

# **South St. Petersburg Community Redevelopment Plan**

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<b>I</b>	<b>Project Description and Overview</b>		<b>V</b>	<b>Neighborhood Impact Element</b>	
	Boundary Description and Justification	1		Overview of CRA Assets and Opportunities	72
	Overview of Blight Study and Findings of Necessity	3		Impact of Redevelopment Activities	73
	Summary of Redevelopment Program	4		Consistency with Other Planning Efforts	83
	Administrative Procedures Governing Use of TIF	5		Neighborhood Planning Initiatives	91
	Status of Existing Redevelopment Plans	6			
	Redevelopment Roles	6		<b>Exhibits</b>	
	Policy on Eminent Domain	7		A Legal Description of CRA and TIF District	
	Consistency with Community Redevelopment Act	9		B Pinellas County’s June 2014 Policy for the “Application of Tax Increment Financing Funds in Community Redevelopment Districts within Pinellas County”	
<b>II</b>	<b>Redevelopment Issues in the CRA</b>				
	Issues Identified at CRA Public Workshop	13		<b>Maps</b>	
	Income and Poverty Issues in the CRA	14		1-1 South St. Petersburg CRA and TIF District	2
	Public Safety	21		1-2 Public Facilities and Improvements	8
	Housing and Neighborhood Revitalization	23		2-1 Redevelopment Issues in CRA	22
<b>III</b>	<b>Redevelopment Action Plan</b>			3-1 Primary Commercial Corridors in South St. Petersburg	34
	Business Development and Job Creation	29		4-1 Zoning Districts in South St. Petersburg CRA	69
	Education and Workforce Development	38		5-1 Transportation and Transit Network	79
	Housing and Neighborhood Revitalization	39		5-2 Special Flood Hazard Area in CRA	81
				5-3 Major Planning Initiatives in CRA	85
				5-4 Neighborhood Plans in CRA	92
<b>IV</b>	<b>Redevelopment Program and Financing</b>				
	Implementation Approach	45		<b>Tables</b>	
	Tax Increment Financing	50		1-1 Decline in CRA Property Values, 2007-2012	3
	The South St. Petersburg CRA TIF Program	53		1-2 Deteriorated Properties in CRA, 2013	4
	Other Public Sources of Redevelopment Funding	59		2-1 Issues Identified at October 2014 CRA Workshop	15
	Timing of Redevelopment	66		2-2 Unemployment, Income and Poverty Data in CRA	17
	Development Controls and Plan Implementation	66		2-3 Educational Attainment in CRA and City, 2000 & 2014	19
	Property Disposition Policy	70		2-4 Performance Grades for Public Schools in CRA, 2008-14	20
				2-5 Select Transportation Data in CRA in 2012	21
				2-6 Occupational Characteristics of Workforce in 2012	21

**Tables (continued)**

2-7	Difference in Crime Rates between CRA and City	23
2-8	Physical Condition of Housing in South St. Petersburg	24
2-9	Comparison of Select Housing Characteristics in 2012	26
2-10	Housing Cost as a Percentage of Household Income	27
4-1	Estimated TIF Revenue, 2016-2025	53
4-2	South St. Petersburg Redevelopment Program, 2015-55	60
4-3	Zoning Districts in South St. Petersburg CRA	68
5-1	Projected Residential Growth in CRA at Buildout	74
5-2	Projected Employment Growth in CRA at Buildout	75
5-3	Projected CRA Population in Evacuation Zones	80
5-4	Neighborhood Plans Approved in CRA, 1992-2014	91

**Figures**

4-1	Projected Growth in Annual TIF Revenue, 2016-2045	58
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# **Project Description and Overview**

The South St. Petersburg Community Redevelopment Plan is a multifaceted revitalization effort that embraces both traditional “placed-based” economic development strategies customary to redevelopment plans as well as “people based” strategies that seek to improve the education, workforce readiness and workforce training opportunities for the residents of South St. Petersburg.

The South St. Petersburg Community Redevelopment Area was first established on June 20, 2013, when the City of St. Petersburg City Council approved Res. 2013-247 finding blight in South St. Petersburg pursuant to Florida’s Community Redevelopment Act of 1969 (Chapter 163, Part III). On October 8, 2013, the Pinellas County Board of County Commissioners (BCC) approved the City’s findings of blight and directed its staff to collaborate with the City to develop an interlocal agreement defining the framework for the community redevelopment agency (Res. 13-186). On May 15, 2014, City Council approved the interlocal agreement (Res. 2014-207) and the BCC followed suit on May 20, 2014. At its June 3, 2014, meeting the BCC delegated certain redevelopment authority to the City, thereby enabling the City to begin preparing a community redevelopment plan (Res. 14-43).

### **Boundary Description and Justification**

The South St. Petersburg Community Redevelopment Area is generally bounded by 2<sup>nd</sup> Avenue North, Interstate 275, Interstate 175 and Booker Creek on the north; 4<sup>th</sup> Street South on the east; 30<sup>th</sup> Avenue South on the south; and 49<sup>th</sup> Street on

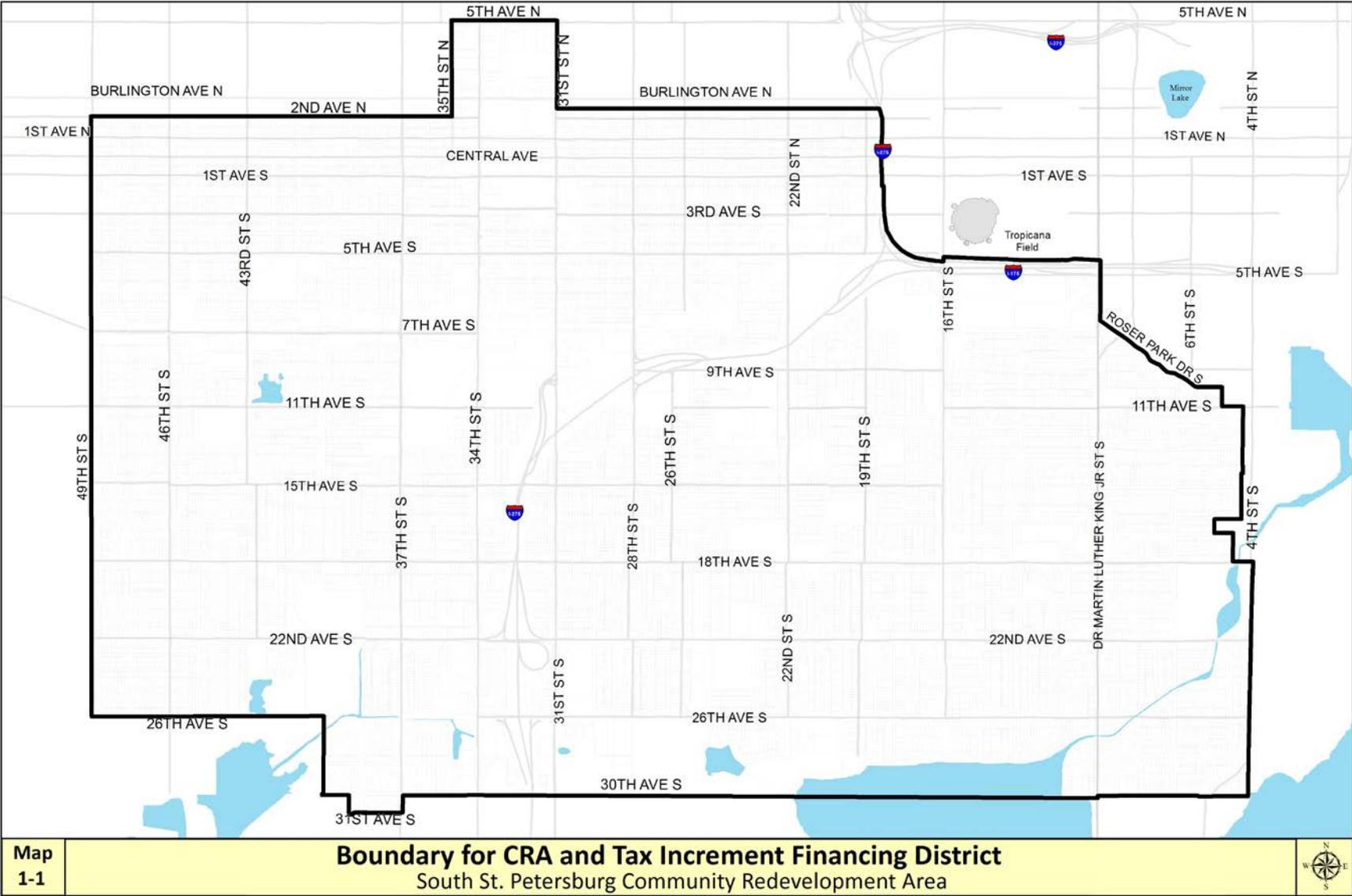
the west (see Map 1-1 on page 2 and legal description in Exhibit A.) The 4,700-acre CRA is comprised of the Greater Childs Park Strategic Planning Area, most of the Midtown Strategic Planning Area, more than twenty neighborhood and business associations, four existing community redevelopment areas, and two Florida Main Street Districts. The community redevelopment area is also home to an estimated 33,620 people, or 14 percent of St. Petersburg’s total population.<sup>1</sup>

The CRA boundary is loosely based on “Poverty Zone 5” from Pinellas County’s “Economic Impacts of Poverty Report” (May 2012), which was the impetus for the creation of the South St. Petersburg CRA. Poverty Zone 5 also stretches from 38<sup>th</sup> Avenue North through Downtown, Greater Childs Park, Midtown, Harbordale and portions of Lakewood Estates and Greater Pinellas Point. The Zone 5 boundary includes both neighborhoods of genuine need as well as those that are flourishing.

While the Report demonstrates the economic distress in Poverty Zone 5, the criteria in Florida Statutes for establishing a community redevelopment area largely requires a demonstration of “blight” through physical evidence, such as deteriorated properties, disproportionate fire and emergency medical responses, inadequate physical development patterns, unsanitary and unsafe conditions, and falling lease rates. Consequently, staff undertook an analysis independent from

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<sup>1</sup> U.S. Census Bureau’s American Community Survey 2008-2012 5-year Estimates: DP05 Demographic and Housing Estimates. Where census tracts are split by the study boundary, estimates from are based on ESRI Business Analyst.



that of the Poverty Report, which led to the creation of a much smaller CRA boundary that represented only one-third the land area, one-half the population, and 18 percent of the taxable value of Poverty Zone 5. However, the rate of poverty in the CRA was 31 percent compared with a rate of 25 percent in Poverty Zone 5.<sup>2</sup>

### Overview of Blight Study and Findings of Necessity

Pursuant to Sec. 163.340, F.S., *et seq*, the South St. Petersburg Blight Study identified two conditions that have advanced blight in the area and contribute to its economic underperformance: 1) declining property values and 2) deteriorated site or other improvements.

#### Declining Property Values

Florida Statutes state that blight conditions have been met if “aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions.” Table 1-1 shows that the South St. Petersburg CRA has met the statutory requirement. Moreover, its sharp decline has been even more dramatic than the percentage decline in citywide assessed property values.

<sup>2</sup> The CRA poverty rate was based on the 2007-2011 American Community Survey 5-year estimates. Data used throughout the South St. Petersburg Community Redevelopment Plan is drawn from the ACS’s 2008-2012 5-year estimates.

**Table 1-1 Decline in CRA Aggregate Assessed Property Valuations, 2007-2012**

	Assessed Value
Number of Parcels	14,833
2007 Total Assessed Value	\$1,529,885,437
2012 Total Assessed Value	\$892,494,604
Change in Assessed Value	(\$637,390,833)
<i>% Change in South St. Petersburg CRA Value</i>	<i>(41.7%)</i>
<i>% Change in Citywide Value</i>	<i>(22.3%)</i>

It is worth noting that if the decline in taxable value in South had simply mirrored that of the city, the City of St. Petersburg would have realized another \$1.74 million in annual property tax revenue and Pinellas County approximately \$1.3 million.

#### Deterioration of site or other improvements

Florida Statutes identifies “deterioration of site or other improvements” as another indicator of blight.<sup>3</sup> The blight study found that the South St. Petersburg CRA has a significantly higher rate of deterioration than does the city at large, and specifically a much higher concentrations of demolition and vacant/boarded cases than the rest of St. Petersburg.

Table 1.2 shows that the CRA has much higher concentrations of demolition and vacant/boarded cases – the most serious indicators of blight -- than the rest of St. Petersburg. The cases involving demolition of blighted properties in the CRA are more

<sup>3</sup> To quantify the extent of deteriorated properties in the study area, staff utilized information from the detailed code enforcement case database maintained by St. Petersburg’s Code Compliance Assistant Department.

than ten times as prevalent as in the remainder of St. Petersburg.

**Table 1-2 Deteriorated Properties in CRA and Rest of St. Petersburg, 2013 <sup>4</sup>**

Type	CRA		Rest of City		Difference
	#	#/1000	#	#/1000	
Population (2012 est.)	34,730		212,943		
Code Enforcement Cases					
Demolition	101	2.91	61	0.29	1,015%
Vacant/Boarded	677	19.5	350	1.64	1,186%
Junk & Outdoor	66	1.9	231	1.1	175%
Property Maintenance	733	21.11	1,160	5.5	387%
<b><i>Deteriorated Properties</i></b>	<b><i>1,577</i></b>	<b><i>45.4</i></b>	<b><i>1,802</i></b>	<b><i>8.5</i></b>	<b><i>537%</i></b>

Vacant and boarded buildings are nearly twelve times as prevalent in the South St. Petersburg CRA. Furthermore, property maintenance and junk and outdoor storage cases in the CRA are also higher than the rest of St. Petersburg, but not to the same level of magnitude.

### Summary of Redevelopment Program

The redevelopment program for the South St. Petersburg Community Redevelopment Plan centers on reinvigorating the housing market through rehabilitation and new construction;

<sup>4</sup> Note: Deteriorated property data is from April 2013. When the Blight Study was prepared in spring 2013, the population estimate for both the proposed CRA and City was based on a 1.1% increase over their ACS 2011 5-year estimate. This percentage increase is based on the difference between the 2012 BEBR population estimate for St. Petersburg and its ACS 2011 5-year estimate.

expanding opportunities for entrepreneurs, minority, women and disadvantaged business enterprises and small businesses; revitalizing commercial corridors to grow existing businesses and attract new ones; growing the manufacturing “belt” that bisects the CRA from east to west to create new jobs for residents; and improving the work readiness skills of residents.

To implement these goals, the Community Redevelopment Agency (Agency) will engage in land assembly, disposition and development efforts; infrastructure and streetscaping improvements; small business assistance through mentoring and retention programs as well as financial grants and loans; incentivizing affordable and market-rate housing development through financial grants and loans; support for workforce development and work readiness programs; and marketing and technical assistance.

A major component of the South St. Petersburg Community Redevelopment Plan (Plan) is the establishment of a tax increment financing (TIF) district for the entire 7.4 mi.<sup>2</sup> redevelopment area (see Exhibit 1 for legal description). After the establishment of a “base year”, tax increment financing directs all future increases in St. Petersburg and Pinellas County property tax revenues generated within a TIF district into a special redevelopment trust fund. This increased revenue, known as the “increment”, is then used to fund eligible redevelopment projects within the boundaries of the TIF district. The City will be contributing its entire tax increment within the South St. Petersburg CRA to the redevelopment trust fund over the 30-year life of the Plan, and

is requesting Pinellas County contribute 85 percent of its increment, pursuant to Sec. 163.387(3)(b) of Florida Statutes. The City intends to direct the vast majority of TIF revenues generated from the South St. Petersburg district to provide direct assistance for private investment in residential and non-residential redevelopment in the form of grants, loans, TIF abatements or other vehicles that help businesses leverage capital from diverse sources. The City also envisions providing funding assistance to governmental and non-profit entities that provide array of services supporting the intent of the redevelopment plan, including marketing and promotion, business assistance and loans, workforce development and job readiness. This is a departure from the City's past policy of using TIF to fund public sector projects. With small businesses in the CRA starved for capital, TIF revenue can eventually provide some source of public funding for private projects that implement the goals and objectives of the Plan.

The funding programs that will be pursued are described in Chapter 4 and are designed to address the compelling issues of blight facing the South St. Petersburg CRA, such as housing that is deteriorated, vacant and/or unaffordable, declining population and tax revenue, deteriorating commercial corridors, economic underdevelopment and unemployment, access to capital and a deficit of effective small business incentives.

The total cost for the redevelopment program funded by tax increment financing is expected to exceed \$66.8 million in 2015 dollars over the thirty-year life of the South St.

Petersburg Community Redevelopment Plan but implementation of the program will be phased over many years with costs being impacted by inflation (see Chapter 4, Table 4-1).

### **Administrative Procedures Governing Use of TIF**

Funding allocations to each TIF program identified in Table 4-2 in Chapter 4 will be made through the annual budget approval process based on the priorities of the St. Petersburg Community Redevelopment Agency (Agency). Procedures governing the administration of each program will be developed after the St. Petersburg City Council and Pinellas County Board of County Commissioners adopt the South St. Petersburg Community Redevelopment Plan in 2015. For each program, these will include funding caps, eligible properties and expenses, award type (matching grant, loan, full grant, or an ad valorem-property tax rebate), evaluation benchmarks, source of increment to be used (City, County, or both) and administration and enforcement. After receiving recommendations from the South St. Petersburg CRA Citizens Advisory Committee and St. Petersburg Community Redevelopment Agency, St. Petersburg City Council must approve a specific program's procedures by resolution prior to any expenditure being made from it. To demonstrate compliance with Pinellas County's June 2014 policy governing the use of tax increment financing (see Exhibit B), the City of St. Petersburg will submit annual progress reports to Pinellas County, with a due date of March 31<sup>st</sup> of each reporting year to begin in 2017 and continue until 2044. The reports shall

describe the progress of the redevelopment plan relative to benchmarks and measures established by the Community Redevelopment Agency and detail expenditures from Pinellas County's account within the proposed South St. Petersburg Redevelopment Trust Fund.

Pinellas County's June 2014 policy limits the types of projects and programs on which its tax increment can be spent, but does allow the City of St. Petersburg more discretion in using its increment to implement the redevelopment plan. To ensure transparent accounting in the use of County increment revenues, the annual tax increment from the City and County will be deposited in separate accounts within the Redevelopment Trust fund to more easily track expenditure of County revenues. Each project funded with County increment will be identified and included in the annual report to the Pinellas County Board of County Commissioners.

### **Status of Existing Community Redevelopment Plans**

Over the past three decades, the City of St. Petersburg created four community redevelopment areas within the boundaries of the South St. Petersburg CRA. These are noted below with their adoption dates.

- *16<sup>th</sup> St. South Revitalization Plan (1982)*
- *Dome Industrial Park Pilot Project (2000)*
- *Tangerine Avenue (2003)*
- *Dome Industrial Park (2007)*

These four redevelopment plans will be "sunsetting" and folded into the South St. Petersburg CRA upon adoption of the Redevelopment Plan. The South St. Petersburg Community Redevelopment Agency shall function as the successor in interest to each of the four "sunsetting" community redevelopment areas. The specific planning strategies unique to each of these redevelopment areas have been included within the Redevelopment Plan where still relevant. (See Chapter 5 for an overview of these and other planning efforts in South St. Petersburg.)

### **Redevelopment Roles**

When delegated full redevelopment authority by Pinellas County after it approves the Redevelopment Plan, City Council will serve as the Community Redevelopment Agency (Agency) for the South St. Petersburg Redevelopment Area (CRA). City Council, after receiving recommendations from the Citizens Advisory Committee (see below) and the Agency, has the authority to amend the Redevelopment Plan. The authority delegated by the County to the City will be limited and the County will retain its authority to approve the South St. Petersburg CRA redevelopment plan and any amendments thereto, any trust fund established, any tax increment financing that may be used to undertake improvements or other projects or programs within the South St. Petersburg CRA, and the issuance of any bonds or other indebtedness that pledges tax increment revenues.

### Establishment of the CRA Citizens Advisory Committee

The South St. Petersburg CRA Citizens Advisory Committee (CAC) was established by an interlocal agreement between Pinellas County and the City of St. Petersburg that was entered into on June 3, 2014. The CAC is comprised of nine (9) residents, business and/or property owners, or other stakeholders from within South St. Petersburg. The mayor of St. Petersburg appoints six CAC members, subject to confirmation by the City Council. The Pinellas County Board of County Commissioners appoints three (3) CAC members.

The CAC's purpose is to advise the Agency on the redevelopment plan and any amendments thereto as well as advise the Agency on issues within the South St. Petersburg CRA. The CAC shall also advise the Agency on the development of administrative procedures that govern the tax increment financing program identified in Chapter 4.

### **Policy on Eminent Domain**

Florida's Community Redevelopment Act once allowed localities to acquire by eminent domain private property within a community redevelopment area and convey it to private developers as a tool to remedy blight within the CRA. However, the City of St. Petersburg has a long-standing policy of only using eminent domain to acquire land as a last resort, preferring instead to negotiate with landowners to implement its revitalization goals.

The City's self-limiting policy was codified by Florida lawmakers in 2006, when through Sec. 73.014, F.S., the Legislature declared that

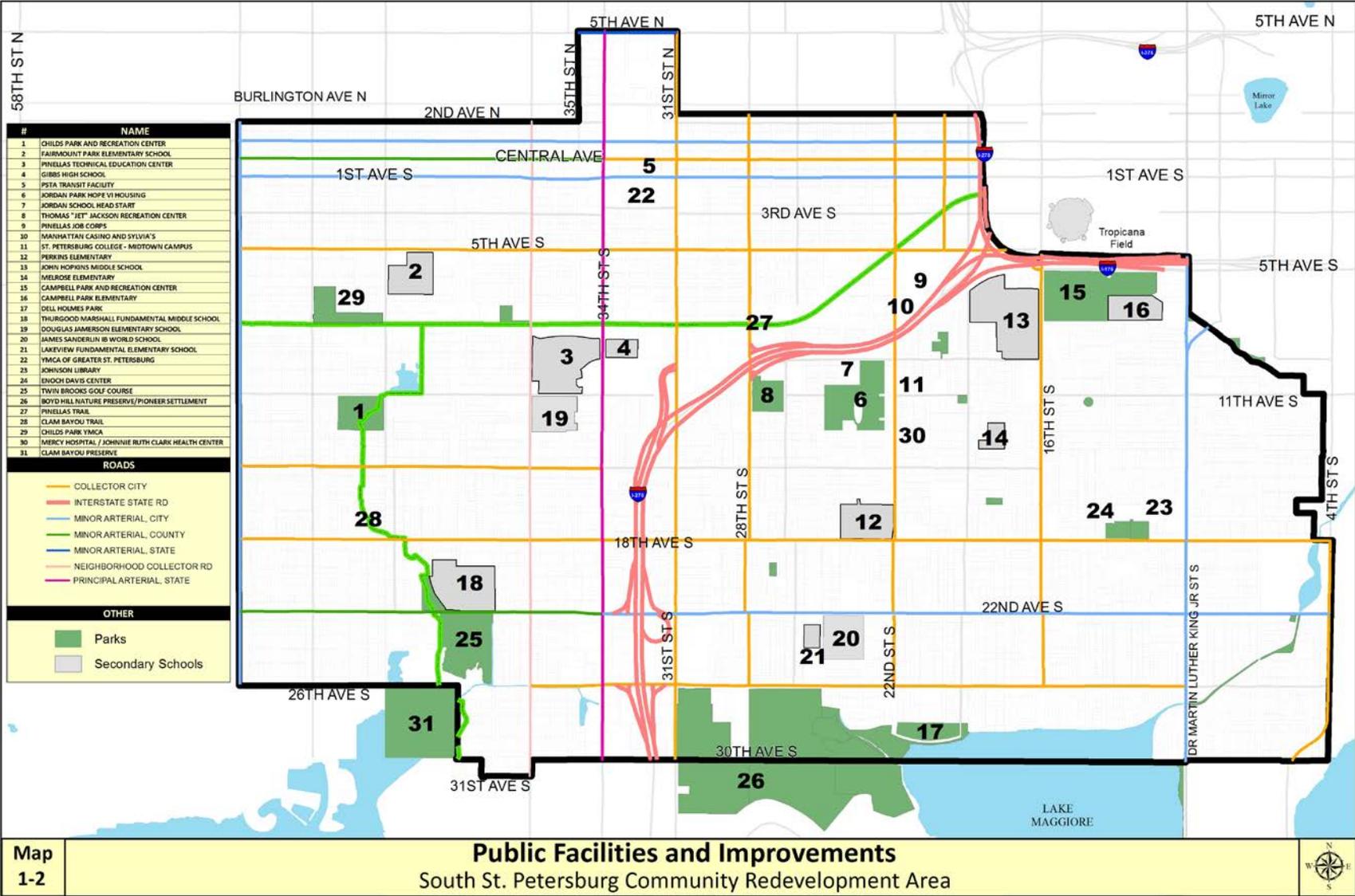
*taking private property for the purpose of preventing or eliminating slum or blight conditions is not a valid public purpose or use for which private property may be taken by eminent domain and does not satisfy the public purpose requirement of s. 6(a), Art. X of the State Constitution.*

The Legislature was responding to the United States Supreme Court's decision in *Kelo v. New London, Connecticut* (2005), which upheld local government's right to condemn property for economic development purposes.<sup>5</sup> The Legislature's restriction was restated in amendments to several sections of the Community Redevelopment Act, including Sec. 163.335(7), 163.370, and 163.380, FS.

Now, Florida law permits localities to condemn property only for public "use" such as utilities, parking garages, stormwater facilities, infrastructure and roadways. Land condemned by localities for such purposes, but found to be no longer necessary may be conveyed to other parties, in accordance with the timelines and procedures set forth in Sec. 73.013(2)(a), FS.

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<sup>5</sup> see 125 S. Ct. 2655.



## Consistency with the Community Redevelopment Act

Florida Statutes Sec.163.362(1) *et seq* delineates the required contents of all redevelopment plans. The section below details the consistency of the South St. Petersburg Community Redevelopment Plan with these requirements.

### Legal Description

The boundaries for the South St. Petersburg Community Redevelopment Area are depicted in Map 1-1 and described in Exhibit A. The City of St. Petersburg based the boundaries on those identified for both the Midtown Strategic Planning Initiative (2002) and the Childs Park Strategic Planning Initiative (2007), areas that have historically been economically challenged. Those portions of the Midtown Initiative that overlapped with the Intown, Intown West and Bayboro Harbor community redevelopment areas were not included in the South St. Petersburg CRA.

### Limits on Types, Size, Height and Use of Buildings

All renovation and new construction in the South St. Petersburg Community Redevelopment Area shall be consistent with the City of St. Petersburg's Comprehensive, Plan as well as being in accord with its Official Zoning Map, Land Development Regulations, the Florida Building Code, and all other applicable rules and regulations. (See Chapter 4 for an overview of the zoning and land development regulations

that affect each property within the community redevelopment area.)

### Approximate Number of Dwelling Units

Florida Statutes requires the depiction by diagram and in general terms the approximate number of dwelling units. In fact, nearly 80 percent of all housing is single-family, with another 10 percent in buildings comprised of two to four units. For a general location of housing within the CRA, see Map 4-1.

### Identification of Open Space, Street Layout and Public Uses

Section 163.362(a) & (d) of Florida Statutes require redevelopment plans to show by "diagram and in general terms" such property as is intended for use as open space public parks, recreation areas, streets, public utilities and public improvements of any nature. The South St. Petersburg CRA is fortunate to contain a wealth of public open space, recreational, educational, and general government facilities, including those owned by local, school board, county and federal agencies. These have been detailed on Map 1-2 below. The South St. Petersburg Redevelopment Program has not identified new public uses that will be funded by tax increment financing, but the Plan can be amended to respond to opportunities that may arise in the future.

### Neighborhood Impact Element

When a community redevelopment area contains low or moderate income housing, Florida Statutes require a neighborhood impact element be prepared which

*describes in detail the impact of the redevelopment upon the residents of the redevelopment area and the surrounding areas in terms of relocation, traffic circulation, environmental quality, availability of community facilities and services, effect on school population, and other matters affecting the physical and social quality of the neighborhood.*

This neighborhood impact element has been included as Chapter Five.

### Publicly Funded Capital Projects

Publicly funded capital projects through tax increment financing in South St. Petersburg are designed to encourage and incentivize private enterprise to reinvigorate the housing market through rehabilitation and new construction; expand entrepreneurship and small business development; revitalize commercial corridors to grow existing businesses and attract new ones; grow the manufacturing “belt” that bisects the CRA from east to west to create new jobs for residents; and improving the work readiness skills of residents. The tax increment financing programs described in Chapters 3 and 4 that will fund these and other activities will be created

and approved by St. Petersburg City Council after the redevelopment plan is adopted.

### Assurance that Plan will be Implemented

As per Chapter 163.362(5) and (6), F.S., all redevelopment plans must “contain adequate safeguards that the work of redevelopment will be carried out pursuant to the plan” and provide for controls and restrictions or covenants to ensure development in accordance with the plan.

With guidance of the Citizens Advisory Committee (CAC), the Agency will approve an annual work plan in conjunction with the approval of annual expenditures of the tax increment financing. The CAC will also develop measures of success that will be integrated into an annual report detailing the activities and accomplishments in South St. Petersburg.

The Agency will review all development proposals that are funded by tax increment financing for consistency with the South St. Petersburg Community Redevelopment Plan and the relevant City procedures governing use of TIF.

### Retention of Controls on Land Disposed by Agency

The Agency is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property. To the extent permitted by law, the Agency is authorized to

dispose of real property in accordance with Florida Statute Chapter 163 and in compliance with this Plan.

The Agency may determine that it is in the best interest of the City to acquire such property for development by the City or disposition through competitive bidding. The Agency shall reserve such powers and controls through disposition and development agreements with the purchaser or lessee of the property as may be necessary to ensure that development conforms to this Plan.

Should any real property be owned, leased or otherwise come under the control of the City, the City's administrative staff will conduct supervision and management. The City shall enter into contracts, leases or management agreements as necessary to insure the preservation and maintenance of any such real property, and shall insure the greatest return feasible to the Agency.

#### Assurances of Replacement Housing

The City of St. Petersburg ensures fair and equal treatment of owners and tenants that are displaced as a result of the acquisition of property. In addition, the City provides further assistance to displacees through referrals to City-owned Jamestown Townhouses and Apartments, Public Housing, and Federally Assisted Housing. Displacees are also offered general real estate information and assistance.

City staff will provide technical and counseling assistance to displacees, both commercial and residential, in locating suitable replacement facilities which are comparable and within the tenants financial means and securing moving expense bids or computing such expenses. Eligible residential displacees, having been displaced by "governmental action," may also have ready access to "assisted housing." City staff will provide assistance to appropriate agencies for this purpose.

#### Provision of Affordable Housing

Affordable housing is serious concern in South St. Petersburg, where 55 percent of all households and 73 percent of renters pay more than 30 percent of their income for housing costs. The South St. Petersburg Action Plan and Redevelopment Program direct the City to continue to work with developers and other agencies to provide affordable single-family and multi-family housing. An important part of this program is to use tax increment financing to assist renovation of existing multifamily units and build new ones as well as augment existing initiatives that provide single-family homeownership opportunities for low-to-moderate income residents.

#### Detailed Statement of Projected Costs

As described above, the estimated total cost for the redevelopment program funded by tax increment financing is expected to exceed \$66.8 million in 2015 dollars over the thirty-year life of the South St. Petersburg Community Redevelopment Plan. These projected costs are based on the

City of St. Petersburg contributing at least 95 percent and Pinellas County contributing 85 percent of their respective tax increment annually within the CRA to the South St. Petersburg Redevelopment Trust Fund.

In addition, the City of St. Petersburg will continue to publicly fund projects through its capital improvement program, which is annually approved by City Council, and is funded through general revenue, Penny for Pinellas or other non-TIF revenue sources. Based on approved expenditures for the 2015 Capital Improvement Plan, the City will expend \$9.5 million on projects such as trail extensions and upgrades, neighborhood traffic plans, pedestrian crossing enhancements and sanitary sewer replacement (see Table 4-2).

#### Time Certain for Redevelopment

The tax increment financing district and redevelopment trust fund for the South St. Petersburg Community Redevelopment Plan will expire on May 21, 2045.

DOME  
INDUSTRIAL  
PARK



**Redevelopment Issues**

High rates of poverty, unemployment, educational underperformance and lagging incomes underpin the socioeconomic problems facing South St. Petersburg and drive the other issues facing it such as vacant and boarded housing, higher rates of crime, and lagging business investment. Since 2000, the unemployment rate is 60 percent to 100 percent higher in the CRA, and the total and child poverty rate twice as high as the city rate. The CRA has twice the city's percentage of residents without a high school diploma and less than half the percentage of residents have a Bachelor's degree or higher compared to the city. In addition, four public schools in the CRA have received failing grades from the superintendent of Pinellas County Schools. CRA Incomes also lag as per capita, household and family income levels are approximately 55 percent to 70 percent of the citywide rate.

The physical and market conditions of housing in the CRA also hinder its revitalization. The rate of vacant and boarded homes in South St. Petersburg is 12 times higher than the overall city rate. New housing is uneconomical to build with housing sales prices in late 2013 a full \$20/sf less than the cost of building the same home. Rentals are also unaffordable with the median gross rent in the area only \$60 less per month than the overall city, culminating in over 70 percent of the CRA rental households paying more than 30 percent of their monthly incomes in housing costs.

The socioeconomic conditions facing South St. Petersburg cause higher instances of Part I and Part II crime. The incidence rate of robbery, aggravated assault, burglary, simple assault, vandalism, and weapons charges are all more than double the overall city

rate. This creates a challenging climate for business and housing reinvestment.

Finally, lower household and per capita incomes in the CRA reduce the purchasing power of residents available to its many small businesses that rely on nearby neighborhoods for their consumers. Moreover, like elsewhere in St. Petersburg, many businesses in the CRA that would like to expand are located along older and narrower commercial corridors abutting residential neighborhoods that are often resistant to commercial intrusion.

### Issues Identified at CRA Public Workshop

On October 13, 2014, the South St. Petersburg CRA Ad Hoc Planning Committee convened a public workshop to elicit ideas and information from the community on issues affecting South St. Petersburg as well as goals and action strategies to address them. Approximately fifty participants were in attendance and were rotated among four different subject areas in order to ensure the broadest range of opinion. These subject areas were

- *Housing and Neighborhood Revitalization*
- *Public Safety*
- *Economic Development*
- *Community Empowerment and Enrichment*

The community input was widely varied and dealt with such issues as vacant and boarded housing, healthy food access, weapons proliferation, access to capital, small business and

entrepreneurial training, health care availability and educational programming for children, many discreet to the particular topic areas. Several issues crossed over two or more topic areas. These included

- *Lack of access to capital*
- *Poor transportation access*
- *Poor perception/marketing of South St. Petersburg*
- *Neighborhood organization and ownership*
- *Unemployment/Underemployment*
- *Underperforming Schools*
- *Crime Prevention/Community Policing*

The range of issues discussed has been summarized in Table 2-1. These issues also are identical with or track those that will be discussed below that have emerged from an analysis of data and policy affecting South St. Petersburg over the last several years.

## Income and Poverty Issues in the CRA

Nearly all of the issues that will be identified below are underpinned or magnified by poverty. The high poverty rate drives the comparatively low incomes across all measures including per capita, median household, and median family incomes. As important as the economic impacts of poverty are its social effects that undermine families' efforts to achieve the American dream and set in place a dynamic that reproduces poverty across generations.

The social and economic impacts of poverty were clearly inventoried in the findings of Pinellas County's May 17, 2012, study entitled "The Economic Impact of Poverty" (Poverty Report) that identified a large area of St. Petersburg as the largest of five Poverty Zones in Pinellas County. These five "at-risk" communities all had more than 19 percent of its residents living at or below poverty; the low-income individuals residing within these zones account for approximately 45 percent of the County's total low-income population.<sup>1</sup> (As noted in Chapter One, St. Petersburg's poverty zone identified in the Pinellas County study has three times the land area and over twice the population of the South St. Petersburg Community Redevelopment Area, but a lower poverty rate.)

While recognizing that low income individuals reside within all parts of the county, the Poverty Report noted that the effects of poverty and the social patterns and costs associated with it are compounded greatly in areas of high concentration. The report concludes that

*these effects are amplified by raising children in poor environments, which contribute to poor development, increased illnesses, lower educational attainment, lack of recreational activities and role models, disengagement in the community, lower paying jobs, risk of homelessness, increased arrests and recidivism rates, and a lower lifetime monetary contribution to society.*

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<sup>1</sup> The other communities are East Tarpon Springs, Clearwater's North Greenwood, the Highpoint area west of St. Petersburg/Clearwater International Airport and north of Ulmerton Road, and the Lealman corridor.

**Table 2-1 Redevelopment Issues Identified at South St. Petersburg CRA Workshop (October 13, 2014)**

Issue	Economic Development	Housing and Neighborhoods	Community Empowerment	Public Safety
Lack of -or Access to- Capital	✓	✓	✓	
Poor Transit Access	✓	✓	✓	
Perception of South St. Petersburg/Poor marketing of successes	✓		✓	✓
Community ownership in neighborhood, crime watch		✓	✓	✓
Unemployment/Underemployment – Livable Wage	✓	✓		
Linking People with Jobs – Job Bank & Transit	✓	✓		
Underperforming schools/Deficits in Kindergarten Readiness/Early child rearing	✓		✓	
Lack of Crime Prevention/Community Policing		✓		✓
“Broken Windows” - dumping/loitering/prostitution		✓		✓
Ex-offender workforce reentry	✓			
Long walks to school through crime ridden areas				✓
Lack of a Midtown-specific Strategy	✓			
Relevant Business Retention Strategies for Small Business.	✓			
Deficits in entrepreneurial training and encouragement	✓			
SPPD – Demeanor, speeding in neighborhoods, sensitivity				✓
Weapons				✓
Vacant Land and Housing		✓		
Landlord/Tenant Issues		✓		
Lack of New Construction		✓		
Homeowner Education		✓		
Mixed Income Housing		✓		
Homeless Housing		✓		
Poor mental/Physical Health – diabetes/obsesity/PTSD/misdiagnosis of children			✓	
Health care availability			✓	
Healthy food access and education			✓	
Flexibility in after school programs and parent/teacher meetings			✓	
Focus on STEM reduces time for interpersonal growth/no recess			✓	
Frequent change in grading systems/difficult tracking measures			✓	
Need year-round schooling			✓	
Documentation Issues – inability to get food stamps/access training			✓	
Treatment of families receiving services			✓	

That statement tolls an ominous bell for the economic prospects of the next generation of working adults in South St. Petersburg, where an estimated 45 percent of its children live below poverty (see Table 2-2 below). This high rate cannot be explained by the impact of the Great Recession since the child poverty rate for South St. Petersburg was 39.7 percent in 2000 at the end of the 1990s technology boom.<sup>2</sup> Moreover, a review of the demographic structure of South St. Petersburg indicates that nearly one-third of its population is under 20 years of age and at serious risk of suffering the debilitating effects on their economic future caused by poverty.

In addition to the personal costs of poverty, the Poverty Study notes there are significant social costs as well. Research from the Center for American Progress in 2007 identifies a correlation between childhood poverty and the experience of poverty later in life. As a result, the annual economic cost to the United States associated with adults who grew up in poverty is \$500 billion per year, or 4 percent of the Gross Domestic Product (GDP). In Pinellas County, the cost of poverty is \$2.5 billion annually, due to the economic cost of high crime rates, poor health, and forgone earnings and productivity associated with adults who grew up in low-income households.<sup>3</sup> The high cost of poverty suggests

that investing significant resources in poverty reduction might be more socially cost-effective over time, than those targeted at combating the adverse outcomes of poverty.

The Poverty Report found that residents within the at-risk communities face interrelated social, economic, and geographic challenges that compound the problems they have to overcome. These include inadequate transportation, limited access to food and health care, poorer health, lower educational attainment, increased crime rates, high unemployment and inadequate and insufficient housing. Among these issues facing the impoverished, insufficient transportation, costly housing and low educational attainment are at their root. The section below examines the extent to which these issues exist in South St. Petersburg.

#### Income Comparisons between CRA and City

Since 2000 and likely before, South St. Petersburg has persistently lagged behind the rest of the city across all income measures. Be it median household, median family, married couple or per capita income statistics, South St. Petersburg residents have roughly attained 50 percent to 75 percent of the citywide measure (see Table 2-2). Moreover, during the first decade of the 21<sup>st</sup> century, when the real incomes of most St. Petersburg (and indeed, American) households stagnated or declined, South St. Petersburg households suffered an even greater decline. As Table 2-2 shows, median household, median family income, and per capita income decline between 2000

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<sup>2</sup> U.S. Census Bureau. American Community Survey, 2007-2011. 5-year Estimates. S1701 - Poverty Status in Past 12 months. U.S. Census Bureau. Census 2000. Table PO 87-Poverty Status in 1999 by Age. Where Census tracts were split by the CRA boundary, staff used population data from ESRI estimates and applying poverty percentages from underlying Census data.

<sup>3</sup> Pinellas County Department of Health and Community Services, *Update on the Economic Impact of Poverty Report for the Pinellas County Board of County Commissioners* (2013), 4.

**Table 2-2 Unemployment, Income and Poverty Data in South St. Petersburg CRA and City of St. Petersburg, 2000 and 2012**

	2000			2012			Income Change, 2000-2012	
	CRA	% of City	City	CRA	% of City	City	CRA	City
<b>Unemployment Rate</b>	10.7%		5.2%	17.2%		10.8%		
<b>Income Measures</b>								
Median Household Income	\$30,948	67.3%	\$45,989	\$28,419	63.5%	\$44,756	-8.2%	-2.7%
Median Family Income	\$35,158	61.2%	\$57,422	\$34,088	59.1%	\$57,702	-3.0%	0.5%
Married Couples	\$52,207	75.1%	\$69,561	\$51,376	70.3%	\$73,119	-1.6%	5.1%
Per Capita Income	\$14,756	52.6%	\$28,057	\$14,438	51.9%	\$27,825	-2.2%	-0.8%
<b>Income Source</b>								
Mean Household Self Employment Income				\$19,971		\$29,148		
Mean Household Social Security Income				\$12,941		\$15,528		
Mean Household Supplemental Security				\$9,388		\$9,154		
Mean Household Cash Public Assistance				\$3,335		\$3,308		
Households on Food Stamps or SNAP				3,777		13,472		
% of population				11.2%		5.5%		
<b>Poverty</b>								
Total Population	29.1%		13.3%	32.6%		16.1%		
Under 18	39.7%		19.5%	44.9%		23.1%		
18 to 64	13.9%		7.2%	28.3%		15.0%		
65 and older	23.4%		10.8%	23.8%		11.9%		
<b>Poverty by Education Level</b>								
Population 25+ below Poverty	22.8%		10.9%	24.8%		12.7%		
Less than High School Graduate	11.9%		4.2%	36.0%		27.5%		
High School Graduate or Equivalent	7.2%		3.4%	27.0%		15.8%		
Some College/Associates Degree	3.1%		2.3%	18.0		10.3%		
Bachelor's Degree or Higher	0.5%		1.0%	9.6%		5.4%		

Source: **Unemployment:** U.S. Census Bureau. Census 2000 and American Community Survey, 2008-2012, 5-year estimates (2008-2012 ACS), Table DP03. **Income:** 2000 income data has been adjusted to 2012 levels. Census 2000, QT-P33: Income in 1999 by Selected Household, Family, and Individual Characteristics and U.S. Census Bureau. 2008-2012 ACS, Tables S1903: Median Income in the Past 12 months and B09010: Receipt of SSI, Cash Public Assistance Income, or Food Stamp/SNAP in the Past 12 months. **Poverty:** Census 2000. Table PO 87-Poverty Status in 1999 by Age and Summary File 4. PCT-145 - Ratio of Income in 1999 to Poverty Level by Age by Educational Attainment for Population 18 years and over. 2008-2012 ACS, S1701 - Poverty Status in Past 12 months.

and 2012 was several times larger in South St. Petersburg than that of the city. In addition, married couple families in St. Petersburg saw their real incomes rise between 2000 and 2012 by 5 percent, while in the CRA they *declined* by -1.6 percent.

### Unemployment

According to Table 2-2, the unemployment rate in South St. Petersburg has been significantly higher than the citywide rate at least since 2000. Based on Census data, the CRA unemployment rate of 10.7 percent in 2000 was more than double the city rate of 5.2 percent, while in 2012 the CRA rate was 17.2 percent, or 60 percent larger than the city rate. (Note that the above figures are based on either decennial census or American Community Survey data. The most accurate unemployment data comes from the Quarterly Census of Employment and Wages, which only tracks employment data at the citywide level or larger.)

The employment data above relates to the entire workforce between 16 and 65 and drives home the impact of the Great Recession, which battered the region's construction, finance and manufacturing industries. However, analyses of youth unemployment indicate an even greater impact on young adults and teenagers. According to a recent Brookings Institution report, the employment rate for young Americans in the 100 largest regions has plummeted over the last decade, with the decline being even more drastic in the Tampa Bay region. Between 2000 and 2012, the employment rate for youths between 16 and 24 in the region dropped from its place in the

top one-third of all large MSAs into the bottom 25 percent.<sup>4</sup> Reintegrating teens and young adults into the workforce at levels last seen in 2000 would substantially reduce the region's unemployment rate and provide our youth with the training needed to continue career advancement.

### Educational Underachievement

Reducing poverty by improving educational attainment among our citizens is vitally important to withstand these economic challenges. The authors of the Poverty Report note that

*poverty is linked to lower educational attainment within a community and affects individuals from early childhood...In addition, they are more likely to live in neighborhoods that have limited resources and low-performing schools. Neighborhoods with concentrated poverty impede children from socializing, having positive role models, and experiencing other factors crucial for healthy child development.*

Over the last forty years, St. Petersburg as a whole has seen continual and marked improvement in educational achievement at both the secondary and post-secondary levels. In 1970, only 51.5 percent of residents over the age of 25 had graduated from high school, while by 1990 that figure was slightly over 70 percent. By 2012 the figure had risen to nearly 88 percent of the city's adult population (up from 81 percent in 2000). This

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<sup>4</sup> The Brookings Institution. *The Plummeting Labor Market fortunes of Teens and Young Adults*, March 2014.

high school graduation rate exceeds that of Florida and the United States.<sup>5</sup>

**Table 2-3 Educational Attainment in CRA and City, 2000 and 2012<sup>6</sup>**

	2000		2012	
	CRA	City	CRA	City
Education (Population 25+)				
<HS Graduate	37.3%	18.1%	24.8%	12.2%
HS Grad or Equivalent	33.3%	28.0%	37.7%	29.0%
Some College/AA Degree	22.1%	31.1%	24.1%	30.7%
Bachelor's Degree	4.5%	14.8%	9.5%	18.6%
Master's/Professional or PhD	2.8%	8.0%	3.8%	9.4%
<b><i>Bachelor's Degree or Higher</i></b>	<b><i>7.3%</i></b>	<b><i>22.8%</i></b>	<b><i>13.3%</i></b>	<b><i>28.1%</i></b>

Although educational attainment levels in South St. Petersburg have not yet reached citywide levels, Table 2-3 above demonstrates substantial improvement in the last decade. Since 2000, residents of South St. Petersburg without a high school degree have declined by 34 percent.

Post secondary educational achievement has also improved in both the CRA and St. Petersburg proper. Since 1990, St. Petersburg has seen a 48 percent increase in its residents who attained bachelor's, graduate and/or professional degrees. In addition, with 28.1 percent of its residents with bachelor's

<sup>5</sup> Information includes data from the Decennial Censuses of 1970, 1980, 1990 and 2000, and American Community Survey 2007-2011 5-Year Estimates. Table B15002 - Sex by Educational Attainment for Population 25 years and over.

<sup>6</sup> U.S. Census Bureau. Census 2000. QT-P20-Popgroup. Total Population: Educational Attainment by Sex. U.S. Census Bureau. 2008-2012 American Community Survey 5-Year Estimates. Table B15002: Sex by Educational Attainment for the Population 25 Years and Over.

degrees or better, the city's level of higher educational attainment exceeds that of Pinellas County, the Tampa Bay region and Florida. Among the eleven cities with a population of 25 year olds greater than 100,000, St. Petersburg ranks fifth, with Fort Lauderdale (32.7%) taking honors for the highest percentage of residents who achieved a bachelor's degree or higher among the state's larger cities.<sup>7</sup>

Within the CRA, the population with at least a bachelor's degree has risen by 82 percent since 2000. While still trailing the city in percentage of residents with a post-secondary degree, South St. Petersburg's rate of increase in educational performance eclipses that of the city since 2000.

Still, educational underperformance is a significant issue. The Tampa Bay region has a mediocre educational attainment record in comparison with other metropolitan regions. A 2006 Brookings Institution study of the country's 100 largest metropolitan statistical areas found that the Tampa Bay Area's percentage of bachelor's degree attainment ranked 79<sup>th</sup> in the United States. The region improved slightly to 75<sup>th</sup> in 2010, and was tied with Grand Rapids, MI, and Little Rock, AR, but lagged the Miami, Orlando, Sarasota and Jacksonville regions.

This performance will have a drag on economic development as employers requiring a well-educated labor pool will seek out metropolitan areas with better educational attainment. This is particularly the case with industry sectors such as financial

<sup>7</sup> U.S. Census Bureau. American Community Survey 2007-2011 5-Year Estimates. Table 15002 - Educational Attainment. Tampa, Orlando and Pembroke Pines also finished ahead of St. Petersburg.

services, advanced manufacturing, information technology and medical services.

Public School Performance in South St. Petersburg

The South St. Petersburg CRA is also plagued by the failing grades given by the Superintendent of Pinellas Schools to four public schools in 2014. One is John Hopkins Middle School, while three are elementary schools. The three - Campbell Park, Fairmount, and Melrose –also received failing grades in 2013, with Melrose grading “F” since 2011. Notably, Campbell Park,

**Table 2-4 Performance Grades for Public Schools in CRA, 2008-2014<sup>8</sup>**

School	2008	2009	2010	2011	2012	2013	2014
<i>Elementary Schools</i>							
Campbell Park	B	C	C	C	D	F	F
Fairmount Park	B	C	F	D	D	F	F
D. Jamerson	A	A	B	A	A	A	A
Lakeview Fund.	A	A	A	A	A	A	B
Melrose	C	C	C	F	F	F	F
Sanderlin (PK-8)	C	C	C	D	B	C	A
Perkins	B	A	B	A	A	A	A
<i>Middle Schools</i>							
John Hopkins	B	B	C	B	C	D	F
T. Marshall	B	A	B	A	A	A	A
<i>High Schools</i>							
Gibbs	D	F	C	B	C	B	C
Boca Ciega	D	D	D	C	A	A	B
Lakewood	D	D	C	B	B	A	B
<b><i>District Average</i></b>	<b><i>B</i></b>	<b><i>B</i></b>	<b><i>B</i></b>	<b><i>B</i></b>	<b><i>B</i></b>	<b><i>C</i></b>	<b><i>C</i></b>

<sup>8</sup> Pinellas County Schools, November 2014.

Melrose and John Hopkins are located less than one-half mile from one another. Not surprisingly, the four schools are within or near Census block groups identified as pockets of high poverty where the poverty rate within the block group exceeds 31 percent (see Map 2-1).<sup>9</sup>

Inadequate Transportation Access

Access to employment, health care, groceries and safe and affordable housing is critical among populations with limited resources, who often do not have a reliable method of transportation. Access to employment is especially critical since economies and labor markets are regional. According to the Florida Department of Economic Opportunity, the Tampa Bay region has an estimated 1.24 million jobs in December 2013.<sup>10</sup> Roughly 10 percent of those jobs are within St. Petersburg, and 24 percent are in Pinellas County, explaining why over 44 percent of St. Petersburg’s workforce leaves the city everyday for work. However, only 35 percent of the workforce in South St. Petersburg leaves the city for work.

Table 2-5 below shows that approximately 8 percent of households with workers aged 16 or older in South St. Petersburg have no vehicle available, while 38.1 percent have only one vehicle, a combined percentage of 45.8 percent. The same combined percentage for St. Petersburg is 33.8 percent.

<sup>9</sup> Note: Map 3-1 is a compilation of data from Tables 2-4 and 3-8, foreclosure data drawn in November 2014 and 2012 Census block group data.

<sup>10</sup> The Tampa Bay MSA is comprised of Pinellas, Hillsborough, Manatee and Pasco counties.

**Table 2-5 Select Transportation Data in CRA and St. Petersburg in 2012.<sup>11</sup>**

	CRA	City
Vehicle Availability		
No vehicle available	7.7%	4.1%
1 vehicle available	38.1	29.7
2 vehicles available	39.5	47.2
3 or more vehicles available	14.9	19.9
<b>1 or fewer vehicles available</b>	<b>45.8%</b>	<b>33.8%</b>
Percentage Taking Public Transit	6.3%	2.4%
Commuting 20 Minutes or Longer	62.3%	52.7%
Percentage Leaving St. Petersburg for Work	34.7%	44.4%

Those who are transportation disadvantaged in South St. Petersburg have longer commutes, rely more on public transportation, and have less mobility than residents in St. Petersburg. With an employment market that is regional and the continued suburbanization of employment within the region, St. Petersburg’s workforce must be geographically mobile to take advantage of all available employment opportunities. South St. Petersburg residents have less mobility accounting to some degree for their lagging income levels relative to the city.

### Occupational Structure

A last driver of lower income levels is the occupational structure of South St. Petersburg’s workforce, which drives income levels because occupations such as management, science, and sales

<sup>11</sup> U.S. Census Bureau. American Community Survey, 2008-2012 5-Year Estimates. S0801 – Commuting Characteristics by Sex.

generally command higher salaries than service and transportation jobs.

**Table 2-6 Occupational Characteristics of Workforce in CRA and City, 2012<sup>12</sup>**

	CRA	City
Total Workforce	11,915	116,547
Occupation Type		
Management, business, science & arts	23.4%	36.6%
Service occupations	31.3%	19.2%
Sales and office	25.2%	27.6%
Natural resources, construction, & maintenance	6.7%	6.8%
Production, transportation, and material moving	13.3%	9.9%

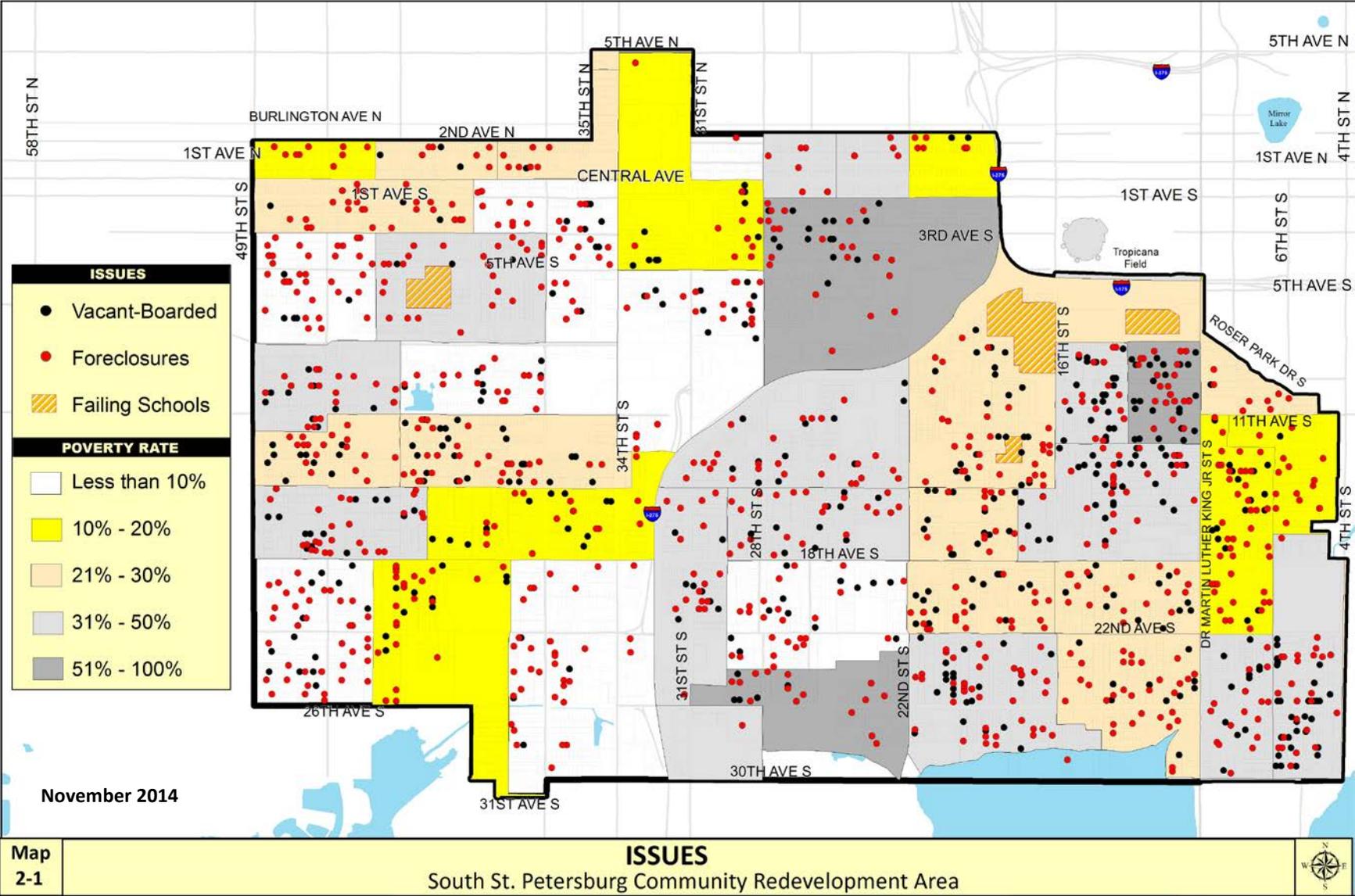
The occupational profile of South St. Petersburg’s workforce indicates a tilt toward lower paying occupations than St. Petersburg at large, such as service and production work, and a lower percentage of higher paying occupations than the city such as management and business.

### **Public Safety**

The perception of crime and threats of physical harm pose significant issues for revitalizing any community as they hinder reinvestment by businesses and families. Attendees at the October 13, 2014, CRA workshop highlighted the negative perceptions held by many inside and outside the CRA. Yet, the crime data for both Part I and Part II offenses within the CRA

<sup>12</sup> U.S. Census Bureau. American Community Survey, 2008-2012 5-Year Estimates. C24060 Occupation by Class of Worker for the Civilian Employed Population 16 years and over.

**Chapter Two**  
**Redevelopment Issues in the South St. Petersburg CRA**



**Table 2-7 Difference in Crime Rates in CRA v. Rest of City, 2011-13<sup>13</sup>**

	2011	2012	2013
<b>Part I Crimes</b>			
Criminal Homicide	6.6x	1.8x	1.7x
Sexual Assault	1.0x	0.6x	0.8x
Robbery	2.1x	3.2x	2.5x
Aggravated Assault	4.6x	4.8x	5.2x
Burglary	2.8x	3.0x	2.8x
Larceny Theft	1.6x	1.8x	1.5x
Motor Vehicle Theft	2.2x	2.2x	2.9x
Arson	6.1x	3.6x	4.1x
<b>Part II Crimes</b>			
Drug Offenses	1.8	1.9	1.4
Simple Assault	2.8	2.9	2.7
Suspicious Behavior	2.0	2.1	1.9
Parole/Probation	2.8	2.5	2.9
Vandalism	2.5	2.3	2.5
Weapons Violations	2.8	4.1	2.8

indicate a basis for these perceptions. The Part I offenses include criminal homicide, forcible rape, robbery, aggravated assault, burglary (including breaking or entering), larceny, motor vehicle theft and arson. These crimes are serious enough to be reported and provide a basis for comparing crime rates within and between communities. Table 2-7 compares the crime rate differential between the South St. Petersburg CRA and the remainder of the city, and illustrate a higher rate of Part I crime incidence in all categories except sexual assault.

<sup>13</sup> Uniform Crime Reports maintained by the St. Petersburg Police Department with incident report data mapped by Planning and Economic Development GIS staff.

With the exception of criminal homicide, the magnitude of difference has remained fairly consistent over the three-year period described. Noteworthy differences in crime rates between the CRA and city can be seen in aggravated assaults (5x), arson (4.5x), burglary (2.9x) and motor vehicle theft (2.5x).

Part II crimes are considered less serious and also more subject to underreporting. However, in the instance of vandalism, simple assaults, drug arrests and weapons offenses, they often reinforce negative images of the neighborhood. Over all of those categories of offenses, the CRA has significantly higher incidences of crime than the rest of the city.

## Housing and Neighborhood Revitalization

Physically decrepit, inadequate and unaffordable housing as well as under investment are the final elements that magnify the problems associated with poverty in South St. Petersburg. Vacant and boarded housing is a blighting influence on the neighborhood by inhibiting investment while also removing vital housing supply from the market. When households pay too much for housing, it becomes a drain on the local economy as money that could be used to build financial assets or spent on groceries, clothing, or leisure and entertainment is spent on shelter. The Pinellas County Poverty Report indicates that “historically, housing expenditures exceeding 30 percent of household income have been an indicator of a housing affordability problem.”

In 2014, as the city and country shake off the financial crisis of the late 2000s, housing may be the most important issue facing South St. Petersburg. The community redevelopment area is faced with problems related to housing condition and age, supply and marketability, and affordability that drag on efforts to improve the quality of life and investment conditions in the CRA.

Physical Condition

The South St. Petersburg CRA has a significantly higher rate of housing deterioration than does the city at large. To quantify the extent of deteriorated properties in the study area, City staff utilized information from the detailed code enforcement case

condition. City staff prioritized and mapped the violations most indicative of site and structural deterioration. The primary violations are “Demolition” cases, which are identified separately in Table 2-8. The “Vacant/Boarded” category includes cases related to securing structures, structures deemed unfit and unsafe, and those identified as vacant and boarded in the database.

The resulting analysis summarized in Table 2-8 shows that the CRA has much higher concentrations of demolition and vacant/boarded cases than the rest of St. Petersburg.<sup>14</sup> This is shown graphically in Map 2-1. Demolition cases are more than ten times as prevalent in the CRA as the rest of the city, while vacant and boarded cases are nearly thirteen times as

**Table 2-8 Physical Condition of Housing in CRA Relative to St. Petersburg, 2014**

	South St. Petersburg CRA		Rest of St. Petersburg		Difference
	#	#/1000	#	#/1000	
<i>Population (2013 estimate)</i>	33,620		211,743		
<b>Codes Cases</b>					
Demolition Cases	112	3.33	68	0.32	1,037%
Vacant/Boarded Cases	542	16.12	291	1.37	1,297%
<b>Rate of Deterioration</b>	<b>654</b>	<b>19.54</b>	<b>331</b>	<b>1.56</b>	<b>1,244%</b>

database maintained by St. Petersburg’s Code Compliance Assistant Department. The five-thousand cases currently being processed concern violations of property standards identified in Chapters 8, 16 and 29 of the City Code of Ordinances. The violations range from illegal units and sign citations to vacant/boarded and unsafe structures and those in unfit

prevalent. Such housing conditions drive down the value of nearby properties and stifle private investment by making rehabilitation and new construction economically infeasible.

<sup>14</sup> Data was retrieved on September 2, 2014.

The adverse housing conditions in the South St. Petersburg CRA are magnified by the age of the housing stock relative to the city at large. As described in Table 2-9 below, the percentage of housing stock in the CRA older than 45 years of age is significantly greater than the city's percentage. Houses built before 1970 represent 80 percent of the stock in the CRA, but only 59 percent of the city. With critical housing systems such as roofs, plumbing, HVAC and electrical in need of replacement every 15-20 years, houses of this age generally will have gone through at least their third generation of upgrades, if properly maintained. In South St. Petersburg, reinvestment in and maintenance of housing is a challenge with household and per capita incomes well below that of the city.

#### Housing Supply and Market Conditions

The housing market in South St. Petersburg is also hindered by adverse financial conditions. First, according to an October 2014 estimate from the real estate tracking company Zillow, the percentage of owner-occupied homes with "underwater" mortgages (i.e., owing more than the house is worth) in CRA zip codes is approximately 50 percent to 100 percent higher than in Pinellas County. Homeowners in area codes primarily located in South St. Petersburg – 33705 (29%), 33711 (37%) and 33712 (32%) - are in significantly greater financial distress than Pinellas County (19%) homeowners. These three zip codes also rank among the top ten percent of zip codes in the United States with the highest rate of underwater mortgages. Since housing equity represents approximately three-quarters of Americans' net worth, the impact of "negative" equity among homeowners in the CRA has far-reaching economic implications on

neighborhood revitalization through stalled or deferred maintenance in housing as well as reduced consumer expenditures and personal savings.

In addition, the foreclosure rate in the South St. Petersburg CRA is also greater than the rest of St. Petersburg, when measured against total housing units in the CRA versus the rest of the city. The rate has declined from 140% in April 2013 to 122% in July 2014, but is still nearly one-quarter higher than the rest of St. Petersburg. (The foreclosure rate measured by #/1000 population is only slightly larger in South St. Petersburg than the city.)

The combination of high "under water" and foreclosure rates restricts the supply of housing since owners are unable to sell their homes without losing money. At the same time, housing prices are still weak in the CRA and unable to support private investment in new construction.

In 2013, the median cost to build a new single-family home was just under \$80/sf, while the median sales price for homes built since 2002 was less than \$40/sf, a "gap" that will inhibit new private investment. Even the lowest-cost home built in the past two years still cost \$22/sf more than the median sales price of recent homes.<sup>15</sup>

The decline in residential construction over the last 10 to 15 years has been dramatic. Between 2003 and 2008, nearly \$44 million in new residential construction took place in the South

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<sup>15</sup> Pinellas County Property Appraiser's Office, November 2013.

St. Petersburg CRA, an average of more than \$7 million/year. Another \$12 million was invested in rehabilitation, or nearly \$2 million/year. Since 2009, the decline has been precipitous, with only \$2.5 million in new units permitted (\$1.6

million in 2013 alone). On the other hand, housing, rehabilitation has ticked up, accounting for more than \$5.5 million during the period.<sup>17</sup> Finally, public resources from the state and federal government to support housing initiatives, which could help close the gap, have been declining steadily since 2008. CDBG funding from US Housing and Urban Development, which supports the City’s housing and economic development activities, has declined from \$2.2 million in 2008 to \$1.61 in 2013.<sup>18</sup> HUD’s HOME Investment Partnership program funding, which supports homeowner assistance and rehabilitation, peaked in 2009 and 2010 at \$1.4 million, but now is funded at less than \$700,000.

**Table 2-9 Comparison of Select Housing Characteristics in 2012<sup>16</sup>**

Subject	CRA	City
Total Units	15,047	127,245
Occupied	78%	82%
Vacant	22%	18%
Tenure		
Owner Occupied	56.5%	61.6%
With mortgage	66%	66%
Median Monthly Cost	\$1,141	\$1,483
Without mortgage	34%	34%
Median Monthly Cost	\$329	\$478
Median House Value	\$112,123	\$156,500
Renter Occupied	43.5%	38.4%
Median Gross Rent	\$848	\$908
Housing Type		
1-unit	79.0%	61.2%
2 to 4 units	10.1%	7.0%
5 to 9 units	3.0%	5.1%
10 to 19 units	3.4%	7.8%
20 or more units	3.2%	16.0%
Other	1%	3%
Housing Age		
2000 to Present	4.1%	5.6%
1980 to 1999	5.9%	13.7%
1960 to 1979	34.7%	42.3%
Pre-1960	55.3%	38.3%
<b>Pre-1970</b>	<b>79.6%</b>	<b>59.3%</b>

Housing Affordability

Housing affordability is a serious issue throughout St. Petersburg, but it is particularly stark in South St. Petersburg. Housing is considered unaffordable if 30 percent or more of household income is devoted to shelter. Table 2-10 below compares housing costs in South St. Petersburg with the city at-large. In 2012, the percentage of households with housing costs in excess of 30 percent of income was 55.0 percent in South Petersburg and 45.2 percent in the city, both rising sharply from 2000.

Not surprisingly, renter households in both the CRA and city were highly likely to be paying more than 30 percent of their income in housing costs – 73 percent and 56 percent

<sup>16</sup> U.S. Census Bureau. American Community Survey, 2008-2012 5-Year Estimates. DP04 – Selected Housing Characteristics..

<sup>17</sup> City of St. Petersburg Construction Services and Permitting Division, 2014.

<sup>18</sup> The City did receive \$2.4 million 2010, but that increase is anomalous to the trend of decline.

respectively. However, among owner-occupied households paying more than 30 percent of income, the South St. Petersburg and city percentage was nearly the same. What is notable, between 2000 and 2012, the percentage of households paying more than 30 percent of income rose 2.7 times greater throughout the city than in South St. Petersburg. Housing affordability is also undermined by the large number of vacant and boarded housing in South St. Petersburg, approximately 650 in December 2014, which removes supply from the market and reduces competition for tenants among landlords. This dynamic partially explains why the median gross rent of \$848/month paid by a tenant in South St. Petersburg is only \$60 less than rent paid throughout the city (see Table 2-10).

**Table 2-10 Housing Costs as a Percentage of Household Income<sup>19</sup>**

	2000		2012	
	CRA	City	CRA	City
<b>Total Housing</b>				
< 20%	35.5%	41.7%	24.5%	31.6%
20 to 29%	19.5%	24.2%	20.5%	23.2%
> 30%	40.7%	31.3%	55.0%	45.2%
<b>Owner Occupied</b>				
< 20%	43.4%	50.6%	33.7%	36.4%
20 to 29%	20.8%	23.2%	23.9%	23.2%
> 30%	34.4%	25.3%	42.4%	40.4%
<b>Renter Occupied</b>				
< 20%	24.2%	28.8%	10.1%	19.5%
20 to 29%	17.6%	25.6%	17.2%	24.3%
> 30%	49.7%	39.9%	72.8%	56.3%

<sup>19</sup> U.S. Census Bureau. 2000 Census. Table DP-4-Profile of Selected Housing Characteristics. U.S. Census Bureau. American Community Survey, 2008-2012 5-Year Estimates. DP04: Selected Housing Characteristics.

### Lack of Large Multifamily Complexes

An important source of affordable housing is larger multifamily complexes that can keep costs (and rents) lower due to the economies of scale with constructing and maintaining higher density units. Multifamily units also have the potential to lower transportation costs when located on transit corridors.

There is a lack of multifamily housing in South St. Petersburg. Throughout St. Petersburg, nearly 30 percent of all dwelling units are in complexes with five or more units, and 16 percent are in complexes with 20 or more units. In contrast, South St. Petersburg has fewer than 10 percent of its total dwelling units in multifamily complexes larger five units and larger, and only 3 percent in 20-unit or larger complexes (see Table 2-9). By the same token, nearly 80 percent of South St. Petersburg housing is detached single-family, and nearly 90 percent of its units are in four-unit buildings or smaller, compared with 68 percent of the city's units. Increasing the availability and quality of multifamily units would help to alleviate the serious housing affordability issues that are faced by renters in South St. Petersburg.

### New Construction and Demolition Activity in CRA

Demolishing derelict properties is helpful in resolving the physical and social impacts of blight. However, given the market conditions in the CRA where the cost of new construction greatly exceeds sales price, demolishing a home will often leave a property vacant for years, inhibiting the CRA's goal of increasing population and aggregate demand. Between

2005 and 2013, South St. Petersburg added 565 new units, but it lost to demolition another 441 units, for a net 124-unit gain.<sup>20</sup> With the large “gap” described above between the cost of constructing new housing and the price for which it can be sold, rehabilitation will be the most effective housing-delivery strategy in South St. Petersburg for the near term.

#### Widely Dispersed and Small Residential Landholdings

Economies of scale also affect the development of single-family residential. Homebuilders with large tracts of land in the suburbs are able to reduce per unit land and construction costs by buying the land in volume and hiring work crews for larger jobs. Such conditions are not available at this time in South St. Petersburg. Based on a November 2013 analysis, City staff found that there are more than 970 vacant residential parcels, which are widely dispersed throughout the CRA and total 160.6 acres. The average lot size of each is 7,200 sf, while the median lot size is 5,967 sf, about the size of a typical single-family lot in the city. Moreover, the ability to consolidate residential land is inhibited by the large number of separate owners, over 700. Small land holdings make it more difficult to consolidate land into a larger development site. In fact, there are only 38 locations where two or more adjoining properties have the same ownership that can consolidate their holdings into a larger bloc. This fragmented ownership pattern makes it more expensive to bring new housing to the CRA.

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<sup>20</sup> City of St. Petersburg Construction Services Division, 2014.



# **Redevelopment Action Plan**

The South St. Petersburg Community Redevelopment Plan is a multifaceted revitalization strategy that embraces both traditional “placed-based” economic development strategies customary to redevelopment plans as well as “people based” strategies that seek to improve the education, workforce readiness and workforce training opportunities for the residents of South St. Petersburg.

To implement these approaches, the Community Redevelopment Agency will engage in land assembly, disposition and development efforts; infrastructure and streetscaping improvements; small business assistance through mentoring and retention programs as well as financial grants and loans; incentivizing affordable and market-rate housing development through financial grants and loans; support for workforce development and work readiness programs; and marketing and technical assistance.

The total cost for the redevelopment program funded by tax increment financing is expected to exceed \$66.8 million over the thirty-year life of the South St. Petersburg Community Redevelopment Plan, but implementation of the program will be phased over many years with costs being impacted by inflation (see Table 4-1).

## **Business Development and Job Creation**

The action plan for the South St. Petersburg Community Redevelopment Plan seeks to expand opportunities for entrepreneurs, minority, women and disadvantaged business

enterprises, and small businesses; revitalize commercial corridors to grow existing businesses and attract new ones; grow the manufacturing “belt” that bisects the CRA from east to west to create new jobs for residents; and improve the work readiness skills of residents.

## **Access to Capital**

Lack of capital is the biggest challenge to growing and sustaining small businesses not only in South St. Petersburg but throughout Florida and the United States. The South St. Petersburg Redevelopment Plan continues the City’s policy of marketing business incentives and finance opportunities such as SBA Loans and Enterprise Zone tax incentives, but also develops lending programs using tax increment financing to increase capital availability for businesses in the CRA.

1. Collaborate with financial institutions to develop a South St. Petersburg lending facility that pools resources to lower risk, streamlines bank approval and servicing procedures and provides a range of loans meeting the needs of the CRA, such as construction loans, microloans, working capital, and loan guarantees.
2. Create a “Tax Increment Financing Incentive Program” that will provide funding to the South St. Petersburg lending facility.
3. Support accredited Community Development Financial Institutions through funding and business support programs

to provide working capital for developers, non-profits and other businesses.

4. Investigate and report on areas of South St. Petersburg suitable for designation as neighborhood or business improvement districts pursuant to the “Safe Neighborhoods Improvement Districts Act” (Sec.163.501 *et seq*, FS).
5. Identify potential economic development initiatives in South St. Petersburg that could be funded by a HUD Section 108 Loan Guarantee Program.
6. Encourage and support efforts to establish informal financing mechanisms such as social lending or “crowdfunding” for entrepreneurs, minority, women and disadvantaged business enterprises, and small businesses in the South St. Petersburg CRA;
  - Maintain an information clearinghouse on small business investing programs.
  - Continue monitoring implementation of the crowdfunding provisions of the 2010~~2~~ JOBS Act by the Securities and Exchange Commission.
  - Convene education forums on SEC rules and regulations.
7. Establish a TIF Incentive Program providing enhanced financial incentives for businesses expanding or relocating into the South St. Petersburg CRA that hire workers from the CRA and/or source supplies from CRA businesses.
8. Develop a promotional strategy for advertising the TIF and educate appropriate staff on economic development incentives to share with businesses with whom they interact.
9. Continue providing information on private and public financing and incentives to small businesses in all stages of growth, from micro- to mature enterprises as well as lifestyle and growth.
10. Educate key “frontline” personnel in the development review, building permit, business licensing and other departments on available City financing and incentive programs.
11. Maintain an online database of local and regional financial institutions and links to their lending pages and interest rates to provide ready-made availability for local businesses.
12. Utilize tax increment financing revenue as a match for federal, state and other potential grant opportunities.

### **Small Business Support Strategies**

Small businesses are major employers in St. Petersburg. Businesses that employ fewer than one-hundred employees are an estimated 97 percent of all establishments in the city, and represent over 45 percent of the city’s total employment base. They are well represented in all industry sectors, such as information technology, electronics manufacturing, hotels and restaurants, arts and culture and financial services, and many

are high impact employers – gazelles -- that rapidly expand their market share and employment base in a short period and generate the vast majority of job growth in the economy.

Small businesses are an even more important presence in the CRA. In 2012q4, over 98 percent of all establishments, and 87 percent of its employment base were in businesses employing fewer than 100 workers. Improving the growth opportunities for small businesses in the CRA will lead to greater job creation. According to several studies, the vast amount of job creation occurs in smaller businesses, especially those employing fewer than 20 employees (see Edward Lowe Foundation/Economic Review of Federal Reserve Bank of Kansas City, 2007).

The Plan intends to support small business at three levels. First, reviewing, reforming and/or removing unnecessary regulations that hinder small businesses in their daily operation. Second, the City intends to work with its stakeholders to maintain and augment a small businesses network that fosters peer-to-peer learning among companies facing similar challenges. Finally, the City will create databases of suppliers and customers throughout Florida for local small businesses to access and provide business intelligence.

#### **REGULATORY REVIEW AND REFORM**

1. Continue reviewing City codes and encourage amendments and interpretations that promote business expansion and development, while ensuring existing buildings undergoing renovations, changes of use and/or additions meet all life/safety code requirements.

2. Develop a TIF Incentive Program that provides development assistance through rebates of fees, such as those for traffic impacts, building permit or development review.
3. Create a Business Assistance Team (BAT Squad) to deal with issues facing start-ups and small businesses such as zoning and building permits, business licensing, economic development finance and incentives, and workforce development.
4. Maintain and expand avenues for entrepreneurs, minority, women and disadvantaged enterprises, and small businesses to engage with policy makers – semiannual forums on permitting, regulation, taxes, Mayor’s Action Line, Small Business Liaison Office, complaint and suggestion boxes.
5. Support amendments to the City’s land development regulations that expand the scope of urban farming in residential neighborhoods to improve access to healthy food and spur entrepreneurship and small business development.
6. Continue the City’s Brownfields program by identifying properties where redevelopment is hindered by perceived/real environmental contamination and providing all available assistance to ensure remediation.
7. Extend the “Urban Infill and Redevelopment Designation” of the Transportation Concurrency Area to include all of the

South St. Petersburg CRA to take advantage of reduced transportation impact fees.

8. Study expanding the SBE Certification Program to include the certification and utilization of minority and women business enterprises and disadvantaged business enterprises to remove barriers to participation for these firms in redevelopment projects, contracts and procurement of goods and services associated with the South St. Petersburg CRA Plan.

#### **NETWORKING, MENTORING AND COMMUNITY OUTREACH**

1. Collaborate with the St. Petersburg Area Chamber of Commerce (Chamber), Tampa Bay Innovation Center, USF St. Petersburg, St. Petersburg College and other local and regional stakeholders to develop and expand their services offered to St. Petersburg business community.
2. Create a “Mayor’s Business Assistance” program linking entrepreneurs and small business owners with local executives and successful business leaders to advise them on growth challenges.
3. Convene Small Business Forums to provide an opportunity for business owners to speak on issues that face them as well as provide information on new issues and opportunities confronting them.
4. Support, market and augment efforts by the community’s business groups such as the Chamber of Commerce to

recognize and celebrate entrepreneurs, minority, women and disadvantaged enterprises, and small businesses.

#### **BUSINESS SUPPORT SERVICES**

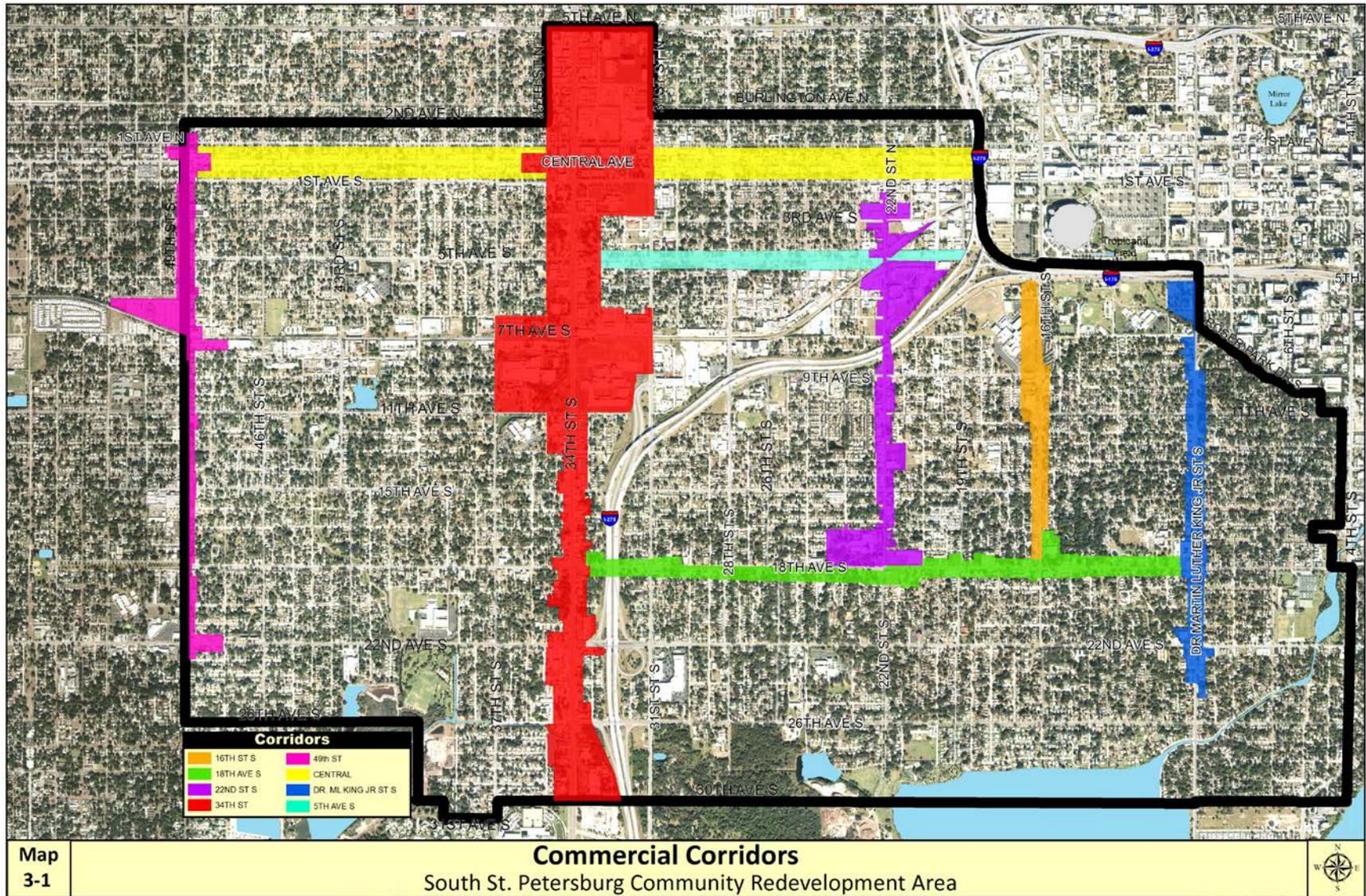
1. Maintain and expand support services to start-ups and entrepreneurs, especially women and minority enterprises, through the Greenhouse in business plan development, feasibility analysis, marketing, mentoring and networking opportunities.
2. Increase outreach and continue to connect South St. Petersburg businesses with sources of technical assistance, such as the Greenhouse, CareerSource, and the Department of Labor Job Corps facility to improve small businesses’ access to capital and labor pools.
3. Collaborate with anchor employers, such as All Children’s John Hopkins, the University of South Florida-St. Petersburg and St. Petersburg College to identify local suppliers in South St. Petersburg and the city to serve their procurement needs.
4. Within one year, update and maintain the City’s EQUI employment database to allow the City to monitor business and employment growth and development within the CRA.
5. Develop and maintain a specialized customers, suppliers and services database of St. Petersburg businesses to promote to local purchasing within the community and region.

6. Maintain a fund financed through TIF and other sources that would allow the City to respond to property acquisition opportunities as they become available.
7. Promote Pinellas County's PACE (Property Assessed Clean Energy) program to encourage businesses to install renewable energy equipment.
8. Develop a TIF Incentive Program for new small business incentives such as revolving funds for renovations relating to façade improvement or building code compliance; new development funding; loan programs and guarantees; and additional infrastructure improvements.
9. Develop a TIF Incentive Program that rewards companies locating in the CRA to hire residents from South St. Petersburg and/or buy from suppliers in the CRA.
4. Recruit successful business owners for CEO roundtables that may include CEOs from different industries.
5. Foster "peer to peer" and mentor networks to connect second-stage companies with successful business owners that have navigated the same business challenges.

#### **MARKETING AND BRANDING**

#### **Economic Gardening for Second-Stage Companies**

1. Identify second-stage companies in South St. Petersburg using St. Petersburg Employment Database (SPED) and other data sources and target them for economic gardening.
2. Survey second-stage companies to determine their information needs.
3. Develop, promote and maintain customized information and data sources such as Lexis-Nexis, Dialog, Dun and Bradstreet, Costar for second-stage companies.
1. The City shall prepare marketing kits for distribution to aid all economic development and tourism marketing agencies to reflect the upgraded image of South St. Petersburg.
2. Inventory and market available sites and buildings within the South St. Petersburg CRA for economic development and housing development potential. Map and assess development intensity possibility. Market on all applicable websites.
3. Identify, map and market cornerstone businesses, potential land consolidation and building renovation opportunities for reinvestment and/or redevelopment.
4. Continue developing and enhancing the South St. Petersburg CRA asset map developed by the Neighborhood Services administration and utilize as a marketing tool to promote the many amenities that the CRA offers.
5. Develop a webpage for the South St. Petersburg CRA promoting its businesses and their products and services.



6. Continue developing and marketing the identity of the South St. Petersburg CRA through signage and corridor improvements to include off-site directional signage.
  7. Work with South St. Petersburg businesses to identify and fund key promotional strategies.
  8. Support and provide TIF assistance to events or programs that market the CRA such as street, art and music festivals, community gardens and farmers markets.
2. Develop and maintain socio-economic, demographic and market databases for the CRA corridors and their adjoining neighborhoods for their ready use by potential investors.
  3. Involve neighborhood associations in the planning and organizing of revitalization activities and coordinate revitalization efforts along the commercial corridors with revitalization strategies for the adjoining neighborhoods.
  4. Develop and support business associations for identified corridors, establish a formal planning process and stakeholder organization, and promote “Main Street” principles to better coordinate retail and commercial activity.
  5. Create a shared commercial parking program along the CRA’s primary corridors to facilitate reuse and expansion of space-constrained buildings unable to meet the City’s parking standards.
  6. To improve the economic viability of South St. Petersburg businesses, on a case-by-case bases allow for an increase of depth of commercial zoning along all primary commercial corridors in the CRA.
  7. Promote the adaptive reuse of historic buildings whose zoning is inappropriate for the historic use and character of the building.
  8. Pursue adaptive reuse or redevelopment of old motels and vacant and underutilized buildings.

## Commercial Corridor Revitalization

Redevelopment and revitalization of South St. Petersburg’s commercial corridors is essential for the CRA to meet its many needs and capitalize on its many opportunities (see Map 3-1). Corridors such as 22<sup>nd</sup> Street South, Dr. Martin Luther King, Jr. Street South, 4<sup>th</sup> Street South, 34<sup>th</sup> Street, Central Avenue, 16<sup>th</sup> Street South and Tangerine Avenue South will promote the creation and growth of small businesses, stimulate multifamily residential investment, revitalize their adjoining neighborhoods, provide an employment base and meet the consumer needs of the CRA and City.

### CORRIDOR FOCUSED BUSINESS RETENTION ACTIVITIES

1. Continue partnership with Eckerd College in the Business Corridor Program to support business startup, retention and expansion on the CRA’s primary commercial corridors.

#### **BUSINESS AND CORRIDOR APPEARANCE**

1. Work with owners along primary commercial corridors in the CRA to maintain and upgrade their properties.
2. Develop TIF Incentive Program that will provide incentives to owners of land and buildings along the CRA's primary commercial corridors.
3. Establish a joint commercial corridor planning team with Gulfport to promote the unified identity and development of 49<sup>th</sup> Street South.
4. Identify infrastructure needs and upgrades for primary corridors, such as landscaped medians, wayfinding signs, entry gateways, on-street parking, sidewalks enhancements, plantings, and other investments to improve the "quality of place".
5. Extend the Dome Industrial Park gateway marker program to areas along 5<sup>th</sup> Avenue South, 31<sup>st</sup> Street South and 34<sup>th</sup> Street South.
6. Work with community groups and advocates to market the "Warehouse Arts District" to artists, businesses and customers through signage, gateway markers and other promotional efforts.

#### **MULTIMODAL FUNCTIONALITY AND PEDESTRIAN SCALED DESIGN**

1. Improve pedestrian circulation and safety along the major corridors employing a combination of streetscape elements including directional signage, landscaped medians, traffic calming, and sidewalks.
2. Encourage shared parking between adjacent uses along commercial corridors to reduce excessive curb cuts, increase walkability and create a safer environment for both pedestrians and automobiles.
3. To reduce conflicts between commercial development and surrounding neighborhood, utilize site design techniques, lighting and sound attenuation, landscaping, fencing and other means to provide adequate buffers and protections from surrounding residential properties.
4. Implement the "Central Avenue Revitalization Plan" for those portions lying within the CRA to promote
  - continued evolution of the Central Avenue Corridor as a dense, mixed-use, transit-oriented development corridor.
  - continued expansion of a multi-modal transportation network connecting surrounding communities.
  - enhanced streetscaping and urban design amenities improve the appearance and perception of the Central Avenue Corridor.

- Central Avenue as a vibrant urban mixed-use corridor offering a full array of services and establishments.
- awareness and utilization of incentives, the Business Assistance Center programs, and economic development services.
- organizations for all seven Central Avenue districts that should prepare and implement plans and visions for their districts.

## Manufacturing Development

Manufacturing is an important component of the American economy, spurring innovation, productivity, and new product development. It pays a higher-than-average wage, with 35% of all engineers in the U.S. working in manufacturing. It has historically been an avenue to the middle class for millions of American workers. St. Petersburg and Pinellas County are renowned in Florida and the nation for its manufacture of computer and office equipment, electronics components, and industrial and commercial machinery.

Industrial zoned land comprises nearly 300 acres, or 9 percent of the land area of South St. Petersburg, which is by far the largest nonresidential zoning category in the CRA (see Table 6-1). The largest concentration of industrial land is east of 34<sup>th</sup> Street South, with a roughly four-block wide swath straddling the length of the Pinellas Trail in Childs Park west of 34<sup>th</sup> Street South.

The South St. Petersburg Redevelopment Plan proposes to continue the strategies for the Dome Industrial Park with an emphasis on business retention and attraction through land assembly and disposition, infrastructure upgrades and marketing.

### LAND ACQUISITION AND DISPOSITION

1. Continue land assembly opportunities in the Dome Industrial Park to facilitate business retention, expansion and relocation efforts.
2. Promote business retention, expansion and relocation efforts through the land disposition policies when such disposition is appropriate and consistent with the objectives of this plan and City land disposition policies and procedures.
3. Provide infrastructure improvements to City-owned property in the DIP to make property available for development.
4. When acquiring property, priority should be given to facilitating the creation of larger holdings suitable for industrial and business use.
5. Promote block consolidation through street and alley vacations as well as utility relocations.

6. Monitor tax liens and foreclosures for possible acquisition by the City or marketing to adjacent property owners who desire land for expansion.

#### **INFRASTRUCTURE AND UTILITIES**

1. Where feasible, develop regional stormwater facilities that will eliminate the burden on business of providing on-site treatment.
2. When brick streets are vacated or resurfaced, the City should make reasonable efforts to salvage the bricks for use elsewhere in the City.
3. Ensure utility, street and alley vacations do not negatively impact the level of service infrastructure or undermine the street network.
4. Maintain and enhance east/west access through the Dome Industrial Park.
5. Where needed, improve street lighting throughout the Dome Industrial Park.
6. Work with property owners of industrial uses abutting Pinellas Trail, to improve the physical condition of buildings and landscaping along the trail
7. Collaborate with DIP businesses in providing innovative solutions to the area's parking issues.

## **Education and Workforce Development**

Education and workforce development are foundational elements of any successful economic development effort. Revitalizing a place by improving the educational, income and career opportunities of its current residents is challenging because these services are provided by a wide range of public, private and non-profit agencies that target different age groups, skill and occupational types and require collaboration....and Cradle to Career

1. Support the development of “one-stop shops” in South St. Petersburg to provide information to residents on job openings throughout the city and region, training opportunities and work readiness programs.
2. Partner with anchor institutions in and around the South St. Petersburg CRA to develop appropriate curriculum for skills needed to fill their positions.
3. Partner with St. Petersburg and Pinellas County employers to invest in skills gap closing projects to accelerate promotions and hiring
4. Collaborate and fund work readiness programs with post-secondary schools that move impoverished parents and young adults into certification and training and degree programs.

5. Support organizations such as Pinellas Schools and the Pinellas Education Foundation to increase enrollment of struggling students in high school career academies.
6. Develop a TIF Incentive Program to help pay businesses for training members of its workforce that live in the CRA.
7. Support and help fund workforce readiness programs, such as construction skills training that would support ongoing housing rehabilitation efforts, that provide training for youth and young adults who reside in the South St. Petersburg CRA.
8. Provide funding to accredited workforce development providers such as Pinellas Technical Education Center, St. Petersburg College and Career Source to train residents of South St. Petersburg for entry into the workforce as well as later career opportunities.
9. Develop a scholarship foundation allowing CRA residents to take advantage of post-secondary education or workforce opportunities to improve their employment and career prospects.
10. Collaborate with existing providers and/or develop other research-based or evidence-based pre-school initiatives designed to improve the school readiness of children in the South St. Petersburg CRA.

## Housing and Neighborhood Revitalization

At the October 13, 2014, CRA workshop, participants in the “Housing and Neighborhoods” group identified several key priorities. These included

- More aggressive code enforcement
- Demolishing deteriorated vacant and boarded houses
- Renovation of more vacant and boarded homes
- Creating financial incentives for rehabilitation of rental and owner-occupied housing
- Reinvigorating Neighborhood Associations

At this point in the South St. Petersburg housing market, the cost of new construction is prohibitively expensive relative to housing prices. Thus, rehabilitation will be important, not only as a near-term source of renter and owner-occupied housing, but also a long-term strategy to maintain and improve a housing stock that has more than 80 percent of its units built before 1970 and 55 percent built before 1960.

### REGULATORY REFORM/INITIATIVES AND FINANCIAL INCENTIVES

1. Continue reviewing ordinances, codes, regulations and the permitting process to eliminate excessive and/or conflicting requirements to increase private sector delivery of housing, while still insuring residents’ health, welfare and safety.

2. Encourage, on a case-by-case basis, targeted rezoning of land to increase densities in residential neighborhoods and promote greater affordability and improved transit access for CRA residents.
3. Introduce multi-family housing and mixed uses at strategic locations to buffer single-family residential neighborhoods from more intense uses.
4. Continue to support increased residential densities along the CRA's primary commercial corridors to promote affordability and improved transit access for CRA residents.
5. The City shall utilize the land disposition authority in Florida's Community Redevelopment Act to purchase residential property and convey to housing developers for less than fair value to lower development costs.
6. Maintain and regularly market an inventory of City land in South St. Petersburg that is available for development of housing.
7. Partner with the St. Petersburg Housing Authority to apply for a Choice Neighborhood Grant.
8. Continue to seek funding when available from federal, state and other sources to expand resources available for housing development in the South St. Petersburg CRA.
9. Work with Pinellas County to finance new housing development in the CRA through its Housing Trust Fund and Housing Finance Authority.
10. Continue and expand financial incentives for upgrading the energy efficiency of residential units to reduce the monthly cost of housing for CRA residents.
11. The City will continue to purchase land and vacant/boarded housing and pursue residential development opportunities with for-profit and non-profit developers.
12. Continue and expand the funding levels of City rehabilitation programs, such as Home Repair, Barrier Free, and Emergency Repair loans, through the TIF Incentive Program.
13. Create a "Tax Increment Financing Incentive Program" that will
  - assist rental residential property owners in making substantial renovations to their properties;
  - expand the City's successful "Rebates for Residential Rehab" program to provide a consistent source of annual funding support;
  - increase the supply of affordable housing for both homeownership and rental opportunities;
  - provide incentives for developers of new market rate housing in the South St. Petersburg CRA; and

- incentivize housing developers to train and hire CRA youth and residents for construction jobs in the CRA.

**INCREASE HOMEOWNERSHIP**

1. Work with homebuyer education providers to ensure that low, moderate, and middle-income persons in the CRA receive homebuyer counseling, foreclosure counseling and long-term credit repair to improve their homebuyer readiness.
2. Develop strategies to increase homeownership such as increased educational programs and “Rent to Own” strategies
3. Work with the St. Petersburg Housing Authority to identify potential candidates for homeownership from its pool of Section 8 voucher recipients.
4. Establish and fund a “Role-Model Homeowner Program” designed to attract employees of nearby public agencies, faith-based institutions and/or anchor institutions to purchase homes in the South St. Petersburg CRA.
5. Support efforts such as Habitat for Humanity Pinellas’ “Midtown Mercy Neighborhood Preservation Partnership”, in creating affordable home renovation options to South St. Petersburg homeowners.

6. Continue educating and assisting South St. Petersburg homeowners on foreclosures and strategies to prevent them such as the “Florida Hardest-Hit Program”.
7. Continue to maintain, update and map the City’s foreclosure registry to identify potential problem properties and opportunities for acquisition.
8. Create a “Tax Increment Financing Incentive Program” that will assist homeowners in avoiding foreclosure.

**NEIGHBORHOOD CHARACTER AND IDENTITY**

1. Collaborate with and help fund neighborhood revitalization activities of nonprofit organizations and other groups, such as “Adopt a Block”, in South St. Petersburg CRA.
2. Encourage and financially assist the development of community gardens and urban farming as a temporary use on vacant residential land to help build neighborhood involvement and identity.
3. Encourage neighborhood associations to initiate beautification and landscaping awards to encourage residents to maintain their properties.
4. Nominate the Bethwood Terrace neighborhood as a National Register Historic District and investigate listing it on the local historic register.

5. Survey neighborhoods throughout the South St. Petersburg CRA to determine their eligibility for listing as districts on the National Register of Historic Places.
6. Continue to work with property owners to identify historic landmarks within the CRA and promote their preservation through tax incentives and other programs.
7. Expand the City’s “African American Heritage Trail” where appropriate to other areas in South St. Petersburg.
8. Work with public agencies and other anchor institutions in South St. Petersburg to maintain and/or improve the visual character of their facilities.
9. Continue to expand and enhance the interconnected bicycle and pedestrian trail system, exemplified by the Pinellas and Clam Bayou Trails, throughout the CRA.
10. Continue to work with the School Board to form joint-use agreements that serve the area’s recreational needs.
11. Collaborate with neighborhood associations and the City’s Parks and Recreation staff to identify opportunities to develop pocket parks through acquisition of privately-owned vacant lots or dilapidated housing.
12. Create incentive programs that will provide façade improvement grants or loans to residential property owners.

**NEIGHBORHOOD APPEARANCE AND SAFETY**

1. Improve safety in the surrounding area by addressing criminal activity through innovative and traditional methods, including utilization of principles of Crime Prevention through Environmental Design (CPTED).
2. Continue to work with the neighborhood associations and to address policy related issues such as alley vacation applications, reinstatement of abandoned residential units, and determining appropriate substandard lot size thresholds.
3. Maintain a GIS database of owners of vacant/boarded properties as well as absentee property owners to better identify and enforce problem properties.
4. Expand property owner education programs to inform them of the City’s property maintenance requirements.
5. Work with the St. Petersburg Housing Authority, other nonprofits and landowners to ensure maintenance of properties that are part of the Section 8 Housing program.
6. Work with neighborhood associations and housing providers to develop an educational program for landlords to better screen tenants and maintain their properties.
7. Coordinate efforts between residents, neighborhood associations and city departments to expedite debris removal from public rights-of-way

8. Provide incentives to lower the costs of construction debris removal for owners renovating their properties to reduce illegal dumping.

**NEIGHBORHOOD ORGANIZATIONAL DEVELOPMENT**

1. Assist residents in re-establishing named neighborhood and crime watch organizations within the CRA.
2. Continue to support collaborative volunteer initiatives, such as Carefest, Scrubbin da 'Burg, which connect various organizations such as neighborhood associations, faith-based groups, civic groups and schools.
3. Create a "Tax Increment Financing Incentive Program" to help neighborhood associations implement their neighborhood plans with construction of infrastructure and amenities.
4. Update South St. Petersburg neighborhood plans with residents to identify future needs and amenities such as signage, community gardens, streetlighting and pocket parks that can be funded through the TIF Incentive Program.
5. Continue community events in the CRA that highlight the cultural and collaborative initiatives available to residents.
6. Encourage formal and informal collaboration between South St. Petersburg neighborhood associations to identify and share "best practices" and effective strategies for improving neighborhoods.
7. Partner with public and private organizations to develop, maintain and promote a comprehensive inventory of all services being offered the residents of South St. Petersburg CRA, including programs for poverty, health, financial assistance, employment and education.
8. Work with neighborhood associations to engage more CRA youth and renters in association activities to expand their capacity and commitment.
9. Enhance collaboration between the City and neighborhood associations to identify problem properties and educate property owners on the City's property maintenance codes.
10. Utilize the neighborhood associations as two-way channels of information for the City to both inform residents on programs and activities of interest to them as well as receive information from residents on needs and concerns.
11. Identify funding sources to expand the community gardens throughout residential areas in the CRA, which serve both as transitional uses preceding redevelopment and neighborhood identity building strategies.
12. Use the TIF Incentive Program to support the "Mayor's Mini-Grant Program" for such programs as block cleanups by youths, education and outreach programs and other activities.

13. Collaborate with neighborhood associations to inventory available properties to attract new residents and investors into the area.



# **Redevelopment Program**

## Implementation Approach

The implementation program for the South St. Petersburg Community Redevelopment Plan centers on reinvigorating the housing market through rehabilitation and new construction; expand opportunities for entrepreneurs and small businesses; revitalizing commercial corridors to grow existing businesses and attract new ones; growing the manufacturing “belt” that bisects the CRA from east to west to create new jobs for residents; and improving the work readiness skills of residents.

To affect these approaches, the Community Redevelopment Agency will engage in land assembly, disposition and development efforts; infrastructure and streetscaping improvements; small business assistance through mentoring and retention programs as well as financial grants and loans; incentivizing affordable and market-rate housing development through financial grants and loans; support for workforce development and work readiness programs; and marketing and technical assistance. The total cost for the redevelopment program funded by tax increment financing is expected to exceed \$66.8 million in 2015 dollars over the thirty-year life of the South St. Petersburg Community Redevelopment Plan but implementation of the program will be phased over many years with costs being impacted by inflation (see Table 4-1). These projected costs are based on the City of St. Petersburg contributing at least 95 percent and Pinellas County contributing 85 percent of its tax increment annually within the CRA to the South St. Petersburg Redevelopment Trust Fund.

## *General Implementation Program*

The City of St. Petersburg is continuing or creating several new programs that will have application for housing and neighborhood revitalization as well as economic development and job creation. These include land assembly and site preparation, public infrastructure improvements, public recreation facilities and trails, marketing and image promotion, creation of a redevelopment loan program, and development review assistance.

### Land Assembly and Site Preparation

Land assembly, consolidation and site preparation is essential for encouraging residential, commercial and industrial development to the South St. Petersburg CRA. The City intends acquire property throughout the redevelopment area utilizing all available funding sources, including tax increment financing. With a portfolio of additional consolidated sites, the City will be well-positioned to facilitate new development as well as provide expansion opportunities for local businesses.

The land assembly effort may also involve vacating streets, alleyways and associated utilities such as water, sewer and stormwater facilities. The City may need to fund through TIF and other sources the site work involved in the vacations as well as relocation of utilities. Site preparation work may also require the performance of preliminary environmental reviews to assess the extent of contamination on the site.

### Public Infrastructure Improvements

The City will continue to fund public infrastructure projects to improve neighborhood amenities, encourage residential investment and promote business retention, expansion and attraction. These may include the development of shared stormwater and parking facilities; building neighborhood sidewalk and lighting facilities; and road extensions, resurfacing and widening. Since FY2000, the City has built more than \$61.7 million in public infrastructure for South St. Petersburg. The City intends to use both TIF and non-TIF revenue to fund these improvements, although TIF funding will only be used as an incentive to write-down onsite infrastructure development costs for eligible projects.

### Public Recreation Facilities and Trails

Public recreation facilities and trails are amenities that improve neighborhood quality of life and place. In the past fifteen years, the City of St. Petersburg has expended over \$31.6 million on construction for twenty new and existing facilities in South St. Petersburg. Major projects include renovations to the Johnson Branch Library (\$2.5 million), construction of the Clam Bayou Trail in Childs Park (\$7.2 million), extension of the Pinellas Trail through the CRA into Downtown St. Petersburg (\$1.3 million) and nearly \$5 million in improvements to the Childs Park Recreation Complex. The City is proposing another \$1.7 million in trail investments through 2019. The City intends to use non-TIF revenue to fund future recreation projects in South St. Petersburg.

### Improve the Image and Identity of South St. Petersburg

Improving the investment climate of a place by removing blight and enhancing its image and identity is the essential charge of the Community Redevelopment Act. Enhancing the CRA's appearance will take many forms, both in improving its physical qualities and marketing the opportunities, assets and successes that South St. Petersburg has and will have during the life of the Redevelopment Program.

Physical improvement strategies for the CRA will include TIF funding programs for façade and site improvements for both residential and non-residential properties, property maintenance programs enforced through city ordinances as well as incremental improvements driven by code-required upgrades driven by substantial rehabilitation and new construction. The main commercial corridors within the CRA will be a particular focus for this effort because they represent the front-doors to most neighborhoods and their appearance will drive or reduce investment.

Marketing success, both to CRA residents as well as others, will be important in overcoming perceived and real perceptions about South St. Petersburg. In 2015, the Urban Affairs Department unveiled an urban marketing initiative that will be focused on CRA and nearby residents. Meanwhile, the City can help to improve external marketing of success stories in South St. Petersburg through its public relations channels.

Gateway markers identifying neighborhoods and commercial districts will also help promote South St. Petersburg and can be funded through the CRA TIF program. Finally, events and programs that market and promote South St. Petersburg, such as street festivals, farmers markets and community gardens, will be important ingredients in improving the image of the community.

#### Development Review Assistance

Through its tax increment program identified below, the City will mitigate the impacts of development costs on projects, such as traffic impact fees, building permit costs, and site plan review. Moreover, the Redevelopment Plan eliminates review of individual projects within the CRA by the Community Redevelopment Agency with the exception of those that will receive TIF funding.

All projects within the CRA must adhere to the requirements of all other applicable City codes and ordinances, including building and zoning. However, the current LDRs will continue to be evaluated and modified where appropriate to improve the business climate while balancing the interests of adjoining neighborhoods and property owners.

#### Redevelopment Loan Program

New construction as well as rehabilitation of deteriorating residential and nonresidential structures is paramount to removing blight in the CRA. The Redevelopment Plan proposes

to establish a revolving loan program funded by TIF for new development of and/or substantial renovations to residential and non-residential properties. The Plan also proposes the City recruit a consortium of financial institutions that can pool resources to lower risk, streamline bank approval processes and provide a range of loans meeting the needs of CRA, such as construction loans, microloans, working capital, and loan guarantees. The City will contribute TIF financing to the loan pool.

#### *Affordable and Market Rate Housing Development*

Improving and creating decent, safe and sanitary housing conditions as well as increasing affordability and variety are essential steps in improving the image and marketability of South St. Petersburg. It will also improve the economic prospects of neighborhood-serving businesses by increasing population and income levels.

#### Single-Family Rental Rehabilitation

Federal, state and county housing funding programs used by the City's Housing and Community Development Department are designed to promote and increase homeownership opportunities or increase the development of multifamily rental housing. Yet nearly 80 percent of all housing in South St. Petersburg is single-family, making the rental single-family house a significant source of housing for residents. Tax increment financing will be used to augment the City's "Rebates for Residential Rehab" program.

### Increasing the Supply of Affordable Housing

Affordable housing is serious concern in South St. Petersburg, where 55% of all households and 73% of renters pay more than 30 percent of their monthly income for housing costs. The City will continue to work with developers, nonprofits and federal, state and county agencies to provide affordable single-family and multi-family housing to families below 120 percent of the area's median income. The City will use TIF to assist renovation of existing multifamily and single-family units and build new multifamily developments as well as assist programs that provide single-family homeownership opportunities.

### Promoting Market-Rate Housing

Affordable housing is a critical need in South St. Petersburg and a core component of this Redevelopment Plan. However, bringing income diversity to South St. Petersburg will help both improve the aggregate income levels and purchasing power of existing and new residents for capture by local businesses and begin to raise the appraised values of homes throughout the CRA. The City will use TIF and other available sources of funding for acquisition, site preparation, and other development incentives to facilitate this objective.

### Targeted Rezoning for Multifamily Housing

Multifamily housing, which consists of five or more units per complex, makes up only 9 percent of the housing stock in South St. Petersburg, compared with the citywide rate of 29 percent.

On a demand driven basis, the City will evaluate amending future land use classifications for and rezonings of single-family property to encourage site consolidation. The City may use TIF funding as incentives for developers to provide buffering over and above that provided by the land development code.

### Residential Energy Efficiency Improvements

Nearly 80 percent of the housing stock in the South St. Petersburg CRA was built prior to 1970 when energy efficiency concerns began to be included in the nation's building codes. Consequently, many homes in the CRA lack insulation and efficient appliances and are costly to heat and cool, further reducing housing affordability. The Redevelopment Plan intends to create a small matching grant or low-interest loan program to assist energy efficiency upgrades by property owners.

### ***Neighborhood Revitalization***

The City of St. Petersburg has a strong neighborhood planning program that dates back to the early 1990s. Seventeen plans were developed within the CRA, which identified infrastructure needs, such as sidewalks, lighting, and alley improvements. In addition, the plans fostered neighborhood identity and capacity among the neighborhood organizations. The Redevelopment Plan recognizes the importance of the neighborhood planning structure and the need to update many of the plans, some nearly twenty years old. The City intends to use TIF to assist updating and making revisions to existing neighborhood plans;

construct improvements designed to implement the plans; and invigorating and increasing the capacity of the neighborhood associations and their residents to address issues, concerns and opportunities.

### ***Economic Development and Job Creation***

The South St. Petersburg Redevelopment Plan will tackle business development and job creation on several fronts. First, it is imperative to revitalize commercial corridors, which serve as not only the location of most jobs within the CRA, but also serve as the front doors to neighborhoods and can help stimulate reinvestment in them. Next, the Plan will reinvigorate the City's business assistance and corridor programs in the CRA through increased program activities as well as expanding access to capital through a loan consortium program funded by TIF. In addition, the Plan will improve on the marketing of sites within the CRA attraction of new businesses through enhanced financial incentives made available by TIF funding. Furthermore, the Plan looks to expand the availability of commercial and industrial land through acquisition and site preparation as well as targeted rezoning of CRA land for job creation and economic development. Finally, the Plan intends to provide access to capital through TIF to providers of early childhood, work readiness and workforce development programs that will facilitate Cradle to Career opportunities for existing and future residents of South St. Petersburg.

### Commercial Site and Façade Improvement Program

The aesthetic quality of private property on commercial corridors will often dictate the success or failure of revitalization efforts. The Redevelopment Plan encourages the use of TIF revenue to improve such commercial site features as landscaping, lighting, signage and loading areas.

### Public Parking Program

Businesses in older commercial districts are often hindered by a lack of parking, which hinders current operations as well as prevents expansion. The City intends to utilize all available sources of revenue acquire and/or improve property that will be used for satellite parking or subsidies of lease payments made by business owners to off-site properties.

### Rehabilitation of Vacant Commercial Buildings

Key underutilized vacant commercial buildings may be identified within the Community Redevelopment Area. The Agency may pursue the purchase of these buildings, work to establish joint-venture opportunities, or assist in the recruitment of business occupants to ensure these structures perform to their economic potential.

### Acquisition of Key Properties

The City will use all available funding, including tax increment financing revenue, to acquire properties within the community

redevelopment area. These may include nuisance properties whose activities, uses or appearance undermine the revitalization effort, or unforeseen opportunities that may arise which if capitalized on would help spur ongoing redevelopment.

#### Business Assistance Programs

The South St. Petersburg Community Redevelopment Plan proposes business assistance programs that will focus primarily on entrepreneurship and microbusiness support as well as retaining growing existing businesses, through expansion both of the City’s business corridor program as well its Greenhouse partnership with the St. Petersburg Area Chamber of Commerce.

The Redevelopment Plan also envisions a cooperative strategy to assist businesses in their expansion efforts through land assembly, site preparation and disposition. Through a sustained outreach effort, the City can identify the imminent expansion needs of the businesses and align them with available space in the CRA and throughout St. Petersburg.

The City will also look at targeted rezoning and future land use changes along South St. Petersburg’s major business corridors to provide larger, more marketable sites for development. Like many parts of St. Petersburg, the CRA is characterized by narrow commercial corridors bordered by single-family neighborhoods leading to a dynamic tension between business owners and residents. Yet for a community to revitalize, the success of both stakeholders is essential. Allowing for business

development, while mitigating its encroachment through enhanced site buffering and site design and relocation assistance for affected residents, can be funded by the TIF programs identified below as well as other sources.

#### Education, Work Readiness and Workforce Development

The Redevelopment Plan will utilize a portion of the tax increment to enhance the capacity of early education, work readiness and workforce development providers to improve “Cradle to Career” opportunities. These programs are necessary to ensure that the Redevelopment Plan not only revitalizes South St. Petersburg as a place but also increases the economic prospects of the people living there allowing them to remain in the neighborhood without being displaced by successful redevelopment efforts.

#### **Tax Increment Financing**

The approval of the South St. Petersburg Community Redevelopment Plan establishes the South St. Petersburg Tax Increment Financing District and Redevelopment Trust Fund, whose boundaries are coterminous with the community redevelopment area. The TIF district will expire on May 21, 2045. The City of St. Petersburg will be annually contributing at least 95 percent of its tax increment within the CRA to the South St. Petersburg Redevelopment Trust Fund.

Tax increment financing directs all future increases in St. Petersburg and Pinellas County property tax revenues

generated within a TIF district into a special redevelopment trust fund. This increased revenue, known as the “increment”, is then used to fund eligible redevelopment projects within the boundaries of the TIF district. Projects can be funded on a “pay-as-you-go” basis or financed through redevelopment bonds where the annual increment is used to pay down the bond debt.<sup>1</sup>

### ***Statutory Requirements for Using Tax Increment Financing***

Florida’s Community Redevelopment Act of 1969 permits a wide range of activities to be funded by TIF revenues, including the opportunity for communities to engage in innovative partnerships with the private sector to facilitate redevelopment. Section 163.370, FS, which outlines the powers of counties, municipalities and community redevelopment agencies, finds that the City “shall have all the powers necessary or convenient” including the power

*(d) to provide, or to arrange or contract for, the furnishing or repair by any person or agency, public or private, of services, privileges, works, streets, roads, public utilities, or other facilities for or in connection with a community redevelopment; to install, construct, and reconstruct streets, utilities, parks, playgrounds, and other public improvements;.....*

Moreover, Section 163.387(6), FS, which deals specifically with the redevelopment trust fund, states that “moneys in the redevelopment trust fund may be expended from time to time

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<sup>1</sup> Projects that use redevelopment bonds, such as a parking garage, require large upfront capital and thus need to be financed.

for undertakings of a community redevelopment agency as described in the community redevelopment plan for the following purposes, *including, but not limited to* (emphasis added):

- (a) Administrative and overhead expenses necessary or incidental to the implementation of a community redevelopment plan adopted by the agency.*
- (b) Expenses of redevelopment planning, surveys, and financial analysis, including the reimbursement of the governing body or the community redevelopment agency for such expenses incurred before the redevelopment plan was approved and adopted.*
- (c) The acquisition of real property in the redevelopment area.*
- (d) The clearance and preparation of any redevelopment area for redevelopment and relocation of site occupants within or outside the community redevelopment area as provided in s. 163.370.*
- (e) The repayment of principal and interest or any redemption premium for loans, advances, bonds, bond anticipation notes, and any other form of indebtedness.*
- (f) All expenses incidental to or connected with the issuance, sale, redemption, retirement, or purchase of bonds, bond anticipation notes, or other form of indebtedness, including funding of any reserve, redemption, or other fund or account provided for in the ordinance or resolution authorizing such bonds, notes, or other form of indebtedness.*
- (g) The development of affordable housing within the community redevelopment area.*

(h) *The development of community policing innovations.*  
Finally, Section 163.370(3) of the Act offers but three explicit restrictions on the use of tax increment financing, which are:

- a) *Construction or expansion of administrative buildings for public bodies or police and fire buildings, unless each taxing authority agrees to such method of financing for the construction or expansion;*
- b) *Publicly owned capital improvements or projects if scheduled to be installed, constructed, reconstructed, repaired, or altered within 3 years of the approval of the community redevelopment plan by the governing body pursuant to a previously approved public capital improvement or project schedule or plan; and*
- c) *General government operating expenses unrelated to the planning and carrying out of a community redevelopment plan.*

It is clear that the Community Redevelopment Act is flexible in allowing communities to create programs to address their specific blighting conditions. In fact, encouragement of private enterprise and innovative partnerships underpin the Community Redevelopment Act, which encourages this approach in Sec. 163.345(1), FS, when it states that

*Any county or municipality, to the greatest extent it determines to be feasible in carrying out the provisions of this part, shall afford maximum opportunity, consistent with the sound needs of the county or municipality as a whole, to the rehabilitation or redevelopment of the community redevelopment area by private enterprise.* (emphasis added).

It is with this explicit encouragement from the Legislature that the City of St. Petersburg has developed the programs described herein to implement the South St. Petersburg Redevelopment Plan.

#### *Pinellas County Policy on Tax Increment Financing*

Pinellas County policy (June 2014) describes projects for which it will permit its portion of the tax increment to be expended, those which only the City of St. Petersburg increment can fund, and those which it prohibits outright (see Exhibit B).

City Capital projects in the CRA that may be funded with the County's TIF "must be an integral part of the redevelopment plan and have 'district-wide' benefit. These include streetscape improvements, public parking facilities, major/regional drainage improvements, mobility improvements, non-governmental public facilities, brownfields cleanup, development of affordable housing, and trail improvements. The County will also allow its increment to fund "soft costs" such as those associated with affordable housing, relocation of displaced residents, planning and engineering surveys, site acquisition, and commercial façade grants.

In addition to the prohibited uses of TIF outlined by Florida Statutes, County policy bans use of its increment to fund for the following:

- *Marketing and special events;*
- *CRA personnel and office costs;*

- *Community policing;*
- *Revolving loan funds;*
- *Undergrounding utility lines;*
- *Residential assistance grants;*
- *Economic Development Officer;*
- *Projects funded by an enterprise fund; and*
- *Neighborhood improvements such as streets, sidewalks, lighting, and pocket parks.*

County policy allows a much greater range of options for the City to use its share of increment. In addition to those projects that the County will fund, it will allow the City to fund neighborhood improvement projects as well as the following soft costs:

- *Community policing;*
- *Business and residential assistance (façade) grants;*
- *Operational costs of CRA offices, including personnel costs and office administrative expenses related to redevelopment;*
- *Revolving loan fund;*
- *CRA Redevelopment Incentive Funding;*
- *Undergrounding utility lines; and*
- *Marketing and special promotional events and activities.*

***The South St. Petersburg TIF Incentive Program***

The City will direct the vast majority of TIF revenues generated from the district to provide direct assistance for private investment in residential and non-residential redevelopment in the form of grants, loans, rebates of ad valorem tax increases or other vehicles which help the private sector leverage capital

from diverse sources. The City also envisions providing funding assistance to governmental and non-profit entities that provide an array of services supporting the intent of the redevelopment plan, including marketing and promotion, business assistance and loans, workforce development and job readiness.

The funding programs described below are designed to address the compelling issues of blight facing South St. Petersburg CRA, such as housing that is deteriorated, vacant and/or unaffordable, declining population and tax revenue, deteriorating commercial corridors, deficits in workforce skills and readiness, and lack of capital access.

The redevelopment program identified in Table 4-2 on page 57 is based on an initial formula that allocates 50% to business development and job creation, 40% to the development of affordable and market-rate housing in the CRA, and 10% for

**Table 4-1. Estimated Annual Tax Increment Revenue, 2016-2045<sup>2</sup>**

<b>Year</b>	<b>St. Petersburg</b>	<b>Pinellas County</b>	<b>Annual Total</b>
2016	\$68,842	\$48,564	\$117,405
2017	139,060	98,104	237,164
2018	210,683	148,633	359,315
2019	283,738	200,172	483,909
2020	358,254	252,741	610,995
2021	434,261	306,363	740,623
2022	511,787	361,056	872,843
2023	590,865	416,844	1,007,708
2024	671,523	473,747	1,145,270

<sup>2</sup> Assumes a 2% annual appreciation in aggregate property values and City millage rate of 6.770 and County rate of 5.773.

Year	St. Petersburg	Pinellas County	Annual Total
2025	753,795	531,788	1,285,584
2026	837,713	590,990	1,428,703
2027	923,309	651,376	1,574,685
2028	1,010,616	712,970	1,723,587
2029	1,099,670	775,796	1,875,466
2030	1,190,505	839,878	2,030,383
2031	1,283,157	905,242	2,188,399
2032	1,377,661	971,914	2,349,575
2033	1,474,056	1,039,918	2,513,974
2034	1,572,379	1,109,283	2,681,662
2035	1,672,668	1,180,035	2,852,703
2036	1,774,963	1,252,202	3,027,165
2037	1,879,303	1,325,812	3,205,116
2038	1,985,731	1,400,895	3,386,626
2039	2,094,287	1,477,479	3,571,766
2040	2,205,014	1,555,595	3,760,610
2041	2,317,956	1,635,274	3,953,230
2042	2,433,157	1,716,545	4,149,702
2043	2,550,661	1,799,443	4,350,104
2044	2,670,516	1,883,998	4,554,514
2045	2,792,768	1,970,244	4,763,012
<b>Total</b>	<b>\$39,168,895</b>	<b>\$27,632,902</b>	<b>\$66,801,797</b>

workforce readiness and training programs. Funding allocations to each program will be made through the annual budget approval process based on the priorities of the Community Redevelopment Agency. This flexibility is made necessary by the small amount of revenue relative to the needs of the district that will be generated in the first years of the trust fund as well as Pinellas County restrictions on how its portion of the

increment can be spent that are described above. Table 4-1 below shows the estimated TIF revenue stream through 2025, while Figure 4-1 on page 58 depicts the projected revenue growth over the thirty-year life of the South St. Petersburg Redevelopment Trust Fund. Both are based on the City of St. Petersburg contributing at least 95 percent and Pinellas County contributing 85 percent of their tax increment annually within the CRA to the South St. Petersburg Redevelopment Trust Fund.

Procedures governing the administration of each program will be developed after the St. Petersburg City Council and Pinellas County Board of County Commissioners adopt the South St. Petersburg Community Redevelopment Plan in 2015. For each program, these will include funding caps, eligible applicants and/or properties and expenses, award type (matching grant, loan, full grant, and TIF rebate), evaluation benchmarks, source of increment to be used (City, County, or both) and administration and enforcement. After the South St. Petersburg CRA Citizen’s Advisory Committee and St. Petersburg Community Redevelopment Agency make recommendations, St. Petersburg City Council must approve a specific program’s procedures by resolution prior to any expenditure being made from it.

As noted above, Pinellas County limits the types of projects and programs on which its tax increment can be spent. Funding for the programs described below will be in accordance with the limitations described in its June 2014 policy (Exhibit B). To ensure the transparent accounting of County increment revenues, the annual tax increment from the City and County

will be deposited in separate accounts within the Redevelopment Trust fund to more easily track expenditure of County revenues. Each project funded with County increment will be identified and included in the annual report to the Pinellas County Board of County Commissioners. Pinellas County staff will also be provided the opportunity to review and comment on procedures for TIF programs created by the City that will utilize the County's tax increment. City and County staff will work together to establish performance standards to measure the effectiveness of said programs involving the County's tax increment.

**1. Programs for All Property in the South St. Petersburg CRA**

- **"PAINT YOUR HEART OUT"** Provides small grants to any property owner who paints their property.
- **DEVELOPMENT ASSISTANCE PROGRAM** Reimburses residential and nonresidential developers for permit fees associated with development review such as impact, building, and electrical fees and other related costs.
- **REDEVELOPMENT LOAN PROGRAM** TIF funds can be used as bridge loans, microloans, subordinated long-term debt, loan guarantees or other financial vehicles to close financing gaps for projects to ensure they can be bankable through conventional lenders.
- **CRA PROPERTY ACQUISITION AND PREPARATION PROGRAM** Utilizes TIF to fund City assembly and site preparation of

property throughout South St. Petersburg to facilitate residential and nonresidential development.

- **GRANT MATCH PROGRAM** Most grant programs require some level of matching funding from the recipient and the Agency can use TIF funding for this match when the proceeds of the grant will be used for activities specified in the Redevelopment Plan.
- **NONPROFIT MARKETING/SPECIAL EVENTS REIMBURSEMENTS** Reimburses eligible nonprofits for certain expenses identified in the program's administrative procedures for events or programs that market/promote the South St. Petersburg community, such as street, art and music festivals, community gardens and farmers markets.

**2. CRA Business Programs**

- **COMMERCIAL SITE IMPROVEMENT GRANT** Provides matching grants to commercial property owners that upgrade their building façades, landscaping, lighting, loading and service areas and other features of their sites visible from the public right-of-way.
- **COMMERCIAL BUILDING INTERIOR & TENANT IMPROVEMENT** Provides matching grants for interior upgrades with a focus on projects that remedy degraded building systems to improve the economic viability of the building.

- **COMMERCIAL CORRIDOR PARKING PROGRAM** Provides assistance to businesses along the CRA’s primary commercial corridors that want to expand but have difficulty meeting parking requirements. Program may involve City acquiring and/or improving property for use as a shared satellite facility or for subsidizing payments made by businesses for the lease of off-site lots.
- **COMMERCIAL RENT SUBSIDY** Provides reimbursement of a percentage of annual rent in the first year for a targeted business that locates in the TIF district (i.e., restaurant, specialty retailer, art gallery).
- **TARGETED INDUSTRY TIF REBATE** Provides an annual rebate for up to 15 years to a business in a targeted industry that moves into or expands in the TIF district. The rebate will be based on the increase in city ad valorem taxes the first year the project goes on the tax rolls. The recipient will be required to demonstrate annually that the minimum criteria that were the basis of approval for the rebate remain. Failing this, the rebate will be revoked.
- **RESIDENTIAL ENERGY EFFICIENCY PROGRAM** Provides matching grants or low interest loans to residential property owners that upgrade their building’s energy efficiency.
- **RESIDENTIAL PROPERTY IMPROVEMENT PROGRAM** Property values in a residential neighborhood are driven by the quality and appearance of nearby properties, a fact that often inhibits new investment. To deal with this reality, the CRA may provide a combination of grants and loans to residential property owners for the rehabilitation of their homes. These funds can be used for exterior and/or interior improvements. Emphasis will be placed on funding substantial renovations that upgrade vital building systems such as plumbing, HVAC and electrical wiring that sustain and extend the economic life of a structure.
- **ROLE-MODEL HOMEOWNER RECRUITMENT PROGRAM** In order for a community to become sustainable, it is important for its younger citizens to view members of the community as role models. The CRA will use TIF funding to attract police officers, veterans, firefighters and teachers as quality role models for the youth of South St. Petersburg.

### 3. CRA Residential Programs

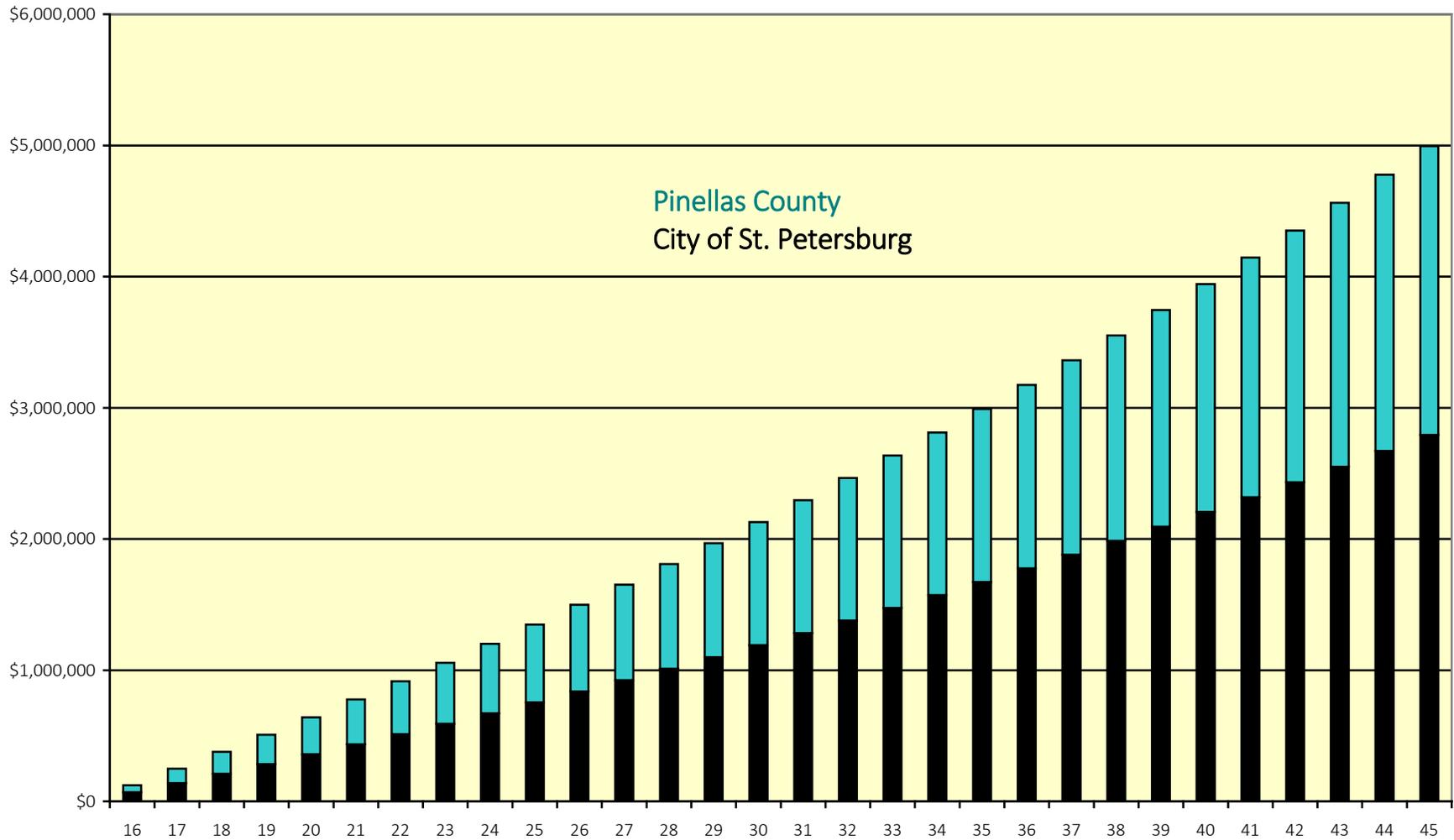
- **FAÇADE IMPROVEMENT GRANT** Provides matching grants for residential property owners that upgrade their building exterior. An emphasis will be placed on grants for owner-occupied properties.
- **REBATES FOR REHAB** Supplements existing City program by providing up to \$10,000 for City-approved renovations to market-rate housing in the TIF district.

- **AFFORDABLE SINGLE-FAMILY HOMEOWNERSHIP PROGRAM.**  
Provides TIF funding to support a range of affordable homeownership programs such as TIF rebates for the renovation or construction of affordable single-family housing; homebuyer education and credit counseling and foreclosure services; and downpayment assistance programs.
- **AFFORDABLE MULTIFAMILY HOUSING DEVELOPMENT PROGRAM**  
Provides TIF rebate for up to 15 years for developers of affordable housing. The rebate will be based on the increase in ad valorem taxes the first year the project goes on the tax rolls. The recipient will be required to demonstrate annually that the minimum criteria that were the basis of approval for the rebate remain. Failing this, the rebate will be revoked.
- **MARKET RATE HOUSING INCENTIVE PROGRAM** Provides TIF rebate for up to 15 years for developers of new market rate housing. The rebate will be based on the increase in ad valorem taxes the first year the project goes on the tax rolls. The recipient will be required to demonstrate annually that the minimum criteria that were the basis of approval for the rebate remain. Failing this, the rebate will be revoked.
- **NEIGHBORHOOD PLANNING/NEIGHBORHOOD IMPLEMENTATION GRANTS** Provides competitive matching grants to empower and increase the capacity of neighborhood associations within the CRA to assist with updating and/or implementing their neighborhood plans.

#### 4. CRA Workforce Development and Job Readiness Programs

- **EARLY CHILDHOOD EDUCATION PROGRAM** Provides grants to qualified governmental and nonprofit providers that expands their capacity to deliver educational programs to pre-Kindergarten children in the CRA.
- **SUMMER YOUTH INTERN PROGRAM** Provides supplemental grants designed to expand participation by CRA's youth in the City's program, which provides workforce readiness training skills for youth ranging in age from 16 to 21 years.
- **WORKFORCE READINESS PROGRAM (STYLE)** Augments current City program but focused on youths that reside in CRA. City program provides specific instruction and hands-on training in workplace related skill sets such as entrepreneurship, finances, team building, problem solving, critical thinking, effective business communications and professional appearance and demeanor.

**FIGURE 4-1 PROJECTED GROWTH IN ANNUAL TIF Revenue for St. Petersburg and Pinellas County Trust Fund, 2016-2045<sup>3</sup>**



<sup>3</sup> Assumes average 2 percent annual growth in property values through 2055 and a contribution by the City of at least 95 percent and County of 85 percent of their tax increment generated within the CRA over the thirty-year life of the redevelopment plan.

- **YEAR ROUND AFTER-SCHOOL YOUTH EMPLOYMENT** Augments current City program but focuses on youths that reside in the CRA. City program provides temporary employment in both public and private sector businesses for the City's youth. The youth participants will meet specified household income guidelines and be required to remain in school. Program provides diverse opportunities to develop real vocational skills and earn income while employed in private businesses and the public sector after-school.
  
- **YOUTH DROP-IN CENTER** Provide funding for a center where CRA youths and young adults can visit after school to develop computer skills, do homework, search for employment, learn job readiness skills, and research colleges and universities.
  
- **URBAN APPRENTICESHIP ACADEMY** Provides funding to accredited nonprofit workforce development providers such as Pinellas Technical College, St. Petersburg College and Career Source to train residents of South St. Petersburg for entry into the workforce as well as later career opportunities.

### **Other Public Sources of Redevelopment Funding**

In order to carry out redevelopment, the City will use multiple funding sources, including private sector, corporations, foundations as well as city, county, state and federal government sources. General funding methods and sources that

will be examined to finance redevelopment activities to implement the plan include the following:

#### General Fund

General fund revenues can be used to fund operating programs as well “bricks-and-mortar” redevelopment activities. Within the South St. Petersburg CRA, the City funds many programs through its general operating revenues, such as the Main Street Programs for the Deuces Live and Grand Central, Neighborhood Partnership grants, the N-Team, workforce readiness programs and pilot programs such as the “2020 Family Wrap-Around Services” project launched in 2013. In addition, general fund revenues are important in funding staff assistance to the redevelopment program, particularly those departments involved extensively in South St. Petersburg, like Planning and Economic Development, Real Estate and Property Management, Engineering and Capital Improvements, and most of the departments in the Neighborhood Services Administration.

Capital improvements have been a major source of City involvement in South St. Petersburg to improve the climate for private investment. Since 1999, the City has invested more than \$120 million on a variety of activities such infrastructure, streetscaping and landscaping, neighborhood infrastructure and programs, and parks and recreation services. Local government enterprises, such as water and stormwater utilities, may also be used to fund system improvements in the redevelopment area.

**Table 4-2 South St. Petersburg Redevelopment Program, 2015-2045**

<b>Project Description</b>	<b>Estimated Cost*</b>	<b>Funding Source</b>	<b>Potential TIF Source<sup>4</sup></b>
<b>Business Development Program</b>			
Nonresidential Site Improvement Grant	\$33,400,899	TIF	Both
CRA Business Property Paint Program		TIF	Both
Commercial Interior/Tenant Improvement Grant		TIF	City
Grant Match Program		TIF	Both
Redevelopment Loan Program		TIF	City
Corridor Landscaping and Streetscaping Grant		TIF	City
Nonresidential Rent Subsidy		TIF	City
Commercial Corridor Parking Program		TIF	Both
Targeted Industry/Use Incentive		TIF	City
Nonresidential Development Assistance Program		TIF	City
Nonprofit Marketing and Special Events		TIF	City
Nonresidential Land Acquisition and Site Preparation		TIF	Both
TBBIC Micro and Small Business Capital Fund Incubator		General Fund/TIF	City
<b>Housing and Neighborhood Revitalization Program</b>			
Neighborhood Plan Update Grants	\$26,720,719	TIF	City
Neighborhood Plan Implementation Grants		TIF	City
Residential Development Assistance Program		TIF	City
Affordable Multifamily Development Program		TIF	Both
Affordable Single-Family Homeownership Program		TIF	Both
Residential Energy Efficiency Program		TIF	Both
CRA Residential Property Paint Program		TIF	Both
Residential Land Acquisition and Site Preparation		TIF	Both
Façade Improvement Grants		TIF	Both
Residential Property Improvement Program		TIF	Both

<sup>4</sup> Allocation of the “TIF Source” to the programs identified in this table is based on Pinellas County’s “Application of Tax Increment Financing Funds in Community Redevelopment Districts within Pinellas County” (June 2014 version), which can be found in Exhibit B. Many of the “Housing and Neighborhood Revitalization Programs” described above will be used to incentivize both affordable and market-rate housing. Expenditures of tax increment funds will adhere to the requirements established by County policy as well as the administrative guidelines approved by City Council. The relevant TIF program guidelines, on which the County will have the opportunity to review and comment, as well as the review of projects funded under each program will determine which source(s) of revenue for which the project will be eligible.

**Table 4-2 South St. Petersburg Redevelopment Program, 2015-2045**

<b>Project Description</b>	<b>Estimated Cost*</b>	<b>Funding Source</b>	<b>Potential TIF Source<sup>4</sup></b>
Model Homeowner Recruitment Program		TIF	Both
Rebates for Rehab		TIF	Both
Market Rate Housing Incentive Program		TIF	City
<b>Education, Job Readiness and Workforce Development</b>			
Summer Youth Intern Program (CITY)	\$6,680,180	Other/TIF	City
Early Childhood Education Program		Other/TIF	City
Work Readiness Program (STYLE)		Other/TIF	City
Year Round After School Employment Program (CITY)		Other/TIF	City
Youth Drop In Center		Other/TIF	City
Urban Apprenticeship Academy		Other/TIF	City
<b>Total TIF Program Funding</b>	<b>\$66.8 million</b>		
<b>Public Improvements Identified in City CIP</b>			
Childs Park Storm Drainage Improvements	\$4.692M	CIP/Other	NA
Pedestrian Crossing Enhancements	\$0.8 M	CIP/Other	NA
Grand Central Streetscape Improvements	\$0.78 M	CIP/Other	NA
Campbell Park Sidewalk Improvements	\$0.56 M	CIP/Other	NA
Roser Park Sanitary Sewer	\$1.0 M	CIP/Other	NA
Childs Park Neighborhood Traffic Plan	\$0.033 M	CIP/Other	NA
Wildwood Park Neighborhood Traffic Plan	\$0.016 M	CIP/Other	NA
Booker Creek Trail	\$0.95 M	CIP/Other	NA
Pinellas Trail Landscaping	\$0.376 M	CIP/Other	NA
* Note: The total program funding for “Business Development”, “Housing and Neighborhood Revitalization” and “Education, Job Readiness, and Workforce Development” when the Redevelopment Trust Fund expires in 2045 may differ from the amounts described above based on the funding priorities of City Council that will be identified and refined annually.			

Penny for Pinellas

The “Penny for Pinellas” is a one-percent local option government sales tax that is earmarked for capital improvement projects dealing with roads, flood control, park improvements, preservation of endangered lands and public safety. The Penny for Pinellas was first passed by voters countywide in 1989, and a second round approved in 1997 extending the funding through 2010. In March 2007, voters approved a third round, which will be devoted to funding infrastructure projects from 2010 to 2020. The next round of funding will go on the ballot. According to the City’s adopted FY2015 Budget, the City received \$22,234,000 in Penny revenue for capital improvements to public safety, neighborhood/citywide infrastructure, recreation and culture and city facilities. Approximately \$900,000 in Penny funds is available for the South St. Petersburg redevelopment area.

Federal and State Grant Funding

Various federal and state sources will be considered to implement the South St. Petersburg Community Redevelopment Plan. For instance, there are at least twelve federal agencies with more than thirty-five funding opportunities that range in focus from “place-based” activities such as housing, economic development and community infrastructure to “people-based” activities like access to capital, education and workforce development. All of these activities are featured in the Redevelopment Plan’s goals, objectives and strategies for South St. Petersburg. These federal resources

would support the multifaceted approach the community is taking to support revitalization of South St. Petersburg.

The federal government is the largest source of grant awards to the City of St. Petersburg. In FY2013, the City administered more than \$11.6 million in federal grants through such as the departments as Agriculture, Justice, Transportation, Treasury, Environmental Protection, Energy and Education, and Homeland Security. This represents a 48 percent decline in federal awards since FY2010, with most of the decline coming between FY2012 and FY2013, with the loss of significant revenue from Justice, Transportation, EPA and Energy because of sequestration.<sup>6</sup>

At \$6.2 million, Housing and Community Development (HCD) received over 53 percent of the City’s federal awards, primarily through its annual allocations of Community Development Block Grant (\$1.55 million), HOME Program (\$2.25 million) and the now-expired Neighborhood Stabilization Program (\$2.17 million). This total figure from HUD has remained relatively consistent since FY2011 when it rose to \$8.43 million. However, the HUD allocation is inflated by the insertion of temporary NSP funding, whereas the annual award of CDBG and HOME funding has declined precipitously since FY2010 – CDBG by one-third to \$1.6 million and HOME by over one-half to \$670,000.

While generally used to fund housing programs, CDBG can also be used to provide capital for a revolving loan program, fund

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<sup>6</sup> City of St. Petersburg “Comprehensive Annual Financial Report” Fiscal Years 2010 through 2013.

public infrastructure projects, establish a micro-enterprise loan fund, provide small business technical assistance or provide grants to write-down development costs.<sup>7</sup> HCD has used CDBG funding to leverage economic development projects to improve South St. Petersburg, including utilizing CDBG grants to renovate the Mercy Hospital-Johnnie Ruth Clark Health Clinic in 2004 and restore the historic Jordan School for Head Start in 2009.

Grant funding from the State of Florida is much smaller than federal awards, totaling \$3.72 million in FY2013, with \$2 million coming from the Department of Revenue in support of Tropicana Field. The Department of Transportation and Florida Housing Finance Corporation's State Housing Initiative Partnership (SHIP) program comprising most of the remainder. The SHIP program, which is funded through a documentary stamp tax on assessed on housing sales that would be put in an affordable housing trust fund, has not been a reliable source of funding since 2008 due to the steep decline in housing sales and the Legislature using the trust fund to plug budget gaps. In 2008, the City's \$2.8 million SHIP allocation has shrunk to \$360,000.

#### HUD 108 Loans

Community Development Block Grant allocations may be used as equity to finance HUD 108 Loans. In this program, HUD sells notes to investors and passes sales proceeds to the locality which uses them to finance a project. Cash flow from the

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<sup>7</sup> For economic development projects to be funded using CDBG funds, they must achieve a national objective, provide a public benefit of no less than \$35,000 of funds per job created, and the monies must not unduly enrich the private firm.

project is used to repay the notes, but in the event the project defaults, HUD draws upon the locality's annual CDBG allocation to pay debt service on the loan. The City of St. Petersburg used a HUD 108 loan to partially fund renovation of the Jordan School.

#### Linked Deposits

Linked deposits are a means of providing low interest loans to targeted populations, programs and projects through local commercial lending institutions. Linked deposits systems tie deposits of public funds to the lending behavior of banks. Money is invested in banks with lending programs that contribute to economic development. It works as follows: The City makes a long-term reduced rate deposit, with the lending institution, who then agrees to make below-market rate loans, generally at a rate "linked" to the City's return on its deposit. The main advantage of the program is that the conventional lender does the underwriting and servicing of the loan and is charged with applying usual lending standards to determine the applicant's creditworthiness.

#### Economically Targeted Investments

Economically Targeted Investments direct public funds to opportunities that earn competitive financial returns, while producing economic development benefits. For example, public sector pension funds from state or local government could underwrite small and minority-owned business by providing direct loans, purchasing the loans from private sector banks or investing directly in these businesses.

### Loan Guarantees

Similar to collateral, in that it backs or insures all or a portion of a loan against default, and thereby lowers the risk incurred by potential lenders. With this insurance, banks are more willing to lend funds for risky investments. Loan guarantees allow the public sector to leverage limited dollars by encouraging private investment in “non-bankable” projects. Guarantees also may allow companies to obtain capital below the prevailing market rate.

Unlike direct loans, the government does not have to make a direct payment, or hold in reserve funding to cover the entire dollar value of the guarantee. Rather, it only needs to set aside a percentage of funds to cover its obligation. The deposit would be forfeited in the event of a foreclosure on the loan. The guarantee does not usually cover the full value of the loan. Typically, the lending institution sets the loan guarantee requirement. It can be as much as 100 percent of the full value of the loan, but they typically tend to be more than 25% of the approved loan.

There are two types of loan guarantees; 1) the public sector can guarantee the value of the collateral, or 2) it can guarantee the loan against default. When guaranteeing the collateral, the public sector is responsible for any loss in value in the collateral incurred by the lending institution. When guaranteeing against default, the public sector is responsible for the amount of the loan that was guaranteed. The economic development agency generally places the “guaranteed funds” in reserve in a lending

institution, earning interest until a loan defaults. These funds may be reused for future loan guarantees.

The guarantee program has several advantages. The conventional lender does underwriting and servicing of the loan and the guarantor does not necessarily have to duplicate these efforts. If the guarantee is for some portion of the total loan dollars, a guarantee will allow the EDO to utilize less capital than in the case of direct lending.

### Loan Pools

Loan pools are a pool of capital, pledged by a consortia of banks or lending institutions to make loans to businesses based on some agreed upon goals or other criteria. The pledge of capital can be in many forms including loans, informal and formal letters of commitment and stock purchases. In contrast with loan guarantees that place all of the risk on a single third party, a loan pool spreads the risk among several participating lenders that contribute funds to the pool. The pooling helps to reduce the risk of an individual institution. Pools can operate at the state, local and regional levels, based on informal and binding legal agreements.

### Industrial Revenue Bonds

Tax-exempt industrial revenue bonds are issued by state and local governments and offer below-market-rate financing to qualified private enterprises. These bonds are payable from and secured by the revenues of the project they finance. Currently, small issue IRB uses are limited and are usually for

manufacturing projects. The program provides long-term, fixed rate loans of \$1 million to \$10 million for land, new or existing buildings and new equipment. IRBs cannot be used for inventory, working capital or refinancing of existing debt.

The State of Florida also provides financial assistance through the Enterprise Bond Program. The program offers tax-exempt, low interest bond financing to qualified manufacturing and 501(c)(3) non-profit organizations. This program was designed to improve low-cost capital availability to Florida’s growing and expanding businesses, including minorities and rural communities, to allow them to be more competitive in the global and domestic market place. Loan amounts range between \$500,000 and \$2,000,000.

#### Safe Neighborhood Improvement Districts

Florida Statutes allow neighborhoods or business to establish districts that have the authority to establish boards and levy up to a two mill tax assessment to complete improvements in accordance with a district plan (see Section 163.501 *et seq*). To be defined as a “district” an area must have more than 75 percent of its land in use as either or commercial, office, business or industrial purposes. The city must first authorize the creation of a district by a local planning ordinance, but the ability to levy a tax assessment can only be approved by a majority of registered voters within the proposed district.

#### Economic Development Ad Valorem Tax Exemption<sup>8</sup>

City voters (2011) and County voters (2014) approved the “economic development ad valorem tax exemption”, which is an incentive program intended to encourage new businesses to locate or existing businesses to expand and create new jobs in the city and county. The tax exemption for qualifying businesses will apply only to the new increment of the assessed St. Petersburg and Pinellas County millage on improvements. As of 2014, the City program has annual overall program cap is \$1.5 million of exempted taxes and an individual project cap of \$100,000 of exempted taxes. The overall program and individual project caps may be exceeded by a supermajority vote of City Council for exceptional businesses creating two times the number of required jobs at a salary of 125% above the Pinellas County average annual wage. The duration of the exemption is proposed at 5 years with the ability of City Council to approve a maximum of 10 years, allowed by the Florida Statutes, if a business meets additional criteria. A business within the Enterprise Zone/Brownfield Area will be eligible to be approved for 10 years by providing two times the required capital investment and providing jobs at 100% of the Pinellas County average wage.

#### **Timing of Redevelopment**

Due to the needs of the community redevelopment area and the desire to spur private investment, implementation of the redevelopment plan is anticipated to begin upon plan adoption.

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<sup>8</sup> The incentive program established under Article VII, Section 3, of the Constitution of the State of Florida and Section 196.1995 of the Florida Statutes.

It is anticipated that redevelopment of the Southside St. Petersburg Community Redevelopment Area will be completed within thirty (30) years.

### **Development Controls and Plan Implementation**

As per Chapter 163.362(5) and (6), F.S., all redevelopment plans must “contain adequate safeguards that the work of redevelopment will be carried out pursuant to the plan” and provide for controls and restrictions or covenants to ensure development in accordance with the plan.

All renovation and new construction in the South St. Petersburg Community Redevelopment Area shall be consistent with the City of St. Petersburg’s Comprehensive, Plan, and in accordance with its Official Zoning Map, Land Development Regulations, the Florida Building Code, and all other applicable rules and regulations. The section below describes the applicable zoning classifications that affect property use and development intensity within the community redevelopment area.

In addition to the foregoing paragraph, the City of St. Petersburg Community Redevelopment Agency will review all development proposals that are funded by tax increment financing for consistency with the South St. Petersburg Community Redevelopment Plan and the relevant City procedures governing use of TIF.

### ***Future Land Use, Zoning and Land Development Regulations***

As part of the Future Land Use Element of the Comprehensive Plan, the City assigns every parcel within its boundaries a future land-use category corresponding with land-use categories described in the Element. This land use category system provides for the location, type, density and intensity of development and redevelopment and prescribes areas of the city acceptable for commercial, mixed- use, residential, office, industrial, open space and other uses.<sup>9</sup>

Future land use categories are broad descriptions of generally appropriate land uses within a given area. The details and implementation of land development is left to one or several zoning districts that are required by Florida law to be consistent in intent, uses and intensity with the underlying future land-use category. While several zoning districts may implement the same future land-use category, each may require different development intensities/densities, uses, and height and not all may be appropriate in certain existing development contexts.

The City’s zoning classification system is based on the general concept of neighborhood, corridors and centers, with the latter limited to Downtown, Gateway and Tyrone. Neighborhood zoning districts are distinctively residential in character, but may vary by density and building type. Corridor zoning districts are comprised mainly of commercial uses but also offer the opportunity for higher-density residential mixed-use development, particularly along Central Avenue and 22<sup>nd</sup> Street

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<sup>9</sup> For more information, refer to the Future Land Use Element of the *City of St. Petersburg Comprehensive Plan*.

South. (See Table 4-3 for a list of zoning districts in the CRA as well as their number and acreage.)

### Neighborhood Zoning Districts

St. Petersburg features two distinct types of residential neighborhoods – Traditional neighborhoods are those built before the Second World War and Suburban neighborhoods, which were built in the postwar era, especially in the 1950s and 1960s when the city sustained its largest increase in population. Each type offer quality of life, unique features and wonderful amenities that make them highly desirable. However, the architectural, building site, and street character vary between the two neighborhoods, a distinction reflected in the different zoning regulations between them.

**NEIGHBORHOOD TRADITIONAL 1 AND 2** are the two largest zoning districts in the CRA for both acreage and number of parcels and are designed primarily for single-family homes on lots 5,800 SF or larger. Accessory dwelling units, such as garage apartments, can be constructed according to strict adherence to standards regulating minimum lot size, building setbacks, parking and other considerations.<sup>10</sup>

Within the Planning Area, the properties zoned NT-1 are located generally in Childs Park south of the 8<sup>th</sup> Avenue South, Wildwood Heights, Highland Oaks, and Harbordale. NT-2 neighborhoods include Roser Park, Bartlett Park, Campbell Park, Palmetto Park, and Childs Park, north of 8<sup>th</sup> Avenue South.

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<sup>10</sup> Neighborhood Traditional-4 or NT-4 has only one parcel comprising 0.48 acres and has not been included.

**NEIGHBORHOOD SUBURBAN 1 AND 2** are designed to protect the single-family character of these neighborhoods, while permitting rehabilitation, improvement and redevelopment in keeping with the scale of the neighborhood. NS-1 neighborhoods are nearly all concentrated in Lake Maggiore Shores and Perry Bayview, which are south of 26<sup>th</sup> Avenue South.

**NEIGHBORHOOD SUBURBAN ESTATE DISTRICT** is the least dense of the NS district. Accessory dwelling units are permitted on the same lot as the principal residence with a maximum density of two (2) units per acre. It also is applied to parks and recreation lands, and has been applied to the Childs Park Recreation facility, Childs Park Lake, Twin Brooks Golf Course, Pinellas Pioneer Settlement, and the Bartlett Park and Campbell Park recreation complexes.

There is one 5.6-acre parcel zoned **NEIGHBORHOOD SUBURBAN MOBILE HOME** in the CRA. It is located in the 1900 block of 17<sup>th</sup> Avenue South. The district allows up to 8 mobile homes per acre.

**NEIGHBORHOOD SUBURBAN MULTI-FAMILY 1 AND 2** are the only residential multifamily districts in the CRA. With 628 parcels, NSM-1 is the largest of the multifamily districts. The NSM-1 designation includes properties located along 35<sup>th</sup> Street South south of pTEC, and adjoining commercially zoned property on both sides of the 22<sup>nd</sup> Street South corridor, as well as Jordan Park.

**Table 4-3 Zoning Districts in the South St. Petersburg CRA**

Zoning	Parcels	Acres	% of Total
<b>Neighborhood Zoning Districts</b>			
NT-1	7,531	1,282.85	38.4%
NT-2	3,876	602.64	18.1%
NT-4	1	0.48	0.0%
NS-1	554	117.62	3.5%
NS-2	18	15.36	0.5%
NSE	77	353.54	10.6%
NMH	1	5.60	0.2%
NSM-1	628	166.29	5.0%
NSM-2	1	3.07	0.1%
<b>Corridor Zoning Districts</b>			
CRT-1	665	123.17	3.7%
CRT-2	105	16.76	0.5%
CRS-1	2	0.54	0.0%
CCT-1	299	86.70	2.6%
CCT-2	188	31.63	0.9%
CCS-1	304	118.82	3.6%
CCS-2	38	58.72	1.8%
RC-1	19	20.66	0.6%
<b>Industrial and Other Zoning Districts</b>			
IT	502	281.09	8.4%
IS	31	18.55	0.6%
IC	11	18.33	0.5%
P	7	15.98	0.5%
<b>Total</b>	<b>14,858</b>	<b>3,338.38</b>	

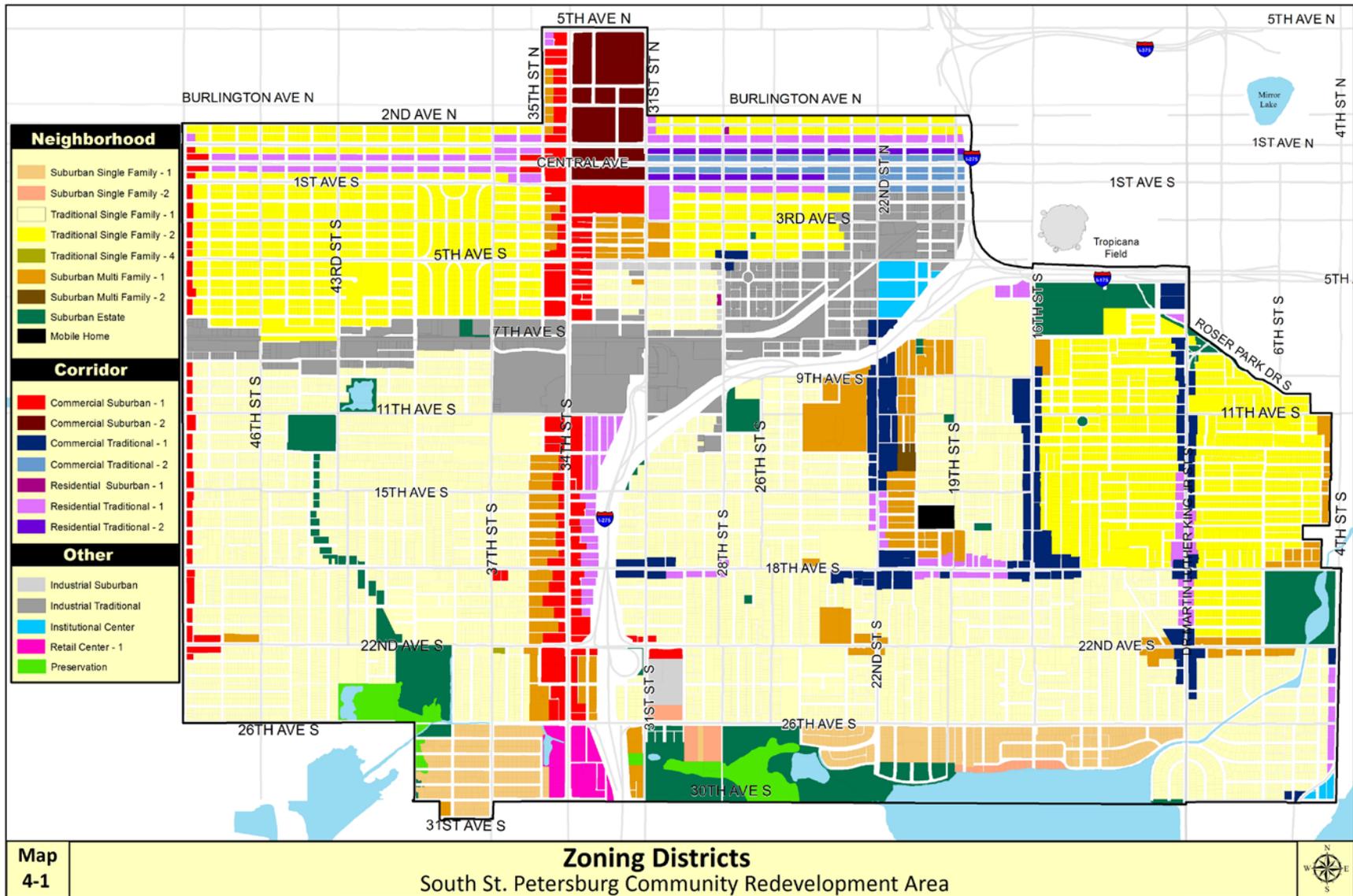
Commercial and Mixed Use Zoning Districts

Through its development on a gridiron street pattern, St. Petersburg has evolved corridors that provide both transportation access and commercial opportunities. Fourth Street North, Tyrone Boulevard and Dr. Martin Luther King, Jr. Street North are examples throughout the city, while Central Avenue, 34<sup>th</sup> Street and 22<sup>nd</sup> Street South provide those in the CRA.

**CORRIDOR COMMERCIAL TRADITIONAL 1 AND 2** protect the traditional commercial character of older commercial corridors while permitting rehabilitation, improvement and redevelopment in a manner that encourages walkable streetscapes. CCT-1 zoning is concentrated primarily on 22<sup>nd</sup> Street South, 16<sup>th</sup> Street South, Dr. Martin Luther King, Jr. Street South and 18<sup>th</sup> Avenue South. CCT-2 zoning is located on Central Avenue between I-275 and 31<sup>st</sup> Street.

**CORRIDOR COMMERCIAL SUBURBAN 1 AND 2** are located adjacent to 34<sup>th</sup> Street and 49<sup>th</sup> Street, with all of CCS-1 located between 34<sup>th</sup> and 31<sup>st</sup> streets north of 1<sup>st</sup> Avenue South. The purpose of the district regulations is to improve the appearance of restaurants, big box retailers, drug stores and apartment buildings, through reduced setbacks, minimizing automobile dependency, and improving connections/compatibility with adjoining neighborhoods.

**CORRIDOR RESIDENTIAL TRADITIONAL 1 AND 2** encourage development of townhomes, condominiums, apartment buildings and mixed-use buildings that are appropriately scaled to the context of the



corridor and to facilitate conversion of remaining single-family homes to offices or limited retail uses. CRT-1 district abuts 22<sup>nd</sup> Street South, 16<sup>th</sup> Street South, Dr. Martin Luther King, Jr. Street South, 4<sup>th</sup> Street South, 18<sup>th</sup> Avenue South, and Central Avenue the length of the CRA. CRT-2 abuts Central Avenue east of 34<sup>th</sup> Street.

**RETAIL CENTER-1** allows retail development containing mixed uses with accessory office or multi-family density up to 30 units-per-acre. The district is only located in the CRA along the 34<sup>th</sup> Street South corridor south of 26<sup>th</sup> Avenue South.

#### Other Zoning Districts

St. Petersburg also has zoning districts that do not fit neatly within the neighborhood, center and corridor typology. These include industrial and specialty districts as well as environmental districts.

**INDUSTRIAL TRADITIONAL** permits rehabilitation, improvement and redevelopment of property in a manner is consistent with the character of the neighborhood and respects adjacent residential uses. The IT district in the CRA extends along a belt from 1<sup>st</sup> Avenue South in the east along the 7th Avenue Corridor to 49<sup>th</sup> Street South.

**INSTITUTIONAL CENTER** was created for institutions with large land holdings that need flexibility to plan and growth their complexes. The eleven parcels zoned IC in the CRA are owned by Pinellas Job Corps.

**PRESERVATION DISTRICT** is intended to encourage preservation of lands designated as preservation areas, in a natural or near natural state, and to safeguard these areas from inappropriate development and at the same time ensure that property owners of said lands shall not have to bear the full burden of preserving and conserving them. Areas in the CRA designated for “Preservation” include the Clam Bayou Nature Park and the Tidal Swamp and the Boyd Hill Nature Preserve, which are both located near the southern boundary.

#### **Property Disposition Policy**

For the purposes of this Plan, the Community Redevelopment Agency is authorized to sell, lease, exchange, subdivide, transfer, assign, pledge, encumber by mortgage or deed of trust, or otherwise dispose of any interest in real property. To the extent permitted by law, the Agency is authorized to dispose of real property in accordance with Florida Statute Chapter 163 and in compliance with this Plan.

The Community Redevelopment Agency may determine that it is in the best interest of the City to acquire such property for development by the City or disposition through competitive bidding. The CRA shall reserve such powers and controls through disposition and development agreements with the purchaser or lessee of the property as may be necessary to ensure that development conforms to this Plan.

Should any real property be owned, leased or otherwise come under the control of the City, the City’s administrative staff will conduct supervision and management. The City shall enter into

contracts, leases or management agreements as necessary to insure the preservation and maintenance of any such real property, and shall insure the greatest return feasible to the Agency.



# **Neighborhood Impact Element**

Before adopting a community redevelopment plan for an area which contains low-to-moderate income residents, Section 163.362(3), F.S. requires localities to prepare a neighborhood impact element describing in detail the impact of the redevelopment upon residents of the redevelopment area and the surrounding area in terms of several elements. These include housing relocation, traffic circulation, environmental quality, availability of community facilities and services and the effect on school population.

While specific impacts cannot be determined until concrete proposals are submitted, this section attempts to quantify the range of impacts that might be expected with respect to displacement of existing occupants and environmental quality.

### Overview of CRA Assets and Opportunities

Proposed public and private redevelopment efforts will have a number of far-reaching positive impacts on area residents and surrounding areas in terms of the following:

- Increased levels of amenities, community services and facilities;
- Improved environmental, physical, and social quality; and
- Increased housing supply and affordability and improvement in the existing housing stock through rehabilitation.

These expected outcomes will build on many assets and opportunities and help improve the likelihood of success for the redevelopment plan. First, the CRA is located just outside the Downtown Business District and in close proximity to the downtown medical center, St. Petersburg College Downtown Campus, and the University of South Florida-St. Petersburg. These anchor institutions not only provide critical services to St. Petersburg and the region but they also are potential employers and customers for the CRA's residents and businesses.

The CRA has also undergone significant area-wide planning and corridor revitalization efforts priming the pump for future success. South St. Petersburg contains two Florida Main Streets (Deuces Live and Grand Central), a program aimed at preserving and revitalizing Florida's historic commercial corridors.

In addition, the CRA features numerous workforce training and educational resources including: Pinellas Job Corps; St. Petersburg College's Midtown, Downtown and All State campuses; and the Pinellas Technical Education Center (pTEC). The area has several high performing public magnet schools, including Perkins Elementary School, Lakeview Fundamental Elementary School and Thurgood Marshall Middle School.

The CRA has strong recreational facilities providing amenities to its many neighborhoods, with eleven parks and five recreation centers. The Pinellas Trail, a 38-mile recreation trail, and the Clam Bayou Trail provide opportunities for walking,

running, and biking. Other area assets include the Roser Park and Historic Kenwood neighborhoods, both listed on the National Register of Historic Places.

Finally, public investment has helped stimulate private investment in the CRA. Since 1999 more than \$400 million has been invested by the City of St. Petersburg, Pinellas Schools and the federal government. The City has spent approximately \$34 million on housing, nearly \$15 million in transportation and trails, and \$101 million in amenities and infrastructure such as parks and recreation facilities, water utilities, sidewalks and road resurfacing. The School Board has spent \$216 million building two new schools in the CRA and substantially renovating several others. Finally, the United States Department of Labor opened the \$40 million Pinellas Job Corps facility in the heart of South St. Petersburg.

### Impact of Redevelopment Activities

Future growth in the South St. Petersburg Community Redevelopment Area will be guided largely by the City's existing comprehensive plan and land development regulations. While there may be occasions in the future for land use and zoning changes that will increase intensities and densities in response to development opportunities that are consistent with all underlying requirements, the Redevelopment Plan does not envision widespread changes to the neighborhood fabric. The changes that do occur will most likely occur in areas where residential and nonresidential

border one another. In abiding by this approach, the Redevelopment Plan will reduce potential impacts on existing residents and augment and improve the current amenities that South St. Petersburg offers residents and employees.

### Projected Development in the South St. Petersburg CRA

In accordance with the approach described above, the two subsections below project the estimated increase in population and employment if vacant lands are developed according to their underlying zoning density and intensity. These projections will be used to evaluate anticipated impacts on neighborhood utilities and facilities

#### Residential Development

New residential development is critical to the overall success of the redevelopment plan as it will support local businesses and establish a stronger sense of "neighborhood" for the community. The purchase and rehabilitation of existing structures within the neighborhood may qualify for financial assistance through the City's various housing programs, including the tax increment financing programs described in Chapter Four.

Based on a November 2013 analysis, City staff found that there are more than 970 vacant parcels with residential zoning that can be developed. These parcels are widely dispersed throughout the CRA and total 160.6 acres. The average lot size

is 7,200 sf, while the median lot size is 5,967 sf, about the size of a typical single-family lot in St Petersburg.

The South St. Petersburg Redevelopment Plan provides opportunities for new housing construction through the Neighborhood Traditional, Neighborhood Suburban, Corridor Suburban and Corridor Traditional zoning districts. Table 5-1 below depicts the vacant acreage and projected population growth within each zoning district if built out.<sup>1</sup>

**Table 5-1 Potential Residential Growth in CRA at Buildout**

Zoning	Acres	# Units		Population Est.	
		Low	High	Low	High
SINGLE FAMILY					
NT-1	80.7	1,212	1,212	3,091	3,091
NT-2	40.3	572	572	1,459	1,459
NS-1	8.3	65	65	166	166
MULTIFAMILY					
NSM-1	20.8	319	441	861	1191
NSM-2	3.1	74	93	200	251
MIXED USE					
CRT-1	5.9	139	175	375	473
CRT-2	1.5	62	72	167	194
<b>Total</b>	<b>160.6</b>	<b>2,443</b>	<b>2,630</b>	<b>6,319</b>	<b>6,824</b>

<sup>1</sup> The “Low” column uses the base density allowed in each zoning district while “High” includes the potential for density bonuses available in multifamily and mixed use zoning districts. Population is based on a 2.55 household size for single-family zoning and 2.7 for multifamily and mixed use districts. This is derived from 2012 American Community Survey data for the CRA.

This estimate does not include the potential for increasing densities through zoning changes that may occur as opportunities present themselves. Nor does it include the opportunity for building one accessory unit per parcel, which the NT-1 and NT-2 zoning districts allow. Another ~800 units could potentially be added if all eligible parcels took advantage of this provision.

Not surprising, new residential development in the CRA will be predominantly single-family housing. Nearly 81 percent of the vacant residential land is zoned single-family, along with a corresponding 70 percent to 75 percent of the potential new units.

The timing of population growth is crucial for evaluating impacts on facilities such as schools and parks, and is a function of the expected rate of growth. As identified in Chapter 2, the CRA netted a 124-unit gain between 2005 and 2013, or about 13.8 units net gain a year. At that rate of growth, it would take nearly 180 years for the CRA to reach buildout of its vacant residential land. Of course, this was an extraordinary period in America’s economic history, including first the housing bust and then the onset of the Great Recession in 2007. During this period 4.5 times more dwellings were demolished than built in the CRA. A more reasonable growth rate could be drawn from the years 2003-2006, when the CRA added between 34 and 113 net units per year, which is an average and median net growth rate of approximately 75 units a year. Assuming that rate, residential buildout would be accomplished in approximately 33 years by 2048.

Commercial and Industrial Development

Commercial and industrial development is also an important component of the South St. Petersburg Community Redevelopment Program. Increasing employment opportunities is the first step to lifting many residents and their families out of poverty. Although it is unlikely that all future employment generated in the South St. Petersburg CRA will be occupied by its residents, expanding the availability of employment for nearby residents is an important goal, especially for those who have limited transportation mobility.

To project employment, staff identified nearly seventy potential sites within the CRA that could accommodate new employment growth. These included four different scenarios: vacant land; vacant land for sale in November 2013; sites offering potential “consolidation” opportunities whereby more than half of a block was under single ownership; and “redevelopment” opportunities where a property was built at less than one-half the allowable floor area ratio (FAR) of the underlying zoning and considered “underdeveloped”.

After calculating the square footage of the development sites, staff derived two development scenarios to determine the potential “gross building square footage” available on each site. The first, which represents the low end of development potential, is based on the median FAR of existing development within each of the nonresidential zoning districts identified in Table 5-2. The second development scenario assumes that all

future new growth on these sites would be developed at the maximum nonresidential FAR allowed by zoning.

**Table 5-2 Potential Employment Growth in CRA at Buildout**

Zoning	Buildable Area (SF)	Employment Projections		
		Office	Industrial	Retail
CORRIDOR COMMERCIAL SUBURBAN AND TRADITIONAL				
CCS-1	82,632 / 174,798			125/ 265
CCS-2	33,132 / 99,395			52/ 157
CCT-1	81,327 / 282,670			125/ 448
CCT-2	5,570 / 17,407			9 / 28
CORRIDOR RESIDENTIAL TRADITIONAL				
CRT-1	38,244 / 128,589	96 / 320		7/ 26
CRT-2	9,271 / 37,618	26 / 107		
INDUSTRIAL SUBURBAN AND TRADITIONAL				
IS	32,508 / 59,466		43/98	
IT	918,243 / 1,679,713		1,414/2,587	
RETAIL CENTER				
RC-1	51,105 / 153,314			81/243
<b>Total</b>	<b>1.25M / 2.632M</b>	<b>122 / 427</b>	<b>1,467 / 2,685</b>	<b>404/1,167</b>

Once the “gross building square footage” for each site was calculated, a “building efficiency coefficient” of 80 percent was applied to account for building areas, such as hallways, utility spaces and bathrooms, that would not have employees. Finally,

staff calculated the number of employees per square feet for office, industrial and retail land uses.<sup>2</sup>

Based on the above assumptions, total new employment in the CRA at buildout will range between 1,993 and 4,279. The greatest employment growth is projected in industrial uses with a range of 1,467 to 2,587 employees, assisted greatly by the City's 13-acre (MOL) holding in the Dome Industrial Park, which could yield an estimated one-third of all projected industrial employment. Retail employment follows next with a range of four hundred to eleven hundred employees. Office development is expected to generate the least employment, between 122 and 427 jobs.

### Relocation and Replacement Housing

The Florida Statutes require all community redevelopment plans to provide for relocation and replacement housing when a redevelopment project affects residential property. This requirement is in place primarily to address relocations stemming from a locality's use of eminent domain. Although the Florida Statutes now significantly limits the use of eminent domain for economic development purposes, there still may be instances where the City condemns land for a public use project, such as road widenings or stormwater retention. Consequently, the City has developed a relocation policy to implement when homeowners or tenants are relocated as part

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<sup>2</sup> Arthur C. Nelson, FAICP. *Planner's Estimating Guide: Projecting Land-Use and Facility Needs*. Planners Press: Chicago, 2004. The gross sf/employee is calculated as 631.58 for retail, 350 for office and 609.42 for industrial.

of a redevelopment project. When utilizing local revenue sources for redevelopment projects, the City will continue to abide by the relocation policy as part of the South St. Petersburg Redevelopment Plan as well as ensure it complies with Pinellas County Code Section 38-81, *et seq.*

When federal funds are used to purchase real property in an identified project, housing replacement and relocation must comply with the Uniform Relocation Assistance and Real Property Acquisitions Policy Act of 1970, as amended. These requirements affect the acquisition of both owner- and tenant-occupied housing.

Residents who are displaced will be provided with full opportunity to occupy comparable replacement housing that is safe and sanitary and within their ability to pay. The CRA will remain responsible for any residential and commercial relocation activities and will provide relocation assistance and counseling.

The City of St. Petersburg receives funding through the following federal and state programs, Community Development Block Grant (CDBG), HOME Investment Partnership Program, and the State Housing Initiatives Partnership Program (SHIP). Additionally, the City has committed general revenue funds to establish a Housing Capital Improvement Program to fund specific housing initiatives. A variety of opportunities exist to construct new structures and rehabilitate existing structures for relocation in the surrounding neighborhoods.

The City of St. Petersburg also offers financial assistance to first time home buyers who purchase and occupy a new or existing eligible residential property located within the city's municipal boundaries and those who have not received prior financial assistance from the City of St. Petersburg. Second mortgage loans are available to assist the home buyer with closing costs, down payment and to reduce or "buy-down" the first mortgage interest rate. Down payment and closing cost assistance loans are provided to income eligible applicants at a zero percent (0%) interest rate. Repayment terms and loan amounts are determined by the sales price of the home.

The St. Petersburg Housing Authority (SPHA) also manages affordable housing units at Jordan Park in the CRA and offers rental vouchers for approximately one hundred units in the South St. Petersburg CRA. SPHA expends approximately \$1.2 million per month on the program in South St. Petersburg. SPHA's award-winning Section 8 program consistently receives the highest possible designation by the U.S. Department of Housing and Urban Development as a "High Performer" with a score of 100 out of 100 possible points.

Affordable housing is also available from Habitat for Humanity of Pinellas County (Habitat Pinellas), a local affiliate of Habitat for Humanity International. Since 1999, Habitat Pinellas has invested more than \$2.9 million in South St. Petersburg, building 43 new single-family homes and rehabilitating 6 others. Habitat Pinellas builds homes in partnership with the community and with low-income, qualified applicants. Homes are sold to the applicants with zero interest financing. In

addition to building and selling new homes, Habitat Pinellas also offers a home repair program within South St. Petersburg. Home repairs are completed using donated labor. Zero interest, affordable mortgages are provided to cover the cost of building materials.

Through the variety of programs available, residents in rental housing will be given the opportunity to relocate to safe, suitable housing in the vicinity of the redevelopment area and owner-occupants who choose to relocate will be given assistance.

#### **Traffic Circulation and Transportation Facilities**

Traffic circulation within the South St. Petersburg CRA is facilitated by a series of arterials and collectors that, for the most part, make for efficient travel in the north-south and east-west direction (see Map 5-1). The lone exception to this is east-west travel between 15<sup>th</sup> Avenue South and 5<sup>th</sup> Avenue South, which is blocked by Interstate 275.

The South St. Petersburg CRA is also well served by transit. Routes 4, 7, 11, 14, 15, 18, 19, 20, 23 52 and 79 traverse portions of the CRA, and the dozens of stops within it make for easy (if not timely) transfer from one route to another (see Map 5-1).

Finally, on-street bike lanes make for a convenient alternate mode of transport for transportation disadvantaged residents. The Pinellas Trail and Clam Bayou trails also allow for safe and

comfortable commuting and recreation. The Historic Booker Creek Trail Loop, a 2.7-mile trail segment of which portions traverse the Roser Park and Campbell Park neighborhoods, is scheduled to begin construction by 2016 at an estimated cost of \$900,000 (see Map 5-1).

According to the Pinellas County Metropolitan Planning Organization's (MPO) 2014 Level of Service Map, nearly all of the arterial and collector roads within the CRA function at Level of Service "C" or better. The only exception is a small segment of 34<sup>th</sup> Street North that operates at Level of Service "D" between 1<sup>st</sup> Avenue North and 5<sup>th</sup> Avenue North. All the arterials and collectors operate at or above the City's adopted Level of Service "D".

To determine the potential traffic impacts of the Redevelopment Plan on traffic circulation, staff reviewed the "Pinellas Transportation Plan", which has a planning horizon through the year 2040. Estimating population and employment within "Traffic Analysis Zones", the MPO forecasted traffic volumes and analyzes levels of service for major arterials and collectors in Pinellas County. Within the South St. Petersburg CRA in 2040, the MPO projects a 3,500 increase in population and an increase in employment of 2,470.

The MPO projects three-thousand fewer residents than the lower-range projection of the Redevelopment Plan, and 3,500 less than the upper range. The MPO employment projection lies within the low and high range estimated by the Plan, which

is 1,993 to 4,279 jobs. (Note: The additional three-thousand residents, who will be dispersed throughout the CRA, are not expected to degrade levels of service nor generate additional road improvements beyond that described below.)

According to the MPO's 2040 Plan, increased population and employment within the CRA will result in reducing levels of service on several arterials and collectors from their current state. Segments being reduced from LOS A- C to LOS D include

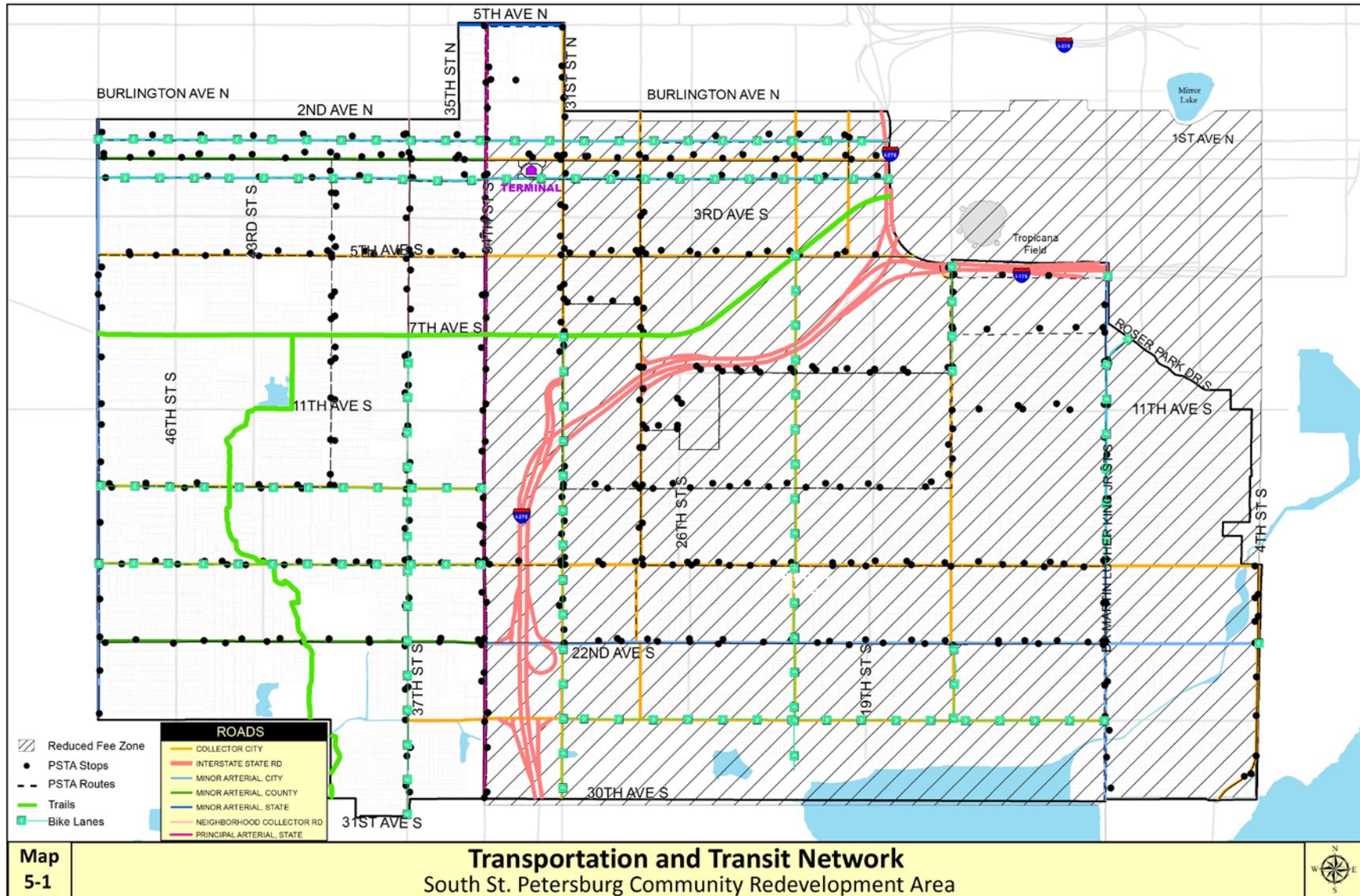
- 16<sup>th</sup> Street South (22<sup>nd</sup> Ave to 5<sup>th</sup> Ave)
- 34<sup>th</sup> Street (1<sup>st</sup> Ave N to 22<sup>nd</sup> Ave S)
- 49<sup>th</sup> Street (1<sup>st</sup> Ave N to 22<sup>nd</sup> Ave S)
- Dr. M.L. King, Jr. Street South (7<sup>th</sup> Ave to 5<sup>th</sup> Ave)
- 4<sup>th</sup> Street S (7<sup>th</sup> Ave to 5<sup>th</sup> Ave)

In addition, 34<sup>th</sup> Street North from 1<sup>st</sup> Avenue to 5<sup>th</sup> Avenue is expected to decline from LOS D to LOS F. With this lone exception, all arterials and collectors are projected to operate within the City's adopted "D" LOS.

The MPO's projected growth is expected to warrant an enhancement<sup>3</sup> to 22<sup>nd</sup> Avenue South between 34<sup>th</sup> Street and 58<sup>th</sup> Street, at an estimated cost of \$44.5 million that will be funded by Pinellas County and needed by 2040.

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<sup>3</sup> Enhancements may include any or all of the following: adding sidewalks; adding bike lanes; the provision of turning lanes at intersections; bringing the existing facility to urban section standards by providing the required lane widths, set-backs, drainage, curb and gutter.



### Emergency Evacuation Facilities

Evacuation zones are based on hurricane storm surge zones determined by the National Hurricane Center using ground elevation and the area’s vulnerability to storm surge from a hurricane. The evacuation zones are marked from A through E, plus non-evacuation zones. Within the CRA, the evacuation zones are located along the southern and eastern boundaries of South St. Petersburg near Clam Bayou, Lake Maggiore and Salt Creek.

**Table 5-3 Potential Population in CRA Emergency Evacuation Zones**

Evacuation Zone	# Units		Population Est.	
	Low	High	Low	High
A	2	2	5	5
B	252	280	652	728
C	95	110	248	287
D	51	52	131	134
E	123	134	320	348
<b>Subtotal</b>	<b>523</b>	<b>577</b>	<b>1,356</b>	<b>1,502</b>
X	1,920	2,053	4,963	5,322
<b>Total</b>	<b>2,443</b>	<b>2,630</b>	<b>6,319</b>	<b>6,824</b>

Nearly 85 percent of the land area in the South St. Petersburg CRA is located outside of emergency evacuation zones. After mapping all vacant residentially zoned land in the CRA, staff projects an additional 1,350 to 1,500 persons would reside in Evacuation Zones A through E at buildout. Approximately two-

thirds of these future residents would reside in Zones A through C, which are considered by the Coastal Management Element of the St. Petersburg Comprehensive Plan to be the most important for future planning.

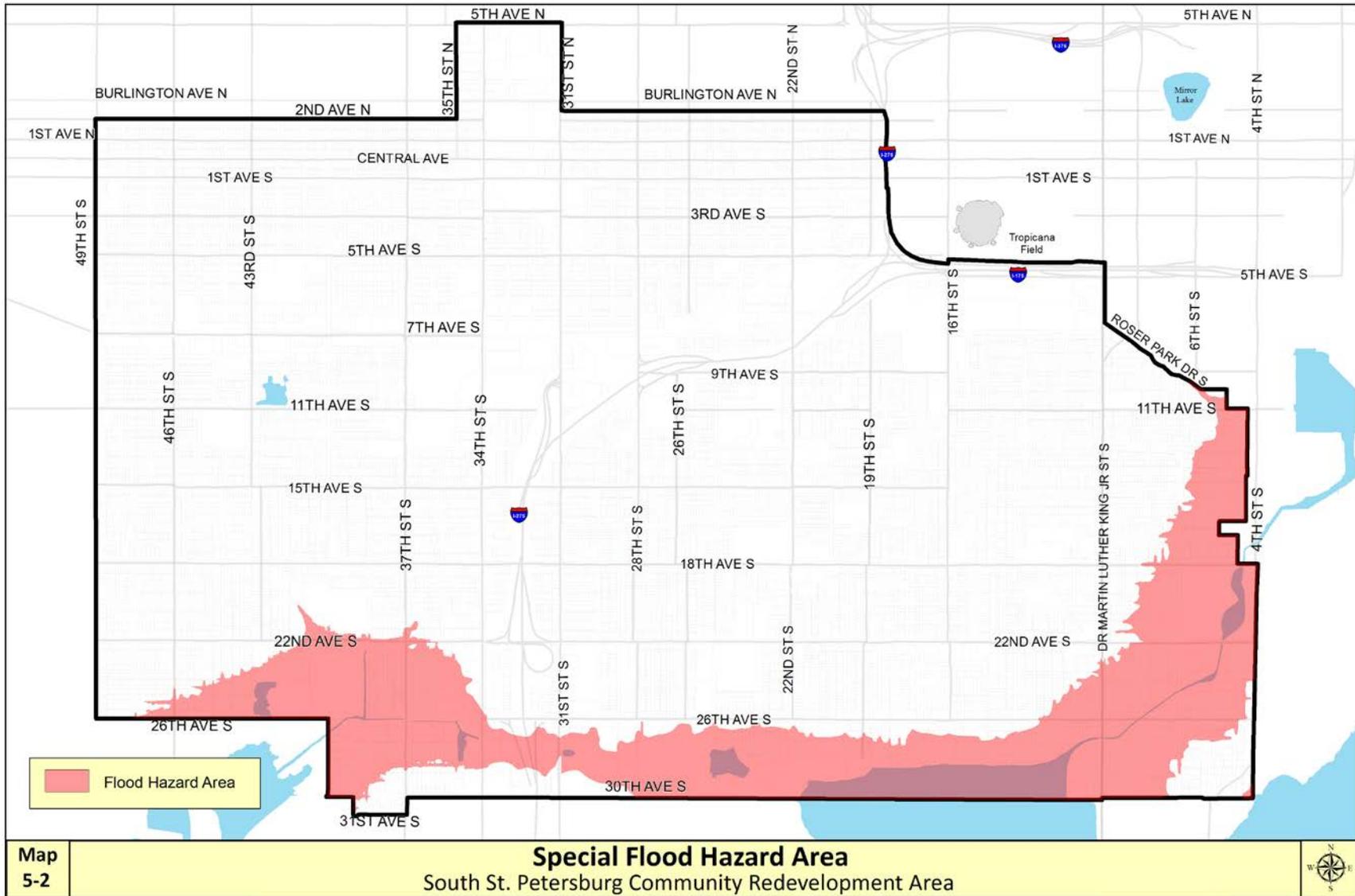
While acknowledging the increase in population likely to seek emergency shelter, the Emergency Management Division at St. Petersburg Fire and Rescue concludes that the current shelter availability is adequate to meet the need.<sup>4</sup> In fact, there are seven emergency public shelters in the CRA, all located at public schools. These include

- Fairmount Park Elementary (575 41<sup>st</sup> Street S)
- Gibbs High School (850 34<sup>th</sup> St S)
- John Hopkins Middle School (701 16<sup>th</sup> St S)
- Campbell Park Elementary School (1051 7<sup>th</sup> Ave S)
- Jamerson Elementary School (1200 37<sup>th</sup> St S)
- Thurgood Marshall Middle School (3901 22<sup>nd</sup> Ave S)
- James Sanderlin Elementary School (2350 22<sup>nd</sup> Ave S)

In addition, shelters are also available at Boca Ciega High School (924 58<sup>th</sup> St S) and Gulfport Elementary School (2014 52<sup>nd</sup> St S), which are close to Childs Park.

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<sup>4</sup> Conversation with Richard Stiff, February 12, 2015.



## Flooding

Based upon the Federal Emergency Management Agency (FEMA) Flood Insurance Rate Maps, most of the South St. Petersburg CRA is located outside of a flood hazard zone. Approximately 16 percent of the land area in the CRA - along its southern and eastern boundaries near Clam Bayou, Lake Maggiore and Salt Creek - is within the "AE" flood hazard area. Within the AE zone is approximately 35 acres of vacant residentially zoned land on which 500 to 550 units could be built. Their location within the AE zone does not preclude development on these lots, but will require elevating new structures where all living space is at least one foot above the base flood elevation for the property. In addition, since the use of fill to raise the property elevation is generally discouraged, stem wall and pier systems must be used.

## Effect on Educational Facilities and School Population

The South St. Petersburg CRA contains five elementary schools (Fairmount Park, Campbell Park, Melrose, Jamerson and Sanderlin), two middle schools (Hopkins and Marshall) and Gibbs High School. These schools are geographically distributed within the CRA.

Implementation of the South St. Petersburg Redevelopment Plan is expected to add between 6,319 and 6,824 people over the life of the Redevelopment Plan. Based on 2012 American Community Survey data, the school age population in the CRA totals more than 10,400 children, or 31 percent of the entire

population.<sup>5</sup> Using the same ratio, an estimated 1,960 to 2,115 school-age children will be added to the population when the vacant residential lands are buildout. In February 2015, the Student Assignment Department of Pinellas County Schools evaluated the likely impact if residential buildout in the CRA was achieved. They concluded that there would be more than adequate space available at the middle schools and high schools. Assessing impacts on the CRA's elementary schools, however, was more problematic as the Department concluded that three elementary schools within the CRA would exceed capacity toward the end of the buildout period in 2048.

## Provision of Park and Recreational Facilities

The South St. Petersburg CRA has vast park and recreational assets within its boundaries that will continue to provide high levels of service even with the potential addition of 6,800 residents, stretching from the Roser Park Trail and Campbell Park and Bartlett Parks in the north and east; Dell Holmes Park and Boyd Hill Nature Park on Lake Maggiore; and the Childs Park Lake and Clam Bayou Park in the southwest.

The CRA is also bisected by the Pinellas Trail, which runs from Tampa Bay to Tarpon Springs as well as the recently completed Clam Bayou Trail that intersects with the Pinellas Trail and carries users to Clam Bayou Park several miles south. On-

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<sup>5</sup> 2008-2012 American Community Survey 5-year Estimates. Table B01001: Sex by Age.

street bike lanes traverse the CRA on most major road segments.

The CRA has four major recreational facilities serving residents. These include Childs Park Recreation Center, Thomas “Jet” Jackson Center, Campbell Park Recreation Center and Enoch Davis Recreation Center. The Childs Park YMCA and Greater St. Petersburg YMCA also provide community recreation facilities.

## Consistency with Other Planning Efforts

The City of St. Petersburg has been involved with major planning initiatives in South St. Petersburg since the 1980s. These include community redevelopment plans, strategic planning initiatives, and neighborhood plans. In most respects, the South St. Petersburg Redevelopment Plan continues these efforts. This section provides an overview of these efforts.

### Community Redevelopment Plans

Four existing community redevelopment areas, approved under the tenets of Florida’s Community Redevelopment Act of 1969, are located within the South St. Petersburg CRA (see Map 2-1). These are noted below with their adoption dates. No redevelopment trust fund or tax increment financing district was established for them.

- 16<sup>th</sup> St. South Revitalization Plan
- Dome Industrial Park Pilot Project

- Tangerine Avenue
- Dome Industrial Park

The four plans will be “sunsetting” and folded into the South St. Petersburg Community Redevelopment Area with the adoption of the Redevelopment Plan. The specific planning strategies unique to each of these redevelopment areas will be included within the Redevelopment Plan where still relevant.

**16TH STREET SOUTH REVITALIZATION PLAN (1983)** The 16<sup>th</sup> Street South Redevelopment Area is a narrow, roughly one-block wide, 22-acre corridor straddling 16<sup>th</sup> Street South between 14<sup>th</sup> Avenue South, and one-half block north of 19<sup>th</sup> Avenue. The Redevelopment Plan sought to improve the economic viability of businesses along the corridor by creating its new image as a retail commercial business district. Business development goals concentrate on expanding the market potential of existing small businesses and creating a broader mix of commercial activity, especially those involving both specialty and convenience retail. Some design-related goals involve upgrading the physical environment through façade enhancement and landscaping, drainage and traffic circulation improvements. The plan also calls for creating a “healthy” pedestrian experience to serve existing and potential customers.

Major achievements of the 16<sup>th</sup> Street South Plan include the opening of Family Dollar on 18<sup>th</sup> Avenue South in 2008 as well as the opening of the United States Postal Service facility at the corner of 18<sup>th</sup> Avenue and 16<sup>th</sup> Street South. The City of St.

Petersburg also undertook streetscaping and beautification efforts in the 1990s after the 1996 disturbances.

**DOMES INDUSTRIAL PARK PILOT PROJECT (2000)** The Dome Industrial Park Pilot Project Redevelopment Area (DIPPP) is a 20-acre site located in Midtown and bounded by I-275 on its east and southeast, 22<sup>nd</sup> Street South on its west and 5<sup>th</sup> Avenue South on its north.



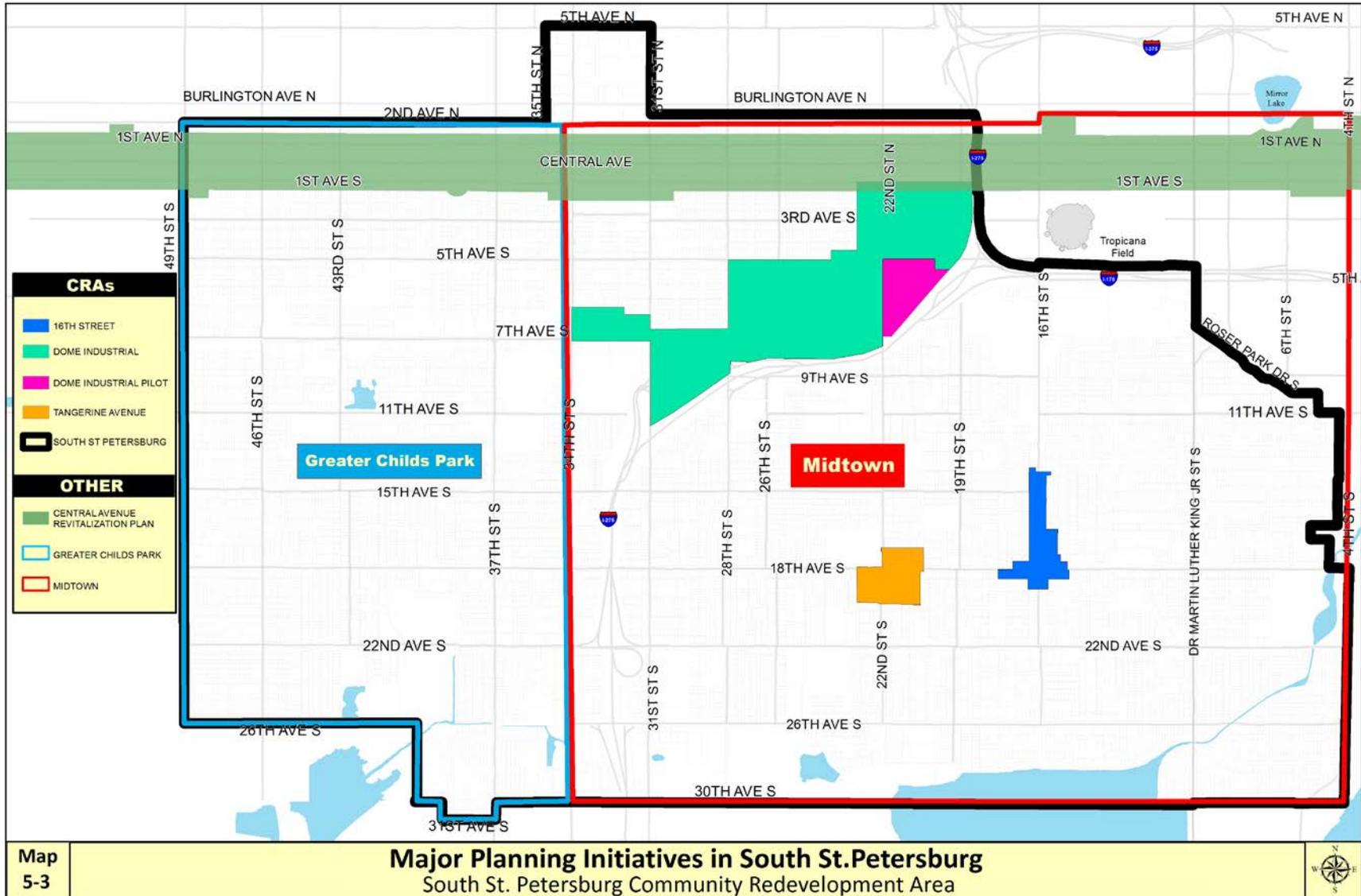
Figure 5-1 Pinellas Job Corps

When the Plan was first approved, the City conducted land assembly, relocation of residents, and infrastructure upgrades designed to attract a major industrial user or users. In 2005, the City amended the DIPPP Redevelopment Plan to allow the location of a United States Department of Labor Job Corps

facility on the site. The \$40 million facility opened in the heart of Midtown St. Petersburg in summer 2010. The nine-building campus adjacent to the Manhattan Casino includes vocational education facilities, a recreation center, gymnasium, administrative offices, a student service center, and two dormitories. Its students receive education and training in health care, construction, automotive repair, hospitality, and information technology. This center is the fifth in Florida and the 123rd in the country.

With Job Corps' completion, the only remaining element of the redevelopment plan was to lease the Manhattan Casino, which was substantially renovated in 2007, with only the first-floor tenant spaces awaiting completion. (The second floor was completed with the shell and remains available for community events.) In 2012, the City selected Urban Development Solutions through the RFP process, which led to a fifty-year lease providing that UDS rent the entire building and construct, operate and maintain a first-floor restaurant - Sylvia's, Queen of Soul Food - which is affiliated with the famous Harlem restaurant of the same name. With the opening of the restaurant in November 2013, the objectives of the Dome Industrial Park Pilot Project Plan have been completed.

**TANGERINE AVENUE (2003)** The Tangerine Avenue Community Redevelopment Area (TACRA) is located at the intersection of 18<sup>th</sup> Avenue and 22<sup>nd</sup> Street South. It includes approximately 20.74 acres on the northeast, southeast and southwest corners of the intersection. The primary goal of the Redevelopment



Plan is to promote commercial development on the north and south sides of 18<sup>th</sup> Avenue South. To that end, TACRA was developed in two distinct phases to facilitate implementation. Phase 1 included redeveloping the northeast corner of TACRA as a retail grocery shopping center, which opened as Tangerine Plaza in November 2005, and is now served by a neighborhood WalMart. Phase 2 encompassed the remainder of TACRA, involving commercial development along the south side of 18<sup>th</sup> Avenue South to support the supermarket in Tangerine Plaza. The City was able to first attract a GTE Federal Credit Union in 2009 to the southeast corner of 18<sup>th</sup> Avenue and 22<sup>nd</sup> Street South, fulfilling the Midtown community's long-standing need for mainstream financial services. The opening of Dollar General in 2011 on the southwest corner of that intersection provides much needed retail for the corridor. The final element of the Tangerine Avenue Plan will be completed when the Phase III site, located due east of the GTE Credit Union along 18<sup>th</sup> Avenue South is built. In December 2014, the City approved a land disposition agreement for a developer to build a nationally-recognized gas station and chain restaurant.

**DOME INDUSTRIAL PARK (2007)** The Dome Industrial Park Community Redevelopment Area is a 158-acre area bounded generally by I-275 on the east and south, 1<sup>st</sup> Avenue South on the north and 34<sup>th</sup> Street South on the west. The DIP Redevelopment Plan objectives and strategies were designed to focus the City's funding and administrative efforts in the DIP on business retention, expansion and recruitment. The implementation program for the Dome Industrial Park Community Redevelopment Plan centers on land assembly,

disposition and redevelopment efforts; infrastructure improvements; transportation improvements and enhancements; business assistance programs; and development and enhancement of the DIP's identity and appearance.

While the City has continued to purchase land to promote manufacturing efforts in DIP CRA, the area has also attracted artists and the creative class to what is now known as the "St. Petersburg Warehouse Arts District", adding the tagline "Where Art is Made." The district overlaps portions of the DIP, the historic 22nd Street corridor and a stretch of Central Avenue. Arts advocates believe the District is poised to become an important destination for artists and tourists.

The plan has a running start with a permanent collection of works by glass superstar Dale Chihuly that opened in 2010 in a Beach Drive gallery, along with a hot shop for glass-blowing demonstrations at the Morean Arts Center, owner of the Chihuly Collection. There are also already nearly twenty arts businesses and organizations within the proposed boundaries including the Train Station Center for Clay which has occupied the Seaboard Coastline building since 2000.

### Strategic Planning Initiatives

Two major "strategic planning initiatives" were undertaken by the City of St. Petersburg in the CRA in 2002 and 2007 – Midtown and Childs Park. These were significant undertakings by the community that underpin the South St. Petersburg

Redevelopment Plan and will help guide its implementation in the future.

The South St. Petersburg CRA comprises most of the City's 5.5-square mile Midtown area, which was identified as an "Urban Infill and Redevelopment Area" (Sec.163.2517, FS, *et seq*). The Midtown Strategic Planning area extends from 2<sup>nd</sup> Avenue North to 30<sup>th</sup> Avenue South between 4<sup>th</sup> Street South and the east side of 34<sup>th</sup> Street South. (see Map 5-1). The area is adjacent to the Greater Childs Park Area boundaries and includes the four community redevelopment areas described above.

The Midtown Strategic Planning Initiative was accepted by the City Council on April 4, 2002 following a series of focus group meetings and four public workshops. The Initiative's purpose was to "develop a document that will guide future policy, and to devise strategies that integrate planning, neighborhoods, and economic development principles to attain the expressed goals of the Midtown community." The Initiative made recommendations of ten overall objectives and 48 actions in eight different areas, which are summarized below:

- **ADMINISTRATION:** Establish a set of priorities with the sole purpose of focusing on the needs of the Midtown community.
- **ECONOMIC DEVELOPMENT:** Encourage growth in the commercial and industrial sectors of the local economy and

support residents with access to jobs paying livable wages with benefits.

- **PUBLIC INVESTMENT:** Invest in infrastructure and the development of community facilities.
- **POPULATION & HOUSING:** Increase population in support of future commercial growth and promote homeownership, while seeking opportunities for new, quality housing development by the private sector.
- **LAND USE & DEVELOPMENT REGULATIONS:** Preserve the integrity of neighborhoods, consolidate commercial areas, and introduce mixed uses, where appropriate.
- **COMMUNITY & FAITH BASED ORGANIZATIONS:** Foster growth in the service capacity of local social institutions, including community and faith-based organizations.
- **EDUCATION:** Support educational opportunities for Midtown and work with the School Board to meet future needs of the community.
- **PUBLIC SAFETY:** Continue programmatic efforts in the realm of public safety to further Midtown's economic development.

Since the inception of the Midtown Strategic Planning Initiative, more than 30 new businesses have opened in the Midtown area. Many key programs and developments were spurred by the Midtown Strategic Planning Initiative, including

those described above in the section devoted to the four existing community redevelopment area. Those not already described include

- Opening the James Weldon Johnson Library
- Preserving historic structures significant to the community including
  - the St. Pete Clay Company at the former Seaboard Railroad Station;
  - a Boys and Girls Club performing arts center at the historic Royal Theater;
  - a community health center at the former Mercy Hospital;
  - the Jordan Elementary School for a Head Start facility
- Opening a branch of St. Petersburg College Midtown offering college preparatory, associate degree and college credit courses.
- Constructing a new 45,000-sf St. Petersburg College Midtown campus on 22<sup>nd</sup> Street South
- Attracting new development near Central Plaza, including a new YMCA, a PSTA transit hub, and Hospice of the Florida Suncoast.

#### Greater Childs Park Strategic Planning Initiative (2007)

The Greater Childs Park Strategic Planning Initiative (Plan) was the culmination of an extensive public outreach program in

2006 and 2007 for the 2.5 -mi.<sup>2</sup> area bounded generally by 34<sup>th</sup> Street, 31<sup>st</sup> Avenue South, 49<sup>th</sup> Street and 2<sup>nd</sup> Avenue North. There are four neighborhood planning areas in Greater Childs Park: Central Oak Park, Childs Park, Twin Brooks and the Perry Bayview neighborhood. At the time of the Plan's adoption, the area had a higher population of pre-school and school-age children and highest percentage of single female head of households in Pinellas County.

The Childs Park Plan identified several key assets and opportunities in the planning area, as well as essential needs and citizen concerns including a library, services for the youth, and social services. The major themes that emerged throughout the community driven planning process were "building on success" and "connectivity, circulation and mobility." The process resulted in the creation of eight main elements of the plan, with each element having its own set of goals and objectives. These include:

- **FUTURE LAND USE & COMMUNITY DEVELOPMENT:** Strengthen the neighborhood's residential character while encouraging diversified uses and activities.
- **HOUSING:** Encourage higher density infill development and encourage home ownership opportunities for all residents.
- **NEIGHBORHOOD CHARACTER & IDENTITY:** Establish a positive identity for the area and ensure connectivity throughout the City.

- **RECREATION & OPEN SPACE:** Enhance the aesthetic and functional character of the area’s recreational facilities, natural resources, parks and open spaces.
- **CIRCULATION, MOBILITY, AND CONNECTIVITY:** Establish safe and efficient traffic circulation and pedestrian mobility that provides increased access to all modes of transportation.
- **COMMUNITY FACILITIES & SERVICES:** Provide public facilities and services that meet existing needs, as well as new demands and enhance communication between existing service providers and residents.
- **ECONOMIC DEVELOPMENT, EDUCATION, AND YOUTH DEVELOPMENT:** Formulate economic development strategies that provide residents access to a range of businesses, employment opportunities, and housing choices.
- **PROGRAM ADMINISTRATION, MARKETING AND COMMUNITY DEVELOPMENT:** Ensure successful implementation for the established priorities in the area and form strategic partnerships with stakeholders.

By 2015, approximately \$24,210,500 in improvements have occurred in the Greater Childs Park Area. Nearly two-thirds of has involved recreation and open space improvements. The largest public investment was made by the Southwest Florida Water Management District in the \$10.1 million Clam Bayou Restoration Plan that provides access points along trails to educational and recreational outlets. The City of St. Petersburg

supported this water management district by constructing \$2.49 million for the improvements along the Clam Bayou drainage canal and connections of local trails and greenways to the regional system of parks and trails. Completing investment in parks and recreation include construction of the \$1.0-million Childs Park YMCA and \$879,000 renovation of the Childs Park Recreation Center.

With more than \$6.8 million, housing investment comprises almost 30 percent of total public investment in Childs Park through 2015. The City’s ongoing rehabilitation program has contributed more than \$4.134 million in public housing investment to support neighborhood revitalization. The City has also provided \$1.1 million in assistance to more than sixty owner-occupied units for rehabilitation, emergency repairs, down payments, closing expenditures and other assistance to date. Through the Neighborhood Stabilization Program, the City reconstructed seven new homes in Childs Park for \$1.2 million. Finally, the City spent nearly \$450,000 in Childs Park to purchase fourteen vacant lots for land banking.

Nearly \$1 million has been invested in public infrastructure in Childs Park since 2007. The City spent nearly \$440,000 to complete the sidewalk network at missing locations in the neighborhoods in accordance with the City’s “Bike and Pedestrian Master Plan.” More than \$400,000 was spent by the City to extend improve streetscapes that connected the Childs Park neighborhood with the rest of the City. Finally, the City expedited implementation of \$93,000 in traffic design elements determined by the residents in the “Neighborhood

Traffic Plans”. These elements include landscaped medians, raised intersections, speed humps, brick imprinted crosswalks and turn lanes.

#### Central Avenue Revitalization Plan (2012)

The “Central Avenue Revitalization Plan” is intended to create a unified vision for the entire seven-mile Central Avenue corridor that stretches from Tampa Bay to Boca Ciega Bay, that at the same time, reflects the individual character of seven distinct districts – Core, Central Arts, Edge, Grand Central, Central Plaza, Professional and West Central. All of the Grand Central and Central Plaza districts are within the boundaries of the South St. Petersburg CRA, as is approximately one-half of the Professional District, which extends from 37<sup>th</sup> Street west to 58<sup>th</sup> Street.

The Central Avenue Plan focuses on five corridor-wide strategies areas that create the framework for the unified vision that are briefly highlighted below:

- **LAND USE AND URBAN DESIGN:** Increase densities and intensities and land use mixes to create transit oriented development opportunities with quality architectural design guidelines.
- **TRANSPORTATION:** Expand multimodal opportunities with improved transit service, including the planned bus rapid transit system (BRT), pedestrian enhancements and artistic transit stations that support transit connections.

- **STREETScape:** Improve the streetscape within the five lane section of Central Avenue between 31<sup>st</sup> Street and Park Street by installing decorative street lights and unplanted brick-top medians. Decorative mast-arm traffic signals, corridor signage and repairing and upgrading sidewalks are recommended throughout the corridor. Bulb-out installations are recommended where feasible in higher pedestrian traffic areas.
- **CORRIDOR-WIDE PROMOTION:** Establish an organization that creates and manages a corridor-wide marketing and promotions program. A logo and graphic system for the corridor is suggested.
- **ECONOMIC DEVELOPMENT SUPPORT SERVICES:** Support economic development along the corridor by providing support services to corridor businesses including incentives, training, reference resources, market and demographic information, grand openings and business interns.

Implementation of the plan has two primary components, ongoing programmatic projects and capital improvements. The most significant programmatic recommendations are the formation/continuation of an ongoing entity to advocate for the corridor as a whole, and the continuation and further development of the individual district organizations.

A significant three-phase capital improvements program (CIP) is identified for the corridor to implement a number of the plan

recommendations. Phase I (\$5.88 million) consists of funded projects that are either recently completed, under construction or let for bid. Phase I projects include mast-arm installations and the BRT Enhancement project. Phase II (\$5.65 million) consists of projects are not funded and subject to future appropriations. Potential funding sources are identified. Phase III (\$27.2 million) again, consists of projects that are not funded and subject to future appropriations. The largest project in the CIP, by far, is the BRT system construction at \$25 million. Potential funding sources for this project include federal FTA funds and/or countywide referendum approved funding.

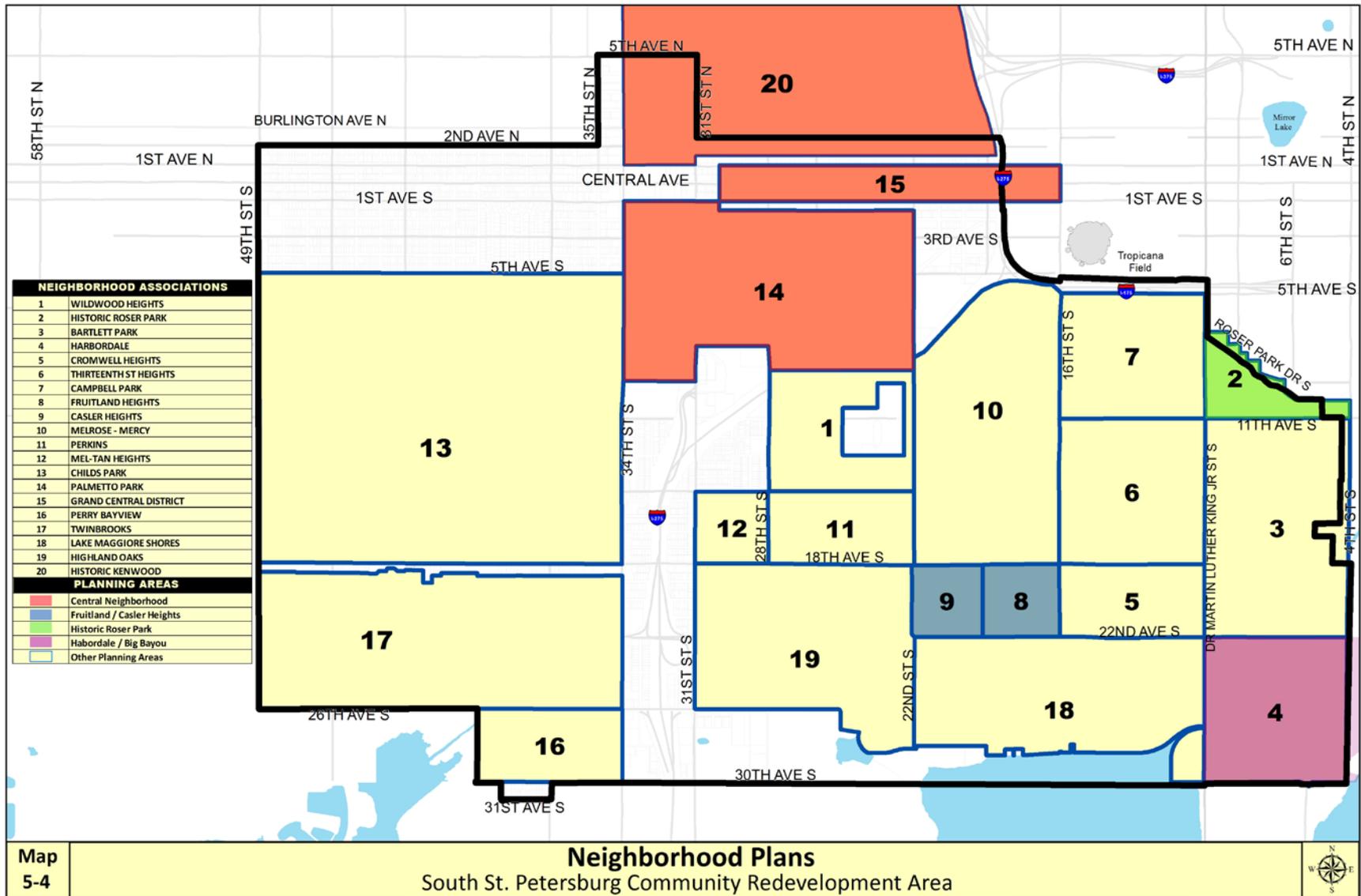
## Neighborhood Planning Initiatives

Since 1990, the City of St. Petersburg has had a robust neighborhood planning program. Since 1993, Neighborhood Partnership (now Community Services) took over responsibility from City Planning for neighborhood planning, which included development and implementation of the plans with the residents and their community partners.

Within the South St. Petersburg CRA, sixteen neighborhood plans have been developed and implemented between 1991 and 2010. The original neighborhood planning areas were allocated \$275,000 each – over \$4.4 million total - for neighborhood projects and sidewalk construction/repair. The plan projects identified and implemented included landscaping, traffic calming, identity signs, decorative lighting and playgrounds. Additional plan updates will be completed following the completion of the CRA process. These neighborhood plan updates will require a finding of consistency with the South St. Petersburg Redevelopment Plan in addition to other approval requirements. The Redevelopment Plan intends to assist neighborhoods with the implementation of their Plans through the use of tax increment monies where available.

**Table 5-4 Neighborhood Plans Approved in CRA, 1992-2010**

Neighborhood	Original	Update
Central	1992	By 2025
Bartlett Park	1993	By 2025
Historic Roser Park	1993	2014
Childs Park	1995	By 2025
Wildwood Heights	1995	By 2025
Perkins	2000	By 2025
Thirteenth Street Heights	2000	By 2025
Lake Maggiore Shores	2001	By 2025
Melrose Mercy	2001	By 2025
Harbordale	2002	By 2025
Highland Oaks	2002	By 2025
Fruitland Heights/Casler	2003	By 2025
Mel-Tan Heights	2003	By 2025
Cromwell	2004	By 2025
TwinBrooks	2005	By 2025
Perry Bayview	2009	By 2025





22nd St  
S  
N

Central  
2200

2201 2201

SPEED  
LIMIT  
25

**Exhibit A**

**Legal Description**

**BEGINNING AT A POINT AT THE SOUTHWEST CORNER** of the intersection of 26<sup>th</sup> Avenue South and 49<sup>th</sup> Street South and proceeding North along the West right-of-way line of 49<sup>th</sup> Street until intersecting with the North right-of-way line of 2<sup>nd</sup> Avenue North; and

Proceeding East along the North right-of-way line of 2<sup>nd</sup> Avenue North to its intersection with the West right-of-way line of 35<sup>th</sup> Street North and then heading North along the West right-of-way line of 35<sup>th</sup> Street North until intersecting with the North right-of-way line of 5<sup>th</sup> Avenue North; and

Proceeding East along the North right-of-way line of 5<sup>th</sup> Avenue North until intersecting with the East right-of-way line of 31<sup>st</sup> Street North, and then heading South along the east right-of-way line of 31<sup>st</sup> Street North until intersecting with the alley at the Southwest corner of Lot 8, Block 16 of Hall's Central Avenue Subdivision, as recorded in Plat Book 3, Page 39 of the Public Records of Pinellas County; and

Proceeding East from the Southwest corner of the aforementioned Lot 8, along the North right-of-way line of the alley until intersecting with the East right-of-way line of Interstate 275, and then heading South along Interstate 275 until intersecting with the North right-of-way line of Interstate 175;

Proceeding East along Interstate 175 until intersecting with the East right-of-way line of Dr. Martin Luther King, Jr. Street South, and then heading South along the East right-of-way line of Dr. Martin Luther King, Jr. Street South until intersecting with the North bank of Booker Creek;

Proceeding Southeast along Booker Creek until intersecting with the North right-of-way line of Roser Park Drive South, and then heading

East along Roser Park Drive South until intersecting the centerline of the 5<sup>th</sup> Street South right-of-way, and then heading South to the North right-of-way line of 11<sup>th</sup> Avenue South; and

Proceeding East along the North right-of-way line of 11<sup>th</sup> Avenue South until intersecting the centerline of the north-south alley separating Lots 1 through 6 of the Royal Poinciana Subdivision, as recorded in Plat Book 7, Pages 8 and 9 of the Public Records of Pinellas County, from Lot 1 of the Kamman Partial Replat of the Royal Poinciana Subdivision as recorded in Plat Book 61, Page 91, of the Public Records of Pinellas County; and

Proceeding South along said alley to a point due West of the Southwest corner of Lot 17 of Royal Poinciana as recorded in Plat Book 7, Pages 8 and 9 of the Public Records of Pinellas County, and then East until intersecting with the Southwest corner of said lot; and

Proceeding South from Lot 17 of Royal Poinciana along the West property line of the property described as follows

FROM SE COR OF NW 1/4 TH N 240FT & W 50FT  
FOR POB TH W 110FT TH N 90FT TH E 110 FT TH S  
90FT TO POB

and then South until intersecting with the South right-of-way line of Newton Avenue South; and

Proceeding West along Newton Avenue South until reaching the centerline of the alleyway separating Lots 3 through 6 from Lot 2, which are part of Block 2 of Croxton Subdivision, as recorded in Plat Book 5, Page 49 of the Public Records of Pinellas County, and then heading South along said alleyway until intersecting the North right-of-way line of Preston Avenue South; and

**Legal Description of South St. Petersburg Community Redevelopment Area**

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Proceeding West along Preston Avenue South until reaching the centerline of the 6<sup>th</sup> Street South right-of-way, and then heading South until intersecting the centerline of the 17<sup>th</sup> Avenue South right-of-way; and

Proceeding East along 17<sup>th</sup> Avenue South until intersecting the centerline of the 5<sup>th</sup> Street South right-of-way, and then heading South until intersecting the centerline of the 18<sup>th</sup> Avenue South right-of-way; and

Proceeding East along 18<sup>th</sup> Avenue South until intersecting the East right-of-way line of 4<sup>th</sup> Street South, and then heading South until intersecting the South right-of-way line of 30<sup>th</sup> Avenue South; and

Proceeding West along 30<sup>th</sup> Avenue South, its linear extension through Lake Maggiore and parts west and its segment West of I-275 until intersecting with the East right-of-way line of 37<sup>th</sup> Street South; and

Proceeding South along 37<sup>th</sup> Street South until intersecting with the South right-of-way line of 31<sup>st</sup> Avenue South, and then heading due West along 31<sup>st</sup> Avenue South and its extension until reaching its terminus and then heading North along the West right-of-way line of 31<sup>st</sup> Avenue South to the Southwest corner of Lot 8, Block 11 of Bayview Terrace as recorded in Plat Book 8, Page 11 of the Public Records of Pinellas County; and

Proceeding North along the West property line of the aforementioned Lot 8 until intersecting the centerline of the 30<sup>th</sup> Avenue South right-of-way, and then heading West along 30<sup>th</sup> Avenue South and its extension until intersecting with the city limits; and

Proceeding North along the city limits until reaching the property commonly known as Twin Brooks Golf Course and described as follows:

W 638 FT OF NW 1/4 OF NE 1/4 & E 335 FT OF NE 1/4 OF NW 1/4 LESS ST ON N AKA LOTS 9 & 24  
CONT 29.18 AC (C)

and West along the city limits, which follows 26<sup>th</sup> Avenue South until intersecting with 49<sup>th</sup> Street South and **THE POINT OF BEGINNING.**



**Exhibit B**

**Pinellas County TIF Policy (June 2014)**

APPLICATION OF TAX INCREMENT FINANCING FUNDS  
IN COMMUNITY REDEVELOPMENT DISTRICTS  
WITHIN PINELLAS COUNTY

**ELIGIBLE PROJECTS FOR TAX INCREMENT FINANCING (TIF) REVENUES:**

Any project funded by moneys from a redevelopment trust fund must meet the requirements of Section 163.387(6), F.S.\* The project must also be addressed in the CRA Plan as an element to implement the Plan in order to mitigate the slum/blighting conditions of the District.

- 1) Capital Projects (“hard costs”) that may be funded by COUNTY-contributed TIF meet the following criteria:
  - The project is an integral part of the redevelopment plan (Statutory) and has “district-wide” benefit (County policy) Examples of such projects include:
    - o Streetscape improvements
    - o Public parking facilities
    - o Major/regional drainage improvements
    - o Mobility improvements
    - o Non-governmental public facilities (e.g. a library or Mahaffey Theater)
    - o Brownfields environmental cleanup
    - o Development of affordable housing
    - o Trail improvements

“Soft Costs” that may be funded by COUNTY-contributed TIF:

- Cost associated with Affordable Housing Program efforts and relocation assistance for displaced residents (County policy)
- Planning/engineering/survey studies, and other professional services associated with capital project that would be funded by County-contributed TIF (Statutory)
- Site acquisition (Statutory)
- Commercial Façade Grants

- 2) Capital Projects and “Soft Costs” not eligible for funding by COUNTY-contributed TIF:

- Marketing and Special Events expenses (Statutory)
- General government operating expenses including operational costs of CRA office, that is, personnel costs and office administrative expenses (County policy)
- Utility service costs, including irrigation water costs and electrical costs for special events and streetlights (Statutory)
- Community policing (County policy)
- Streetscape maintenance (Statutory)
- Revolving loan fund (County policy)

- Undergrounding utility (electrical/telephone/cable) lines (County policy)
- Residential assistance (facade) grants (County policy)
- Construction of administrative buildings, police and fire buildings, unless taxing authorities concur (Statutory)
- Economic Development Officer Program (County policy)
- Projects that are or can be funded by an enterprise fund (e.g. sewer and potable water systems) (County policy)
- Neighborhood Improvements such as:
  - Improvements to neighborhood streets and sidewalks
  - Streetlights on neighborhood streets
  - Neighborhood pocket parks
  - Local drainage

3) Capital Projects (“hard costs”) that may be funded by CITY-contributed TIF meet the following criteria:

- Within established CRA boundaries (Statutory)
- Is an integral part of the CRA Plan as an element to implement the Plan in order to mitigate the slum/blighting conditions of the District (Statutory)
- Consistent with the provisions of §163.387(6), F.S.\* (Statutory)
- Projects that may be funded by COUNTY-contributed TIF
- Neighborhood Improvements

“Soft Costs” that may be funded by CITY-contributed TIF:

- Cost associated with Affordable Housing Program efforts, such as relocation assistance (Statutory)
- Planning/engineering/survey studies, and other professional services associated with capital project that would be funded by TIF (Statutory)
- Site acquisition (Statutory)
- Community policing (Statutory)
- Business and residential assistance (facade) grants (County policy)
- Operational costs of CRA office, including personnel costs and office administrative expenses related to redevelopment (Statutory)
- Revolving loan fund (County policy)
- CRA Redevelopment Incentive Funding (County policy)
- Undergrounding utility (electrical/telephone/cable) lines (Statutory)
- Marketing and Special Promotional Events and Activities (County policy)

4) Capital Projects and “Soft Costs” not eligible for funding by CITY-contributed TIF:

- Utility service costs, including irrigation water costs and electrical costs for special events and streetlights (Statutory)
- Streetscape maintenance (Statutory)

- Construction of administrative buildings, police and fire buildings, unless taxing authorities concur (Statutory)
- Government operating expenses unrelated to the carrying out of the redevelopment plan (Statutory)
- A project that can be funded by an enterprise fund or other available funding source (County policy)
- Economic Development Officer Program (County policy)

\* §163.387(6), F.S., discusses what moneys in the redevelopment trust fund may be spent on and requires that the expenditures be “directly related to financing or refinancing of redevelopment in a community redevelopment area pursuant to an approved redevelopment plan”. The statute goes on to list certain expenditures it deems appropriate. Expenditures like streetscape maintenance and utility service are not among those listed in the statutes.

August 10, 2007  
Updated April 4, 2009  
Updated June 2014