

**CITY OF
HALLANDALE BEACH
FLORIDA**

COMMUNITY REDEVELOPMENT AGENCY

VISIONING SESSION REPORT

FEBRUARY 5, 2013

**Facilitated by
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VISIONING SESSION REPORT

INTRODUCTION

The Hallandale Beach Community Redevelopment Agency Board of Directors held a Visioning Session on Tuesday, February 5, 2013. Professor Frank Schnidman, Senior Fellow at the School of Urban and Regional Planning, Florida Atlantic University, facilitated the Visioning Session.

Participating in the Session were:

Joy Cooper	HBCRA Board Chair
Alexander Lewy	HBCRA Board Vice Chair
William Julian	HBCRA Board Director
Michele Lazarow	HBCRA Board Director
Anthony Sanders	HBCRA Board Director
Renee C. Miller	HBCRA Executive Director
Steven W. Zelkowitz	HBCRA Attorney
Daniel Rosemond	HBCRA Director (effective February 19, 2013)
Liza M. Torres	HBCRA Deputy Director

After opening remarks, HBCRA Executive Director Renee Miller and HBCRA Deputy Director Liza Torres gave an overview of the Hallandale Beach CRA Community Redevelopment Implementation Plan. Included in that discussion were the Mission Statement, Current Strategic Priorities, Strategies and Funding, Projects and Programs, the Fiscal Year 2013 Budget, and the Goal of the Visioning Session.

The group reviewed the Mission Statement, the budget, short-term vs. long-term approaches to redevelopment and priorities. After making adjustments to the Mission Statement, the Board agreed by consensus to reorder priorities and focus on projects that improve the Public Realm and projects with large-scale impact, giving direction to HBCRA staff to research and bring back for consideration actions to implement the re-focused priorities. Executive Director Miller responded that staff will work on proposed amendments to the Redevelopment Plan and will create a proposed Action Plan that would include timelines for implementation of the re-focused priorities.

This Report is a summary of the discussions and conclusions of the Visioning Session, as well as a discussion of the strategic actions that are needed to implement or modify the goals and objectives of the Community Redevelopment Implementation Plan and to implement identified priority projects and programs.

GOAL OF THE VISIONING SESSION

During the planning process for the Visioning Session, HBCRA Executive Director Miller, Deputy Director Torres and Consultant Schnidman met to discuss the need for the HBCRA Board of Directors to openly discuss the current Mission Statement, Goals and Objectives of the HBCRA, and to identify priorities for projects and programs identified in the current Community Redevelopment Implementation Plan.

It was also determined that a critical goal of the Visioning Session was to have the HBCRA Board provide specific guidance to staff on priorities for the implementation of projects and programs.

Finally, in recognition of any decisions to modify the current direction of HBCRA activities, staff was seeking discussion of the need to amend the Community Redevelopment Implementation Plan.

IMPORTANT DEFINITIONS

MISSION. A CRA's *mission* represents the broadest expression of its reason for being as well as the constituencies it serves and the goals it seeks to accomplish for them.

VISION. A CRA *vision* is a future-oriented expression of what it aspires to accomplish within the parameters established by the mission, a statement about what the future will look like. It is the vision that guides the process of strategic planning by outlining the more immediate objectives. The Hallandale Beach CRA currently does not have a clearly defined vision statement.

GOALS. CRA *goals* represent the general purpose and direction, the broad priorities. They are crucial to fulfilling the vision. Goals are what the CRA seeks to accomplish.

STRATEGIES. CRA *strategies* are the specific initiatives (projects and programs) that implement the goals and mission.

OBJECTIVES. CRA *objectives* define the operational activities undertaken to achieve strategic results.

METRICS. CRA *metrics* are the means by which the success of the implemented objectives is measured, both qualitatively and quantitatively, to include accountability and performance measures.

STAKEHOLDERS. CRA *stakeholders* are the universe of all individuals and groups that have an interest in or are affected by the implementation of the CRA Mission.

HBCRA MISSION STATEMENT

The HBCRA is not a department of the City of Hallandale Beach, but a dependent special district of the City established under the laws of the State of Florida. Though the City Commission members serve as the appointed HBCRA Board of Directors, the HBCRA is in fact a separate legal entity.

Chapter 163.300 of the Florida Statutes, the “Community Redevelopment Act of 1969” is the legislation that enables the creation of CRAs, and it is this legislation that establishes the guidance for redevelopment planning. Under the Redevelopment Act, three (3) of the most important responsibilities of a CRA are:

- Prevention and elimination of slums and blight;
- Preservation or enhancement of the property tax base; and
- Provision of needed affordable housing.

Pursuant to the Redevelopment Act, the Hallandale Beach CRA prepared, approved, and has amended a required Redevelopment Plan. The Redevelopment Plan is in effect the guidance document for the HBCRA, because “If it is not in the Plan, the CRA can not do it.”

The current Plan, the Community Redevelopment Implementation Plan was approved in March 2012, and it begins with the HBCRA Mission Statement:

“The Mission of the HBCRA is to promote economic development and enhance quality of life by eliminating and preventing blighting conditions through the facilitation of community partnerships, business growth, job creation and neighborhood revitalization.”

COMMUNITY REDEVELOPMENT IMPLEMENTATION PLAN 2012

In the Preface of the Community Redevelopment Implementation Plan, it states that the Plan “strategically and programmatically supports the City Commission’s mission of enhancing the quality of life in Hallandale Beach.”

It goes on to state that the projects and actions outlined in the Redevelopment Plan serve as strategies to fulfill four (4) Strategic Priorities of the City Commission by working to create:

1. Livable community.
2. Ensuring excellence in government.
3. Enhancing the quality of life through Environmental Sustainability.
4. Economic Development to support business owners, improving property values and provide a healthy balance of residential, commercial and light industry with a mix of local opportunities.

In addition to addressing these four (4) City Strategic Priorities, the Redevelopment Plan's programs and actions are described as "...a vehicle to systematically accomplish the goals and objectives of the CRA..." The Redevelopment Plan then lists six (6) major goals and objectives:

1. To revitalize and redevelop the CRA area to eliminate conditions, influences and causes of slum and blight as defined in Florida Statutes 163 part III. Over the next few years the Plan will proactively create safer neighborhoods and improve neighborhood infrastructure and increase pedestrian friendly systems;
2. To establish a results-oriented Economic Development Program that creates and increases job opportunities and expands tax base in addition to increased capital investments;
3. Provide technical assistance to existing business and to create a community-wide small business positive image/brand that will create a reputation of being a business friendly community;
4. To provide other miscellaneous economic development opportunities to include workforce training, development and placement, transportation and technology improvements, and to encourage and attract cultural art enterprises;
5. To continue to provide affordable housing opportunities. To participate in Land Acquisition and Assemblage. The City of Hallandale Beach will position itself for success in the marketplace by restructuring the current Economic Development program to focus on the following: to develop a structure to reflect best practices in private sector planning, execution and measurement; to create economic development processes to accelerate incentive and permit approval to fit the quick response nature of current projects by eliminating duplication and delays; and, to continue to strengthen business community buy-in, while cultivating partnerships to leverage resources. The Economic Development effort will advance a comprehensive economic development strategy designed to identify and target future drivers of job growth and enhance competitiveness through the updating of policy, regulatory infrastructure and incentive factors. The Economic Development Office/CRA will be responsible for spearheading comprehensive business intelligence, public relations, marketing, outreach, local business retention and expansion, and prospect/project management. This Economic Development approach and effort will enable the City to achieve the Commission's strategic priority of creating jobs, expanding the tax base and creating a healthy balance of residential, commercial and light industry;
6. To promote measurable reports and a revised CRA Plan with measurable outcomes.

Section Two of the Redevelopment Plan is the description of a “Five Year Plan for the Elimination of Blight.”

“This section describes the proposed five-year redevelopment program, including a summary of the deficiencies to be corrected, project and activity descriptions, and estimated revenues and expenditures. As they are implemented, these projects and activities may be modified over time to better serve the purposes of redevelopment and blight elimination.....”

Section Two also includes a list of twenty-three (23) Redevelopment Plan “Overall CRA Objectives,” stating that the purpose of the Redevelopment Plan:

“...is to provide the CRA with a clearly articulated statement of goals, strategic priorities and outcome measures.”

The Redevelopment Plan objectives include:

1. To eliminate slum and blight area and prevent their reoccurrence.
2. To eliminate substandard and obsolete buildings, blighting influences and environmental deficiencies which detract from the functional unity, aesthetic appearance, and economic welfare of the area and also prevent the occurrence of blight and blighting influences.
3. To develop and implement enhanced community policing innovations.
4. To provide for the improvement and extension of utilities to promote the economic growth within the Hallandale Beach CRA project area.
5. To assemble land into parcels functionally adaptable with respect to shape and size for disposition and redevelopment in accordance with contemporary development needs and standards.
6. To make physical improvements that will be sufficient in scope and character to bring about a distinct and visible renewal of the area.
7. To encourage coordinated development of parcels and structures in order to achieve efficient building design, unified off street parking, and internal pedestrian connections.
8. To minimize the points of friction between pedestrian and vehicular traffic and to maximize the opportunities for pedestrian activity.
9. To achieve architectural, site planning, and landscape design of the highest standards on all public and private property, including streets.

10. To establish a pattern of land use activities arranged in compact, compatible groupings to increase efficiency of operation and economic relationships.
11. To encourage the provision for affordable housing, renovation, rehabilitation and conservation of existing structures not scheduled for removal.
12. To strengthen the image of Hallandale Beach CRA project area as a place to do business, work and invest.
13. To enhance the appearance of public places and rights-of-ways.
14. To improve the usefulness of the public and private open spaces in the area.
15. To improve employment opportunities, economic stability and productivity and to increase public revenue within the CRA.
16. Continue revitalization efforts through the promotion of cultural and arts related activities, events, institutions and businesses, creating related jobs and economic development.
17. To ensure a variety of commercial, office, and/or industrial land use, this will physically and economically complement development within the CRA.
18. To encourage the development of commercial uses along major thoroughfares.
19. To encourage the use of local resources in the development of the CRA whenever economically feasible.
20. Promote the retention of existing, and development of new and diverse, employment opportunities.
21. Encourage the cooperation and participation of property owners, public agencies, and community-based organizations in the elimination of blighting conditions and the promotion of new or improved development within the CRA.
22. Provide a procedural and financial mechanism by which the Agency can assist, complement and coordinate public and private development, redevelopment, revitalization and enhancement of the community.
23. Stabilizing existing single-family units and neighborhoods.

These twenty-three (23) Overall CRA Objectives are implemented by a series of “Programmatic Goals,” twenty-two (22) of them. Section Three of the Redevelopment Plan covers these “Programmatic Goals,” each with “Strategic Objectives,” “Strategies” and “Success Indicators.” The Programmatic Goals categories, with illustrative Fiscal year 2012-2013 budget allocations, include:

- A. Administrative – Budget \$1,193,079
- B. Public Safety – Budget \$1,200,474
- C. New Business and Targeted Industry Recruitment – Budget \$2,070,000
- D. Small Business and Existing Industry Program – Budget \$1,300,000
- E. Affordable Workforce Housing – Budget \$1,012,000
- F. Marketing and Branding – Budget \$25,000
- G. Way-Finding – Budget \$75,000
- H. Transportation – Budget \$181,045
- I. Image/Sense of Community – Budget \$32,000
- J. Miscellaneous Economic Development – Budget \$0
- K. Technology – Budget \$215,000
- L. Health Care – Budget \$0
- M. Human Services – Budget \$580,261
- N. Capital Projects – Budget \$917,030
- O. Code Compliance – Budget \$175,246
- P. Community Partnership Grants – Budget \$239,149
- Q. Cultural Arts – Budget \$20,000
- R. Land Acquisition, Development & Related Activities - Budget \$2,228,333
- S. Land Use – Budget \$0
- T. Parks and Recreation – Budget \$195,650

The Programmatic Goals descriptions with the accompanying Strategic Objectives, Strategies and Success Indicators go on for thirty-three (33) pages in the Redevelopment Plan. The comprehensiveness of the activities that are included is impressive, but with all of this possible activity listed in the Redevelopment Plan, it comes down to a question of budget and priorities. Section Four covers “The Cost for Redevelopment,” and provides a 2011 -2012 CRA Budget Summary and a Five-Year Development Program and Funding Allocations (a five-year projection of capital improvement projects).

These projects, to be completely or partially funded each year from the annual tax increment payments made into the Redevelopment Trust Fund include:

- Street Maintenance Program
- Drainage Improvements
- Model Block
- Affordable Housing
- Foster Road Improvements
- FEC Crossing
- Park Improvements
- HMGP NE Section Drainage
- SE 2nd Street Extension
- Pedestrian Improvement Program
- HBB & I-95 Aesthetic Improvements
- Crosswalk Upgrades
- Way-finding
- NE 1st Avenue/Dixie Corridor

The Hallandale Beach Community Redevelopment Agency Community Redevelopment Implementation Plan makes the effort to be as comprehensive as possible. It does this because under the Redevelopment Act, if a project or program is not in the Plan than the CRA cannot do it. The staff and Board may have also been making the effort to be as responsive as possible to stakeholders requesting HBCRA funding for specific projects or programs.

The 23 Objectives, the 22 Goals and the 33 pages of Strategic Objectives cover a vast array of options for the HBCRA, and it is this broad opportunity for possible HBCRA activities that created the desire by the new Executive Director to schedule a Visioning Session to determine if there could be a refinement of priorities, specific direction on the types of projects and programs desired, and guidance regarding potential need to amend the Redevelopment Plan to reflect re-focused priorities.

RE-FOCUSING THE VISION

A CRA Vision Statement is a description of the desired outcomes from the implementation of Goals and Objectives. It is the description of what the future should look like. It is the image of success. What a Vision Statement does is guide the CRA's leadership, staff and stakeholders. It ensures that all parties understand and work toward the Mission and Goals.

The Hallandale Beach CRA does not have a formal Vision Statement, but the Community Redevelopment Implementation Plan, the Mission Statement, the budget and the various project reports and programs together give a "vision" of what the HBCRA desires to achieve through its redevelopment efforts.

The Board of Directors is responsible for the HBCRA's Redevelopment Plan, with the assistance of the HBCRA Advisory Committee. The staff is responsible for implementing the details of the Redevelopment Plan. As the projects and programs of the HBCRA evolve, and as circumstances change impacting the priorities of the HBCRA, it was determined that it was time to step back and pause to evaluate the current priorities, and determine if change is needed. The February 5, 2013 Visioning Session was just that—a time to examine the direction and priorities of the HBCRA and determine if a re-focus was necessary.

DISCUSSION AT THE VISIONING SESSION

The Visioning Session began with a review of the existing Mission Statement. After substantial discussion, consensus was reached to modify the Mission Statement:

“The Mission of the HBCRA is to ~~promote economic development~~ ~~and~~ enhance quality of life by eliminating and preventing blighting conditions through the facilitation of community partnerships, business growth, job creation and neighborhood revitalization.”

This change was made in recognition that elimination and preventing blight was the primary goal of the HBCRA, and that promoting economic development was more properly a responsibility of the City of Hallandale Beach, though a role for the HBCRA is still recognized in the Mission Statement's mention of business growth and job creation.

The next area of discussion was current programs and projects of the CRA, and budget allocations. Board members discussed their individual concerns and thoughts regarding priorities. The key issue that evolved from this discussion was short-term vs. long-term view of HBCRA projects and programs, and the priority for funding allocation. The Board discussed the difference between spending the yearly income on projects and programs as funding allowed, or determining debt capacity for the remaining 13 years of the HBCRA and considering financing for major projects to fulfill the Goals and Objectives of the Redevelopment Plan.

Also discussed was the competing demands placed on the Redevelopment Trust Fund for projects to improve the “Public Realm” as opposed to projects and programs that supported economic development or social programs. The Public Realm is defined as any publicly owned streets, pathways, rights of way, parks, publically accessible open spaces and any public and civic building or facility. It also includes currently owned HBCRA or City land or buildings being held for redevelopment.

The Board recognized that with limited funds, the quality of the Public Realm was a priority if the HBCRA was to succeed in creating an environment that would address so many of the concerns of the Board and stakeholders regarding the ability to alleviate blight, attract private sector investment and facilitate affordable housing. The consensus reached was that staff should go through a Public Realm evaluation process for each area of the HBCRA to identify redevelopment opportunities, costs, and a proposed phasing strategy for both improvements and locations for those improvements.

Also discussed was the Lambert Advisory report, “City of Hallandale Beach Economic Development Strategy” of November 2011. The report recognized three principal target land uses or industries that are best positioned to drive investment, job creation, and grow the commercial tax base of the City over the short-term. These targets included entertainment and retail, Class A office development/knowledge based industries, and hospitality. In order to accomplish the attraction of these targeted land uses or industries, the report recommended:

“...that the CRA should create a multimillion dollar pool which can help support larger scale catalytic investment projects, particularly related to full service hospitality with meeting and banquet space and Class A office development. Given the market timing and current market position of Hallandale Beach, we believe the CRA will be able to speed up investment or developer/landowner deals which would not exist but for the CRA’s support. CRA dollars can be used to write down the cost of land or pay for certain infrastructure improvements including parking but the availability of these funds should not be time limited or corridor limited to focus and incentivize development at a quickened pace. The structure of this financial support may be use of tax increment or direct grant/loan depending upon the scale of investment and the City’s evaluation of project need.”

The discussion at the Visioning Session then moved to financing through tax increment bonds or commercial paper to take advantage of the capacity to borrow based upon the annual tax increment revenue stream’s ability to pay debt service so that substantial improvements to the Public Realm could be planned immediately and implemented once the engineering, design and permitting work on these selected projects were completed. A good point made was that all of the preparatory work, especially the engineering and design, not be called “studies,” but be described as part of the implementation of the Redevelopment Plan. There is a perception that there have been too many “studies,” and so care should be taken about how implementation actions are described.

The Hallandale Beach CRA was established in 1996, and pursuant to the Redevelopment Act, has a 30-year life span under the original Broward County approval of the HBCRA. At the present time, thirteen (13) years remain in the life of the HBCRA under that original approval—the period that the Redevelopment Trust Fund will receive tax increment from the taxing authorities to commit to the defined Redevelopment Area. The Board, in recognizing this time-frame, continued to discuss how the HBCRA should fast-track redevelopment projects and programs for the remaining 13 years by not continuing to undertake redevelopment based upon annual funding to cover projects and programs, but to use the HBCRA's ability to borrow funds upfront for significant projects, and use the annual tax increment payments to pay debt service.

The Board consensus was to focus HBCRA activity on two new Strategic Priorities:

A. Undertake tangible capital improvements that create cohesive visual appeal within all areas of the HBCRA.

GOAL 1. Undertake total improvement of the Public Realm.

GOAL 2. Promote public/public and public/private partnerships.

B. Promote projects with large-scale impacts.

GOAL 1. Issue a Request for Proposals (RFP) for NW infill housing.

GOAL 2. Issue a Request for Qualifications (RFQ) for the Dixie Highway/Foster Road parcel.

The Board consensus was also to re-focus the resources of the HBCRA to create greater real progress in the alleviation of blight by targeting the Public Realm in specific areas of the HBCRA most in need of attention. The order of priority selected was:

Priority 1. The Entire Northwest Quadrant.

Priority 2. Arterial Highway Corridors including Dixie Highway and Federal Highway.

Priority 3. Southwest

Priority 4. Northeast

Priority 5. Southeast

NEXT STEPS

Based upon the outcome of the Visioning Session, there are specific actions that need to be taken to implement the re-focused priorities of the HBCRA Board. In addition to amendment of the Redevelopment Plan to recognize these articulated priorities, staff must initiate a series of actions to begin the implementation of these priority directives.

AMENDMENT OF THE REDEVELOPMENT PLAN

The current Plan, the “Community Redevelopment Implementation Plan,” must be amended to refine the focus of the efforts of the HBCRA. Currently, as illustrated above, the Redevelopment Plan covers a wide array of activities, and dilutes the ability of the HBCRA to re-focus on identified priorities. There are twenty-three (23) Objectives, twenty-two (22) Goals and thirty-three (33) pages of Strategic Objectives.

The Redevelopment Plan has at most a five-year time horizon, and an annual “pay as you go” approach to funding projects and programs. The required capital program for the HBCRA will have a thirteen-year time horizon, with debt incurred to implement projects to improve the Public Realm that will have large-scale impacts and the creation of a fund to incentivize targeted land uses and businesses that the Board of Directors desires to accomplish before the HBCRA sunsets in 2026.

The decision to change the budgeting model from an annual project and program expenditure to one of incurring substantial debt to immediately initiate projects in the Public Realm that will have large-scale impacts will also require amendment to the Redevelopment Plan.

The change of defined priorities from a multitude of goals and objectives to a focused few also requires amendment to the Redevelopment Plan. The Board discussed the need to transfer to the City, cut or curtail projects and programs not targeting the Public Realm, and to work with the new Assistant City Manager to transfer responsibility for many of the social programs of the HBCRA to the Community Development Block Grant (CDBG) program of the City. In addition, the Board discussed the transfer of economic development programs to the appropriate City departments.

ACTION ITEMS

The HBCRA Board and Executive Director identified the action items coming from the Visioning Session. Included in the directives to staff were:

1. Prepare a draft RFP for infill housing on HBCRA and City owned parcels.
2. Prepare a draft RFQ for the redevelopment of the Dixie Highway/Foster Road site using the Urban Land Institute (ULI) Technical Advisory Panel (TAP) study.
3. Evaluate options for City funding of selected HBCRA programs, and bring back to the Board recommendations based upon re-focused priorities.
4. Prepare and bring back to the Board a process to amend the Redevelopment Plan to recognize the changes that have been suggested.
5. Prepare an Action Plan which will include timelines for implementation of the re-focused Goals.

CONCLUDING REMARKS

This document reports on the February 5, 2013 Hallandale Beach Community Redevelopment Agency Board of Directors' Visioning Session. At this Session the Board reviewed and evaluated the current and proposed projects and programs and recognized that to be effective and efficient in the remaining thirteen (13) years of work to address the conditions of blight in the Redevelopment Area, to enhance the tax base and to facilitate affordable housing, there has to be a change from a "pay as you go" annual project and program budget to a holistic approach that will look at all the remaining years not just the next year or the next few years.

The HBCRA Board, Advisory Committee, staff and stakeholders now must work together to plan and implement a program based upon debt financing that will raise the funds to address major projects for the designated priority, the Public Realm.

The process begins with HBCRA staff that must bring back an Action Plan. And, it is suggested that this Action Plan first be presented to the HBCRA Advisory Committee, and then come to the HBCRA Board as a recommendation from the HBCRA Advisory Committee. In order to make the HBCRA Advisory Committee process as effective as possible, appointments for any vacant positions should be made as soon as possible.

Staff should also prepare a proposed Vision Statement for community, HBCRA Advisory Committee and Board review and approval. The proposed Vision Statement should enhance the Mission Statement and be a clear and compelling picture of the future.

As mentioned at the Visioning Session, "If you do not know where you are going, how will you know when you get there?" The Vision Statement should describe what the Redevelopment Area should look like in 2026 if the HBCRA is successful with the implementation of its projects and programs.

There will be challenges as this shift toward narrower rather than broader Goals and Objectives is put into place. However, with an open and transparent public process for getting the job done, the selection of the re-focused projects and programs will be those that will benefit all members of the community, in both the HBCRA and the balance of the City of Hallandale Beach.

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