotel difficult at best.

In order to overcome the constraints upon hotel development on Clearwater Beach due to the economic disparity with condominium development, as well as to facilitate the restoration of those lost mid-size, mid-priced hotels, Beach by Design establishes a Hotel Density Reserve (Reserve) of 1,385 hotel rooms.

The allocation of hotel rooms from the Reserve shall be made through the approval of a development agreement with the City of Clearwater with said allocation being strictly controlled. In order to be eligible to draw units from the Hotel Density Reserve, a development would have to incorporate, meet, and/or abide by each of the following:

- ❖ Those properties and/or developments that have acquired density from the Destination Resort Density Pool are not eligible to have rooms allocated from the Reserve;
- ❖ Those properties and/or developments that have had density transferred off to another property and/or development(s) through an approved Transfer of Development Rights (TDR) application by the City after December 31, 2007, are not eligible to have rooms allocated from the Reserve;

- ❖ The Hotel Density Reserve shall not be used to render nonconforming density conforming;
- ❖ A maximum of 100 hotel rooms may be allocated from the Reserve to any development with a lot size less than 2.5 acres. Those developments with a lot size greater than or equal to 2.5 acres may use the Reserve to achieve a density of 90 hotel rooms per acre. However, in no instance shall the density of a parcel of land exceed 150 units per acre regardless of whether it has received benefit of transfers of development rights or units through a termination of status of nonconformity in addition to the Reserve, or not;
- ❖ Accessory uses inconsistent with amenities typical of a mid-priced hotel shall require compliance with the base FAR requirements of the Resort Facilities High (RFH) Future Land Use category;
- ❖ No hotel room allocated from the Reserve may be converted to a residential use (i.e. attached dwelling);
- ❖ All units in a hotel receiving units from the Reserve shall be made available to the public as overnight transient hotel guests at all times through the required hotel reservation system. Occupancy in any hotel receiving units from the Reserve is limited to a term of less than one (1) month or thirty-one (31) consecutive days, whichever is less and units in such a hotel shall not be used as a primary or permanent residence.
- ❖ No hotel room in a hotel allocated units from the Reserve may have a full kitchen. Mini kitchens, defined as including reduced sized kitchen appliances, may be permitted;
- ❖ The maximum building heights of the various character districts cannot be increased to accommodate hotel rooms allocated from the Reserve;

Beach by Design

- ❖ When both the allocation of hotel rooms from the Reserve and the transfer of development rights (TDR) are utilized as part of a development, only hotel rooms brought in to the project through the TDR process are eligible to be constructed above the otherwise maximum building height, but only provided that all TDR criteria are met;
- ❖ A legally enforceable mandatory evacuation/closure covenant that the overnight accommodation use will be closed as soon as practicable after a hurricane watch that includes Clearwater Beach is posted by the National Hurricane Center;
- ❖ Access to overnight accommodation units must be provided through a lobby and internal corridors;
- ❖ All hotel rooms obtained from the Reserve that are not constructed shall be returned to the Reserve;
- ❖ The development shall comply with the Metropolitan Planning Organization's (MPO) countywide approach to the application of concurrency management for transportation facilities, and the transportation analysis conducted for the development shall include the following:
 - Recognition of standard data sources as established by the MPO;
 - Identification of level of service (LOS) standards for state and county roads as established by the MPO;
 - Utilization of proportional fair-share requirements consistent with Florida Statues and the MPO model ordinance;
 - Utilization of the MPO Traffic Impact Study Methodology; and
 - Recognition of the MPO designation of "Constrained Facilities" as set forth in the most current MPO Annual Level of Service Report.
- ❖ A reservation system shall be required as an integral part of the hotel use and there shall be a lobby/front desk area that must be operated as a typical lobby/front desk area for a hotel would be operated; and
- ❖ The books and records pertaining to use of each hotel room shall be open for inspection by authorized representatives of the City, upon reasonable notice, in order to confirm compliance with these regulations as allowed by general law.

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C. Beach Walk: The New South Gulfview Drive

The Beach is Clearwater Beach's principal asset – a wide, white sand beach of remarkable character with spectacular sunsets. Outstanding in its own right, the Beach is all the more attractive because it is located within a major metropolitan area – within an hour's drive of more than 2,300,000 persons and is accessible by car. The Beach, however, for all of its width and beauty, is generally not visible from the vantage point of the general public from the roads. To the north of the Beach Roundabout, the Beach is obscured from the public realm by private development except for the parking lots at Bay Esplanade and several street dead ends. At Pier 60 Park, the Beach and the water are somewhat visible through the improvements in the park and over and around the parked cars in the Pier 60 parking lot. To the south of Pier 60 Park, there is no private development to the west of South Gulfview. Nevertheless, the views from South Gulfview are primarily of asphalt and parked cars.

Gulfview Drive south of the Pier 60 Park reflects the lack of coherence in the City of Clearwater's stewardship of the City's most important resource. Indeed, the public realm along South Gulfview is all but an embarrassment. The street itself is shabby, with poor definition, substandard sidewalks and a median lane frequently used by large 18 wheel delivery trucks. Street lights are standard DOT issue and there are no bicycle paths. To the west of South Gulfview is a 586 space surface parking lot which is literally on the beach – making the view from South Gulfview – potentially one of the great beachfront drives in the world – one of asphalt and parked cars. The Clearwater Beach sunset – an experience that should overshadow other popular sunset locales like Key West – is all but obscured.

The private realm is not much better. The motels and hotels along the "strip" are showing their age and obsolescence. The primary retail uses at street level are T-shirt shops, souvenirs and restaurants. The few opportunities for outside dining are in



Beach by Design

areas where the sidewalks are so narrow and so close pedestrians and passing cars that crash barriers have been installed in some areas to create some sense of place and safety for patrons. The character of the public realm which separates these otherwise beachfront properties severely impacts the economic vitality of the units and is a substantial, if not absolute, deterrent to reinvestment. With the exception of the Legends restaurant, a few small buildings and the new McDonalds, itself a indicator of the character and quality of South Gulfview, the properties between the Pier 60 parking lot and the Adams Mark Hotel are in need of revitalization or redevelopment.

Strategies for Revitalization and Beach by Design contemplates that the revitalization of Clearwater Beach in general and the South Gulfview area in particular requires a repositioning of Clearwater Beach as a tourist destination. Beach by Design proposes that one or more properties along South Gulfview to the south of Pier 60 Park be redeveloped as true destination resorts with the expectation that the presence of such facilities would substantially enhance the market position of Clearwater Beach and would justify re-investment in the smaller properties along South Gulfview, Coronado and Hamden.

In order to attract the desired resort, Beach by Design proposes that the City of Clearwater designate Clearwater Beach as a Community Redevelopment District in order to overcome the density and economic constraints on resort development under the existing regulatory regime for a limited number of true destination resorts. Beach by Design, however, assumes that additional resort density by itself is not enough to overcome the existing conditions on Clearwater Beach, a resort is proposed to be located on property which fronts directly on the Beach. That means that the City must either close South Gulfview to the south of Pier 60 Park and remove the public parking from the Beach so that private properties located on the east side of South Gulfview become beachfront, or take other steps to make South Gulfview into an address of comparable amenity value and character.

Beach by Design is grounded in the expectation that the relocation of South Gulfview will transform the beachfront into a landmark place which will be an attraction to residents of the City and the region and an amenity for the City's tourists. Beach by Design also contemplates that the new South Gulfview will be a "great" address which will stimulate revitalization and renovation of the existing improvements.



Beach by Design

Beach by Design recognizes that closing South Gulfview would be a substantial incentive for redevelopment. However, Beach by Design is grounded in the balance between the needs and interests of residents and tourists. In this context, Beach by Design proposes that South Gulfview be maintained as a public road, but that South Gulfview, be transformed into a great beachfront place which would rival, indeed outdo, the other popular beachfront drives in Florida including A1A in Fort Lauderdale Beach and South Ocean Drive in Miami Beach. The proposal is to create a beachfront drive that is uniquely Clearwater and is at the same time a great “address” and a great “place.”

Beach by Design proposes to create a great beachfront – to be known as “Beach Walk” – by relocating South Gulfview from the existing right of way to the west where the existing surface parking lots are located. The redevelopment and revitalization of the properties that front on South Gulfview is constrained by several factors including small parcel sizes and the Coastal Construction Control Line. As a result, most of the motels and hotels along the east side of South Gulfview have limited opportunities for redevelopment even if Clearwater Beach is repositioned in the tourism market place. The Beach by Design proposal to relocate South Gulfview to the west of its current alignment achieves multiple purposes. First, it creates a drive with a real view of the Beach and the Gulf of Mexico. Second, it would allow the City to vacate the east 35

feet of the existing right of way in favor of the properties along the eastern frontage of existing South Gulfview as an incentive for appropriate redevelopment. Many of the existing properties would substantially benefit from an additional 35 feet of depth which could be used for the addition of facilities and amenities such as safe and comfortable areas for outdoor dining.

Beach by Design includes a proposal that the parking lots to the west of South Gulfview be removed from the Beach as was recommended in Strategies for Revitalization. Beach by Design

proposes two alternative alignments for South Gulfview – a sinuous alignment and a parallel alignment. In either alignment the road would be configured as a two way, two lane section. Whatever the alignment, Beach by Design proposes that the realigned South Gulfview include a 30 foot wide pair of pathways along the western edge of the alignment – one for bicycles and roller bladers and the other for pedestrians. In addition, Beach by Design recommends that the western half of the existing right of way be converted into a broad pedestrian promenade with

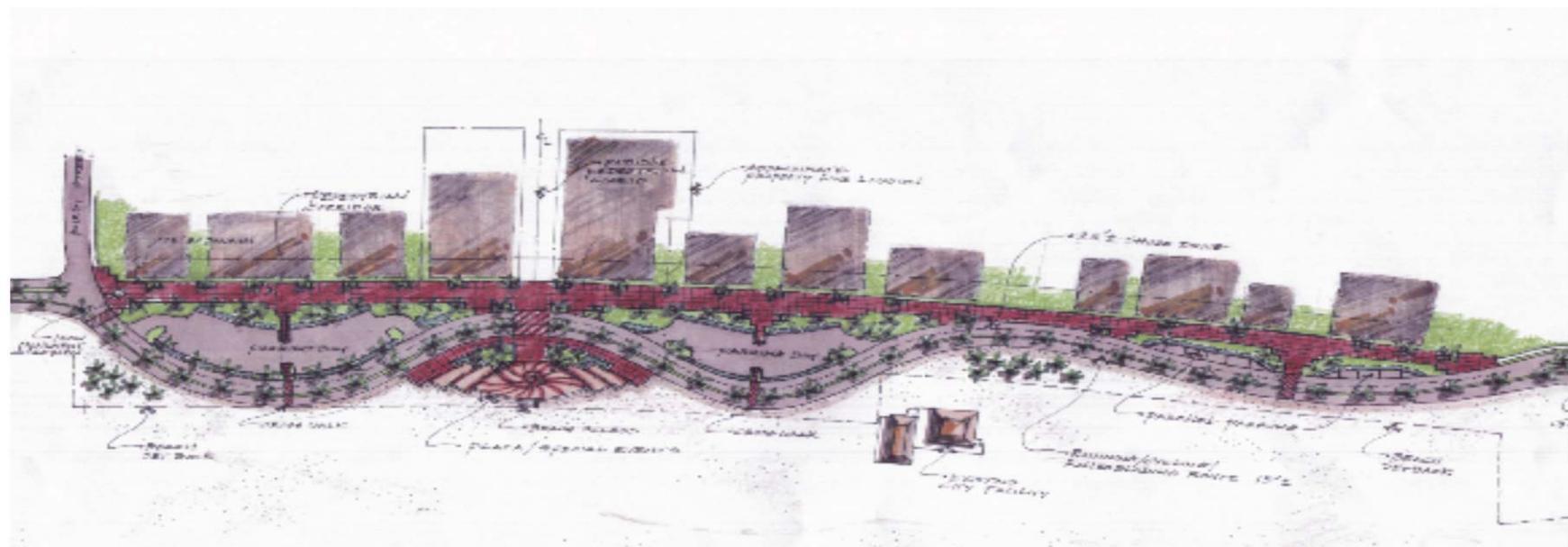
sidewalk café seating and other traditional sidewalk scenery. In the event that the City implements the Beach by Design recommendation for an intra-Clearwater Beach transit system, the transit guideway would be located along the western edge of the promenade.



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The sinuous alternative involves a curvilinear alignment that shifts between the western edge of the existing right of way to the western edge of the existing surface parking lot. A driver following the course of the alignment would have direct views of the Gulf of Mexico when the alignment moves toward the Beach. The sinuous alternative would allow the City to reconfigure some of the parking on the Beach at discrete locations in the landward area to serve local business needs and provide convenient handicap parking. If any of the parking is retained, the parking areas should be highly landscaped and designed to have a distinct sense of place. The parallel alignment could be located at any point between the existing right of way and the western edge of the surface parking lot. Whatever the alignment, Beach by Design recommends that it be heavily landscaped with parallel street trees along the entire course of the road and the Beach promenade.

The east side of the new South Gulfview would be the transit guide way, assuming that the intra-beach transit proposal is implemented, which in turn would be bounded by a 25 foot wide promenade sidewalk. The promenade is contemplated to primarily serve local pedestrian access to businesses on the east side of South Gulfview and serve as a corridor for pedestrians who have destinations at or to the north of Pier 60 Park. Ideally, the motels and hotels will have taken advantage of the opportunity to revitalize their property so that the sidewalk on the eastern side of the road will be bounded by new and improved grounds with pools, outside cafes and other “seaside” amenities. The sidewalk would be separated from the travel lanes of the new South Gulfview by a four foot parkway with generously spaced street trees. The two travel lanes – one north and one south – would be 10 feet in width and would be separated from the bicycle and pedestrian walk by a second 4 foot parkway with street trees. The

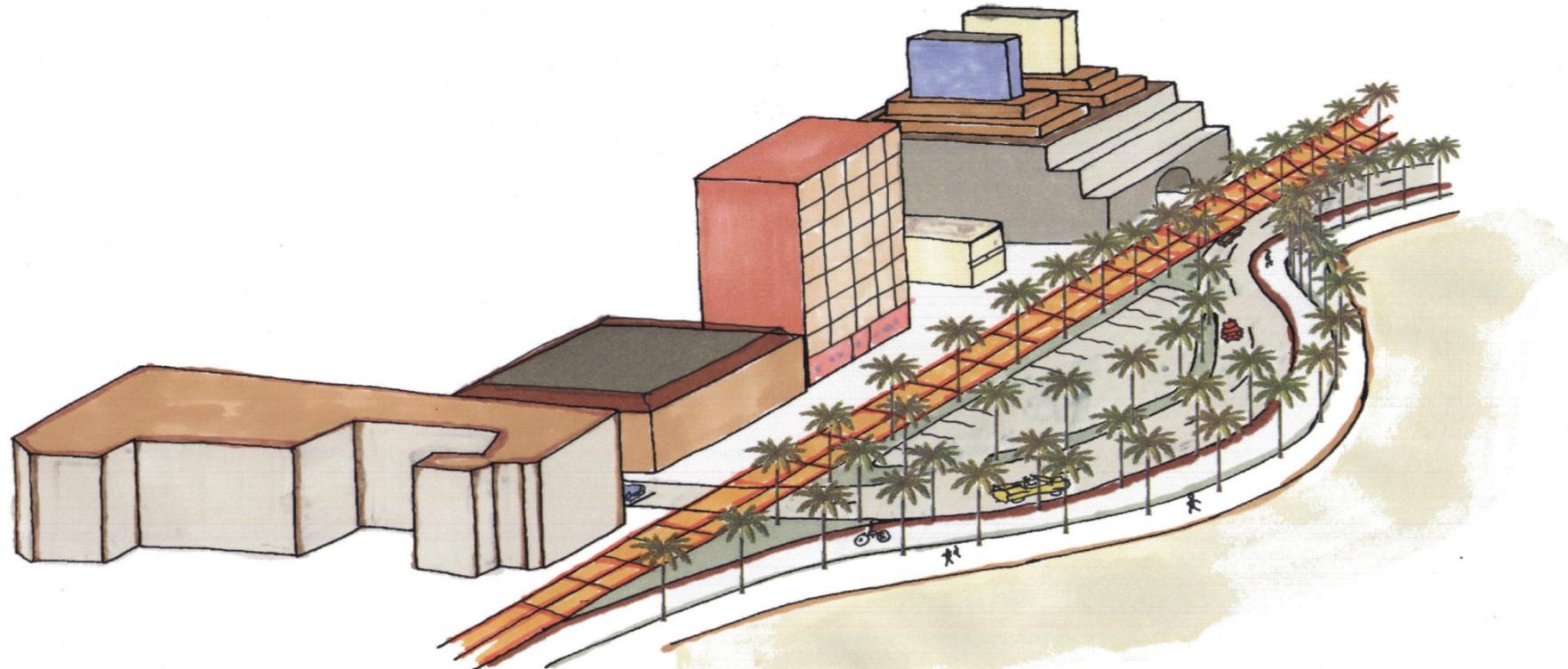


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bicycle/rollerblade lane would be 15 feet in width and would be separated from the pedestrian walk by some sort of visual demarcation. The pedestrian walk would front directly on the dry sand with small plazas with seating and steps to the beach located along the walk at strategic locations.

If the sinuous alignment is selected, the cross section would be practically the same as the non-sinuous alignment except that small parking areas would remain in the “elbows” of the sinuous alignment. The individual parking areas would be landscaped with trees and would be improved so that they practically operate as places of assembly.

Beach by Design strongly recommends the sinuous alignment for several reasons. First, maintaining some of the surface parking will benefit existing businesses along the existing right of way. Second, the curvilinear alignment will naturally calm traffic along its length. Third, the curvilinear form helps to break the beachfront into a series of discrete landscapes. Finally, the curvilinear alignment would be distinctive and memorable, qualities which would support the City’s desire to reposition the Beach as a tourist destination.



Beach by Design

VI. ECONOMIC REALITY AND FEASIBILITY

"There is no free lunch."

Milton Friedman

In Strategies for Revitalization, the community called out the problems on Clearwater Beach:

In recent years, residents and business owners in Clearwater Beach have become increasingly concerned about the physical conditions on the island and the potentially negative impact that these conditions have on residents and businesses of Clearwater Beach. Among the primary concerns expressed about the island are changing tourist and market perceptions of the island due to the general lack of reinvestment in business properties in the area, poor traffic and pedestrian circulation, parking, and poor aesthetic conditions.

Beach by Design is nothing if not ambitious. Beach by Design proposes to re-mediate the concerns identified in Strategies and transform Clearwater Beach an attractive and vital resort community that strikes a meaningful balance between the interests of Beach residents, business owners, the citizens of the City of Clearwater and the City's tourism economy. Beach by Design is not, however, a picture book of ideas – it is a practical public and private investment strategy. The history of public asset management on Clearwater Beach is a classic example of disinvestment and if the City wishes to address its citizens' concerns about Clearwater Beach and to create a resort community which is

responsive to the concerns and interests of residents, businesses and tourists, the City must commit the investment resources necessary to improve mobility and to create a place of distinction.

The estimated cost of improvements proposed in Beach by Design are significant. The table on the following page identifies projected capital costs on a generalized basis for the public investment elements of Beach by Design. The cost estimates are for planning purposes only, but have been prepared on the basis of recent, actual cost data.

Beach by Design proposes that the \$11.1 million investment could be paid for by a range of funding options such as Pennies for Pinellas, the city capital improvement program, increases in ad valorem taxes as a result of new development, developer contributions, tax increment financing, grants and special funding programs, state and federal highway programs and parking revenues.

Beach by Design recommends that the City seek federal funding for the capital costs of the intra-beach and beach access transit systems. Several Florida coastal cities are currently pursuing federal funding for greenway/transit projects and Beach by Design proposes a system which in terms of real function should be very well received by state and federal transportation authorities. The question of funding availability may ultimately be a matter of legislative direction. The cost of the guideway, except for rails if the vehicle is a narrow gauge rail vehicle, is incorporated in the cost of road/promenade improvements. The cost of acquiring the intra-beach transit vehicles is estimated at \$2,800,000.

Beach by Design

The following table portrays the estimated cost of the public improvements proposed in Beach by Design:

<i>Beach by Design: Public Investment Costs</i>		
North Mandalay	Improvements	Estimated Cost
Road	4 lanes w/1 lane parking	\$1,445,500
Sidewalks	3,000 feet	\$ 450,000
Street Trees	100	\$ 300,000
Coronado	3 lanes w/sidewalk	\$1,562,000
Hamden	2 lanes	\$1,213,370
South Gulfview		
Road, bike and ped ways	4 lanes	\$2,083,333
Promenade and plazas	117,000 square feet	\$1,462,500
Street trees	392	\$1,100,000
Sub-Total		\$9,726,703
Contingency	15%	\$1,459,005
TOTAL:		\$11,185,708

VII. DESIGN GUIDELINES

Implementation of Beach by Design involves more than community redevelopment initiatives, it also involves private development and redevelopment that conforms to design objectives and principles established in Beach by Design. These objectives and principles will help the City promote safety, encourage cleanliness, and provide a comfortable environment. Any issue not addressed in these Design Guidelines shall be governed by the requirements of the Community Development Code

Beach by Design: Design Objectives

The design guidelines are intended to address and promote the following principles and are intended to be administered in a flexible manner to achieve the highest quality built environment for Clearwater Beach. They are not intended to serve as regulations requiring specific relief except with regard to building height and spacing between buildings exceeding 100 feet in height.

Bulk

1. To promote development and redevelopment which is in scale with the character and function of Clearwater Beach
2. To ensure that the gross density and intensity of development on Clearwater Beach does not exceed the capacity of public infrastructure
3. To ensure that new development is compatible with existing buildings
4. To maintain a distinct character on Clearwater Beach
5. To avoid further “walling off” of the Gulf of Mexico and the Intracoastal Waterway with “rows” of high rise buildings
6. To promote diversity in the scale, mass and height of buildings
7. To ensure that sidewalks are sufficiently wide to allow groups of pedestrians to pass without having to walk in the street
8. To ensure that the height of buildings is relative to and in scale with the width of public places

Design

1. To ensure aesthetically pleasing architecture in a tropical vernacular
2. To create inviting, human scale “places” at the street level of all buildings
3. To promote an integration of form and function
4. To create a sense of a “beach community neighborhood” throughout Clearwater Beach
5. To use landscape material to differentiate Clearwater Beach from other beach areas and intensely developed places in Pinellas County
6. To landscape all surface parking areas so that the view of such parking facilities from public roads, sidewalks and other places is determined by landscape material instead of asphalt
7. To ensure that the street level of all buildings is pedestrian friendly

Beach by Design

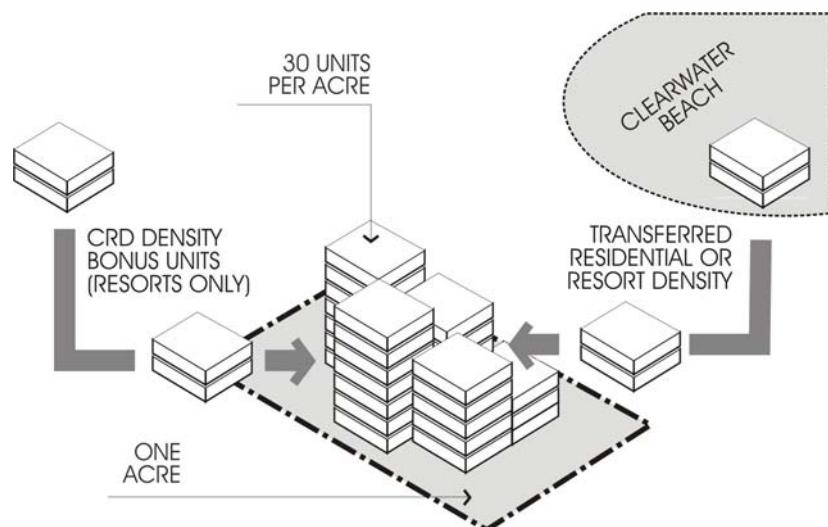
A. Density

The maximum permitted density of residential development shall be 30 dwelling units per acre. Through the use of Transfer of Development Rights (TDRs) from other property located within the Clearwater Beach Community Redevelopment District, the maximum permitted density for residential development may be increased by not more than 20 percent.

Historically the maximum permitted density for overnight accommodation uses has been 40 units per acre. In order to assist in the redevelopment of Clearwater Beach, the maximum permitted density in Beach by Design shall be 50 units per acre.* It also allows this maximum density of 50 units per acre to be exceeded through the allocation of units from the Destination Resort Density Pool, the allocation of units from the Hotel Density Reserve, and the use of TDRs from other properties located within the Clearwater Beach Community Redevelopment District in compliance with the following provisions:

1. The amount of TDRs used for resorts/overnight accommodation projects shall not be limited provided such projects can demonstrate compliance with the provisions of this Plan, the Community Development Code and concurrency requirements.
2. Any TDRs gained from the additional 10 overnight accommodation units per acre authorized by this section of Beach by Design shall only be used for overnight accommodation uses. The conversion of such density to another use is prohibited.

Beach by Design also supports the allocation of additional density for resort development through the Destination Resort Density Pool established in Section V.B.1 of this plan, as well as the allocation of additional density for mid-price hotels through the Hotel Density Reserve established in Section V.B.2 of this plan. The maximum permitted floor area ratio for nonresident development is limited to 1.0 pursuant to the Pinellas County Planning Council intensity standards.



Tools for Increasing Residential and Hotel Development Densities

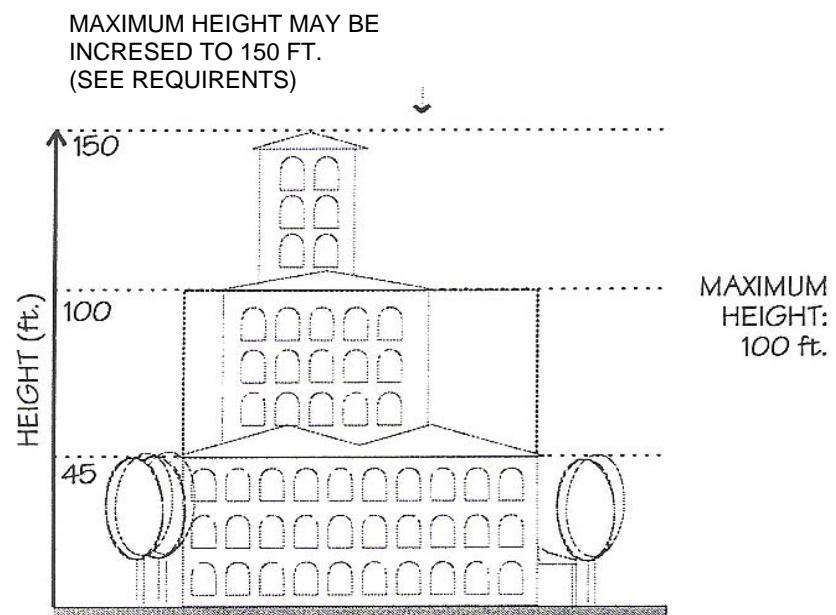
* When Beach by Design was originally adopted, the allowable density for resorts/overnight accommodations was 40 units per acre. That density was increased to 50 units per acre through Ordinance No. 7546-06. References to 40 units per acre are still evident in Section V.B. Community Redevelopment District Designation and have not been changed because that was the density in place when the original analysis was conducted.

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B. Height

Maximum height is prescribed by the respective zoning districts in the Community Development Code unless otherwise restricted by Beach by Design. The height may be increased, however, to one hundred fifty feet (150') if:

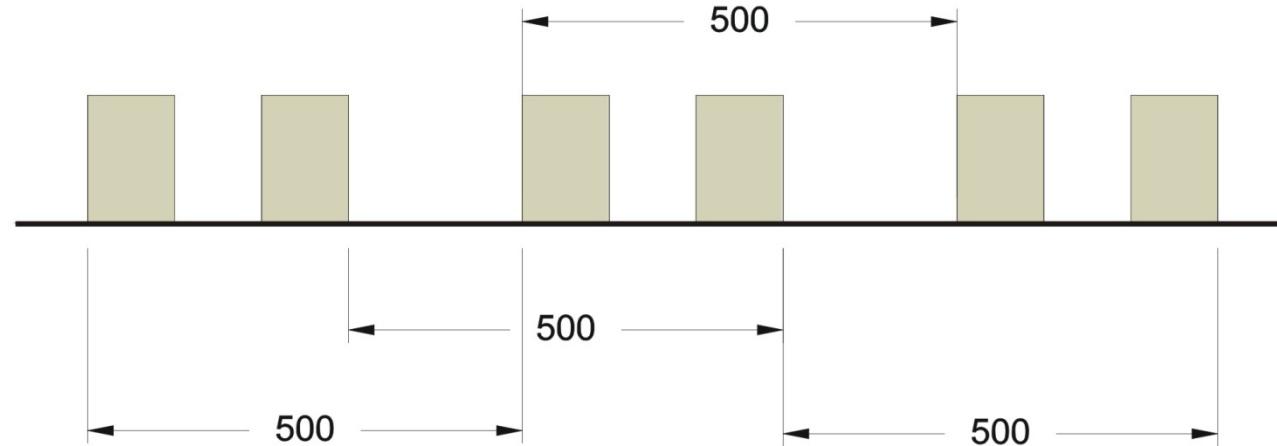
1. additional density is allocated to the development either by transferred development rights, or via the Destination Resort Density Pool pursuant to the CRD designation, or via the Hotel Density Reserve where the subject property is located between South Gulfview Boulevard and the Gulf of Mexico or on the west side of Coronado Drive;
2. portions of any structures which exceed one hundred feet (100') are spaced at least one hundred feet (100') apart (with no more than two (2) structures which exceed one hundred feet (100') within five hundred feet (500'); or four (4) structures which exceed one hundred feet (100') within eight hundred feet (800') so long as the elevations of all structures which exceed one hundred feet (100') when such structures are viewed from the east do not occupy a total of forty percent (40%) of a north south vertical plane which is parallel to the alignment of Coronado and North Mandalay of the building envelope above one hundred feet (100'); and



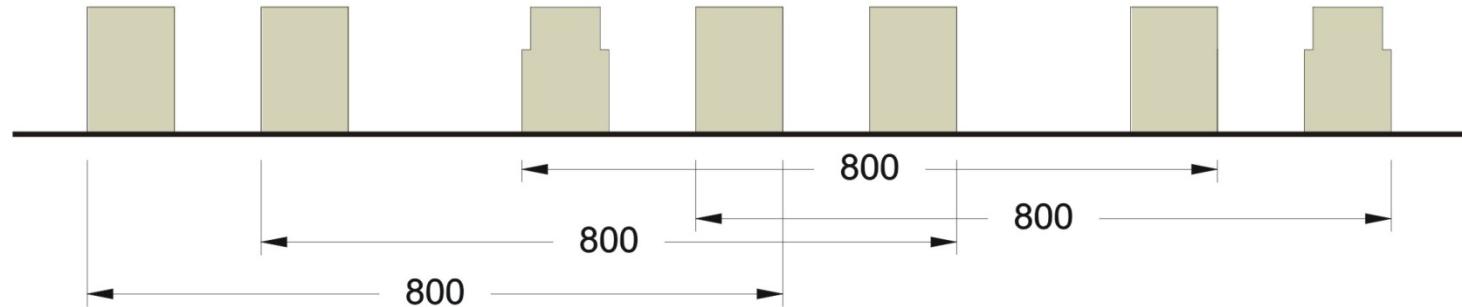
Application of Building Height Standards

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OPTION 1:
NO MORE THAN TWO
(2) BUILDINGS ABOVE
100 FEET IN HEIGHT
WITHIN 500 FEET



OPTION 2:
NO MORE THAN FOUR
(4) BUILDINGS ABOVE
100 FEET IN HEIGHT
WITHIN 800 FEET
(SEE B. HEIGHT, 2
FOR ELEVATION
REQUIREMENTS
FOR STRUCTURES
EXCEEDING 100 FEET)



Required spacing for buildings or portions of any structures which exceed one hundred feet (100') in height.

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3. the floorplate of any portion of a building that exceeds forty-five feet (45') in height is limited as follows:
 - a) between forty-five feet (45') and one hundred feet (100'), the floorplate will be no greater than 25,000 square feet except for parking structures open to the public; and
 - b) between one hundred feet (100') and one hundred fifty feet (150'), the floorplate will be no greater than 10,000 square feet; and
 - c) deviations to the above floorplate requirements may be approved provided the mass and scale of the design creates a tiered effect and complies with the maximum building envelop allowance above 45' as described in section C. 1.4 below

C. Design, Scale and Mass of Buildings

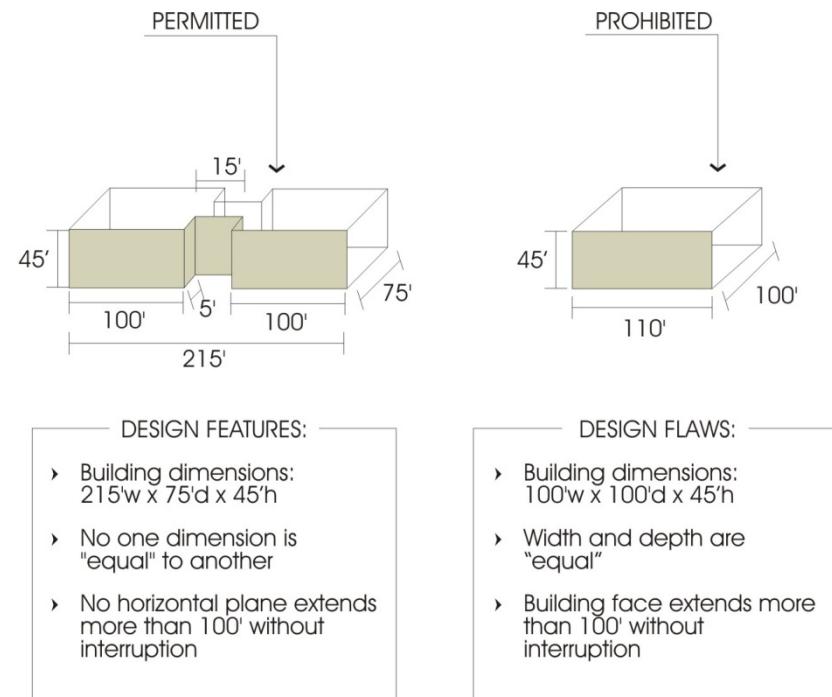
No particular architectural style is prescribed. However, good architecture, from a community character perspective, comes in all shapes and styles. There is, however, in every community an established vocabulary of the “good,” the “bad,” and the “ugly.” New buildings should respect this vocabulary and enhance the community character wherever possible. The more daring the design, the more sensitive the particular architecture is to failure.

Quantifiable aspects of the architectural vocabulary are:

1. Buildings with a footprint of greater than 5,000 square feet or a single dimension of greater than one hundred (100) feet will be constructed so that no more than two (2) of the

three (3) building dimensions in the vertical or horizontal planes are equal in length. For this purpose, equal in length means that the two lengths vary by less than forty percent (40%) of the shorter of the two (2) lengths. The horizontal plane measurements relate to the footprint of the building

2. No plane of a building may continue uninterrupted for greater than one hundred linear feet (100'). For the purpose of this standard, interrupted means an offset of greater than five feet (5').



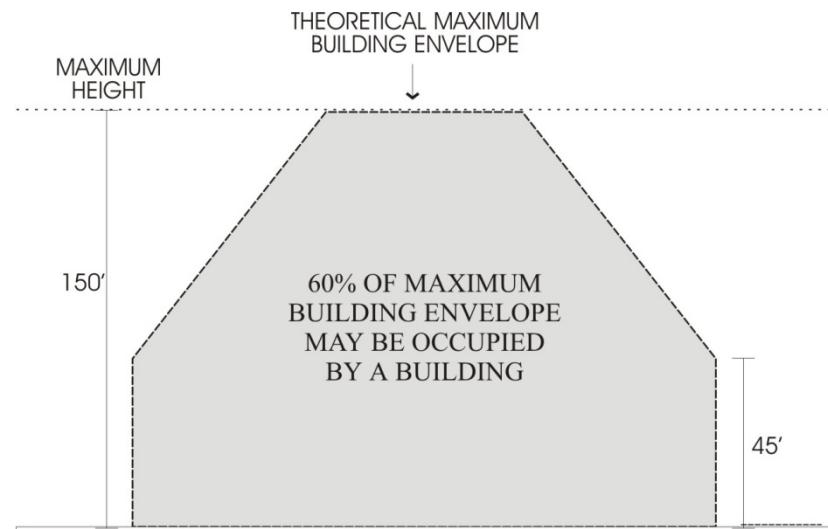
Application of quantifiable architectural standards (1) and (2)

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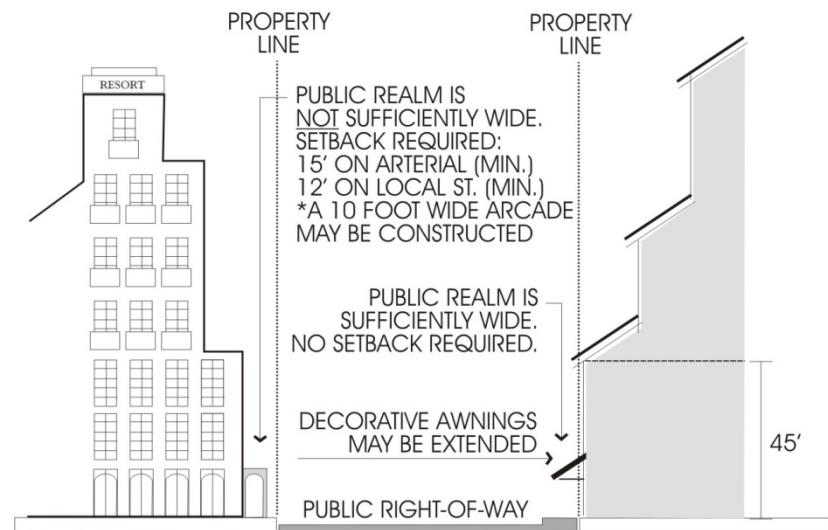
3. At least sixty percent (60%) of any elevation will be covered with windows or architectural decoration. For the purpose of this standard, an elevation is that portion of a building that is visible from a particular point outside the parcel proposed for development.
4. No more than sixty percent (60%) of the theoretical maximum building envelope located above forty-five feet (45') will be occupied by a building. However, in those instances where an overnight accommodations use on less than 2.0 acres that has been allocated additional density via the Hotel Density Reserve, no more than seventy-five percent (75%) of the theoretical maximum building envelope located above forty-five feet (45') may be occupied by a building unless the property is located between Gulfview Boulevard and the Gulf of Mexico, then no more than 70% may be occupied by a building.
5. The height and mass of buildings will be correlated to: (1) the dimensional aspects of the parcel proposed for development and (2) adjacent public spaces such as streets and parks.
6. Buildings may be designed for a vertical or horizontal mix of permitted uses.

D. Setbacks and Stepbacks

1. Rights-of-way.
The area between the building and the edge of the pavement as existing and planned should be sufficiently wide to create a pedestrian-friendly environment. The distances from structures to the edge of the right-of-way should be:
 - a. Fifteen feet (15') along arterials, and
 - b. Twelve feet (12') along local streets.



Application of quantifiable architectural standard (4)



Application of Setback Standards

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A ten foot (10') pedestrian path is key to establishing a pedestrian-friendly place in the nonresidential environment. Accordingly, arcades may be constructed in the public space, but may not narrow the pedestrian path to less than ten feet (10'). Decorative awnings and arcades and public balconies may extend into the public space, and even into the right-of-way (provided they do not obstruct vehicular traffic). Outdoor café tables are also permitted in the public space, subject to the requirements in Section H, Sidewalks.

2. Side and Rear Setbacks

Side and rear setbacks shall be governed by the provisions of the Tourist District of the Community Development Code unless otherwise prescribed in the applicable Character District provisions contained in Section II., Future Land Use.

3. Coronado and Hamden Drives Setbacks and Stepbacks.

To reduce upper story massing along the street and ensure a human scale street environment, buildings using the hotel density reserve along Coronado and Hamden Drives shall be constructed in accordance with the following:

- Buildings constructed with a front setback of fifteen feet (15') or more shall stepback with a minimum depth of fifteen feet (15') from the setback line at a height not more than twenty-five feet (25').

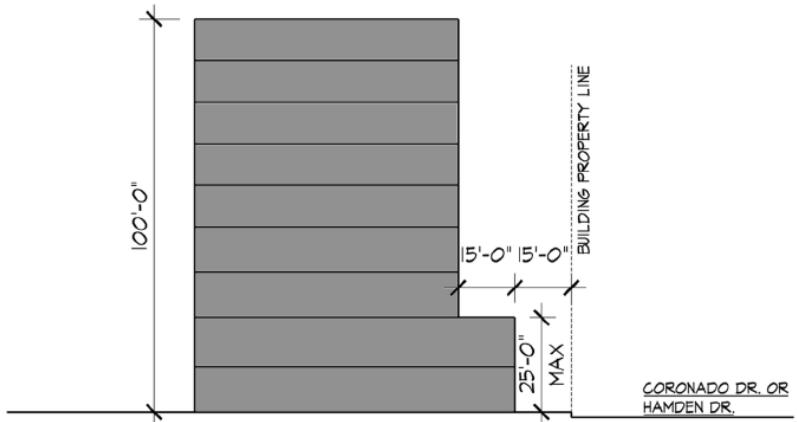


DIAGRAM 'A'

- Buildings constructed with a front setback greater than or equal to ten feet (10') and less than fifteen feet (15') shall stepback at a height not more than twenty feet (20'). The required stepback/ setback ratio is one and one-half feet (1.5') for every one foot (1') reduction in setback in addition to the minimum stepback of fifteen feet (15').

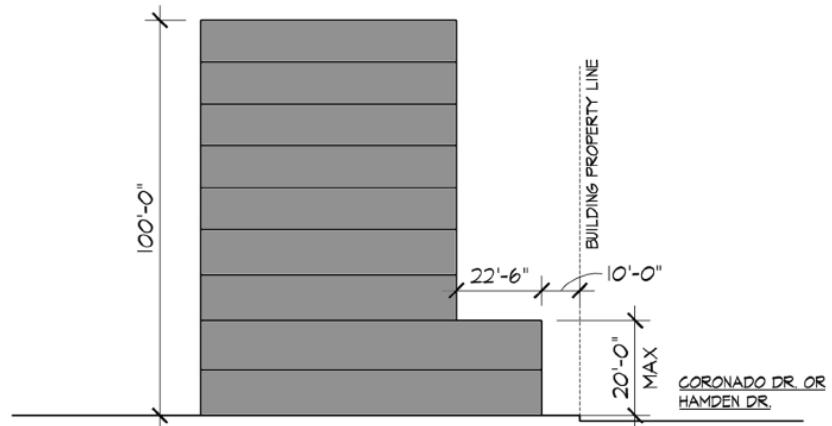


DIAGRAM 'B' EXAMPLE

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- c. Buildings constructed with a front setback of less than ten feet (10') shall provide a building stepback at a height not more than fifteen feet (15'). The required stepback/ setback ratio is two and one-half feet (2.5') for every one foot (1') reduction in setback in addition to the minimum stepback of fifteen feet (15').

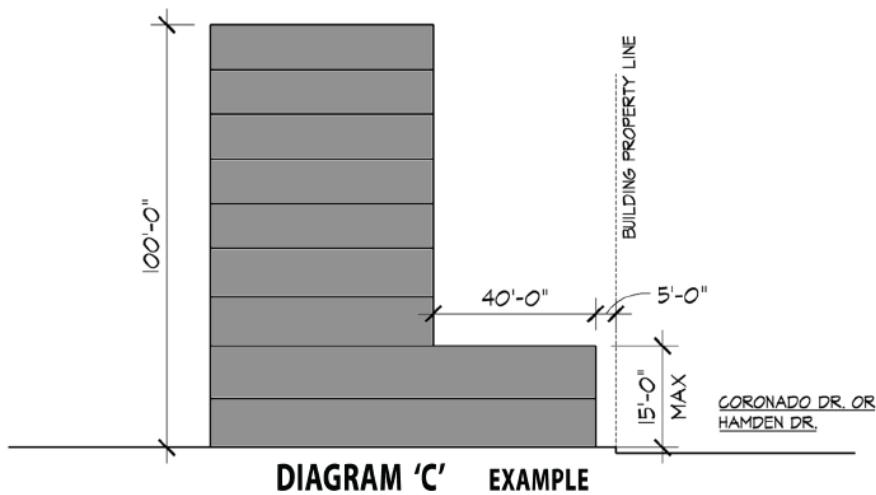


DIAGRAM 'C' EXAMPLE

- d. To achieve upper story facade variety and articulation, additional stepbacks may be required. To avoid a monotonous streetscape, a building shall not replicate the stepback configuration of the neighboring buildings including those across rights-of-way.

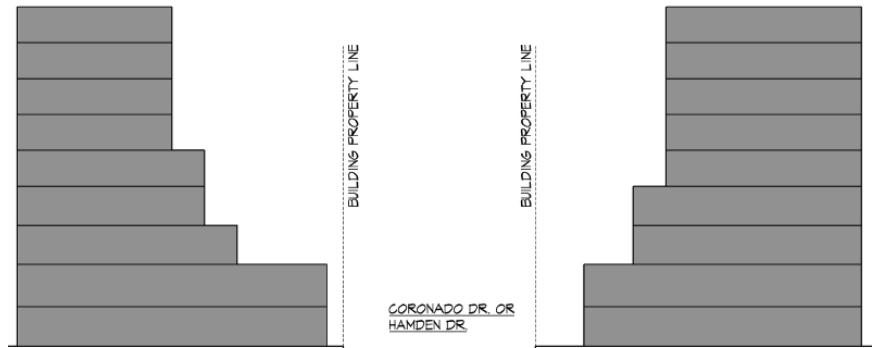
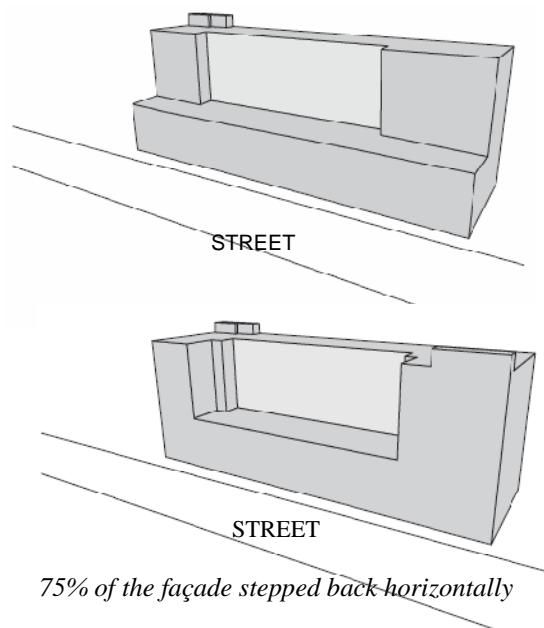


DIAGRAM 'D' EXAMPLE

- e. Required stepbacks shall span a minimum of 75% of the building frontage width.



75% of the façade stepped back horizontally

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E. Street-Level Facades

The human scale and aesthetic appeal of street-level facades, and their relationship to the sidewalk, are essential to a pedestrian-friendly environment. Accordingly:

1. at least sixty percent (60%) of the street level facades of buildings used for nonresidential purposes which abut a public street or pedestrian access way, will be transparent. For the purpose of this standard:
 - a) street level facade means that portion of a building facade from ground level to a height of twelve feet (12')
 - b) transparent means windows or doors that allow pedestrians to see into:
 - i. the building, or
 - ii. landscaped or hardscaped courtyard or plazas, where street level facades are set back at least fifteen feet (15') from the edge of the sidewalk and the area between the sidewalk and the facade is a landscaped or hardscaped courtyard or plaza



Illustrative Sample: Sidewalk Café Separated from Pedestrian Area

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- c) parking structures should utilize architectural details and design elements such as a false recessed windows, arches, planter boxes, metal grillwork, etc. instead of transparent alternatives. When a parking garage abuts a public road or other public place, it will be designed such that the function of the building is not readily apparent except at points of ingress and egress.
- 2. Window coverings, and other opaque materials may cover no more than 10% of the area of any street-level window in a nonresidential building that fronts on a public right-of-way.
- 3. Building entrances should be aesthetically inviting and easily identified.

Goods for sale will not be displayed outside of a building, except as a permitted temporary use. This standard does not apply to outdoor food service establishments.

- 4. Awnings and other structures that offer pedestrians cover from the elements are recommended. Awnings help define entryways and provide storefront identity to both pedestrians and drivers.

F. Parking Areas

To create a well-defined and aesthetically appealing street boundary, all parking areas will be separated from public rights of way by a landscaped decorative wall, fence or other opaque landscape treatment of not less than three feet (3') and not more than three and one-half feet (3½') in height. Surface parking areas that are visible from public streets or other public places will be landscaped such that the parking areas are defined more by their landscaping materials than their paved areas when viewed from adjacent property. The use of shade trees is encouraged in



Illustrative Sample: Aesthetically Appealing Facade

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parking lots. However, care should be taken to choose trees that do not drop excessive amounts of leaves, flowers, or seeds on the vehicles below.

Entrances to parking areas should be clearly marked in order to avoid confusion and minimize automobile-pedestrian conflicts. Attractive signage and changes to the texture of the road (such as pavers) are recommended.

When a parking garage abuts a public road or other public place, it will be designed such that the function of the building is not readily apparent except at points of ingress and egress.

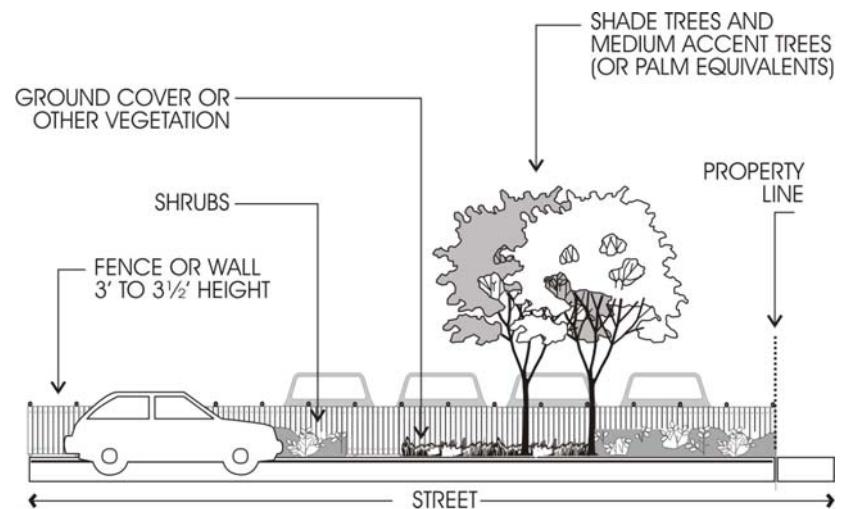
G. Signage

Signage is an important contributor to the overall character of a place. However, few general rules apply to signage. Generally, signage should be creative, unique, simple, and discrete. Blade signs, banners and sandwich boards should not be discouraged, but signs placed on the sidewalk should not obstruct pedestrian traffic.

H. Sidewalks

Sidewalks along arterials and retail streets should be at least ten feet (10') in width. All sidewalks along arterials and retail streets will be landscaped with palm trees, spaced to a maximum of thirty-five feet (35') on centers, with "clear grey" of not less than eight feet (8'). Acceptable palm trees include sabal palms (sabal palmetto), medjool palms (*phoenix dactylifera* 'medjool'), and canary island date palms (*phoenix canariensis*). Sidewalks along side streets will be landscaped with palms (clear trunk of not less than eight feet (8')) or shade trees, spaced at maximum intervals of thirty-five feet (35') on centers.

Portions of required sidewalks may be improved for non-pedestrian purposes including outdoor dining and landscape material, provided that:



Surface Parking Areas



Illustrative Sample: Facades of Parking Garages Abutting Public Roads

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1. movement of pedestrians along the sidewalk is not obstructed; and
2. non-pedestrian improvements and uses are located on the street side of the sidewalk.

Distinctive paving patterns should be used to separate permanent sidewalk café improvements from the pedestrian space on the sidewalk. To enhance pedestrian safety and calm traffic, distinctive paving should also be used to mark crosswalks.

I. Street Furniture and Bicycle Racks

Street furniture, including benches and trash receptacles should be liberally placed along the sidewalks, at intervals no greater than thirty linear feet (30') of sidewalk. Bicycle racks should also be provided, especially near popular destinations, to promote transportation alternatives. Complicated bicycle rack systems should be avoided. The placement of street furniture and bicycle racks should not interrupt pedestrian traffic on the sidewalk.

J. Street Lighting

Street lighting should respond to the pedestrian-oriented nature of a tourist destination. In this context, it should balance the functional with the attractive – providing adequate light to vehicular traffic, while simultaneously creating intimate spaces along the sidewalks. Clearwater's historic lighting is an attractive, single-globe fixture atop a cast-iron pole.



Illustrative Sample: Wide Sidewalk Lined with Palms

K. Fountains

Fountains provide attractive focal points to public spaces and add natural elements to urban environments. They should be interesting, engaging and unique. While it is important not to overburden architectural creativity regarding fountains, they should meet at least the following standards in order to be a functional and attractive component of the public space:

1. They should be supplemented with street furniture such as benches and trash receptacles, and
2. They should have rims that are:
 - a. Tall enough to limit unsupervised access by small children, and
 - b. Wide enough to permit seating.

Fountains should be encouraged in landscaped and hardscaped courtyards and plazas.

L. Materials and Colors

1. Facades

Finish materials and building colors will reflect Florida or coastal vernacular themes. All awnings should contain at least three (3) distinct colors. Bright colors will be limited to trims and other accents.

Glass curtain walls are prohibited.



Illustrative Sample: Fountain Located on Sidewalk with Decorative Pavers

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2. Sidewalks

Sidewalks will be constructed of:

- a. Pavers;
- b. Patterned, distressed, or special aggregate concrete; or
- c. Other finished treatment that distinguishes the sidewalks from typical suburban concrete sidewalks.

Materials should be chosen to minimize the cost and complexity of maintenance.

3. Street Furniture

Street furniture will be constructed of low-maintenance materials, and will be in a color that is compatible with its surroundings.



Illustrative Samples: Durable, Functional Street Furniture

4. Color Palette

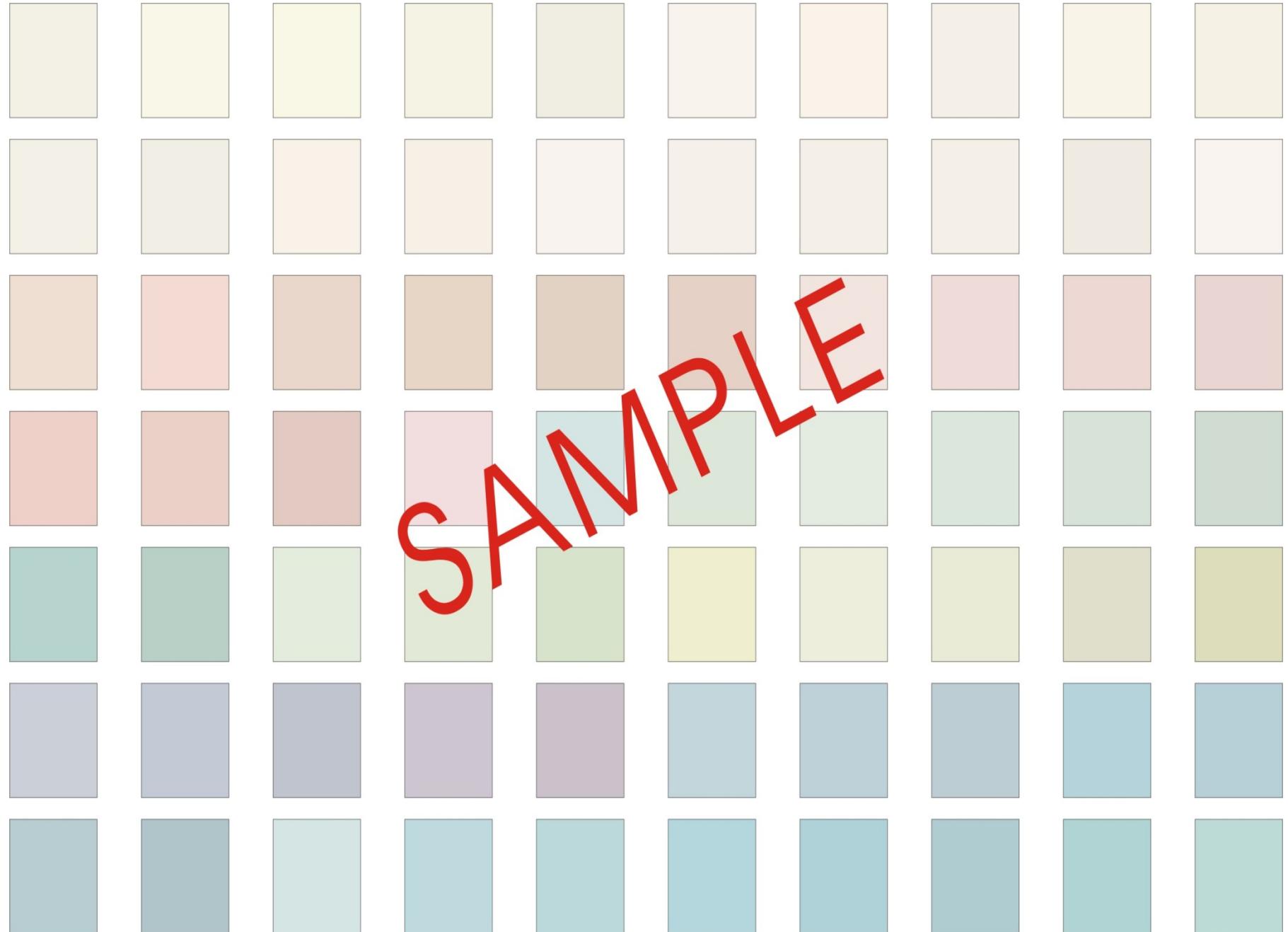
A recommended palette for building colors is presented on the following page.



Illustrative Samples: Functional, Human-Scaled Street Lighting



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APPENDIX