



TEXT AMENDMENT STAFF REPORT AMENDMENT ROUND 05-2

Item Name:	Revitalization, Redevelopment and Infill Overlay (RRIO) Sub-Objective
Elements:	Future Land Use Element
Item Before the Board:	<p>To hold a public hearing on the proposed County Initiated amendment to the Future Land Use Element (FLUE) which will:</p> <ul style="list-style-type: none">• Revise Sub-Objective 1.2.3 and its associated policies to include revitalization, redevelopment and infill considerations and to reflect current conditions; and• Delete Policies 1.2.3-f and 1.2.3-g. <p>The proposed amendment is a result of a recommendation of the EAR.</p>
Meeting Date:	Final Report , November 28, 2005
Project Manager:	Etim S. Udoh, Senior Planner

MOTION: To *adopt* the proposed amendment.

- A. Planning Recommendation:** Staff recommends *approval* based on the findings and conclusions presented in this report.
- B. LPA Recommendation:** Motion to recommend *approval* passed in a unanimous (11-0) vote at the June 24, 2005 Public Hearing. There was minimal Board discussion and no public comment on this item.
- C. BCC Transmittal Action:** Motion by Comm. Newell, seconded by Comm. Marcus, to *transmit* passed in a unanimous vote (5-0, with Comm. Aaronson and Comm. Koons absent) at the July 20, 2005 Public Hearing. There was minimal Board discussion and no public comment on this item.

POST TRANSMITTAL ACTION

- A. **ORC Report Findings:** None
- B. **Response to ORC Report:** None
- C. **Revisions Not Previously Reviewed:** A few changes were made to the report on the Lake Worth Park of Commerce Urban Redevelopment Area for clarification of what County Department would be responsible for the implementation of the project. These changes are reflected in Exhibit 1 of the staff report and are shown in double underline and ~~double strike-through~~ format.
- D. **BCC Adoption Action:** Motion by Comm. Koons, seconded by Comm. Aaronson, to ***adopt an ordinance*** passed in a unanimous 7-0 vote at the November 28, 2005 Public Hearing. There was minimal Board discussion and no public comment on this item.

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I. SUMMARY REPORT

A. BACKGROUND

The proposed amendment to FLUE Sub Objective 1.2.3 is based on a recommendation from the Evaluation and Appraisal Report (EAR) to house policies and objectives that pertain to redevelopment and infill in the same area of the Comprehensive Plan. The amendment implements the EAR recommendation and revises existing Sub Objective 1.2.3 to reflect current conditions by including references to infill, the Office of Community Revitalization, the existing Lake Worth Road Commercial Corridor, and other Revitalization, Redevelopment, and Infill (RRI) efforts.

The Board of County Commissioners (BCC) has identified redevelopment as one of its main priorities and has been engaged in RRI efforts. In 1999, as part of Amendment Round 99-1, the County, with the assistance of the Countywide Community Revitalization Team (CCRT), created the Revitalization and Redevelopment Overlay (RRO) in conjunction with the adoption of the Managed Growth Tier System (MGTS) to depict areas of focus for revitalization and redevelopment efforts. The CCRT areas within the RRO were identified as areas that could benefit from neighborhood revitalization efforts. The CCRT efforts have and continue to involve a partnership of local residents, the County, and other interested stakeholders committed to reversing distressed neighborhood conditions and promoting the creation of desirable and safe places to live, work, and play.

The commitment to neighborhood revitalization efforts was further reinforced in 2001, when the Community Revitalization Section was created under the Planning Division. In October 2003, the section became the Office of Community Revitalization (OCR) under County Administration. The OCR is responsible for developing and recommending revitalization strategies as well as providing technical and financial resources for distressed neighborhoods in unincorporated Palm Beach County. Based on the recommendations of the August 2003 CCRT Focus Areas Study and Recommendations Report, the BCC endorsed OCR's recommendation to expand the number of CCRT targeted areas to a total of 104.

Additionally, during Comprehensive Plan Amendment Round 05-1, the designation of the Urban Redevelopment Area (URA) was processed to facilitate and encourage revitalization, redevelopment and infill activities within the URA. Additionally, Map Series map LU.1.1 MGTS was modified to include only the 104 CCRT designated areas and the URA boundaries so that the RRO reflects areas that are targeted for comprehensive and coordinated assistance. Lastly, amendments regarding Future Land Uses, bonus pool units, and the Transportation Concurrency Exception Area (TCEA) within the Westgate Community Redevelopment Area Overlay were processed to recognize and encourage the implementation of the 2005 Amended Redevelopment Plan for the Westgate area. All of these amendments are anticipated to be adopted in Fall 2005.

Lastly, language regarding the Lake Worth Road Commercial Corridor is being proposed to reflect current conditions and County desires for continued coordination by the Office of Community Revitalization to facilitate the revitalization, redevelopment, and infill

initiatives in the Lake Worth Road Commercial Corridor area. The revitalization effort began in late 1994 for the area bounded on the north by 2nd Avenue, on the south by the L-12 Canal, on the east by Congress Avenue, and on the west by Military Trail. At that time, area residents, working in partnership with various County agencies, began a comprehensive effort to revitalize this area. As a result of this effort, the Lake Worth Road Commercial Corridor Study was subsequently prepared and yielded several recommendations regarding drainage, traffic, crime, business organizations, and site development regulations. At the September 29, 1998 Board of County Commissioners Workshop, the BCC directed County Staff to implement the recommendations of the study.

Implementation of the recommendations included ULDC amendments that were adopted on January 9, 2001 to create the Lake Worth Road Commercial Corridor Overlay, which provides incentives to encourage infill development and redevelopment along Lake Worth Road, improve the neighborhood characteristics of the area, and improve the overall quality of the surrounding community. Additionally, as part of Amendment Rounds 01-1 and 01-2, the Planning Division adopted Future Land Use Atlas (FLUA) amendments to either Commercial High or Commercial High with Cross-hatching on a total of 22 parcels (or portions of) to extend the commercial depth in order to facilitate redevelopment of the corridor. The proposed Lake Worth Road Commercial Corridor amendment language is another step in the implementation of the Lake Worth Road Corridor Study's recommendations.

B. THE PROPOSED AMENDMENT

1. Amendment Intent and Summary

The first amendment proposes to revise Sub-Objective 1.2.3 of the Future Land Use Element (FLUE) and its associated policies to include revitalization, redevelopment and infill considerations and to reflect current conditions. The proposed language recognizes the BCC's commitment to revitalization, redevelopment, and infill efforts. Additionally, it includes references to the Office of Community Revitalization and the Lake Worth Road Commercial Corridor.

The second amendment proposes the deletion of two policies that have been implemented and are no longer applicable. Policy 1.2.3-f calls for the Planning Division to facilitate, by December of 2003, a prototype master plan for infill revitalization of communities within the RRO. The County has committed to and focused efforts on initiatives supporting revitalization, redevelopment and infill. These efforts include: completion of the Infill Study and subsequent designation of the Urban Redevelopment Area (URA), which is anticipated to be adopted this fall as part of Amendment Round 05-1; identification and concentrated planning for three Priority Redevelopment Areas within the URA; continued focus on neighborhood revitalization in the Countywide Community Revitalization Team (CCRT) Areas; and the creation of the Office of Community Revitalization (OCR). These initiatives provide an appropriate and necessary forum for focusing on revitalization, redevelopment and infill and serve as a prototype for a redevelopment plan. Thus, the County has implemented this policy.

Policy 1.2.3-g calls for the Planning Division, in cooperation with the Office of Public Affairs, to develop an information program by October 2001 promoting the County's

revitalization and redevelopment efforts that target the area's residents, financial institutions and the building industry. Through various methods, the Planning Division and the Office of Community Revitalization have implemented this policy. Although a specific manual has not been drafted, numerous information sources regarding the County's revitalization and redevelopment efforts have been compiled and distributed to various representatives, in part, to foster public/private partnerships to assist in redevelopment efforts. Methods used as an effective way of conveying information include: website presence, brochures, newsletters, monthly/quarterly reports, public meetings, and speaking engagements.

2. Unified Land Development Code Implications

The proposed amendments to the FLUE will not necessitate any amendments to the County's land development regulations in the Unified Land Development Code (ULDC).

C. ISSUE AND DATA/ANALYSIS SUMMARY

Complete data and analysis to support the proposed amendments are provided in Exhibit 2. There are no major issues associated with this amendment. The proposed amendments is based on a recommendation from the Evaluation and Appraisal Report (EAR) to reorganize all policies and objectives that pertain to redevelopment and infill under a new Revitalization, Redevelopment and Infill Sub Objective.

In addition, the amendment reflects current conditions regarding revitalization, redevelopment, and infill efforts within the County and updates references of the Office of Community Revitalization and the Lake Worth Road Commercial Corridor. Finally, the proposed amendment is deleting two policies dealing with redevelopment and revitalization issues that have been implemented and are no longer applicable.

D. PUBLIC AND MUNICIPAL REVIEW

- 1. Intergovernmental Plan Amendment Review Committee (IPARC):** Notification of these amendments was sent to the Palm Beach County Intergovernmental Plan Amendment Review Committee (IPARC) for review on May 11, 2005. The IPARC, of which Palm Beach County is a participating member, functions as a clearing-house for plan amendments. At the time of the printing of this report, no objections to these amendments have been received.
- 2. Other Notice:** At the time of writing this report, no comments had been received from other interested groups, or members of the public.

E. ASSESSMENT AND CONCLUSIONS

As demonstrated in the Data and Analysis Section, the proposed amendment updates current conditions regarding County revitalization, redevelopment, and infill efforts and implements a recommendation of the EAR. Also, the amendment proposes the deletion of two policies that have been implemented through a number of different programs and efforts, and are no longer applicable.

F. ALTERNATIVE ACTIONS

The following courses of action are available to the Board:

1. Recommendation of ***approval***;
2. Recommendation of ***approval with modifications***; or
3. Recommendation of ***denial***.

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II. EXHIBITS

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EXHIBIT 1

A. Future Land Use Element, Revitalization, Redevelopment and Infill Overlay Sub-Objective 1.2.3

PROPOSED REVISIONS:

- Revise Future Land Use Element Sub-Objective 1.2.3 and its associated policies to include revitalization, redevelopment, and infill (RRI) considerations and reflect current conditions; and
- Delete Future Land Use Element Policies 1.2.3-f and 1.2.3-g.

The revisions are shown with the added text underlined and the deleted text ~~struck out~~. Revisions since transmittal are shown in double underline and ~~double strike-through~~ format.

REVISED SUB-OBJECTIVE 1.2.3 Revitalization, and Redevelopment, and Infill Overlay (RRIO)

~~The County shall establish the Revitalization and Redevelopment Overlay to identify neighborhoods that are considered distressed so that they may be targeted for comprehensive and coordinated assistance. This assistance shall involve a partnership of local residents, the County, and other interested stakeholders to reverse blighted conditions and promote the creation of desirable and safe places to live, work, and play.~~

The County shall establish incentives and make resources available, when feasible, to encourage revitalization, redevelopment, and Infill (RRI) in areas that are in need of assistance. The County shall work closely with residents, businesses, property owners, governmental agencies, and stakeholders to advance concepts and strategies that guide future revitalization, redevelopment, and infill activities in these areas

Countywide Community Revitalization Team (CCRT) Areas

The Office of Community Revitalization (OCR) is specifically responsible for developing and recommending revitalization strategies as well as providing technical and financial resources for designated neighborhoods in unincorporated Palm Beach County. The approved redevelopment strategies along with the OCR's technical and financial assistance will be utilized to institute resident-driven revitalization initiatives. These neighborhoods and other identified areas are designated through the Countywide Community Revitalization Team (CCRT) process instituted by the Board of County Commissioners in 1997. The Office of Community Revitalization is also responsible for the creation of financial incentives for neighborhood businesses to also become active partners in a community's revitalization.

REVISED Policy 1.2.3-a: The Planning Division Office of Community Revitalization, ~~through the Countywide Community Revitalization Team (CCRT)~~ shall continue to coordinate delivery of appropriate resources to stabilize and revitalize neighborhoods by:

1. Identifying neighborhood and resident needs;
2. Identifying funding sources to complete ~~Providing~~ infrastructure improvements;
2. ~~Concentrating Code Enforcement efforts;~~
3. Helping neighborhoods to form community improvement organizations;
~~Providing residents the opportunity to support and to participate in and maintain revitalization efforts;~~
4. Providing technical and financial assistance to neighborhood organizations and local businesses ~~recreational facilities;~~
5. Directing the concentration of Code Enforcement efforts; and
6. Facilitating the provision of tailored health and human services.
6. ~~Allocating resources to provide infrastructure improvements.~~

REVISED Policy 1.2.3-b: The Office of Community Revitalization ~~Countywide Community Revitalization Team~~ shall periodically review and update the "Community Needs Analysis and Resource Assessment" to assist in the prioritization of funding for improvements to code enforcement, health and human services, parks and recreation facilities, transportation systems, utilities, and drainage.

REVISED Policy 1.2.3-c: The Planning, Zoning, and Building Department shall continue to target concentrated code enforcement efforts in the Revitalization, ~~and~~ Redevelopment, and Infill Overlay to reduce the number of code violations and improve the physical condition of neighborhoods.

REVISED Policy 1.2.3-e: The Revitalization, ~~and~~ Redevelopment, and Infill (RRI) Overlay shall be designated as a potential receiving area for the Transfer of Development Rights program described under Land Use Objective 2.6. Within this overlay, TDR units may be provided from the County TDR bank at no cost or at a discounted rate.

REORDERED AND RENUMBERED: Urban Redevelopment Area (URA) *(Note: The following URA language is being processed in Amendment Round 05-1 and has an anticipated adoption date of Fall 2005).*

The purpose of the URA is to focus the County's redevelopment and infill efforts by promoting economic growth, improving the present conditions of infrastructure, investment and reinvestment in the area, and discouraging urban sprawl by directing development where resources exist. The boundaries for the URA are generally described as Community Drive to the north, Lake Worth Drainage District (LWDD) L-14 Canal to the south, Interstate Highway I-95 on the east, and extend to some points as far west as Jog Road.

Policy 1.2.3-~~h~~f: Higher development intensity/density should be encouraged in the URA where appropriate.

Policy 1.2.3-~~mg~~g: Mixed-use centers and employment centers shall be encouraged in the Urban Redevelopment Area (URA) where appropriate.

Policy 1.2.3-nh: Higher development intensity/density should incorporate multi-modal transportation amenities for development and redevelopment projects in the URA where appropriate.

Policy 1.2.3-øj: The County shall require, where feasible, inter-connectivity in the URA between complementary neighboring land uses for both vehicular and pedestrian cross access.

Policy 1.2.3-pj: The County shall seek and encourage Workforce Housing opportunities in the URA.

Policy 1.2.3-qk: The County shall coordinate with adjacent municipalities regarding redevelopment activities within the URA to ensure that such efforts are consistent with municipal annexation plans and redevelopment activities within the URA, as appropriate.

Lake Worth Park of Commerce Urban Redevelopment Area

The purpose of the Lake Worth Park of Commerce Urban Redevelopment Area is to promote an employment center through redevelopment and economic revitalization efforts. The boundaries for the Park of Commerce are: 10th Avenue North to the north; Lake Worth Road to the south; Interstate 95 to the east; and the E-4 Canal to the west.

REVISED Policy 1.2.3-hj: The ~~Office of Community Revitalization in coordination with the~~ Planning Division shall continue to investigate appropriate land use changes to industrial within the Lake Worth Park of Commerce to promote redevelopment and economic revitalization.

REVISED Policy 1.2.3-im: The ~~Planning Division in coordination with the Office of Community Revitalization~~ shall continue to coordinate and provide assistance to the City of Lake Worth and County agencies to ensure improved infrastructure, services and access within the Lake Worth Park of Commerce.

REVISED Policy 1.2.3-jn: The ~~Planning Division in coordination with the Office of Community Revitalization~~ shall encourage new development proposals within the Lake Worth Park of Commerce, with emphasis on those at the north and south entrance of the Park of Commerce along Boutwell Road, to be consistent with the goal to create a quality office/industrial park, as established in the Lake Worth Park of Commerce Conceptual Plan.

NEW Lake Worth Road Commercial Corridor Overlay (LWRCCO)

The purpose of the Lake Worth Road Commercial Corridor Overlay (LWRCCO) is to provide incentives to encourage infill development and redevelopment along Lake Worth Road, improve the neighborhood characteristics of the area, and improve the overall quality of the surrounding community. The Lake Worth Road Commercial Corridor area is located approximately one mile west of the heart of downtown Lake Worth, and is bounded on the north by 2nd Avenue, on the south by the L-12 Canal, on the east by Congress Avenue, and on the west by Military Trail.

NEW Policy: 1.2.3-o The Office of Community Revitalization shall continue to develop and recommend financial and regulatory incentives to encourage infill and redevelopment along Lake Worth Road.

NEW Policy 1.2.3-p The Office of Community Revitalization shall continue to work with the Planning Division and the Engineering and Water Utilities departments to formulate a design and financing strategy for the installation of storm drainage and water/waste water improvements along Lake Worth Road.

~~**Policy 1.2.3-f:** By December 2003, the Planning Division shall facilitate development of a prototype master plan for infill revitalization of communities within the Revitalization and Redevelopment Overlay, which addresses:~~

- ~~1. The physical, educational, social, economic, and environmental issues identified as important to the residents of the specific area targeted; and,~~
- ~~2. The principles of a livable community, including pedestrian and transit oriented design for the neighborhoods and immediately adjacent areas.~~

~~The revitalization master plan shall:~~

- ~~1. Be developed in partnership with neighborhood residents and/or business owners, with opportunities for public involvement throughout the process;~~
- ~~2. Provide a development program to augment existing uses within the area to create a balanced mix of commercial, residential, civic, and recreational opportunities for residents of the community; and,~~
- ~~3. Depict the location, density, and intensity of uses, and provide for the use of flexible/alternative design standards, and a streamlined review process.~~

~~**Policy 1.2.3-g:** By October 2001, the Planning Division in cooperation with the Office of Public Affairs and appropriate agencies, shall develop an information program promoting the County's revitalization and redevelopment efforts. This manual shall be targeted to the building industry, financial institutions and area residents in order to foster public/private partnerships to assist in these efforts.~~

EXHIBIT 2

SUPPORT DATA AND ANALYSIS

Future Land Use Element

SUB-OBJECTIVE 1.2.3 Revitalization, Redevelopment and Infill Overlay (RRIO)

The proposed amendments to FLUE Sub Objective 1.2.3 are based on a recommendation from the EAR to house policies that pertain to revitalization, redevelopment, and infill in the same area of the Comprehensive Plan. The amendment implements the EAR recommendation and revises existing Sub Objective 1.2.3 to reflect current conditions by including references to infill, the Office of Community Revitalization, the existing Lake Worth Road Commercial Corridor, and other Revitalization, Redevelopment, and Infill (RRI) efforts.

In 2001, the Community Revitalization Section was created under the Planning Division. In October 2003, the section became the Office of Community Revitalization (OCR) under County Administration. The OCR is responsible for developing and recommending revitalization strategies as well as providing technical and financial resources for distressed neighborhoods in unincorporated Palm Beach County. As part of this proposed amendment, several policies are being updated to reflect the OCR's role in the development and implementation of the County's redevelopment, revitalization, and infill policies and programs.

The Board of County Commissioners (BCC) has identified redevelopment as one of its main priorities and has been engaged in RRI efforts. In 1999, as part of Amendment Round 99-1, the County, with the assistance of the Countywide Community Revitalization Team (CCRT), created the Revitalization and Redevelopment Overlay (RRO) in conjunction with the adoption of the Managed Growth Tier System (MGTS) to depict areas to focus revitalization and redevelopment efforts. The CCRT areas within the RRO were identified as areas that could benefit from neighborhood revitalization efforts. The CCRT efforts have and continue to involve a partnership of local residents, the County, and other interested stakeholders committed to reversing distressed neighborhood conditions and promoting the creation of desirable and safe places to live, work, and play.

The commitment to neighborhood revitalization efforts was further reinforced in 2001, when the Community Revitalization Section was created under the Planning Division. In October 2003, the section became the Office of Community Revitalization (OCR) under County Administration. The OCR is responsible for developing and recommending revitalization strategies as well as providing technical and financial resources for distressed neighborhoods in unincorporated Palm Beach County. Based on the recommendations of the August 2003 CCRT Focus Areas Study and Recommendations Report, the BCC endorsed OCR's recommendation to expand the number of CCRT targeted area to a total of 104.

Additionally, during Comprehensive Plan Amendment Round 05-1, the designation of the Urban Redevelopment Area (URA) was processed to facilitate and encourage revitalization, redevelopment and infill activities within the boundaries of the URA. Also during this amendment round, Map Series map LU.1.1 MGTS was modified to revise the RRO boundaries including only the 104 CCRT designated areas and the URA so that the RRO reflects areas that are targeted for comprehensive and coordinated assistance. Lastly, amendments regarding Future Land Uses, bonus pool units, and the Transportation Concurrency Exception Area (TCEA) within the Westgate Community Redevelopment Area Overlay were processed to recognize and encourage the implementation of the 2005 Amended Redevelopment Plan for the Westgate area. All of these amendments are anticipated to be adopted in Fall 2005.

The proposed amendments to the FLUE are in support of RRI efforts. The effectiveness of existing County policies and initiatives regarding infill development and redevelopment has received significant attention recently. As the concepts of Revitalization, Redevelopment and Infill are being addressed, it is important to note that while the three concepts represent different functions, they are interconnected and due to their interconnectivity, they are being addressed together. The County's primary focus for redevelopment, revitalization and infill development will be in the proposed Urban Redevelopment Area and the Westgate CRA. These amendments to the FLUE are proposed in support of these efforts.

Data and Analysis for language regarding the Lake Worth Road Commercial Corridor (LWRCC): This is a housekeeping item to reflect the County's already designated corridor and redevelopment efforts. Additionally, this amendment is consistent with the Unified Land Development Code that provides for specific regulations for this corridor.

The Lake Worth Road Commercial Corridor language reflects current conditions and County desires for continued coordination by the Office of Community Revitalization to facilitate the revitalization, redevelopment, and infill efforts in the Lake Worth Road Commercial Corridor area. The revitalization effort for this area began in late 1994 and resulted in the development of the Lake Worth Road Commercial Corridor Study. This study included several recommendations regarding drainage, traffic, crime, business organizations, and site development regulations. In a September 29, 1998 workshop, the BCC directed County Staff to implement the recommendations of the study.

Implementation of the recommendations has included ULDC amendments on January 9, 2001 to create the Lake Worth Road Commercial Corridor Overlay, which provides incentives to encourage infill development and redevelopment along Lake Worth Road, improve the neighborhood characteristics of the area, and improve the overall quality of the surrounding community. Additionally, as part of Amendment Rounds 01-1 and 01-2, the Planning Division adopted site-specific amendments to add Commercial Cross-hatching to number of parcels within the corridor in order to extend the commercial depth and facilitate redevelopment of the corridor.

Therefore, this proposed amendment is another step in the implementation of the Lake Worth Road Corridor Study's recommendations. This new language is being placed under the revised Revitalization, Redevelopment, and Infill Overlay since the Overlay involves areas that are being considered for redevelopment and infill efforts by the County.

Data and Analysis for deleting Policy 1.2.3-f: This dated policy is being deleted as it has been implemented and is no longer applicable. Policy 1.2.3-f refers to the facilitation of a prototype master plan for infill revitalization of communities. The County has committed to and focused efforts on initiatives supporting revitalization, redevelopment and infill. These efforts include: completion of the Infill Study and subsequent designation of the Urban Redevelopment Area (URA), which is anticipated to be adopted this fall as part of Amendment Round 05-1; identification and concentrated planning for three Priority Redevelopment Areas within the URA; continued focus on neighborhood revitalization in the Countywide Community Revitalization Team (CCRT) Areas, and the creation of the Office of Community Revitalization (OCR). These initiatives provide an appropriate and necessary forum for focusing on revitalization, redevelopment and infill and serve as a prototype for a redevelopment plan. Thus, the County has implemented this policy.

Data and Analysis for deleting Policy 1.2.3-g: This dated policy is being deleted as it has been implemented and is no longer applicable. Policy 1.2.3-g calls for the Planning Division, in cooperation with the Office of Public Affairs, to develop an information program by October 2001 promoting the County's revitalization and redevelopment efforts that target the area's residents, financial institutions and the building industry.

Through various methods, the Planning Division and the Office of Community Revitalization have implemented this policy. Although a specific manual has not been drafted, numerous information sources regarding the County's revitalization and redevelopment efforts have been compiled and distributed to various representatives, in part, to foster public/private partnerships to assist in redevelopment efforts. Methods used as an effective way of conveying information include: website presence, brochures, newsletters, monthly/quarterly reports, public meetings, and speaking engagements.