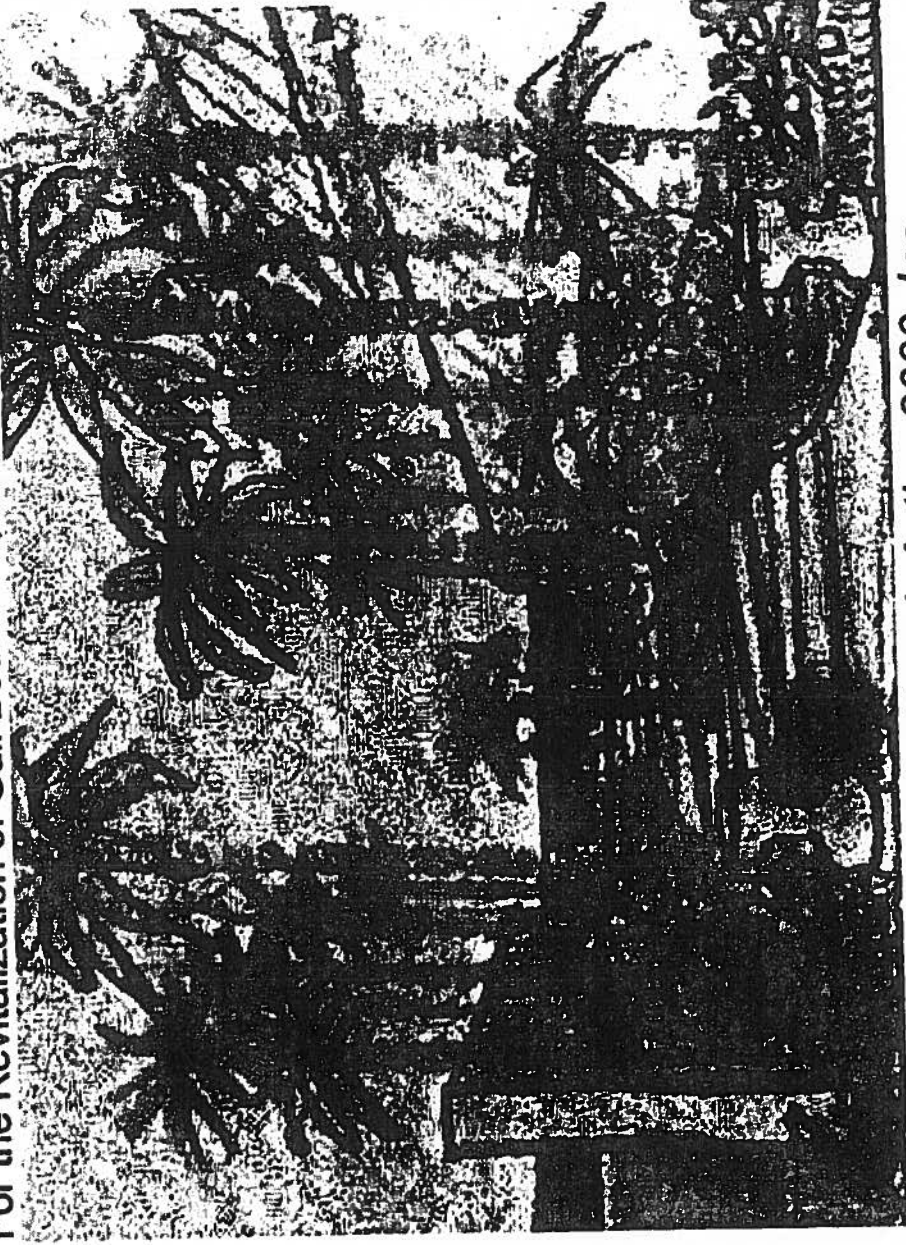


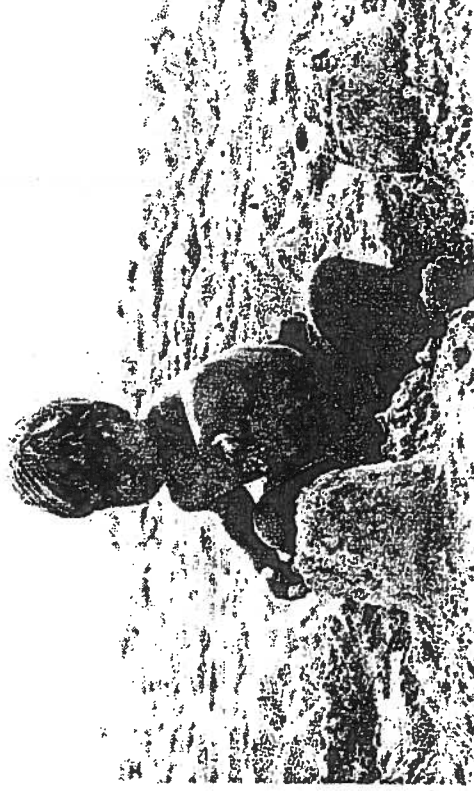
# Comprehensive Master Plan

For the Revitalization of Gulf Boulevard, Indian Rocks Beach, Florida



*Indian Rocks Beach Action 2000, Inc.  
September, 2000*

## **OUR MISSION:**



**"Indian Rocks Beach Action 2000, Inc. seeks to transform our Main Street, Gulf Boulevard into a vital, thriving, attractive and highly desirable area within which to live, conduct business, shop, dine, recreate, vacation and simply enjoy the finer qualities of life".**

## **EXECUTIVE SUMMARY:**

This Comprehensive Master Plan is the result of thousands of hours of evaluation and analysis by citizen volunteers to create a "blue print" for achieving specific beautification goals for Gulf Boulevard, our main thoroughfare streetscape. This project was undertaken by Indian Rocks Beach Action 2000, Inc. with the intention of preserving and enhancing the City of Indian Rocks Beach's small town character and charm; those very qualities that have continued to attract residents and increase property values for the last half century.

Indian Rocks Beach Action 2000, Inc. is a 250-member citizen volunteer organization created and supported by Indian Rocks Beach residents and businesses. Action 2000's primary goal is to restore, revitalize and improve the appearance and quality of Gulf Boulevard. A large number of non-member residents and business owners have also provided input, assistance and support in the development of this restoration and revitalization effort, some have even pledged funding or in-kind services to support implementation of specific projects. It is clear that the Master Plan's concepts, ideals and identified projects have a broad base of support within the City.

The Master Plan includes: 1) goals, conceptual diagrams and schematics for improvements to the City's main thoroughfare; 2) a list of specific projects that can be implemented to achieve these goals; 3) a multi-year project implementation schedule; 4) possible public and private funding sources; 5) a series of recommended policies and strategies concerning adherence to existing City ordinances that are directly associated with quality of life and community standards; 6) consideration for improving and strengthening development and property

maintenance criteria and; 7) short and long-term priorities to focus available resources toward the activities deemed most important. The complete conclusions and recommendations of the Master Plan may be found on pages 30-33.

It is important to note that this "Master Plan for Gulf Boulevard Restoration and Revitalization" should be considered an implementation document within the context of, and consistent with, the City's adopted Comprehensive Plan. The Master Plan is designed as a means of taking action to fulfill the goals, objectives, policies and intent of the City's Comprehensive Plan. The Master Plan is intended as a "work in progress." It is a plan to be updated and revised at regular intervals to create a record of accomplishments as well as to evaluate and propose solutions to any new issues or concerns that have an impact on the City of Indian Rocks Beach's character or quality.

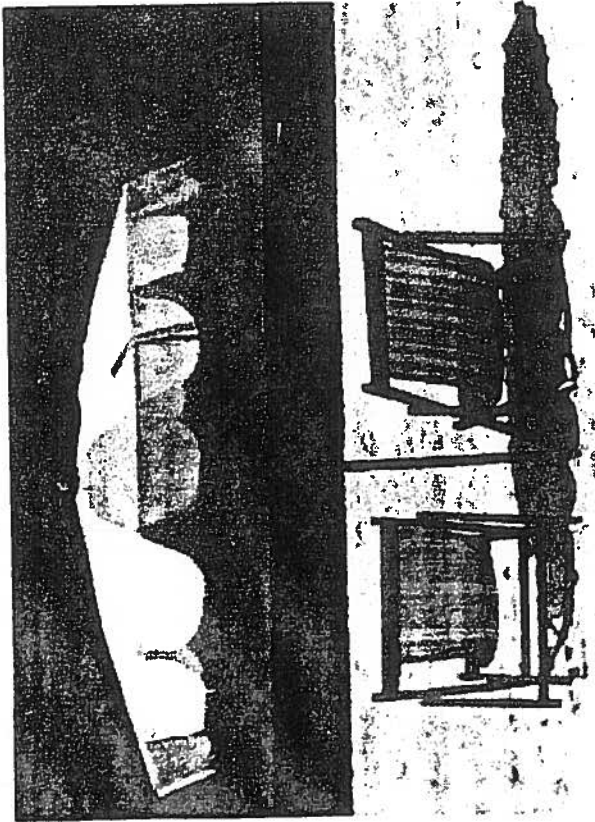
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## CHAPTER ONE- BACKGROUND

- **Character:**



Gulf breezes, sandy beaches, small town family atmosphere, and a casual and independent attitude. These are the things that have given Indian Rocks Beach its special character. Unfortunately, similar attributes have been irreparably lost by many of its neighbors.

The City of Indian Rocks Beach has undergone significant change over the past few years. Many of these changes have been positive in nature, while others have been undesirable. Of particular concern is the preponderance of properties on Gulf Boulevard (both residential and commercial) which have fallen into disrepair through neglect. Indian Rocks Beach Action 2000, Inc. as a 501(c)(3) non-profit corporation, has

developed this Master Plan as a guide for an incrementally phased revitalization program. Indian Rocks Beach Action 2000 hopes to generate a sense of civic pride and encourage revitalization along Gulf Boulevard through incentives and cooperation with the City. We believe that Indian Rocks Beach has a very brief window of opportunity to preserve our precious small town amenities, while improving its overall image.

- **Demographics:**

The city has recently experienced a significant demographic change. Where the previous full time population consisted of fishermen, elderly retirees, and those engaged in tourist oriented businesses; today's population has shifted to include a predominance of young families and commuting professionals. Section 2.2 discusses the ramifications of this demographic shift in more detail.

- **Economic Factors:**

The tourism-based economy of IRB centers on motels, restaurants and other related commercial enterprises. Shops and services that respond to the needs of a more family oriented, professional community have augmented those businesses in recent years. The arrival of the Holiday Inn Harbourside Hotel in the Triangle has had a positive economic and physical effect on that area. The efforts of the City to spur redevelopment in this area have been hindered by the lack of a finalized plan for improvements to Gulf Boulevard (SR699) from Walsingham Road southward.

- **Land Use:**

The East Side of Gulf Boulevard in Indian Rocks Beach is characterized by a random scattering of businesses

The City of IRB possesses some easements contiguous to the boulevard, which offer the potential for improvements. These present an opportunity for true private/public cooperation through the encouragement of adjacent private property owners to concurrently improve their holdings. The City owned easement between 14th and 15th Avenues may have the potential of offering pleasant pedestrian access to what is presently an alley at the rear of shops and restaurants.

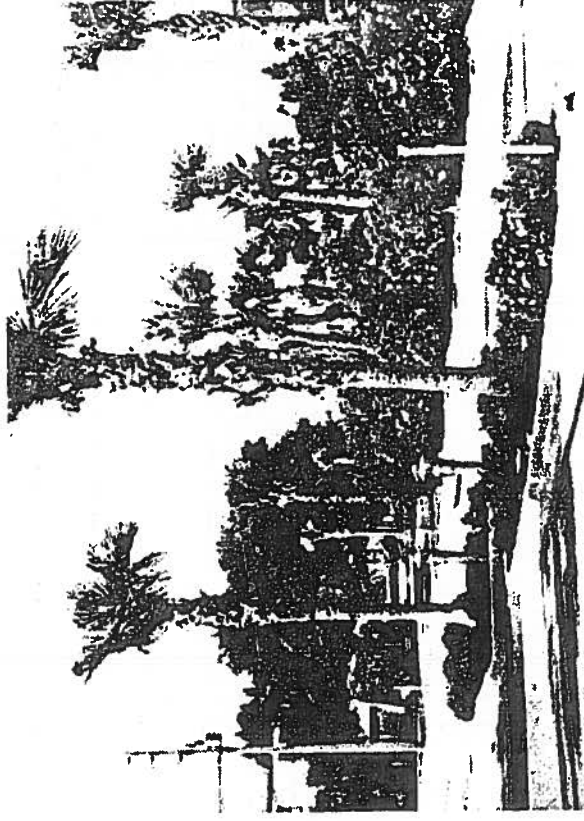
#### **2.6 Private Property:**

Many private properties are in disrepair along Gulf Boulevard. Improvements to private property are an integral part of the Master Plan and gaining individual property owners support is a necessity. To foster goodwill and promote participation, IRB Action 2000 has initiated a program of recognition to private residents and local business people who demonstrate initiative in improving the appearance of their properties. This program could be one in which the City jointly participates. The "door hanger" program, initiated by the previous IRB Community Development Director, could be formally integrated with an expanded IRB Action 2000 awards procedure which includes incentives, live media coverage and publicity.

#### **2.7 Memorials and Monuments**

Giving inhabitants a sense that they are an integral part of their town's history can maintain and reinforce civic pride over a course of many years. The Historical Society is an excellent cornerstone. A citywide plan for monuments and memorials would carry the message that each individual can have a place within the city's history. Currently IRB Action 2000 is working on a comprehensive plan for monuments and memorials within the city.

#### **2.8 Pedestrian Safety:**



Pedestrian safety is a primary concern in Indian Rocks Beach. The City has recently installed three small landscaped and lighted traffic-calming islands along the length of Gulf Boulevard. Because of the need to preserve numerous turning movements into residences and businesses, feasible placements for future islands are limited. Experience with the first three of these islands has indicated a noticeable reduction in vehicular speed and recognition of the presence of pedestrian activity. Additionally, speed limits in the town have been reduced, appropriate intersections have been designated as 4-way stops, more traffic control signs have been installed, and there have been promises of increased attention and enforcement of the traffic laws. All of these are important, especially given the presence of additional children and families choosing to live in the

City and activities such as walking, jogging, and bicycling that take place within its limits.

One major problem still remains; there are no designated pedestrian crossings at the intersections where significant volumes of pedestrian traffic access out beaches.

### **2.9 Bicycle Safety:**

Many residents of Indian Rocks Beach enjoy bicycle riding; even more residents might enjoy riding if they felt the streets safer for bicycle traffic. With that in mind, recent progress has been made to upgrade bicycle safety:

- The Parks & Recreation Board made a recommendation in 1999 to provide Bicycle Lanes (undesignated) on Gulf Boulevard, with the hopes of connecting the Largo Narrows Nature Park to West Bay Drive. The commission approved the recommendation, making a formal request to the County. In August 2000 preliminary work by the County has begun; they will install experimental bike lane striping on Gulf Boulevard.
- The new nature preserve will provide "wide sidewalk access" and bicycle racks to accommodate bicyclists that want to enjoy Indian Rocks Beach on the way to a Nature experience.
- The Parks & Recreation board is working on a plan to create an "Indian Rocks Beach Parks Route" which would designate certain "back streets" as the preferred route for bicyclists, joggers, rollerbladers, etc. The route would be marked in an aesthetically

pleasing way, specify distances between destinations, and would encourage motorists to "share the road" as our citizens and visitors visit the many Parks of Indian Rocks Beach.

## **2.10 Vehicular Traffic & Parking**

### **2.10.1 Vehicular Traffic:**

Gulf Boulevard carries both inter-city and local traffic. Average weekday volumes are about 14,000 vehicles per day, which increase to approximately 16,000 vehicles per day on weekends. There is sufficient capacity to handle the traffic north of Walsingham. *South of Walsingham (SR688), the road (SR699) is inadequate to handle current and future volumes.* Entering and exiting turning movements at Fourth Avenue cause serious congestion that often backs up into the Walsingham intersection. Additionally, problems of stormwater drainage and pedestrian crossings to the beach present safety concerns.

In 1999, the FDOT conducted a study to widen Gulf Boulevard between Walsingham and Park Boulevard. Three alternatives were presented at a public hearing. Because of estimated high costs of right of way acquisition, the project was placed by FDOT low on its list of projects. It is anticipated that any significant improvement will be 5 to 10 years away, even though traffic conditions in this area continue to deteriorate and the affected communities require more immediate solutions.

### **2.10.2 Parking:**

One measure of the attractiveness and success of Indian Rocks Beach are the parking shortages that result on peak beach days and evenings in selected areas of the City. The former is the result of beach goers and the latter results from several successful businesses with inadequate space for onsite parking. The Beach Accesses provide significant non-metered parking spaces to help accommodate City residents and visitors. The County Park between 17<sup>th</sup> and 18<sup>th</sup> Avenues also provides a substantial number of metered parking spaces for beach goers. Overnight parking is prohibited within the County Park and allowed by "permit only" within the Beach Accesses. The overnight parking limitations are intended to return these areas to a more "residential character" and use after sunset.

It is not uncommon for beach, restaurants and lounge parking to "overflow" onto the residential streets east of Gulf Boulevard. This overflow results in the actual and increased potential for conflicts and adverse impacts. Adverse impacts include: litter, noise, blocking of driveways, impeding of emergency vehicle access from Gulf Boulevard, damages to property, and problems associated with public drunkenness. Part of the solution for these problems is enforcement of the City's parking and nuisances ordinances. Another part of the solution is addressing the problem of inadequate parking through a comprehensive analysis and approach to the problem. A parking study to address the problem and identify solutions is recommended.

The parking study should determine citywide minimum and optimum parking space requirements. This study should be undertaken with the understanding that the City cannot and should not be paved over just to

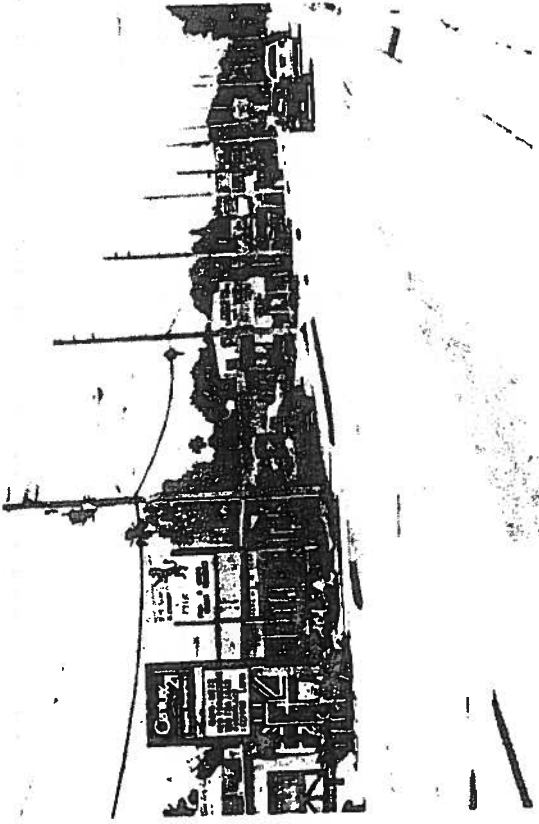
meet the demand for parking on peak days or to resolve the problems of a few businesses that are unable to provide adequate on site parking for their customers. Likewise, the study should find ways for the City to discourage the use of residential streets for business or beach related parking to avoid the spread of the adverse impacts into the residential neighborhoods. The goal of the parking study should be to strike a balance between parking demand and supply, identify problem areas, potential solutions, and potential revenue sources for implementing solutions. Solutions could include metered parking for non-residents on the Beach Accesses and enforcement of business capacity/parking space ratios. The preferred solutions are those that mitigate the need for parking, such as streetscape improvements to encourage pedestrian and bicycle traffic or use of existing public and private parking lots combined with a "for fee" shuttle service. Incentives for businesses to cooperate with the City in establishing a "walk and shop" environment, similar to other Florida cities should be explored.

### **2.10.3 Public Transportation:**

Beach area workers, residents and tourists use public transit. The Pinellas Suncoast Transit Authority's regular bus route links the beach to Tarpon Springs and to Tyrone Mall in Seminole. The PSTA will begin a "Beach Trolley" to connect Sand Key with Pass-a-Grille within a few months of the writing of this report. The PSTA has prepared a ridership survey (requested by IRB Action 2000), and is cooperating in locating transit stops to coincide with the Concept Plan and with Public School bus routes. It is suggested that some stops be converted into dual use "shelters" that serve as both transit stops and pedestrian rest areas.



## 2.11 Visual Clutter



our neighboring cities, publishers, distributors and the City, IRB Action 2000 has made progress toward reaching a solution that is equitable to all parties, while drastically improving the image of our main street. The newly enacted right-of-way ordinance will enable the city to better regulate this element of the streetscape to provide both access to printed material and a less cluttered, less hazardous environment along our streets and sidewalks.

### 2.11.3 Utility Poles and Lines

The Gulf Beaches provide the State and County with a valuable economic asset. Through the united efforts of the Mayors' Council ("Big C"), City Managers Council and Florida Main Street urgings, Pinellas County has recently recognized the need to find means of reducing the visual clutter of overhead lines along the barrier islands. The hazards presented by overhead lines downed in a tropical storm are all too familiar to us. Long-range plans should include continuing dialog with these agencies to work toward eventually burying communication and power lines, as long as an economically feasible method can be devised.

### 2.12 Maintenance:

Many nuisance trees such as Brazilian Pepper threaten desirable plantings. The City has the right to trim all trees that hinder pedestrians, limit sight lines of motorists or pose windstorm hazards. Similarly, the city has a responsibility to enforce the ordinance that restricts the placement of trash containers in front yards. These efforts, in combination with encouragement of property owners to maintain their properties, would have an instant positive effect.

### 2.11.1 Signage:

Recent public forums point to the visual clutter from signage as one of the main detractors to the look and appeal of Gulf Boulevard.

IRB Action 2000 strongly endorses the efforts of the Planning and Zoning Board, to seek a workable revision to the Signage Ordinance. Signage concepts being recommended by the P&Z Board suggest moving toward more awning signage and signs directly on the buildings. *Whatever ordinance is enacted there will be a waiting period of years before all signs can be made to comply. This suggests that immediate action is desirable.*

### 2.11.2 News & Advertising Racks:

The visual blight of multi-color plastic or rusting metal news and advertising racks is a problem common to most communities in the State. Working in concert with

**2.13 Donating Mechanism:**

At present, there is no mechanism in place for people to donate money for projects that they perceive as worthwhile. It is recommended that the city adopt a uniform and coordinated (citywide) system for the receipt and disbursement of donations.

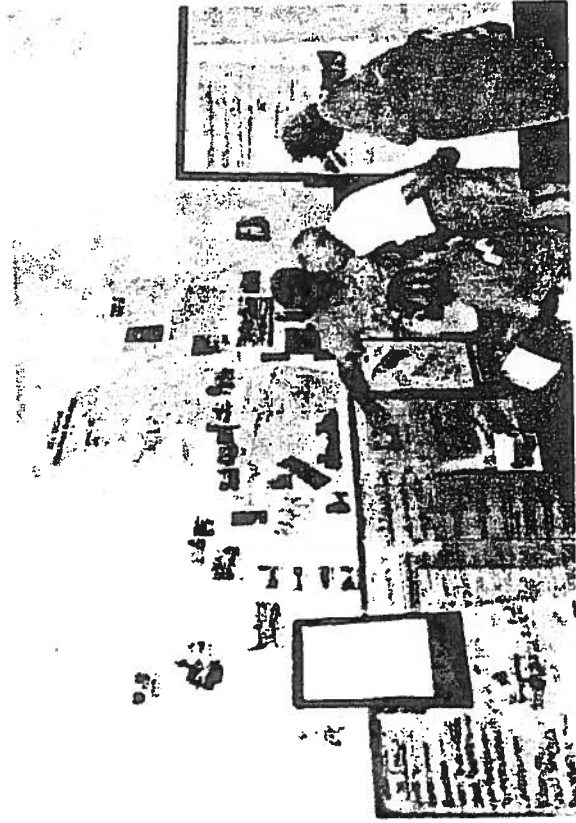
### CHAPTER THREE - OBJECTIVES

**"The City of Indian Rocks Beach strives to ensure a safer and brighter future for its residents by being responsive to the needs of its citizens, visitors, commerce and natural environment, while securing the integrity and quality of life in our family oriented beach community."**

In 1999, the City of Indian Rocks Beach held a series of workshops to evaluate priorities for capital expenditures in compiling the five-year Plan. These workshops were conducted by the City Manager and the Treasurer, and were attended by Commissioners and representatives of the City boards. After considerable discussion and revision, the above "Mission Statement" was agreed to and approved unanimously by the City Commission.

"Florida look" and a tidier image) were overwhelmingly expressed by the general public in various forums. These overall objectives have been adopted by IRB Action 2000 in its own Mission Statement and Articles of Incorporation. The strategy with which to achieve these ends is based upon close cooperation among the residents, the local businesses and the City.

In recent months, a new civic pride in Indian Rocks Beach has become evident. A number of properties along Gulf Boulevard have been renovated. Landscaping is beginning to appear where blight previously existed. The time is right to move forward.

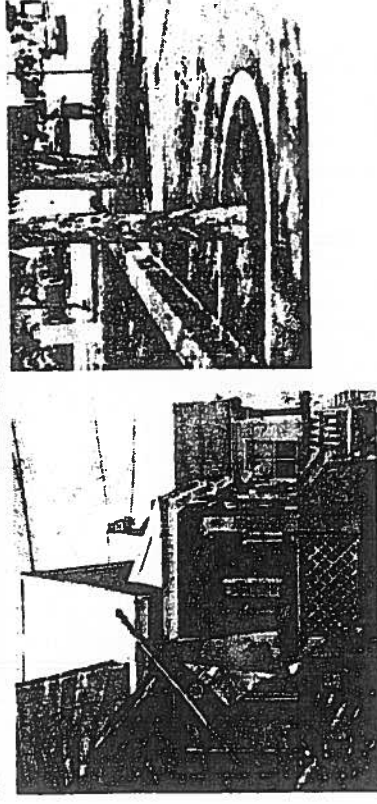
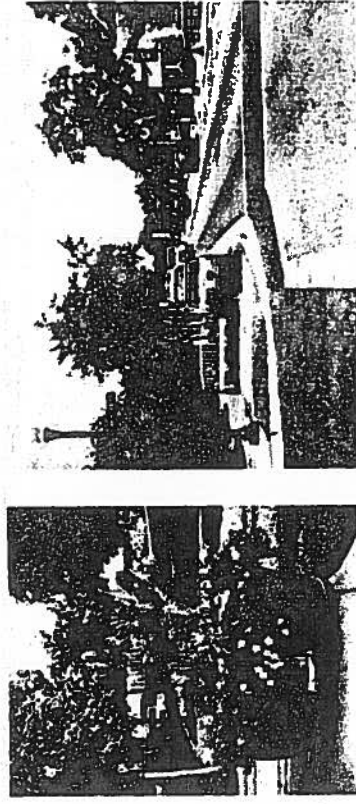
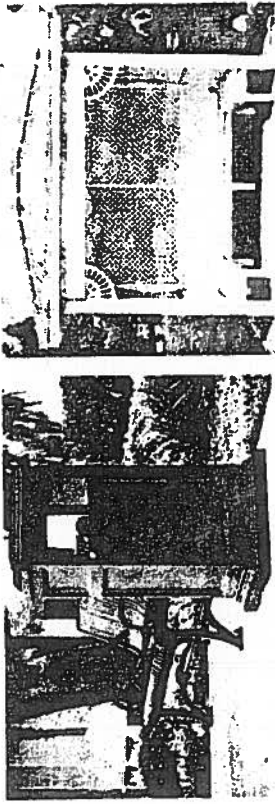


Similar sentiments (concern for pedestrian safety, preservation of our small town qualities, our unique

## CHAPTER FOUR - THE CONCEPT PLAN

The long-range Master Plan is dependent upon executing the Concept Plan through a continuing series of "layered" projects that are enabled through interaction with external agencies, availability of resources and detailed design. The design intent is to provide visual continuity along the boulevard. The City of Indian Rocks Beach has received general guidelines for landscaping through the "Landscape Master Plan" Prepared by Phil Graham Associates. Wherever possible, it will be a priority to use xeriscape principals, while striving for an appropriate color and "Florida look". The City of Indian Rocks Beach has selected standard benches, streetlights and trash receptacles. These will be adopted as the Gulf Boulevard standards. The exception would be that the uniform color for all elements would be a recommended dark green. Listed below are some of the design components of the Concept Plan:

- Color theme
- Trees, shrubs and flowers.
- Paved or Colored Pedestrian Crossings
- Pedestrian shelters
- Bicycle lanes and Bike racks
- Traffic calming islands
- Street lights
- Benches
- Trash receptacles
- Flag/banner system
- Unified Newsracks
- Unified signage
- City Hall location signs
- Entry treatments to the City
- Underground utilities (if cost effective)



## CONCEPT PLAN FOR GULF BOULEVARD

### Premise:

Gulf Boulevard is the "Main Street" of Indian Rocks Beach. It is strictly linear and at present exhibits an unremarkable and at places a decrepit characteristic.

### Objective:

The design intent is to provide visual continuity along Gulf Boulevard and to create a more user friendly and visually pleasant atmosphere.

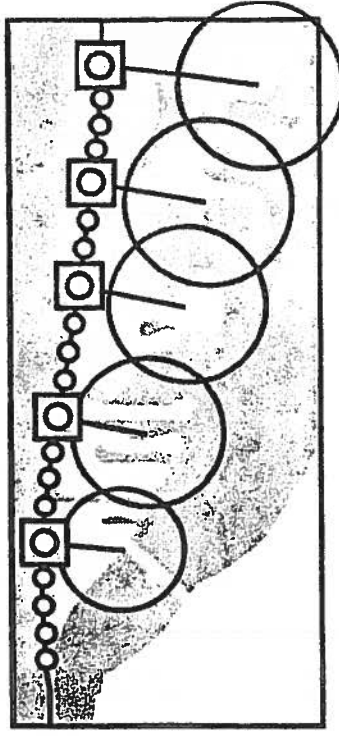
### Data:

This Concept Plan represents many hours of investigation, analysis, and production, either in generating or interpreting the data from the sources below.

- Visioning Sessions (held with the general population)
- Interviews (residents and business owners)
- Photographic Studies (Gulf Boulevard in total for IRB)
- Traffic Usage Studies (Vehicular and Pedestrian)
- Population Density Studies
- Land Use Maps
- Aerial photographs
- Rights of Way
- Transit Ridership Study
- Demographics
- Florida Main Street
- The Comprehensive Plan for the City of IRB

### Design Concept:

- There are definable centers of population on the East Side of Gulf Boulevard.
- These population centers produce concentrated traffic, both vehicular and pedestrian, at certain points along the Boulevard.
- The intersection of traffic on Gulf Boulevard with that from the population centers suggests the necessity for special places that provide pedestrian protection and visually identify areas of high activity.
- The result is a series of places that we identify as "Pedestrian Parks", at approximately every fourth block, which will act as "anchors" and give visual continuity to the Boulevard.
- Once the Pedestrian Park "anchors" are in place, the areas in between will be upgraded, uniting the entire Boulevard. This concept is reproduced graphically, with explanations, on the following page.



# Concept Plan for Gulf Boulevard Indian Rocks Beach, Florida

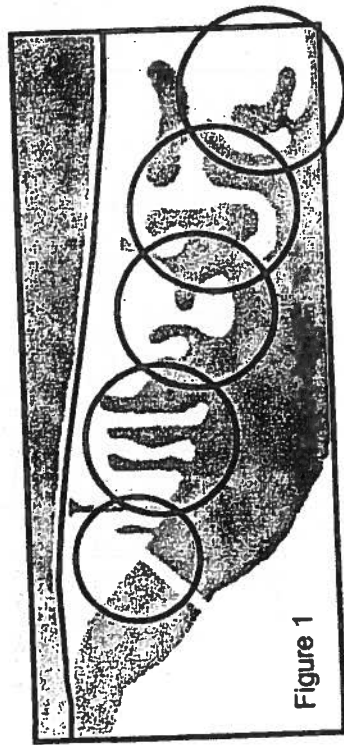


Figure 1

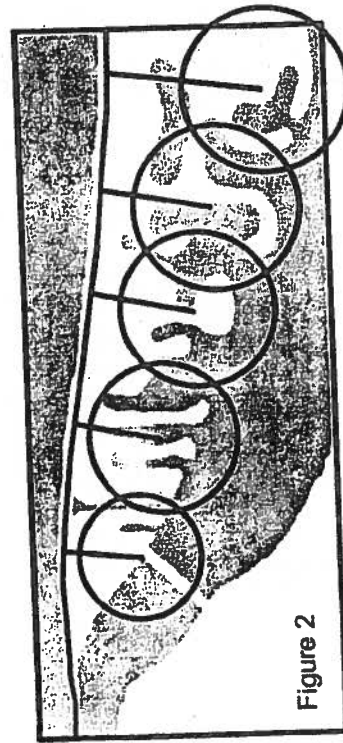


Figure 2

There are definable centers of population on the East Side of Gulf Boulevard (Figure 1). These population centers produce concentrated traffic, both vehicular and pedestrian, at certain points along the Boulevard (Figure 2). The intersection of traffic on Gulf Boulevard with that from the population centers suggests the necessity for special places that provide pedestrian protection and visually identify areas of high activity (Figure 3). The result is a series of places we identify as "Pedestrian Parks" that act as anchors and begin to give visual continuity to the Boulevard (Figure 4). Once the Pedestrian Park "anchors" are in place, the areas in between will be upgraded uniting the entire Boulevard (Figure 5).

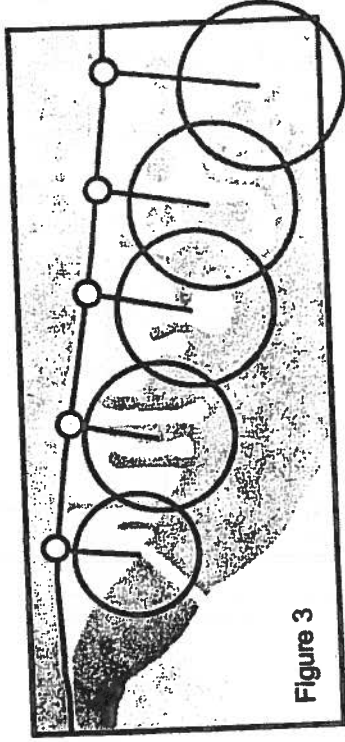


Figure 3

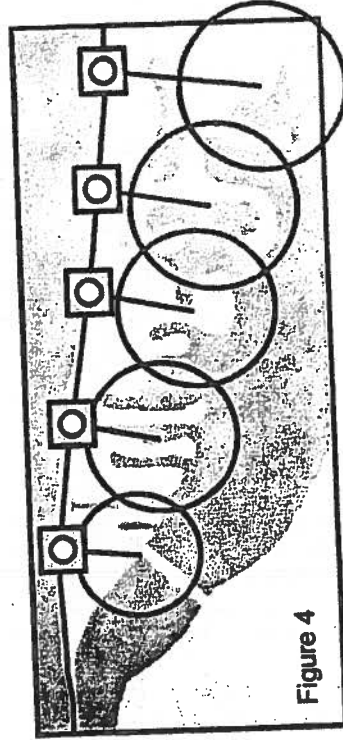


Figure 4

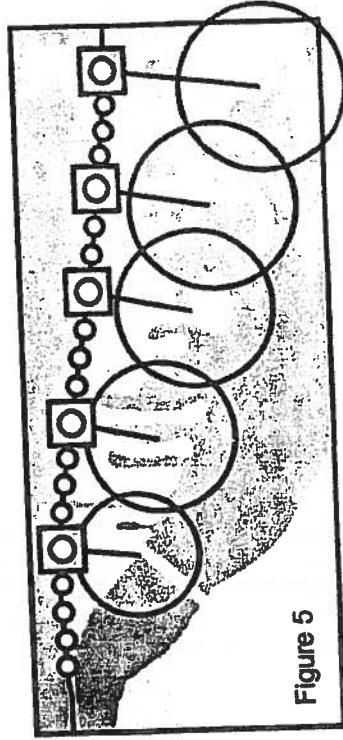


Figure 5

### Concept Implementation:

- It is important to establish the "Pedestrian Parks" as early as possible to enhance an orderly, logical progress.
- Shelters will be located at the Pedestrian Parks (either at available right of way, or by permission on private property). These shelters will be "dual use" and serve as transit stops and "Pedestrian Shelters". They will accommodate pedestrians, PSTA bus riders, school children and the anticipated future "Jolly Trolley" service.

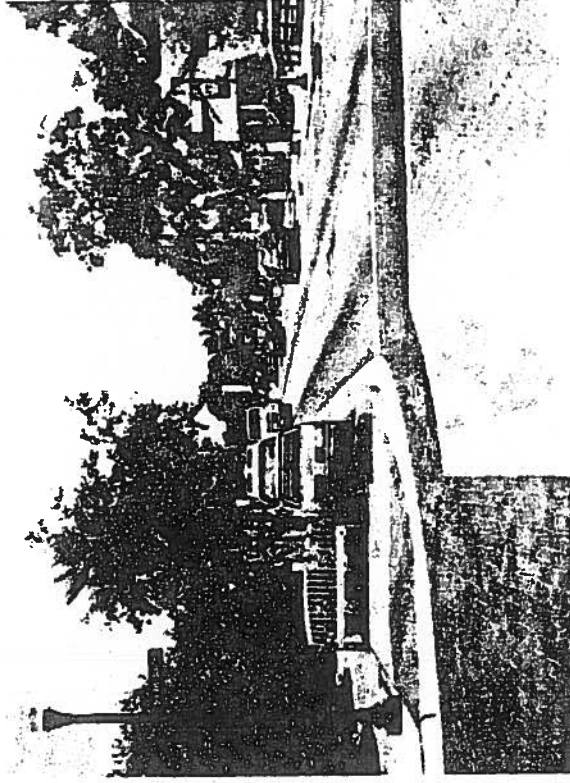
- The existing Beach Accesses provide the vocabulary for plantings. The Pedestrian Parks will have larger, more colorful planting masses to denote their importance. All corners at avenues in between will have smaller scale landscaping treatments.

- Street crossings at the Pedestrian Parks will have colored paving, plus pedestrian level lighting to mark their importance. Street furniture and plantings will be used as unifying elements in between the Pedestrian Parks.

- Unified News and Magazine racks will be located at or near the Pedestrian Parks

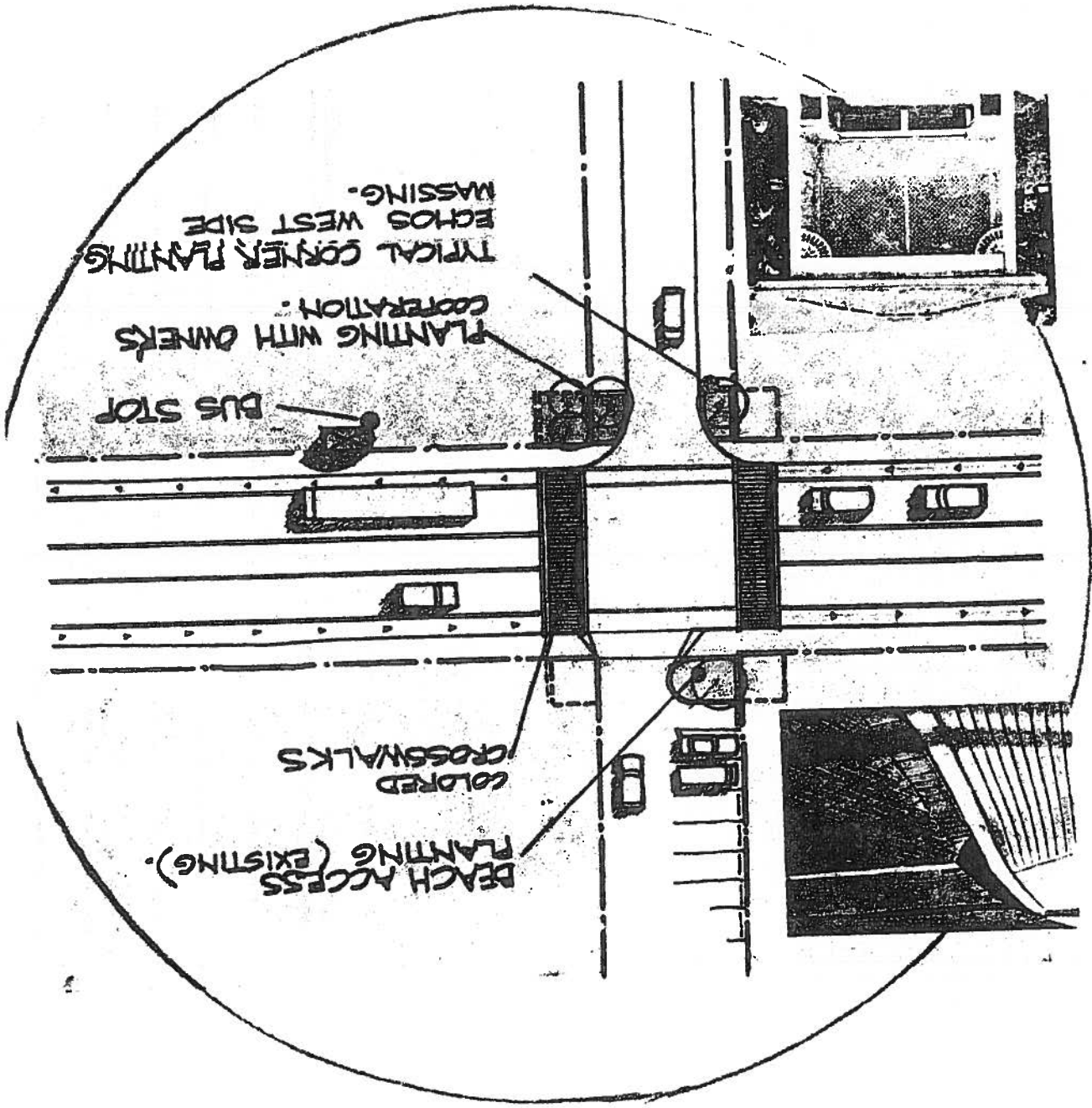
- Public spaces (easements, etc.) will be designed by IRB Action 2000 and executed by the City using the designated trust funds.

- Businesses will be encouraged to improve facades, signage and landscaping through grants, zero interest loans or other sources.
- Residential owners and tenants will be encouraged through awards and incentives to clean up and plant on their properties to reinforce the streetscape effect.
- Individual neighborhoods will be encouraged to work together to do their own cleanup and improvements in a spirit of civic pride.



The following pages provide some preliminary design drawings and concept sketches for proposed Pedestrian Parks.

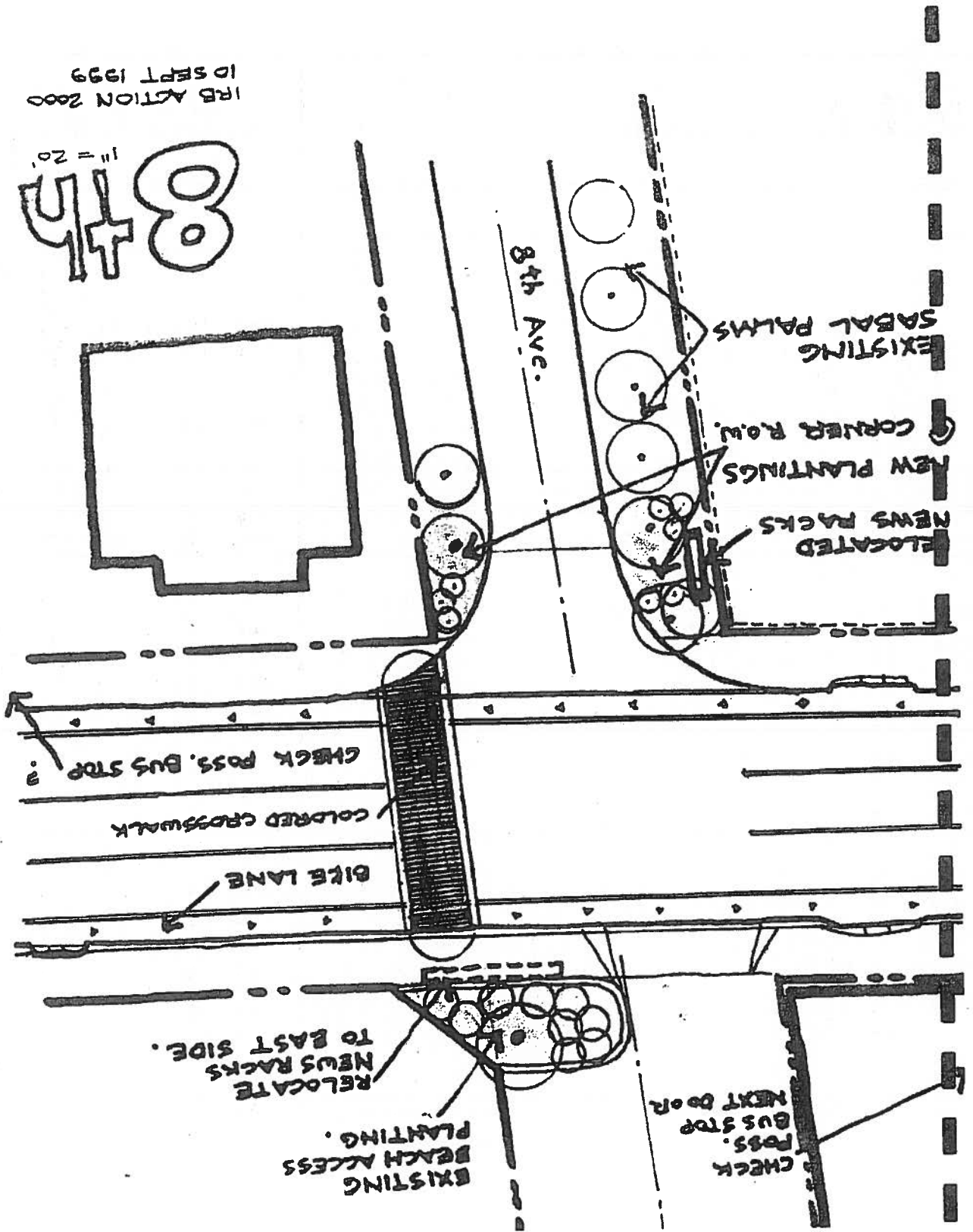
# TYPICAL PEDESTRIAN NODE GULF BLVD. CONCEPT PLAN





IRB ACTION 2000  
10 SEPT 1999

8th St  
1" = 20'



IRB ACTION 2004  
6 SEPT 1993

12th

12th Ave.

CHECK ILLEGAL  
SIGNS IN ROW

NEW TREES  
& PLANTINGS  
TO REFLECT  
ACCESS PLANTING

CHECK EXIST'G  
DUMPSTER FOR  
LOCATION FOR  
POSS. BUS STOP

GULF BLVD.

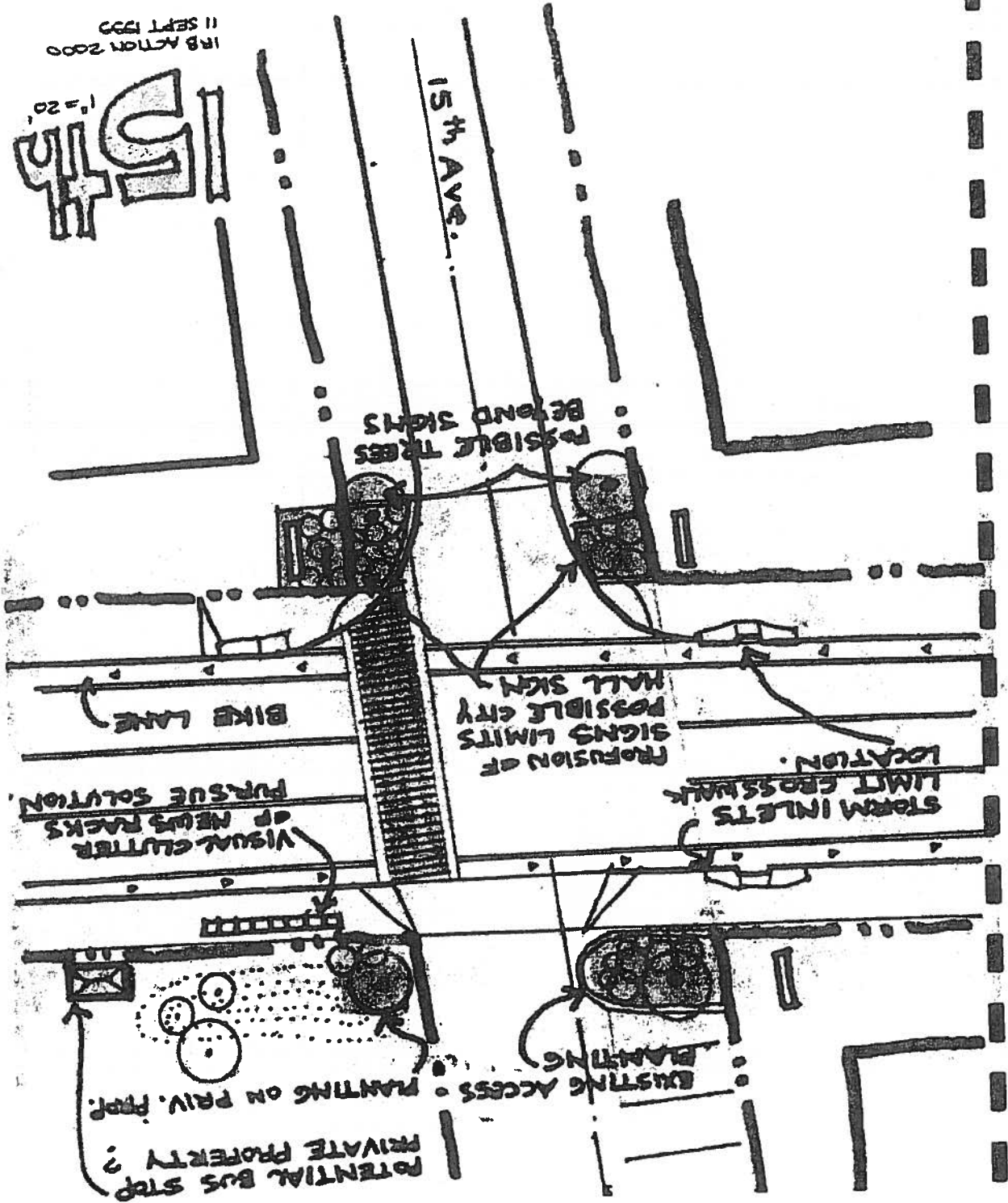
BIKE LANE

COLOR'D  
CROSSWALK

EXISTING BEACH  
ACCESS  
PLANTING

GOOD EXISTING  
OAK TREES &  
PLANTINGS AT  
GABLES

IRB ACTION 2000  
11 SEPT 1999  
15th



IRB ACTION 2000  
 6 SEPT 1999  
 1" = 20'  
 16th

NEW CARVED  
 IRB CITY HALL  
 & LIBRARY  
 SIGN - WITH  
 PLANTINGS.  
 (FLOOD LIT).  
 EXTRA R.O.W.  
 GIVES POSS.  
 BUS STOP (?)

18 HIGH  
 CONC.  
 RET. WALL

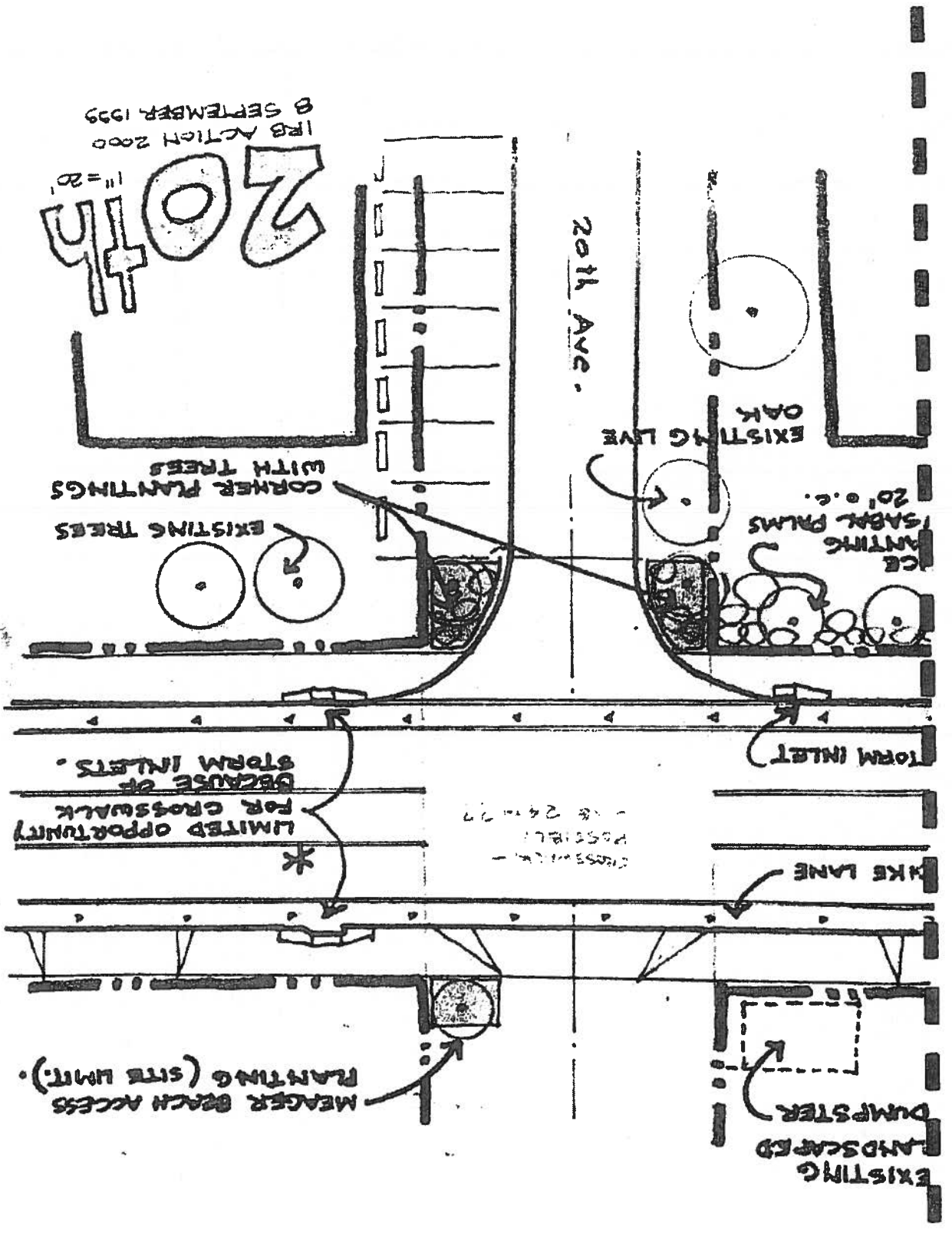
16th Ave.

EXISTING PARKING  
 INFRINGES ON  
 R.O.W. - WORK  
 TO IMPROVE PED.  
 SAFETY & L.S.

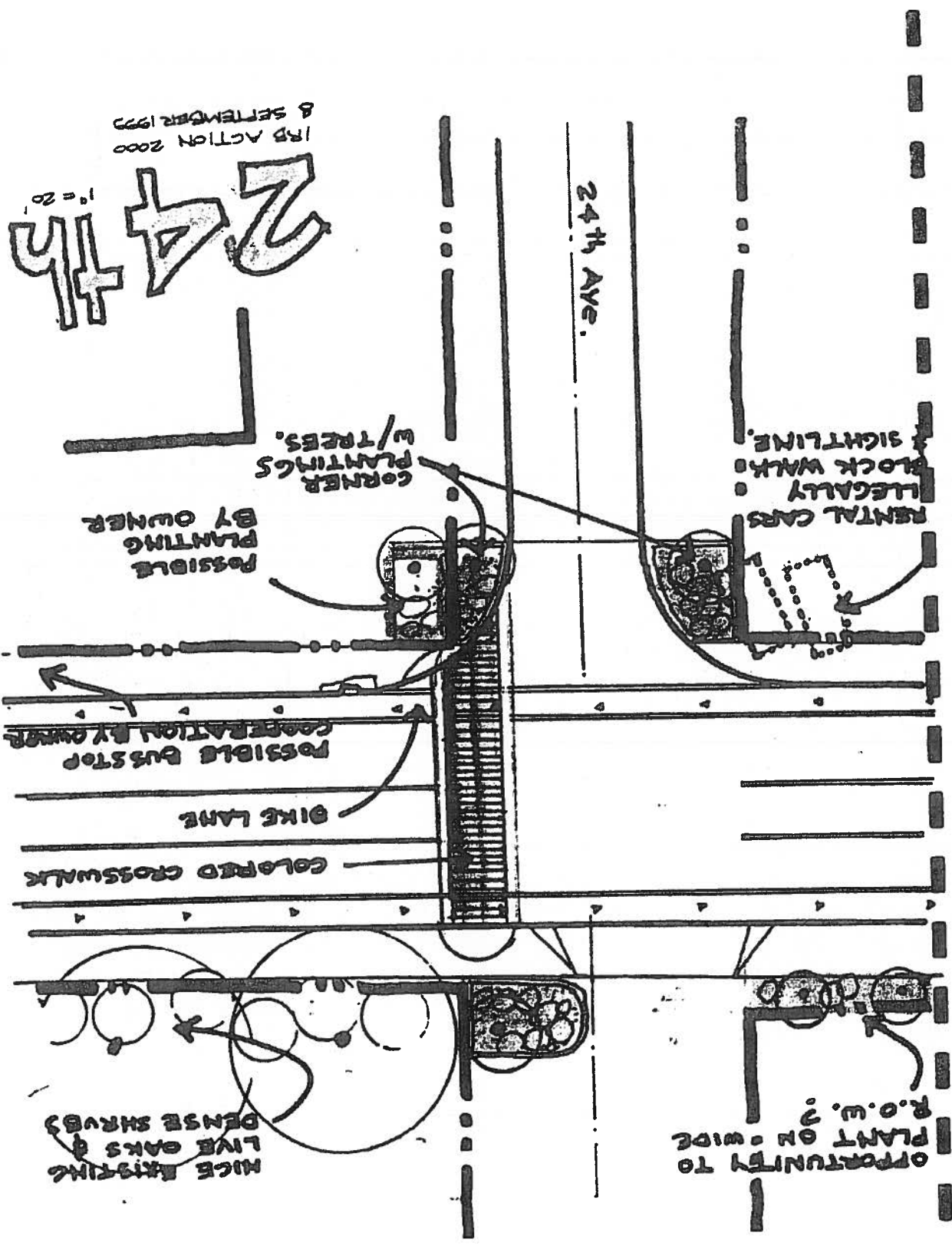
OWNER ??  
 BREAK OUT ASPHALT,  
 PLANT TREE &  
 SHRUBS

GULF BLVD.

WORK WITH  
 OWNER TO  
 PLANT HERE



185 ACTION 2000  
 8 SEPTEMBER 1999  
 24th  
 1" = 20'



1RB ACTION 2000  
5 SEPT 1999

28th

28th Ave.

HISTORICALLY  
CEDED  
R.O.W.

LINE OF  
EXIST'G  
FENCE

WORK WITH OWNER  
TO PLANT 2 PALMS  
& SHRUBS.

6.5' SIDEWALK

CROSSED  
SIDEWALK

BELLAIR  
BEACH SIGN

PROPOSED ISLAND  
WITH 1RB SIGN,  
LITTED BOLLARDS,  
& PLANTINGS.

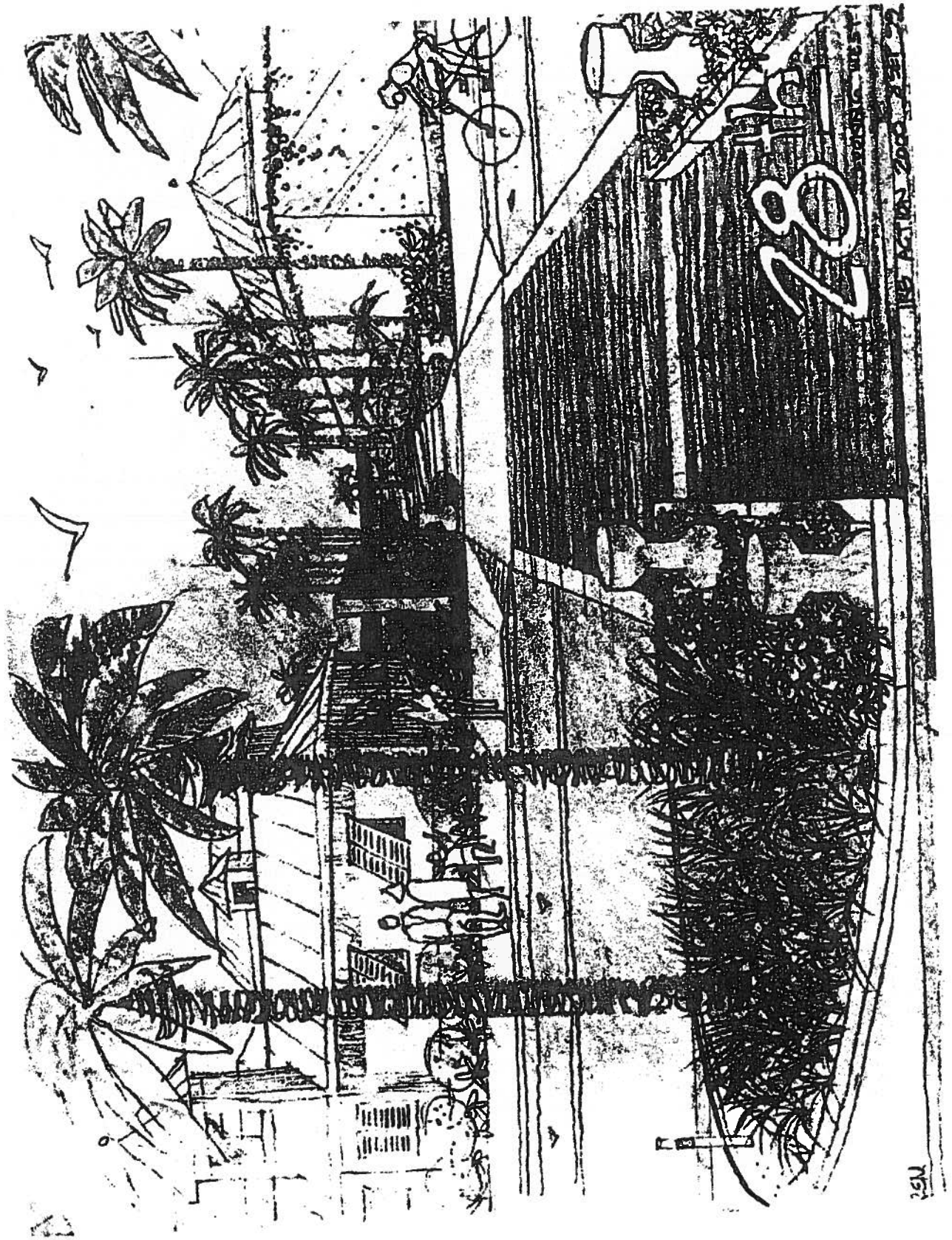
6.5' SIDEWALK

BIKE LANE

6.5' SIDEWALK

WORK WITH NEW  
DEVELOPMENT TO  
OBTAIN POSSIBLE  
BUS STOP @ CORNER

PEDESTRIAN  
BEACH ACCESS  
WALKWAY.





## CHAPTER 5 – PROJECT SCHEDULING

### Approach:

Our intent is to identify, design and execute a series of small, projects that are part of an overall comprehensive long-range plan. The realization of the overall plan may be envisioned as a series of "layers". The time frame for the execution of each layer will be dependent upon two factors:

- 1). Research:
  - Obtain IRB residents/business input and consensus.
  - Determine rights of way, utilities, easements, codes, regulations, etc. (with the City).
  - Select materials, estimate costs, and maintenance means (with the City).
  - Obtain approvals by County and State (with the City).
  - Complete surveys and data search.
  - Coordinate with relevant long-range issues of the Barrier Island and county.

- 2). Resources:

- Identify & pursue available funds.
- Coordinate with other IRB organizations.
- Find and mobilize volunteer talent & manpower.

### Phasing:

The nearly completed Beach Access projects are an example of successful phasing of improvements. Better stormwater drainage, controlled parking, landscaping and pedestrian lighting have resulted. A few of these accesses were built each year as part of a masterplan

adopted in 1986. They represent the first increment in unifying and beautifying the full length of Gulf Boulevard.

IRB Action 2000 proposes three initial phases (years 2000, 2001 & 2002). Thereafter, this Master Plan should be periodically updated to reflect progress and include new needs and opportunities. The components of each phase are contingent upon the research and resources available to do the work. The design, cost estimating, and pursuit of funding sources must be closely synchronized. It will be critical to provide lead-time for enabling permits, which will be required from City, County, State or other agencies. Furthermore, a mechanism to promote citizen participation in the process must be formulated to ensure consensus backing and financial support.

The work items under each of the phases should be flexible to maximize opportunities as they arise. With that in mind, the proposed phased projects are presented on the accompanying "Project Implementation Chart".

Project Implementation Chart-A Framework for Gulf Boulevard Revitalization, Indian Rocks Beach, Florida

Project Implementation Chart-A Framework for Gulf Boulevard Revitalization, Indian Rocks Beach, Florida												
YEAR ONE - 2000												
	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
1. General Cleanup & Tree Trimming (7th & 9th)												
2. Enact R.O.W. Ordinance & Enforce it.												
3. Approve IRB A2K FY2001 Budget Items												
4. Commish. Approve IRB A2K "Master Plan"												
5. Place Initial Pedestal Newsracks												
6. Initiate Awards Program (with regular cycle)												
7. Enact New Signage Ordinance												
8. Demo Proj. (L.S., Shelter, Trees, Lighting)												
9. Plantings at Selected R.O.W. Corners												
10. Initial Live Oak Plantings (2 Blocks)												
11. Erect Shelters (12th Ave., Nature Park, 16th)												
YEAR TWO - 2001												
	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
1. Continue Newsrack Replacements												
2. Work With Businesses to Organize Racks												
3. Grant Applications												
4. 2nd & 3rd Major Projects (see #8 above)												
5. New Signage on Blvd. For City Hall												
6. Work with Pin. County on Utilities Burial Plan												
7. Install Seasonal Banner System												
8. Street Lights & Live Oak Placements												
9. Gateway Sculpture at Bridge												
10. Zero Int. Façade & Signage Loans Applications												
11. Continue Awards Program & Fund Raising												
12. Approve IRP A2K FY 2002 Budget Items												
YEAR THREE - 2002												
	JAN	FEB	MAR	APR	MAY	JUN	JUL	AUG	SEP	OCT	NOV	DEC
1. Newsrack System Completed (Pub & Private)												
2. Press for Utilities Burial												
3. Continue Street Lights & Live Oak Placements												
4. Complete Major Projects (Master Plan)												
5. Update Master Plan and Set Priorities												
6. Approve IRB A2K FY2003 Budget Items												

Note: The order of execution is dependent upon agency approvals and funding.

## CHAPTER SIX - FUNDING

The following suggestion, was made in the 1995 "Ad Hoc Advisory Summary Report..."*"that the City consider sponsoring a Community Development Corporation (or other such semi-private body) to provide central focus, to build the necessary sense of momentum and to generate a growing community spirit"* (end quote)

This recommendation was adopted in September 1999 when the IRB City Commission unanimously approved the proposed "Concept Plan" presented by Indian Rocks Beach Action 2000, Inc. The subsequent fund raising Gala, sponsored by the City Commission in January 2000, is a symbolic start to the promising public / private partnership.

Additionally, Indian Rocks Beach Action 2000, Inc. has raised, and will continue to raise, funds through associate membership, events and donations. The combined sources of the City Trust Fund and of IRB Action 2000 will provide money for initial projects and matching funds as needed. IRB Action 2000 has begun to work with other civic groups and the City (through the IRB Executive Committee) to establish a uniform Donation Program, which will provide a clear and proper legal means of handling donations.

With this as a foundation, the following potential means have been identified for the consideration of those who will be working closely with the City to find various ways of funding the broad range of projects. Others will be sought.

1. Private Donation / Endowment & Fund Raising

2. Sponsorship of Zero Interest Loans.
3. Grants (Private and governmental).
4. Penny for Pinellas (Sales Tax Surcharge).
5. Municipal Bonds (Ad Valero Referendum).
6. Revenue Bond (Dedicated Fund Redemption).
7. Development Impact Fees.
8. Utilities Fees.
9. Metered/Leased Parking.
10. Assessments (Special Districts).
11. User Fees.
12. Purchase Mortgage Financing.
13. Enterprise Fund Fees

*It is emphasized that these means are not necessarily in isolation, but rather have mutually complementary roles. Used together, they may produce better results in a shorter time.*

### General Discussion:

The key to the grassroots approach is the spurring of initiative within the private sector, without placing undue burden on government. Obviously, larger projects require comparable scale funds, which are attainable by the government.

In fairness, for any governmental expenditure, there should be a balance among "who pays - who benefits - and over what period of time?" Projects that will be of benefit to resident's twenty years from now should aim at spreading the cost of acquisition over those years, rather than burdening today's residents with all costs.

Scores of Florida municipalities have been able to undertake revitalization projects with very little civic resistance when the citizens were able to see the real

benefits and were assured that the cost was within justifiable bounds and was being shared equitably over the appropriate period of time.

The City Commission is seeking ways to meet our citizens' expectations, while also avoiding possible deficit situations. It is doubtful (with the growing civic pride and the undeniable change in our city's demographics to young affluent families) that we will see a decrease in those expectations.

Projects may be financed by one or more of these payment methods and preferably by combinations when advantageous. The spirit and support of the community is central, and with that support there is a possibility of overcoming the relatively long period of stagnation in community amenities development (i.e., the beach accesses).

It is suggested that Representatives of IRB Action 2000 continue to work hand in hand with the City Manager and the City Commission to devise a projected capital strategy to enable an orderly, cost effective program with which to execute the long range Master Plan. The overall national, State and local economic conditions are still favorable. There is still a window of opportunity.

A discussion of funding methods may be found in Appendix A - "Means Assessment."

## CHAPTER SEVEN – CONCLUSIONS

Deteriorating properties and structures, development pressures, and continuing challenges to code requirements are threats to the City's character. Economic pressures for increased density and building heights needs to be resisted, as does the encroachment of the impacts of commercialization into residential neighborhoods

The City's code enforcement program should be supported and expanded to eliminate and stop the spread of "blight" within the City, especially along our main thoroughfares. Codes and policies governing appearance and aesthetics need revision to better control: signage, litter, dumpsters, sanitation, landscaping maintenance, building heights, setbacks and density.

Amenities for residents and visitors, such as: parks, playgrounds, and open space; adequate parking and pedestrian and bikeways; recreation programs; etc. need to be provided and improved. Efforts by Pinellas County to purchase and develop additional Gulf of Mexico/Gulf Boulevard parks should be aggressively supported. The City's programs to complete the Beach Access Parks, Nature Preserve and other neighborhood stormwater improvement and open space projects should be continued.

There are a large number of projects, large and small, that can be undertaken to improve the City's image and ambiance. While the City's financial resources are limited, the talents, time, and desire of the citizens to maintain our community values are plentiful. Teamwork

can yield great results. Some of these projects require action by the City Commission; others require action by individual property owners. The vast majority, however, require a "partnership" between the City government, interested citizens and cooperating landowners and businesses.

Funding for many of the projects need NOT come solely from City tax funds. Grants, donations and contributions, private funding and "sweat equity" can be called upon to accomplish many projects. Some projects can be completed with funding from State, Regional, and County agencies through grants or improvements to their existing facilities. Other solutions include "Penny for Pinellas" and other general improvement funding programs. Larger projects should, and will, require voter approval.

Some of Indian Rocks Beach's greatest assets are the visible connection to its waterfronts and many desirable small town characteristics. These assets are currently under assault. Once they are lost, they cannot be replaced.

## CHAPTER EIGHT - RECOMMENDATIONS

We have experienced the evidence of inevitable change in our small city over the past two decades. We have seen demographic and lifestyle changes which have impacted the character of the place. There presently is a growing wave of energetic community pride in our "small town image". Rapidly increasing economic pressures are making it more and more difficult to preserve that desirable image. Therefore it is first and foremost recommended that:

The City Commission adopt the Comprehensive Master Plan, by decree, to provide a framework for meeting future challenges and preserving our small town character.

The Master Plan is intended as a record of the agreed goals and a guideline for gradual, but effective implementation. The Master Plan itself includes short and longer term recommendations:

- **Short Term recommendations** are those which possess the opportunity or urgency for implementation at an early date. (It should be noted that, at the time of writing this report, many of these actions are already underway in joint cooperation between the City and IRB Action 2000. The intent here is to further refine an overall approach.)
- **Longer term recommendations** are actions that require more complex solutions, greater participation of agencies outside of Indian Rocks Beach, greater resources, or all of the above. (Note that these actions, while integral with those listed above, tend to

be more complex. They are recorded separately to focus attention on their importance to overall success of the revitalization efforts.)

### 8.1. Short Term Recommendations:

1. Project the image of Indian Rocks Beach as a quality small town, concerned with its future.
2. Work with Pinellas County officials to identify property between Gulf Boulevard and the Gulf of Mexico for acquisition as a County Beach Access Park.
3. Work with businesses to finalize and adopt the proposed new sign ordinance.
4. Work with publishers to adopt a proposed right-of-way use ordinance to eliminate "news rack" blight and clutter.
5. Work with Pinellas County officials regarding application of the proposed county highway beautification program to Gulf Boulevard and Walsingham Road in a manner consistent with the concepts in the Master Plan.
6. Prioritize and commence construction of the streetscape and pedestrian and bicycle safety projects.
7. Work with business and residential property owners to complete a general cleanup of the City, including beautification grants and awards programs.

8. Encourage new development to landscape in a manner consistent with the streetscape plans.

9. Adopt a uniform and coordinated system for the designation, acknowledgement and use of donations and memorial gifts.

10. Work with the City's civic and service organizations (Civic Association, Rotary Club, Homeowners Association, Beach Art Center, Library, Museum, and others) to integrate and promote Indian Rocks Beach Civic Pride.

11. Coordinate the specific projects identified in the IRB Action 2000 Comprehensive Master Plan with the City's 5-Year Capital Expenditures Budget to ensure maximum utilization of public and private funds.

12. Develop a prototype regarding the assumption of financial responsibility for project development, construction, operations, maintenance, etc. between the City Government, IRB Action 2000, and other civic and service organizations.

13. Establish an Ad Hoc Task Force to identify, pursue and obtain grants from outside sources for project implementation.

14. Work with F.D.O.T., the City, and property owners to integrate the section of Gulf Boulevard south of Walsingham Road into the concept plan. Considerations should include and identify possible beautification, pedestrian safety, bicycle safety, traffic capacity and parking issues and concerns.

### 8.2. Longer Term Recommendations:

1. Project the image of Indian Rocks Beach as a quality small town, concerned with its future.

2. Develop a long range Beach Management Plan, that addresses preservation and emergency management issues, as well as aesthetic and recreational issues.

3. Prepare a strategy for code enforcement linked with incentives to deal with properties that have been allowed to deteriorate.

4. Review and refine zoning and land use regulations to ensure that new development is compatible with the City's small town image and character.

5. Undertake a comprehensive parking study toward the establishment of a long range parking policy for residents, beach goers, and businesses.

6. Study potential sources of revenue to meet public expectations for improvement of the City.

7. Address the needs of the City's young families for quality recreation and community functions.

8. Work constructively with other communities regarding a long-range plan for energy & water conservation and public transportation.

9. Confront and resolve the long-standing need to define, by consensus, the development potential for the Triangle at the Narrows.

10. Work proactively with other barrier island communities to press for a program of underground utilities.
11. Attract and support quality businesses to serve the broad range of "small town" needs.
12. Organize a city wide volunteer program that encourages each neighborhood to stimulate its own pride and identity. Organize, acknowledge and support neighborhood beautification plans and "Adopt-a-Street" groups.
13. Encourage a regularly scheduled series of public forums to ensure continuing grass roots input and support of revitalization and beautification.



## APPENDIX A - MEANS ASSESSMENT

Several methods of project funding are discussed below. It is not a discussion in total of all methods available and alternative strategies should be investigated. A directory published by the State of Florida, with detailed listing of potential funding sources, is available at the Indian Rocks Beach Public Library.

### Private Donations/Endowments/Fund Raising:

These are the activities that produced the original City Center complex (City Hall, Kolb Park) and later the Library (Jane Bash bequest). This is not a poverty stricken community, nor do the citizens all necessarily have other higher priorities for use of their funds and talents. Some in any community will resist paying for anything, no matter how much they use or enjoy it. Others will pass time without any focus upon the great good that can be done with a little donation on everybody's part. The area of bequests, pioneered by Jane Bash, now has given new insights into the possibilities of leaving substantial sums to the City and the Friends of the Library, or other development enterprise. This community once had such spirit, but allowed it to go to sleep for a while. Reawakening of that sense of community, supplemented by participation by the business community, can provide the seed money for matching grants and endowments from non-governmental sources and foundations. The fostering of growth of community spirit alone would be worth the initiative.

### Sponsorship of Zero Interest Loans:

As a main street 501(c)(3) organization, IRB Action 2000 is in a position to serve small businesses by sponsoring

loans for facade improvement and/or signage upgrades which benefit the streetscape. The Organization is seeking assistance within the community from individuals with expertise in this area.

### Grants:

(Federal, State, County, District, Corporate, and Private) This is an area in which the City has had recent success. Many larger communities with whom Indian Rocks Beach competes for available funds have staff whose time is devoted solely to aggressively perusing grants and aid. IRB Action 2000 stands ready to assist the City in its efforts with grant research and acquisition.

Various monies have been available for many years, and during the time that Indian Rocks Beach had not aggressively pursued them, the share that might have been ours has gone to others. The result in simplest terms is that other cities and towns have had help in meeting needs, this City had either met needs purely upon the property tax, or had failed to meet them. Recent change in the City's policy has brought State and County Highway monies, the Preservation 2000, + SWFWMD grants, (an overdue step).

### "Penny-for-Pinellas":

(A Surcharge on sales tax enacted for a limited time. Used for capital improvement projects.) Advantages are ease of budgeting (reliable size and time), prior public acceptance at referendum, visible effects all over the area County Parks, Bridges, Libraries, etc. A major disadvantage is the time constraint - it is applied for 5-year increments, so it is a less desirable funding source for a project that will take longer to pay for. It can meet any capital improvement or acquisition costing not over

\$500,000 over the 5 years. It is recognized that IRB has relative priorities of a host of capital projects to consider each year. It is hoped that public sentiment will place pedestrian safety and revitalization of our image high on the list.

**Municipal Bond:**

(A general obligation which requires a referendum) This approach has the advantages of low interest rates, immediately raising the full sum intended, security against inflation costs and budgetable simplicity. It also spreads the cost of acquisition over the life of the bonds. The State of Florida has an office specifically to handle municipal bond projects. Disadvantages are those associated with providing enough (and thorough enough) information to permit the electorate to make a fully informed choice. While this may be a prudent delay, it precludes taking advantage of low interest and buyer demand in a timely way.

**Revenue Bond:**

(Dedicated Fund, Income to Redeem the Bonds)  
Advantages are timeliness; in that the City Commission can decide the matter, it does not require the Ad Valorem referendum. It also provides the opportunity to take advantage of high demand for municipal bonds at rates, locked in for the far future. A relatively low bond borrowing can be supplemented by local fund drives for matching. State assistance does help market revenue bonds. The only considerable disadvantage is in selecting and rating the strength of the dedicated fund income to pledge. Some toll roads and bridges, for example, have not generated expected revenues thus making inroads into other reserves. A specific surcharge or fee schedule upon certain and dependable charges is

the more commonly used approach. Though there is presently intense competition among Florida's communities for grants, there are multiplicities of fund-augmentations out there. Together, the City and IRB Action 2000 need to immediately establish an appropriate program of grant strategy and solicitation. To be ready to match opportunities, some fund source must be arranged, be it one or a mix among bonds, borrowings, or set-asides from such as "Penny for Pinellas".

**Development Impact Fees:**

(Currently assessed with development permitting)  
Advantages include assessing the population-growth sector for some part of the extra costs associated with providing municipal services, and getting some of that cost-offset at the time the first costs are engendered. They include aspects of transportation, recreation, etc. and are maintained as earmarked funds to apply against the categories. In the past in Indian Rocks Beach, these have been nominal at best, yielding little. The changing demography of the city (discussed in Section 3) has brought new requirements with which to serve the community. The expectations of the residents have changed. The City Commission has, in recent years, considered applying impact fees to permits issued for adding bedrooms to existing homes. This bears further discussion.

**Utilities Fees/Taxes:**

This direct payment by residents (who are beneficiaries of the City's amenities) through the electric, telephone, cable TV bills seems equitable. Property owners have an almost impossible task of passing specific fees and taxes to renters, leaving their ad valorem tax burden

unaided by more direct user contributions. The City once had such fees, as do almost all other Pinellas municipalities, but chose to repeal them and do without the income sharing over recent years. While this may not be a popular means, it is a fair one.

**Metered/Leased Parking:**

(Focuses upon Business and Tourism as Business benefit)

Before the City can fairly address this revenue source, it needs to determine the citywide minimum and optimum parking space requirement through a study. The City cannot be converted to a paved "just in case" parking lot, nor can the projected income to cover acquisitions be reliably calculated, until the demand and generation-of-demand are identified. With such figures, it is possible to strike a balance between the costs and the benefits. Given this study, the net revenue benefits of the present "park-for-fee" at the County Park should be used to evaluate parking lots at municipal expense to encourage pedestrian activity.

**Special District Assessments:**

This is a major advantage for the commercial/business section, in that there can be a sharing of the facilities provided, as opposed to doing it separately for each business. A central parking area contributes to pedestrian safety, more "browsing" and less vehicular activity. It can maximize the landscape and decorative use of land at the business, if the shared parking can be nearby but off-site. While the City has some benefit, the direct and tangible benefit is to the businesses so served. To use some City "seed-money" could be justified only if the businesses so benefited would commit to a "Special District Assessment" to repay the

seed money. Such a district has been established in the "Triangle", but returns from this effort cannot yet be measured at this early date.

**User Fees:**

(Pay for at place and time of use)

Examples: Use of the Auditorium, use of tennis courts, shuffleboard courts, etc. The advantages are that users pay something directly to support their interests, even if the administration of the fees and pursuit of abusers may cost as much as income. Disadvantages include resentment at paying to use what their ad valorem tax monies may have brought in the first place, plus debates as to what is recreation and what is citizen function (monitor and debate public policy, research background information). Care in consideration of this, as a funding source should be exercised.

**Purchase Mortgage Financing:**

(Buyer-Seller Direct Agreement upon Terms)

The City is uniquely qualified to take advantage of this approach when the seller is willing to use this option. The City acquires the property to hold or use, the seller has the security of mortgage against the City's ability to pay. The terms may be very long, with payments spread over the long-term-beneficiaries, and the fleeting opportunities optimized in shorter time than the other approaches. Extra flexibility exists, in that other resources may later be committed to the payment schedule, while current pricing avoids the inflated sales costs of later time. The sole caution of this approach is to be sure that the debt schedule remains within reasonable probability to manage. With no current mortgage debt, and excellent credit rating, this approach will permit rapid action where time is a critical factor.

**Enterprise Fund Fees/Surcharges:**  
Enterprise funds are utilized to match cost/fees with reasonable reserves for contingencies and replacements. For example: Environmental or other factors imposed upon the City required moving the sanitation service to a new location. The cost of moving not paid through grants (including land acquisition, environmental compliance, and other attendant costs) should properly be added to the sanitation service billing rather than being passed onto the general fund, or other capital funds. Again maintaining fairness in who pays/benefits. In this example, it could also be possible to trade land vacated by the sanitation facility for another parcel elsewhere.

## APPENDIX B - ACKNOWLEDGEMENTS

### Acknowledgements:

Indian Rocks Beach Action 2000, Inc. is grateful to the City Commission and the City Manager and his staff for continuing cooperation in the provision of statistical data, drawings and maps used in this Report. Input from the City's Planning and Zoning, Parks and Recreation, and Beautification Boards has also been of great value.

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We are grateful to the office of King Engineering, of Tampa, and Architect Gregory Ravndal for providing in-kind donations.

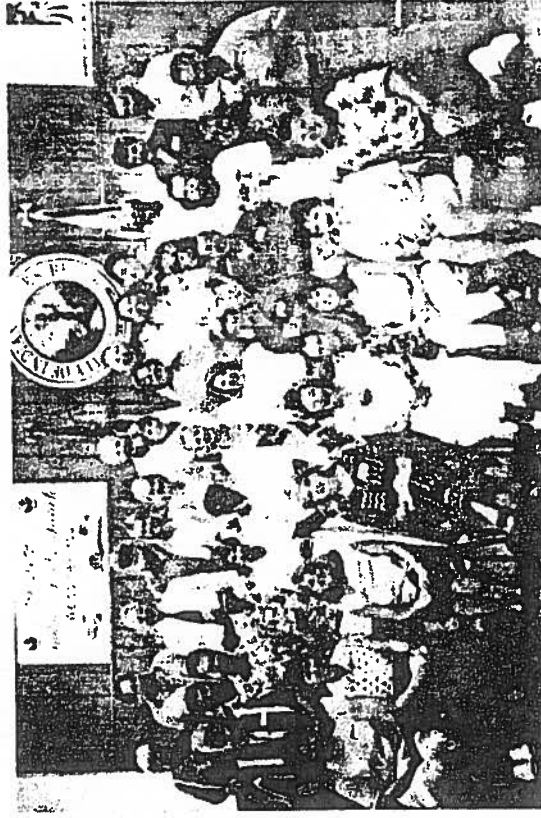
The combined educational and professional experience of the editorial team, all of who are IRB Action 2000 Directors, has given this report its content.

Chris Papandreas – City Planning  
Bill Ockunzzi – City Planning  
Jan Ockunzzi – City Planning  
Ralph Montgomery – Architecture  
Edward Starr – Urban Design  
Bert Valery (President) – Institutional Liaison

Each of the standing committees of the Board of Directors has provided input into the report. The balance of the Board of Directors is listed below:

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David Martin  
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Patti Muneio  
John Pickens  
Ed Piniero  
Patricia Ryan  
Larry Torgerson  
Sigal Weinfeld  
Ron Willett



Above all, the ideas, suggestions and support received from the general public and our more than 250 members provide the foundation for this grassroots document. We would like to thank each and ever one of those members by acknowledging them on the following pages.

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Aouchiche, Nadia  
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Bonham, Christopher J  
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Gayle, Robert  
Gayle, Lucy  
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Gimmel, Barbara  
Granger, Beverly  
Greenberg, Anita  
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Kennedy, Greg  
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Kline, Christine  
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Larroux, Maureen  
Lavigne, Verna  
Lawlor, Joe  
Ledet, Susan  
Leese, Harry  
Leese, Helen  
Lehman, Fred  
Lehman, Renie  
LePage, Andy  
Levesque, Carla  
Levesque, Victor (Memorial)  
Licht, Matt  
Loder, Matt  
Lover, James  
Maney, Emily "Punky"  
Marshall, Hedy  
Martinson, Jan  
McGlaughlin, Mike  
McGlaughlin, Carol  
Middleton, Margaret  
Midkiff, Harrison  
Mitchell, Duke  
Montgomery, Ralph  
Montgomery, Phyllis  
Munce, Robert  
Muneio, Patti  
Murphy, Tim  
Murphy, Suzie  
Nealy, C.B.  
Needham, Gerald  
Needham, Mrs. Gerald  
Nix, Rosemary  
Obermeyer, Mary Jo  
Oppel, Herb  
Oppel, Edna  
Palamara, Jim  
Palamara, Karen  
Papandreas, Chris  
Pape, John  
Pendleton, Cpl. Garrett  
Pickens, John  
Pickens, Joanie  
Powell, Jane  
Proctor, Frank  
Proctor, Helen  
Quimby, Rogers  
Rafferty, Curt  
Ralph, Robert  
Reda, Franklin  
Reda, Delores  
Reynolds, George  
Reynolds, Mary Ann  
Riley, Ronald  
Riley, Cheryl  
Roach, Dan  
Roach, Wendy  
Robbins, James

### Individual Members Continued

Roth, Menahem  
Roth, Ester  
Ryan, Patricia  
Savage, Bob  
Savage, Helen  
Scheller, Stacy  
Schiefer, Kurt  
Schlissing, Ken  
Schlissing, Corinne  
Schoening, Karsten  
Schoepf, Burton  
Schoepf, Betsy  
Scott, George  
Scott, Jean  
Senia, Kay Smith  
Senia, Ivan  
Shears, Tim  
Shears, Cathleen  
Shevins, Herbert  
Slaughter, John  
Smith, Leon  
Smith, Marian  
Spencer, P.  
Starr, Edward  
Starr, Brenda  
Strauss, Nick  
Sullivan, Sandy  
Sullivan, Patti  
Swales, Bill  
Swales, Diana  
Talty, Angie  
Torgerson, Larry  
Torgerson, Kay  
Trimble, Jeff  
Truisi, Rosemary  
Ulrich, Richard  
Ulrich, Barbara

Valery, Bert  
Valko, Martha  
Van Dreissche, James  
Veeder, Kate  
Veeder, Joseph  
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Vick, Debbie  
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Vogt, Joanie  
Wagenseil, Robert  
Waite, Gene  
Waite, Carole  
Weinfield, Sigal  
Weinfield, Shawn  
West, Jean  
Whitworth, Mike  
Wideman, James  
Wideman, Lee Ann  
Wilderman, Glenn  
Wills, Steve  
Wills, Wendy  
Wilson, Steve  
Wilson, Theresa  
Yodice, Angelo  
Zoller, Jean

### Business & Group Members

Beach Art Center  
Beggins Enterprises  
Bonham DMD  
Brown & Bigelow  
Calvary Episcopal  
CAP Community Mgt.  
Carpentry Etc.  
Colonial Court Inn  
Constance Jessup, Inc  
Cookie Cutter  
Crabby Bill's Restaurant  
Four Gulf Boulevard  
Gold Etc.  
Graymar Secretarial  
Great Bay A/C  
Great Heron Inn  
Green Rock Realty  
Gulf Breeze  
Gulf Towers Resort  
Gulfside Property  
Guppy's on the Beach  
Holiday Inn Hotel  
IRB Animal Hospital  
IRB BP Station  
IRB Civic Association  
IRB Historical Society  
IRB RV Resort  
Island Shop  
J.B's Petpals  
J.D.'s Restaurant  
Keegan's Seafood  
Kitesville, USA  
Klaus Body Shop  
Lawrence Hollis Electric  
Magic Hour Lighting  
Michael Davis Co, Inc.  
Mitchell Insurance Agency

Munce Marketing  
Murielle Winery  
Nadia's Restaurant  
P.J.'s Oysters  
Pelican East & West  
Phoenix Grocery  
Pink Alligator  
Sand Dollar Computer  
Sand Key Realty  
Sandy Shores Motel  
Sandy's Restaurant  
Sea Haven Resort  
Slaughter Plumbing  
Tacky Turtle Take Out  
The Swim Shop  
Thomas Brophy  
Tropical Isles Realty  
Valery Insurance Agency  
Whispering Waters

