



***REDEVELOPMENT ISSUES
AND STRATEGIES
FOR PINELLAS COUNTY***

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Redevelopment Issues and Strategies for Pinellas County

Prepared For The:

Pinellas County Planning Council
And
Pinellas County Economic Development Department

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Section 1. Executive Summary

Background

Pinellas County and its local government jurisdictions, after nearly a century of growth and development, are approaching a “built-out” state, and much of what will occur in our built environment over the next century will be of a “redevelopment” nature.

Preservation, rehabilitation, and reconstruction, all components of “redevelopment,” pose special challenges and opportunities that require new thinking and new approaches to make this new phase of our countywide growth process as productive as it can be.

The Redevelopment Vision – “Pinellas, A Community Of Quality Communities”

It is the conclusion of the analysis and recommendations in this report that redevelopment initiatives are critical in achieving the vision that Pinellas County is to be a community of quality communities. It is essential that each jurisdiction and participant in our multicentered, diverse county achieve its desired maximum potential through a coordinated effort that enhances our quality of life and economic opportunity.

To achieve this vision, it will require bold leadership from our elected officials, the strong support of the citizenry, and the cooperation and assistance of the private sector and public agencies. The long-term commitment of political, financial, and technical resources from all those engaged in the redevelopment process will be vital to its success.

To achieve the redevelopment vision, it will require bold leadership from our elected officials, the strong support of the citizenry, and the cooperation and assistance of the private sector and public agencies

Purpose

It is the purpose of this study to identify and evaluate those issues that affect redevelopment, the two main components of which are:

1. **Establishing A Consensus Direction**

To identify the particular needs of, and opportunities for, redevelopment, by establishing overall objectives to guide these needs and opportunities; and

2. **Evaluating The Regulatory Issues**

To identify and evaluate the regulatory framework in relationship to the special needs of the redevelopment process.

This initial effort to identify those issues uniquely related to redevelopment was designed as the first phase of a three-phase approach. It will provide a base of information and evaluation of

issues from which to develop specific recommendations, and then to implement those recommendations in follow-up phases of work, should that have merit based on the findings in this study.

Findings

The principal findings, which are set forth in more detail in Section 9, Conclusion, include the following:

1. **We Are Approaching Build-Out**

As Pinellas County and its member local governments approach build-out, our future economic well-being and quality of life will increasingly depend on our ability to redevelop.

2. **We Have A Solid Foundation As A Desirable Place From Which To Redevelop**

Pinellas County has a number of outstanding attributes that make it a desirable place to live, work, and visit and these attributes will serve us well as a strong foundation for redevelopment.

3. **Redevelopment Is Both Necessary And Inevitable**

Redevelopment has been defined for the purposes of this project in its broadest sense, meaning that it encompasses the preservation, revitalization, and reconstruction of our built environment. As a maturing urban county, it is essential that we redevelop in order to continue to prosper, and that we

begin immediately to put in place definitive public policies to guide this evolutionary process.

4. **Redevelopment Requires A New Vision**

The redevelopment process will occur with or without any overarching purpose or clearly articulated objectives. To achieve its full potential, the process requires consensus on identifiable public benefit and a coordinated public/private partnership.

5. **Redevelopment Requires New Approaches**

As we embark on a new phase of planning and development that focuses on redevelopment, it will require that we assess and revise the planning and regulatory measures that are used to guide the redevelopment process.

6. **Redevelopment Requires New/Expanded Tools**

For redevelopment to be as positive an influence as possible on our built environment and our quality of life will require we utilize the full array of “tools” or measures available.

7. **Redevelopment Requires A Continuing And Long-Term Commitment**

Redevelopment is not a singular or one-time event, but rather a continuum of both independent and partnered projects involving both private, individual, unilateral investment decisions and planned, coordinated, public participation in an on-going process.

Recommendations and Follow-Up Actions

The recommended follow-up actions, which are set forth in more detail in Section 9, Conclusion, include the following:

1. Establish Programs And Responsibilities For Education And Communication

In order to facilitate an on-going dialogue essential to a broad-based understanding of the importance of redevelopment to the continued vitality of our county, it is recommended that the following informational tools be considered:

- Prepare and disseminate a citizens guide to redevelopment
- Prepare and present a public officials guide to redevelopment
- Initiate a coordinated redevelopment information effort with the media
- Facilitate staff training/focus on redevelopment
- Prepare and maintain a redevelopment database

Components of redevelopment pose special challenges and opportunities

2. Identify And Prepare Redevelopment Code Provisions

In the interest of addressing the several matters related to the regulatory aspects of redevelopment review, it is recommended that the following items be considered:

- Create specific building code provisions for remodeling, rehabilitation, and renovation
- Prepare and make available a handbook of redevelopment techniques for local land development regulations
- Promote and facilitate local code audits
- Review and amend Countywide Rules as determined appropriate

3. Establish Clear Framework For Intergovernmental Coordination

In order to establish common objectives and a coordinated approach to redevelopment on a countywide basis, it is recommended that the following tasks be assigned and undertaken:

- Identify and implement mechanisms for coordination with external agencies
- Establish an interdisciplinary redevelopment task force
- Conduct consistent code enforcement
- Prepare and utilize consistent code format and organization
- Produce a local redevelopment plan summary
- Establish a local redevelopment assistance resource team

4. Utilize Public/Private Investment Techniques

In order to facilitate redevelopment in the locations and manner desired by local government, it will frequently be necessary and appropriate for the public sector to participate directly in the process through a number of mechanisms and incentives which may include the following:

- Develop and establish density and/or intensity bonus provisions
- Prepare and approve special area plans
- Expand and implement neighborhood preservation efforts
- Identify and provide for infrastructure needs
- Create incentives for public places of special value
- Make available land assembly techniques
- Integrate economic redevelopment objectives with local plans and regulations
- Facilitate private financing mechanisms

It is an additional recommendation of this report that the above-referenced items be undertaken on a prioritized basis with specific responsibility for each as determined appropriate, consistent with available resources. Furthermore, the Steering Committee selected to coordinate this first phase of work should remain in place to assist in the oversight and coordination of follow-up work on an ad hoc basis as determined appropriate.

Education, regulatory reform, intergovernmental coordination, and investment incentives are the prerequisites for advancing a meaningful redevelopment process

Section 2. Background

Introduction

Pinellas County has evolved from scattered agricultural settlements in the early 1900s to a multicentered metropolitan county of 2001. There have been several distinct stages in this evolution. Pinellas County continues to be a dynamic community with a thriving economy that will attract future population and employment.

Pinellas County General Information

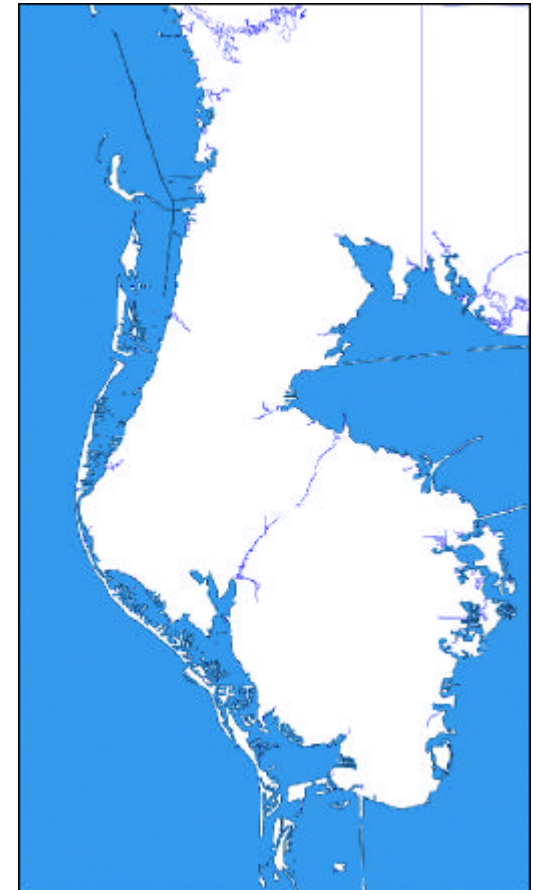
The Pinellas County peninsula forms the western boundary of Tampa Bay. Pinellas County was visited by the early Spanish explorers and early documentation of a vast protective bay created an attraction for pioneer sailing populations.

Originally part of Hillsborough County, the “Point of Pines” evolved as an early tourism and agricultural center. Chief among the crops was citrus fruit, which was shipped across the country by rail. At the turn of the century there were 227 structures in the county.

Today, Pinellas County is built out at a density of almost 3,300 persons per square mile. The total population is 921,000 residents living on 280 square miles of land. In addition to permanent residents, Pinellas County is visited by millions of tourists and seasonal residents each year.

Development has been characterized as progressive urbanization. St. Petersburg became the largest city, with distinctive urban settlements in Tarpon Springs, Dunedin, Clearwater, and Largo. Later, the barrier islands on the western edge of the county became the focus of tourism.

Following World War II, the population grew rapidly due primarily to retirees relocating to the county, and over the next several decades, the small towns increased in size and began to grow together. Suburban development replaced the rural environment and today the county has 24 municipalities comprising 155 square miles, and an unincorporated area of 125 square miles. Although the urban pattern extends virtually to all corners of the county, each individual community retains its own distinct local character. In addition to incorporated cities, unincorporated places such as Palm Harbor, East Lake, and Lealman have distinct identities.



The Regional Context

Pinellas County and neighboring counties comprise the Tampa Bay area. The region is among the top fifteen U.S. market areas. Within fifty miles of Tampa, there are over two and one half-million residents. Annual tourist and visitors to the county total 4.7 overnight and 7.5 million day visitors.

Pinellas County contains the highest concentration of quality natural feature areas (primarily beaches) accessible to the public and a concentration of cultural and business resources. North of the county there are no Gulf beaches for several hundred miles. Additionally, a high-end development corridor extends from Lee County to the north including the Tampa Bay region and Pinellas County. This county is now seen as a major opportunity area for investment, in spite of our largely developed character and the complexity associated with redevelopment.

Demographics

Between 1940 and 2000, Pinellas County's population grew ten fold, from 92,000 to 921,000. The most rapid rates of growth occurred in the 1960s, when the population grew by 58 percent. However, a recent study published by the University of Florida indicates that Florida will grow by 2.5 million people during each of the next three decades, while the county is projected to be among the three slowest growing counties between 2000 and 2030. The projected growth rate for the county over this time period will be about 20 percent. These growth trends are expected to reduce Pinellas County's percentage of the regional population. In 1990, Pinellas comprised 41 percent of the population, but by 2020, its share is expected to decrease to 35 percent.

All of the communities in the county grew during the past decade; but changes in the demographic composition are evident. For example, the percentage of people under age 18 grew from 18 to 21 percent between 1990 and 2000. During the same time period, the percentage of persons aged 65 and over decreased from 33 to 26 percent. The 65 and older age group is projected to decline further to 23.9 percent by 2010.

Table 1
Regional Population* (000s)

	1990 Population	% of Regional Population	Estimated 2020 Population	% of Regional Population
Pinellas	851.7	41%	1,008.8	35%
Region	2,070.0	--	2,862.2	--

Source: Pinellas Planning Council, 2001

* Counties included in the Tampa Bay Metropolitan Statistical Area are Hernando, Pasco, Hillsborough, and Pinellas

Within Pinellas County, the older established communities are experiencing significant demographic shifts. In St. Petersburg and Clearwater from 1990 to 2000, the entire net population increase was represented by the increase in African-American, Hispanic, or Asian people.

In Oldsmar, Palm Harbor, Feather Sound, and Seminole, the population trends from 1990 to 2000 showed increases in all demographic categories. In contrast to the older urban areas of St. Petersburg and Clearwater, these communities had notable amounts of new development over the past decade.

Table 2
Pinellas County Population Growth

Year	Population	% Increase
1940	91,852	N/A
1950	159,249	42%
1960	374,665	58%
1970	522,239	28%
1980	728,531	28%
1990	851,659	15%
2000	921,482	8%

Source: Pinellas Planning Council, 2001

Population changes by in- or out-migration and natural changes (births and deaths). For years, the county has had a negative natural increase. As a result, the county must replace 49,000 people annually just to retain its current population.

Housing Characteristics

The last Census indicates that in April, 2000, there were 481,573 housing units in Pinellas County. Nearly 14 percent of these units were categorized as vacant, although about half were held for seasonal occupancy.

Notwithstanding its dramatic population increases over the last several decades, residential development in Pinellas County has

remained remarkably low-intensity with an overall residential density of 6.85 units per acre. This characteristic development pattern is typical of that within the State of Florida, i.e., a high percentage of single-family residences constructed on lots ranging in size from approximately 5,000 square feet to well over an acre. Even when land use designations allow greater densities, other forms of residential development have generally followed the pattern established by single-family housing in that actual densities are lower than what is allowed either by zoning or land use designations.

Pinellas County's housing stock is comprised of predominantly single-family units. Of the total 488,059 existing units as of February, 2001, the percentages of units by type were: single-family, 51 percent; mobile homes, 11 percent; condominiums, 16 percent; and multifamily apartments, 20 percent.

Notwithstanding its rapid population growth, residential development has typically been suburban style low density

Throughout its development, Pinellas County has maintained a low-density profile, with an overall density of 6.85 units per acre. The average single-family density is 4.5 units per acre, mobile home density is about 11 units per acre and multifamily density is about 17 units per acre, according to the Pinellas Planning Council data.

The age of the county's housing stock mirrors the population growth. The greatest percentage growth of the housing stock occurred in the 1960s. The age of the housing stock differs by area of the county as indicated in Table 3.

Table 3
Housing Age By County Area

Age In Years	1-19	20-29	30-39	40-49	50+
North	57.3%	27.1%	5.9%	6.8%	2.9%
South	7.4%	13.5%	15.1%	40.5%	23.5%
Mid	19.3%	30.8%	22.5%	22.8%	4.6%
Beaches	36.6%	31.5%	10.4%	14.8%	6.6%

Source: Pinellas Planning Council, 2001

While future residential construction will take place throughout the entire county, there will be significant differences in the amount of new housing activity depending on location. North county is projected to receive 45 percent of the new units; Mid-county, 40 percent; South county, nine percent; and the Beaches, six percent.

Property Values

Increasing property values are an identified condition of a dynamic real estate market. In a desirable area, as the amount of undeveloped land dwindles, price per acre increases. This is due partly to competition and to the fact that developers are revisiting marginal

lands that are more expensive to develop. With new high-cost construction, existing properties in sound condition increase in value.

Changes in Pinellas County land prices may be indirectly observed through assessed property values. Table 4 shows the appreciation in assessed values for residential, commercial, industrial, and other types of land between 1991 and 1999. Taken as a whole, land value in the county increased by more than \$16 billion during that time period, with the majority (\$11.5 billion) attributable to residential land. Commercial land had the smallest value increase. The "other" category, which had the greatest percentage increase, is composed of institutional, utility, outdoor recreation, and government use.

Table 4
Assessed Property Values (\$000,000s)

	1991	1999	% Change
Residential	\$18,216	\$29,769	63.4%
Commercial	\$6,125	\$6,193	1.1%
Industrial	\$1,357	\$1,571	15.8%
Other	\$928	\$5,437	485.8%
Total	\$26,627	\$42,971	N/A

Source: Florida Statistical Abstract 1994-2000

Employment And Income

Employment data included in the following table show a diverse employment base. No single industry or employer dominates the county's employment. The average wage in Pinellas County is \$27,000 per year. Currently, the county's labor force is 503,000 with an unemployment rate of three percent. The largest employment categories are administration/support, retail trade, and health care. The tourist industry (accommodation and food service) is the fourth largest employment sector.

Table 5
1999 Countywide Employment

Type of Employment	Annual Payroll	# of Workers	Total # of Businesses	Avg. Pay/Employee
Construction	\$521,313	18,169	2,059	\$28,692
Manufacturing	\$1,424,624	40,761	1,303	\$34,951
Wholesale Trade	\$708,800	17,810	1,699	\$39,798
Retail Trade	\$1,169,314	54,760	3,817	\$21,353
Transportation & Warehousing	\$76,355	3,335	338	\$22,895
Information	\$356,732	10,066	403	\$35,439
Finance & Insurance	\$1,054,926	25,877	1,868	\$40,767
Real Estate & Rental & Leasing	\$126,507	5,244	1,275	\$24,124
Professional, Scientific, Technical	\$985,756	26,732	3,198	\$36,876
Management of Companies	\$342,427	7,616	165	\$44,962
Administration, Support	\$1,512,278	79,321	1,733	\$19,065
Educational services	\$87,207	3,895	237	\$22,389
Health Care	\$1,646,241	54,270	2,882	\$30,334
Arts, Entertainment, & Recreation	\$129,081	5,582	337	\$23,125
Accommodation & Food Services	\$400,584	33,483	1,863	\$11,964
Other Services	\$326,932	18,509	2,548	\$17,663
Miscellaneous	\$139,314	3,122	362	\$44,623
Total	\$11,008,391	408,552	26,087	\$26,945

Source: U.S. Census Bureau 1999 Employment County Business Patterns

Pinellas County is a net exporter of labor. Inter-county commuting is an important factor in the county's economy. About ten percent of the county's jobholders work outside Pinellas County, principally in Hillsborough County.

According to the Pinellas County Economic Development Department, Tampa Bay will attract over a million new jobs by 2005. Pinellas can attract a proportionate share of this job generation if the county prepares to accommodate the development and redevelopment of employment centers and associated housing opportunities.

The Waterfront Factor

Pinellas County is surrounded by many forms of water bodies – the Gulf of Mexico, bays, sounds, canals, and lakes. Canals and creeks wind along mainland coastline edges. Causeways and man-made fingers connect continuous strings of lots and parcels providing opportunities for waterfront living and recreation.

If all of the coastal edge in Pinellas is added together, it totals some 400 miles of coastline – equal to traveling from Tampa Bay to Atlanta – and it stabilizes property values. An inland area cannot compete with the waterfront dynamics of Pinellas. Like a long-term insurance policy, it protects the value base.

The county waterfront communities are the focus of the tourist economy and the highest value residential development. Their importance to the economic base cannot be overstated. Waterfront redevelopment is complicated by the regulations of agencies concerned with flood hazard and coastal construction as well as small parcel size and variations between multiple jurisdictions.

Land Development Codes

Local land development codes are an important component of the redevelopment process. Each of the 25 governments in Pinellas County has a unique land development code that regulates the site plan approval, variance, advertising and posting, time requirements, and like procedures. Code formats and organization also differ from community to community. Multiple jurisdictions, each with its own processes and standards, make the redevelopment process much more complicated.

About one-third of the governments in the county have adopted a redevelopment district or districts, together with implementation regulations. These codes anticipate redevelopment in specific areas. Applications in these districts have different standards than the balance of the community. The standards may be more stringent, in regard to design review or building placement. They may also be more permissive, by allowing higher densities or reduced parking.

Areas outside redevelopment districts are covered by the general land development regulations. These codes were largely prepared in the 1980s or earlier and typically support suburban, rather than urban development.

Like any investment, land development has a potential for risk and reward. Reducing uncertainty and the timing of government actions reduces risk and makes the entire economic system more efficient. Greater efficiency is a win-win situation for investors and the public.

Section Summary

Redevelopment of our nearly built-out county is necessary and inevitable. To provide a process for redevelopment that is efficient and effective, it is essential to identify and work toward a common vision of what we intend to accomplish and to establish ordinances and plans to move toward desired objectives.

Section 3. Goals And Objectives

Study Purpose And Context

The purpose of this study is to evaluate the present environment for redevelopment and to recommend changes in approach or procedure to enable desired renewal to take place.

Redevelopment Definition

Redevelopment, for the purposes of this study, has been considered in its broadest context to include preservation, rehabilitation, revitalization, and reconstruction. This comprehensive view of redevelopment will allow the full array of tools that may be available to be brought to bear on improving our built environment, while focusing on those most tangible or visible components of the redevelopment process involving site alteration and building reconstruction most affected by the regulatory process and standards. Given this definition, two types of redevelopment will be examined.

Types Of Redevelopment

Partnered Redevelopment

Partnered redevelopment occurs when a local government or other public agency (such as the State Housing Finance Authority) and a private developer enter into an agreement to jointly provide one or more components of a development project such as land, financing, parking, structures, occupancy, management, or marketing. Partnered redevelopment most often involves formalized agreements between the parties which may include regulations tailored to the specific

project and certain incentives. This type accounts for a small portion of overall redevelopment activity, but is a significant part of the major, targeted, or “placemaking” objective for redevelopment.

Frequently, partnered redevelopment takes place within some type of a defined redevelopment district. Projects within such districts are intended to fulfill a stated public purpose. Through partnering, certainty of approval and the desired end product is increased. A principal benefit of partnered redevelopment is that it frequently serves as a catalyst for other investments.

Partnered redevelopment has, however, some drawbacks. It can be cumbersome establishing a partnership with a city or agency. There may be a lengthy acceptance process. Entering into the partnership agreement opens up the project to additional public scrutiny. It also may require the developer to build what the public agency thinks is appropriate, which may not be as responsive to the market.

Independent Redevelopment

This type of redevelopment accounts for the majority of activity in the county. Independent redevelopment occurs when a party seeks to improve a site or building on a privately-owned parcel with no public funds or government assistance or incentives. Because it is independent, there are typically no special regulations or incentives that apply.

The benefits of independent redevelopment are that it may occur anywhere, in response to market opportunities. The location of the project does not depend on an agency deciding where it is needed or appropriate. Independent redevelopment does not require the

developer to be selected by the city. Because any need for flexibility with development regulations may require a lengthy and uncertain approval process, this type of project is often best suited to sites that conform to the existing regulations and development pattern.

Disadvantages associated with this type of redevelopment include the fact that while all costs are paid by the private developer, the project may not fulfill any adopted public goals.

Vision Statement

Every municipal jurisdiction in Pinellas County is a home rule government. Municipal services are extended to a combined population of nearly a million residents and millions of seasonal visitors and tourists. Every jurisdiction must develop and maintain balanced budgets. With a “mature” development base, ad valorem tax revenues typically plateau, while funding needs for existing and new infrastructure maintenance continues to grow. Pinellas County and its member local governments cannot wait for “crisis management” to stimulate action. There is a need to plan for a desired redevelopment future.

Our generally built-out condition, and the beginning of a new century is an ideal time to evaluate our communities and set direction for how and when we will use our creative community will, fiscal capacity, and regulatory authority. The challenge is to reinvent and recreate this unique peninsular county consistent with our vision statement.

The vision embraced by the Steering Committee is:

Pinellas, A Community Of Quality Communities

This vision represents the fact that the county is one continuous urban area made up of communities with unique geographic, historic, ethnic, and economic roles in the county. It challenges us to have the whole be greater than the sum of the parts and to improve our quality of life through a continuing redevelopment process.

The vision statement identifies the overarching premise that we can improve our built environment through redevelopment and that we can establish common countywide practices and techniques while respecting the individuality of our constituent communities

Study Goals And Objectives

Promotion And Facilitation Goals

Two primary goals and their related objectives have been identified for the purpose of framing the desired outcomes of this study and organizing its implementation strategies. Goals for this study were determined by the Steering Committee. The goals address both the “promotion” and “facilitation” of redevelopment in Pinellas County and are described as follows:

- & **Promotion Goal:** To promote the ongoing redevelopment and urban revitalization of Pinellas County as the model urban center of Florida, with a successful balance of high quality living, working and leisure conditions, through broad community and public policy support.
- & **Facilitation Goal:** To facilitate the ongoing redevelopment and urban revitalization of Pinellas County as a redevelopment friendly and efficient community through effective planning, economic development, market strategies and infrastructure investment.

Promotion. The promotion goal involves helping communities view the entire redevelopment effort as a positive process. Promotion issues relate to the climate established to accommodate redevelopment. Proactive planning, cooperation, support, and friendliness are promotion issues. Promotion issues are considered “top-down” and are dictated by policy makers and public consensus.

Promotion is continuous, positive reinforcement of the need for and value of redevelopment. Positive community commitment, which is the highest and best use of time and resources, is descriptive of the type of promotion required. A major constraint on redevelopment can be attitude. Policy leaders in the county need to be committed to constant, incremental improvement in the built environment and economic base. Successful promotion leads to facilitation.

Facilitation. The facilitation goal involves working to accomplish the details of redevelopment and achieving results, which requires constant effort to identify and solve community redevelopment needs or problems.

Facilitation issues are the details of implementing redevelopment and are frequently code-related. Facilitation issues are primarily “bottom-up” issues, which determine what standards and procedures are administered. Facilitation includes the thousands of details of programming, planning, land assembly, infrastructure, design, site planning, financing, regulatory approvals and permits, construction completion, absorption and code enforcement.

To accomplish promotion and facilitation requires a planning approach that moves away from a suburban regulatory control model to a investment incenting supportive urban redevelopment model.

To assist in the attainment of the two primary goals, the following objectives are identified.

Planning And Implementation Objectives

& **Redevelopment Planning Objective:** To restructure countywide planning to support urban redevelopment planning that focuses on community and neighborhood renewal. This is a shift away from the growth management model to a community and neighborhood-level orientation.

We can measure our progress in meeting this objective by reviewing the magnitude of redevelopment planning accomplished in each jurisdiction and the county as a whole. Such planning will not be beneficial unless there is implementation. Therefore, a second objective related to implementation is also identified.

& **Redevelopment Implementation Objective:** Develop a comprehensive implementation program starting with cleanup-fixup visual enhancements to Pinellas communities and grow into a comprehensive community redevelopment program that can monitor public and private investment in community revitalization programs.

The shift in orientation from rule-based planning to community redevelopment planning will take time and resources to achieve results. It will take several years to reorient Pinellas to an effective redevelopment mode. Issues to be addressed and possible actions in furtherance of these objectives are identified in Sections 8 and 9.

The primary benefit of redevelopment is the sustained attraction of investment into improvements to better serve all forms of land use for

the resident and visitor populations. There is an opportunity to coordinate redevelopment implementation by linking development, transportation, neighborhoods, housing, and economic development efforts through a redevelopment policy framework to maximize the use of local and non-local public funds. Implementation success will be seen in capital investment, tax base improvements and job retention and creation.

Institutionalizing redevelopment into local plans, codes, and infrastructure programming is a long-term process. A realistic time frame for seeing area-wide results of this effort may be ten to twenty years in the future. Five to ten years of community redevelopment preparation and implementation should be followed by continued major investment activity.

The shift in orientation from rule-based planning to community redevelopment planning will take time and resources

This study is intended to initiate this process and a partnership between the municipalities and the county that will secure the future of “Pinellas, a Community of Quality Communities.”

Intergovernmental Action Context

Local agencies, with varying levels of resources, would be best served by a comprehensive countywide approach to redevelopment. The Economic Development Department, the Pinellas Planning Council, Community Development Department, and County Planning Department with the MPO transportation function need to become a coordinated redevelopment team.

Financing strategies and incentives to attract and sustain job generation and redevelopment investment (promotion) should be the focus of countywide efforts.

Redevelopment planning at the community and neighborhood level with implementation to maximize the benefits of job creation and community investment (facilitation) should be the primary purpose of local jurisdictional planning and implementation agencies.

The dialog of the Steering Committee in formulating these directions for the study concluded that we could not start too soon to take this message to our communities and to major intergovernmental planning bodies. Therefore, we can begin to implement these goals and objectives and work toward the vision statement by doing the following:

- & Mobilize resources to start redevelopment implementation where plans are in place or underway
- & Develop an intergovernmental responsibility matrix and work on accountability

- & Coordinate with the Department of Community Affairs and advance redevelopment planning as a state objective
- & Create linkage with the Vision 2010 tourism program and its committee structure to complement the economic development perspective
- & Coordinate with the MPO transportation planning function and the Major Investment Study regarding transportation and land use relationships
- & Direct the Pinellas Planning Council countywide plan effort with a redevelopment orientation
- & Establish consensus on the framework for local redevelopment plans
- & Improve linkage with local capital improvement programming
- & Implement through the Economic Development Department and the Pinellas Planning Council work program and budget

By making an ongoing commitment in these areas, the Steering Committee feels that this study can provide momentum to overcome the inertia typically present in any comprehensive, intergovernmental effort and move the county toward the vision and goals expressed above.

Section 4. Analysis Of Pinellas County Land Development Codes

Methodology

Local land development codes were reviewed to determine how readily they accommodate independent redevelopment. Independent redevelopment functions on a more or less routine level. Partnered redevelopment usually requires approvals which are outside the scope of land development codes (such as funding, land assembly or infrastructure), and is typically the subject of development agreements which follow a separate approval track. Partnered redevelopment generally occurs within designated districts. Within the context of the overall code, redevelopment district provisions were reviewed as a sub-set of code provisions.

Analysis of local codes was conducted by review of the written codes and questionnaires completed by local officials. A spreadsheet was created for each community. Each code was observed on ten common elements: format, style of code, who maintains the code, improvements, expansion and grandfathering of nonconformities, site plan approval, hardship relief, administrative relief, and notice requirements. In addition to the ten common elements, other relevant provisions in the codes were noted. General impressions were included at the bottom of the spreadsheet. Provisions which are favorable to redevelopment were highlighted in the forms included in Appendix A.

This effort established a baseline analysis of codes, captured the multiple details that are included in them, and created an inventory of supportive provisions for adaptation to other jurisdictions.

Organization And Description Of Codes

Land development codes are not organized in a way that tracks the development process. They are typically written by chapter, with each chapter covering one set of decisions or activities. Typical code sections include: a section which has district regulations that govern height, use, and setbacks; parking requirements in a vehicular use section or included in “supplementary provisions”; landscape and buffering requirements are contained in a different section; and most codes have land subdivision regulations.

Land development codes do not have anything that resembles a “help” screen on the computer, but an inquiry-driven index system would make the land development process much easier to decipher. Instead, many have tables of contents at the front of the book, and some have index sections at the rear. Few codes have flow charts that follow an application through the various steps to approval, and no codes have flow charts with code section references. In other words, codes are rule books, but they are not designed to help players follow the rules.

Development Review Procedures

Site Plan Approval

Site plan approval is a prerequisite for all but the simplest development action. Site planning is largely a technical function, whereby a drawing is created which demonstrates that standards (for setbacks, driveway width, and the like) are met in the design. In all communities, staff reviews the site plan for technical compliance – number of parking spaces, amount of green space, etc. – and determines that any subjective standards have been satisfactorily addressed. At the time the board or commission receives the site plan, there should be little or no discretion in approval. However, during review hearings, site plans are often changed to require additional buffers, setbacks, or other amenities.

In many cities, all site plan approvals require public consideration by one or more boards. There is no mechanism to allow for routine site plans to be approved by staff. However, in some jurisdictions (Pinellas Park and Pinellas County), site plans are approved as an administrative action, provided no variances or other irregularities are present. Largo approves site plans at the staff level; furthermore, a neighborhood compatibility meeting may be required to determine local concerns.

In Clearwater, if no flexibility is requested from the development standards, approval is granted by staff. In some other communities, site plans for developments over a certain size require approval by an elected or appointed board. For example, all multifamily dwellings with four or more units in Madeira Beach require site plan approval.

Typically, all commercial site plans must be reviewed and approved by an elected or appointed board or both. For example, in Treasure Island, site plans for all uses except single-family homes must be approved by the Planning and Zoning Board. In St. Petersburg, site plans are approved by the Environmental Development Commission.

Two circumstances which can hinder redevelopment may occur when site plans are reviewed by nontechnical bodies. The first is the “I don’t like that” redesign. This happens when a lay board reviewing the plan oversteps the criteria in the code. In this instance, an applicant who has complied with the written requirements, may be forced to redesign the project in order to gain approval, or face delay.

The second circumstance presents itself when a controversial project is proposed. Such a project provides an opportunity for a “NIMBY” reaction. When boards are approving development in a public meeting, irrelevant or self-serving commentary may color the proceeding. Instead of having a constructive dialogue, neighbors in opposition to the development which otherwise meets the code, have a forum to complain. Officials are forced to attempt mediation between opposing groups, with the site plan approval hanging in the balance.

The study consultants made an informal comparison of the appearance of development in communities that permit staff review and communities with extensive lay board approval. No qualitative improvement was evident in the communities with more extensive review procedures. It should be noted, however, that some of the smaller communities do not have trained staff to perform this function.

Site Plan Approval Key Points

Problem: *Site plan review procedures which are lengthy, unpredictable, or lack definitive guidelines*

Objectives: *To the greatest extent possible, make site plan review and approval of some or all site plans a staff decision with the objective of providing regulatory and process predictability which may also reduce the time required for approval.*

Notable code examples: *Largo and Pinellas County*

Administrative Discretion

Very little administrative discretion is delegated to staff by most local codes. There are numerous areas where administrative discretion could reasonably be exercised to speed up the permitting process while maintaining the intent of local standards.

One area where discretion is indicated is in approval of site plan amendments. Some codes allow staff to approve amendments to site plans, but most require changes to again go through an approval process. Typically, once a site plan is approved, it is technically “locked in.” For example, if field conditions require moving a building a minor amount, this is technically a site plan amendment, even though it would not be significant.

Allowing staff to make minor variances to numeric and dimension requirements, approve site plans and amendments, and to have discretion to vary requirements to a slight degree (for example,

parking requirements) would make the process faster while not causing harm to the development process. The parameters for exercise of discretion would be included in the code.

Administrative Discretion Key Points

Problem: *Reasonable exercise of discretion by staff is not allowed by most codes.*

Objectives: *Authorize staff, where possible, to approve some variances, site plan, and/or site plan amendments with the benefit of reducing approval time.*

Notable code examples: *Largo, Clearwater, and Pinellas County*

One area where discretion is indicated is in approval of site plan amendments

Hardship Relief

Hardship relief or variances are granted by appointed boards or governing bodies. For each variance, regardless of the degree of relief requested, the same level of administrative effort is required. Property owners within a given radius are notified. The hearing is advertised (usually) two weeks in advance and the property is posted with a sign. The time required to grant even a minimal variance is generally six to eight weeks.

The staff time required to process a single variance is estimated to be a minimum of eight hours per case. If a small community has five variances per month, this is one man-week of effort. Most variance requests bring out little public interest. Based on the study consultant's experience, it is typical to have a minority of the requests generate public comment.

The variance process could be streamlined to allow hearings on those matters which are deemed to be substantial or for which objections are received and eliminate hearings on those items which are insignificant or without objection. Land development codes could be revised to provide that variances to a single section of the code would be deemed approved if staff has no objection and if no objection is received from the neighbors. This would still require posting and mail notification. Minor variances could be considered approved after notification of nearby owners if no objection is received.

Hardship Relief Key Points

Problem: All variances are treated equally and require a hearing.

Objectives: Reduce the number of variance hearings by allowing "nondetrimental" variances to be approved without a public hearing. Such reductions can be implemented without harming the development process and staff and board time is saved.

Positive code examples: Largo and Pinellas County

Notification Requirements

Notification requirements vary among the cities. Three variables for notification change from city to city: time of advertising, time of posting, and distance from project for notification.

The time for advertising directly affects how quickly a jurisdiction can act on a request. Advertising requirements vary from 14 to 30 days. Very few people read legal ads, and the effectiveness of this means of public involvement is questionable.

Posting of the property with announcement placards is generally required in conjunction with letter notification. Posting is seen by more people than the legal ads, and is probably the most effective way to let neighbors know that an application is in process.

Letter notification to nearby owners is frequently passed on as a responsibility of the applicant. When the perimeter for notification increases, so does the number of notices.

Notification perimeters should be reduced to the minimum effective distance based on applicable law and the nature of the item being considered. Notification periods for advertising should be limited to those required by state or local laws.

Although the particulars of the notification process are important, the real issue with notification is to encourage maximum opportunity for citizen understanding and participation at the policy and plan-making stages, and thus to minimize the need for and likelihood of extensive public debate at the detailed project implementation stage.

Notification Requirements Key Points

Problem: *Absence of public participation or failure to achieve consensus on redevelopment policies/plans leads to belated response to projects at the implementation stage. Each local government has its own standards for posting and mail notification, which can result in inconsistent and extended project review time frames.*

Objectives: *Seek to achieve consensus on redevelopment policies/plans and thus reduce the potential for significant issues being raised at the project implementation stage. Standardize and reduce the time between when an application is submitted and when it is acted upon. Structuring notification provisions according to state or local law can reduce project approval time.*

Notable code examples: *Madeira Beach and Dunedin*

Standards**Examination Of Codes**

Each local code has at least one or two provisions which can smooth the redevelopment process. Worksheets which highlight examples of redevelopment-friendly provisions in local codes are included in Appendix A. However, no code is consistently “redevelopment friendly.” Clearwater, Largo, and Belleair offer the best accommodation to redevelopment.

Age And Type Of Codes In Pinellas County

Most of the codes in Pinellas County are traditional “use-by-right” codes written in the 1970s. These codes nest uses in a hierarchy from least intensive (single-family residential) to most intensive (industrial) and they list uses permitted within each zoning/land use category. These codes typically have few “grey areas” in which discretion can be exercised. They can have the advantage of providing the applicant with more certainty of approval, provided the project meets standards, but new or mixed uses are difficult to deal with.

Use-by-right codes typically rely on the public hearing process to grant all but the most minimal development approvals. The requirements for public hearing extend the time for approval. Use by right codes can only provide certainty for a given set of circumstances. If the circumstances have changed, or the codes were not properly calibrated to begin with, they will not support redevelopment or reuse.

Traditional codes can be improved while maintaining the use-by-right format, for example, by rewriting dimensional requirements to reduce the number of hearings for approval and expanding administrative discretion.

Traditional codes can be improved

The more often a code is revised, the more likely it is that provisions will not agree with one another. In general, the fewer the number of amendments since the code has been adopted, the better the elements of the code fit together and the less potential there is for internal conflicts.

Some cities have the more modern type of “performance” codes. Performance codes lend themselves to being more redevelopment-friendly. Codes which have been written more recently are doing a better job of addressing current conditions.

Age And Type Of Code Key Points

Problem: Old codes have internal inconsistencies and rely on “use-by-right” formulas.

Objectives: Replace old codes to provide internal consistency and integrate performance standards. This can reduce the need for amendments and variances and make codes easier to follow.

Notable code examples: Largo and Clearwater

Maintenance Of Codes

Codes are either maintained by the jurisdiction or by the Municipal Code Corporation (Muni codes). Muni codes are available on the internet and allow for easy access. They also have table of contents and an index by subject.

Codes which are maintained locally often do not have an index and the table of contents is typically fairly cursory. In order to use the table of contents effectively, the user really needs some familiarity with the code. An index is more helpful for users and all codes should have an easy-to-understand “where to find it” guide. In addition, codes should have cross references and summary sheets of frequently used provisions, such as parking requirements and setbacks.

A corollary to accessibility is the ease of access to updates. The Muni Code web site provides the most recent versions of all member codes. For other jurisdictions, there is a need to contact the city and purchase code supplements.

Maintenance Of Codes Key Points

Problem: Codes which are maintained locally do not have uniform standards for indexing, formatting, or updating.

Objectives: Produce and maintain codes that are accessible and easy to understand; reduce variation between cities. Common formatting, indexing, and access by internet, provide for a user-friendly code.

Notable code examples: Largo and codes maintained by Municipal Code Corporation

Accommodating Nonconformities

A great deal of staff time is spent in the effort to accommodate requests to use or upgrade buildings and grounds which do not conform to adopted codes. Few codes allow users to adapt nonconforming buildings unless a variance is granted.

It would be a more efficient use of time and resources if codes recognized that most existing buildings, which are part of the accepted community fabric, should be encouraged to be upgraded and enhanced. Expansion of nonconforming structures should be able to be considered as a staff approval, where no detrimental effect will be created by the decision.

Most codes allow users to maintain nonconforming buildings or uses, but not to expand them. Some codes have provisions allowing nonconforming setbacks for building additions. The Largo code permits nonconforming buildings to be expanded if the nonconforming condition is improved. This rational approach allows for reasonable adaptation of nonconforming properties.

Nonconformities, while not the principal focus of major redevelopment, often cause a significant allocation of city planning resources. If a community can revise the codes to reduce the amount of staff time spent on minor nonconformity issues, they will have more time to devote to tasks that have a direct effect on the quality of life.

Codes adopt as a premise the displacement of nonconforming uses with uses permitted by the zoning district. Most codes say that nonconforming uses can only be changed to conforming uses. Some codes allow nonconforming uses to be changed to another nonconforming use, provided the new use is less intense.

Nonconforming uses can generally not be expanded. St. Petersburg allows some nonconforming uses (such as retail uses in office districts) to expand. Pinellas Park permits nonconforming uses to be changed to other nonconforming uses, if the new use is less intense. Nondetrimental nonconforming uses should be handled with less scrutiny than detrimental nonconformities

Accommodating Nonconformities Key Points

Problem: Codes treat all nonconformities as detrimental and require a variance for any nonconforming building to be expanded or improved.

Objectives: Reduce the number of variance requests by allowing limited expansion of nonconformities. The applicant and staff save significant processing time and nonconformities will be less likely to deter improvements.

Notable code examples: Largo and St. Petersburg

Nonconformities often cause a significant allocation of city planning resources

Parking Requirements

Pinellas County is a compact and dense urban area. Therefore, parking standards should be reasonably uniform among the cities and county and should reflect the higher potential for transit and pedestrian access than might be expected in a purely suburban area.

Commercial parking requirements differ among the codes. Some communities require as many as five spaces per 1,000 square feet of floor area, and in some areas, the minimum number is 3.1 spaces per 1,000 square feet. Treasure Island has recently revamped their parking standards to reflect more realistic requirements.

Most codes allow some of the required spaces to be designated for compact cars. The maximum percentage of compact car spaces varies from 10 to 25 percent. A single compact parking standard should be appropriate for all communities in Pinellas County. Presently, St. Petersburg has the most liberal allowance for compact car spaces.

Reduced parking standards are frequently established for downtown districts. Within downtown or redevelopment areas, standards for on-site parking are often relaxed and applicants may count nearby public or on-street parking to meet the requirement for a proposed use.

Parking Requirements Key Points

Problem: *Off-street parking requirements are inconsistent among jurisdictions and are excessive based on typical daily need.*

Objectives: *Propose uniform parking standards. Realistic parking standards create more useable area on site, allow buildings to be closer to the street, and necessitate less paved area*

Notable code examples: *Treasure Island and St. Petersburg*

Optimum Numbers Of Districts

Some codes, such as St. Petersburg's, have many districts with very little difference between them. The greater the number of districts, the more complicated it is to administer the code, and the more confusing it is to users. The complexity of the code increases as the number of zoning districts increase.

In many cases the difference between district regulations is slight. As an example, the City of Dunedin has 37 zoning districts, of which 19 districts are residential districts or variants (mobile home, RV park) thereof. To the observer, it would be very difficult to discern 19 different types of housing in Dunedin.

Within downtown or redevelopment areas, standards for on-site parking are often relaxed

Often in residential districts, the difference between two residential zoning districts is the minimum lot size. This might be relevant if lands were being subdivided; however in Pinellas County in 2001, there is very little raw land left. The minimum lot size distinctions are largely meaningless. Only one unit per lot is permitted. Setbacks are generally the same for the same general category of residential lots. Therefore, there may be no practical difference between an RS 100 and an RS 80 zoning district. Replatting can occur; however, difficulties and costs of land assembly limit replatting to a small number of actions per year.

In a similar fashion, distinctions between categories of commercial and industrial use may be slight. The value of reducing the number of zoning districts can best be realized when accomplished in the context of a full code rewrite.

Optimum Number Of Districts Key Points

Problem: *There is little difference between the requirements for many districts; the more districts the code has, the more complicated it is*

Objectives: *Reduce the number of districts to the fewest practical to achieve overall community goals. Codes are less confusing and easier to use for staff and developers.*

Notable code examples: *Clearwater and Kenneth City*

Redevelopment Districts

Redevelopment districts have been adopted in seven Pinellas County communities. Some call them central business districts, waterfront redevelopment, or downtown districts, but they all have a similar purpose: to advance planned redevelopment. Districts are typically established to implement redevelopment and may include adopted community redevelopment area plans. Formal redevelopment area status is conferred through state legislation and county approval and allows tax increment financing and authorized eminent domain for redevelopment.

The most common advantage of developing in a redevelopment district is a reduction in parking requirements. All redevelopment districts allow less parking than in conventional commercial areas.

Other incentives are increased floor area and reduced setbacks. The Safety Harbor district permits a fee to be paid in lieu of parking or on-site stormwater retention. In Largo, on-site stormwater is not required in the downtown redevelopment district.

Direct financial incentives are typically not included in redevelopment district land development regulations. An exception to this is Largo, where the land development regulations specifically waive impact fees within the redevelopment districts.

There can be disadvantages of developing within redevelopment areas. In almost every case, an additional level of review is instituted. Some auto-oriented commercial uses are prohibited in downtown districts which are permitted in other retail areas. Redevelopment districts frequently apply additional design standards. Among these standards can be requirements for ground-level retail, streetscape, and signage.

Redevelopment districts are not stand-alone redevelopment facilitators. In redevelopment districts, development agreements, land assembly, financial contributions (direct or indirect), infrastructure assistance, and public parking work in concert with land development regulations to merge public and private interests. Several such redevelopment examples are outlined in Section 7 of this study.

Redevelopment Districts Key Points

Problem: *Not all cities have redevelopment districts, and not all districts lead to achievement of clear redevelopment objectives or streamlined redevelopment approvals*

Objectives: *Adopt redevelopment plans and codes in more areas of Pinellas County; make sure that redevelopment codes facilitate redevelopment objectives. Clearly state public purpose, reduced requirements, and incentives.*

Notable code examples: *Clearwater, Dunedin, and St. Petersburg*

Personal Observations Of Community Officials

Questionnaires were sent to each community in Pinellas County. Fifteen responses were received from permitting officials. The questionnaires queried the officials on the strengths and weaknesses they perceived in their community's land development process. These responses are summarized below.

Only one respondent said that there were no problems with their code. All other respondents felt that some aspects of the codes could be improved.

Of the fifteen responses received, nine community codes offer no staff discretion, four offer some staff discretion and one offers extensive staff discretion. In the smaller jurisdictions, there is less discretion delegated to staff. Most of the smaller communities, such as Indian Shores, require site plans to be approved by the governing body. In larger jurisdictions, such as Pinellas County, site plans are approved by staff.

All respondents indicated that simple reuse (reuse of a site without rezoning) could be accomplished within 90 days, and that complex reuse could be accomplished within 120 days.

The greatest need expressed by staff is for increased flexibility. Other needs are reorganization of the code, reduction of notice requirements, reduction of number of districts, and greater staff discretion in site plan approval.

Among the complaints reported by government personnel are lack of clarity, poor organization, inflexibility, and lack of responsiveness to redevelopment.

Conclusions About Local Land Development Codes

Land development codes, by the nature of the tasks they are designed to accomplish, are likely to be accused of being "anti-development." The research conducted for this study does not support that conclusion. However, the land development codes generally make no distinction between major and minor adjustments which may be needed to accommodate modifications to existing buildings and uses. The land development codes generally institutionalize "the way we've always done things." Revisions to codes to support redevelopment will take a conscious effort by governments to revisit the limitations codes place on existing buildings and sites.

Codes which do not "fit" the existing development pattern generate extensive paperwork, at least a portion of which is unnecessary. Most codes are written to require a formal variance hearing(s) before even minimal relief can be granted.

By itself, regulation of the minute details of development in a nonconforming environment does not hinder redevelopment. However, each variance requires a level of staff effort to process the application, notify abutting property owners, create the record, present the case, and write up the results. Multiply this effort by several cases a month, and the result is a significant staff effort. Given that local governments have limited staff resources, the communities would be better served if appointed and elected boards were relieved of minimal variance activities and were directed to focus on developing consensus plans for redevelopment.

Local land development codes are, in part, an exercise of municipal discretion. Uniformity in regulation occurs due to a higher level of authority. For example, handicapped parking requirements and access

standards for state roads are established by state authorities but codified in local zoning laws. Local standards such as parking requirements vary among the communities in Pinellas County with little rationale. Parking requirements for retail use vary from a low of one space per 375 square feet to a high of one space per 200 square feet – a difference of nearly 200 percent. It is not likely the parking demand is nearly twice as high in one city as in another. It is more likely that the parking standard was placed in the code at some time in the past and has not been reviewed for appropriateness.

Certain technical regulations rely on industry practices, for example, the width of parking lot drive aisles. It may be appropriate for the Pinellas Planning Council to compile a common set of technical standards to serve as a guide to local land development codes. Examples of common standards are: number of off-street parking spaces, number of off-street loading areas, percentage of compact spaces, and width of parking spaces.

Local standards vary among the communities in Pinellas County with little rationale for the differences

Another aspect of codes which hinders redevelopment is the organization of code documents. Each code has a different organizational structure. For a developer who wants to work in more than one community, not only are the standards different, they are

located in different sections of the code. It would be much easier to work in different cities if each code book were similarly organized.

Codes in Pinellas County can be made more “redevelopment friendly” by revisions to orient the decision-making process to issues of substance, not minute details which make little material difference in the quality or appearance of the community. These distinctions are better made in special area redevelopment plans. In the process of reorientating staff efforts, there is an opportunity to make codes more consistent within the county and to allow users easier access when jurisdictional lines are crossed.

Section 5. Analysis of Codes from Other Jurisdictions

Methodology

In order to fully assess the support for redevelopment activity provided by land development codes in Pinellas County, it is particularly helpful to compare these codes to those from other jurisdictions that do support redevelopment. Therefore, codes that encourage redevelopment, as applied in jurisdictions in Florida and across the country, were identified. The consultants determined that several key components would be used as the criteria for selection of codes that support redevelopment. These components are:

- & *Specific provisions for infill development.* A code that is supportive of redevelopment should have provisions to address the “filling in” of the urban development pattern, or infill development. An essential part of redevelopment in a jurisdiction is the ability to develop on existing vacant parcels within the urban area. These existing vacant parcels may be passed over for development because current codes have rendered them difficult to develop, often due to lot area or lot dimensions, but also for other reasons.
- & *Specific provisions regarding redevelopment, other than those that apply to a designated redevelopment area.* Many jurisdictions adopt master plans or other special area plans to address the redevelopment of a geographic area, such as downtown, a blighted neighborhood, a waterfront, or other area selected for special attention. These redevelopment plans will

often include different land development criteria than those applying to other districts within the jurisdiction. However, in order to be successful in redevelopment in the broader sense, the land development code should address redevelopment as an activity that may occur throughout the jurisdiction. Therefore, codes were sought that included such provisions.

- & *Treatment of nonconformities.* Provisions to allow some expansion or reuse of nonconformities or to distinguish between detrimental and nondetrimental nonconformities. One hindrance to redevelopment is the prohibition or limitation on the expansion of nonconforming structures. The purpose of the limitation is to encourage the eventual elimination of the nonconformity. However, it is often the case that the nonconformity is due to a minor encroachment or a minor deviation from the current adopted criteria. In such cases, the jurisdiction may not want the nonconformity to be removed, and would perhaps be better served by retaining it and keeping it in productive use. Therefore, codes were sought that addressed the differences in nonconformities or provided some alternate criteria to allow expansion or reuse of such structures in support of redevelopment within the jurisdiction.
- & *Treatment of variances.* It is often the case that the process for applying for, reviewing, and rendering decisions on variances is lengthy and cumbersome, without regard for the extent of the variance. Criteria may be so strict that full compliance is essentially impossible. In contrast, some jurisdictions distinguish between major and minor variances, establish procedures for administrative waivers or variances, and streamline the process.

All of these actions are supportive of redevelopment, in that redevelopment often involves the need for one or more variances because standards have changed since original construction took place.

- & *Administrative decision-making and discretion.* An essential part of both the development and redevelopment process is the ability of projects to be reviewed and decisions rendered at the administrative level. The elected body establishes the standards and the administrator applies them. The degree to which there is discretion, such as administrative waivers or variances, is important in streamlining the decision process, and is supportive of redevelopment activity.

Selection Of Codes

There are tens of thousands of units of local government. In order to select appropriate codes, the consultant relied on personal experience, personal contacts with planners across the state and across the country for recommendations, and on-line research. The general consensus in the planning community is that few, if any, codes have been developed specifically with support of redevelopment in mind. However, a number of jurisdictions were consistently suggested that have features likely to support redevelopment. Several dozen such codes were considered. From these codes a list was developed for further review. The jurisdictions selected for further review are identified below.

- & Fort Collins, Colorado
- & New Britain, Connecticut
- & Gainesville, Florida

- & Raleigh, North Carolina
- & Portland, Oregon
- & Brentwood, Tennessee
- & Bridgeport, Connecticut
- & Ft. Lauderdale, Florida
- & Orlando, Florida
- & Eugene, Oregon
- & Charleston, South Carolina

Refinement And Identification Of Specific Provisions

Codes from the jurisdictions listed above were selected for further analysis because certain provisions were identified as being potentially supportive of redevelopment. However, only those codes ultimately selected for recommendation have additional details provided.

- & *Bridgeport, CT.* This code contains the following provisions that have been identified as important to the support of redevelopment activity.
 - C Specific adaptive reuse provisions
 - C Adaptive reuse alternatives based on architectural, historic, or economic value
 - C Planning Commission authorized to waive or modify standards in adaptive reuse situations
 - C Code distinguishes between detrimental and nondetrimental nonconformities

& *Brentwood, TN.* The Brentwood code has several specific provisions that support redevelopment activity. The following are the primary reasons for continued analysis of the Brentwood code.

- C Specific provisions to vary yard requirements for a lot of record
- C Specific exemption for front setbacks in infill situations
- C Specific redevelopment provisions in six nonresidential districts (commercial office, commercial retail, commercial service-warehouse, service institution – religious, service institution – educational, and service institution – cultural and recreational)
- C Specific provisions for reducing parking requirements

& *Fort Collins, CO.* This code contains the following provisions that are important to support redevelopment.

- C Development decisions are either administrative (Type I) or Planning and Zoning Board (Type II)
- C Specific compatibility requirements to encourage infill
- C Provisions to waive specific code requirements to encourage infill
- C Certain expansions of nonconformities are allowable

& *Ft. Lauderdale, FL.* Specific provisions that potentially support redevelopment activity include the following.

- C Specific provisions for nonconforming parking, landscaping, and buffers

- C Specific provisions for reuse of nonconforming building and change of use for nonconformities
- C Flexibility rules for mixed use district

& *Portland, OR.* Several provisions were identified that appear to support redevelopment.

- C Provides an “alternative design overlay zone” – similar to a redevelopment area, but by individual application
- C Specific provisions to encourage use of vacant lots and creation of accessory dwelling units (both for economic reasons and to discourage expansion of the urban area)
- C Specific provisions for residential infill
- C Alternative development options in specified zoning districts
- C Specific requirements to encourage continuation of nonconforming multifamily housing
- C Development standards are either discretionary or nondiscretionary

& *Charleston, SC.* This code contains several provisions that support redevelopment activity.

- C Planning Commission can authorize changes to nonconforming uses and allow building expansions
- C Numerous examples of administrative and Planning Commission authority and discretion (sub-standard lot area, exceptions to standards, lot line adjustments, and consolidation of variances)
- C Administrative decision for land development plans and site plans

Redevelopment-Friendly Code Matrix

	Largo	Clearwater	Ft. Collins	Bridgeport	Charleston	Brentwood
Stated purpose of support for redevelopment	Ž	Ž	Ž	Ž		
Flexible infill standards	Ž	Ž	Ž			Ž
Flexible site design standards allowing exceptions or variations to some regulations with additional procedures	Ž	Ž	Ž	Ž	Ž	Ž ²
Reliance on compatibility analysis and/or performance standards	Ž		Ž	Ž	Ž	Ž
Ability to expand or modify nonconformities	Ž	Ž	Ž	Ž ¹	Ž	Ž
High degree of administrative discretion and decision-making ability	Ž	Ž	Ž		Ž	

NOTE: Cell containing a [Ž] indicates that the code has the indicated specific provisions

Portland, Oregon has development standards that are either discretionary or nondiscretionary

¹ Bridgeport code distinguishes between detrimental and nondetrimental nonconformities

² Brentwood code has specific redevelopment provisions in six nonresidential districts (commercial office, commercial retail, commercial service-warehouse, service institution – religious, service institution – educational, and service institution – cultural and recreational)

As the matrix illustrates, most codes do not include all of the features considered redevelopment-friendly. In addition, each listed code approaches the same feature in a slightly different fashion. The purpose of this analysis has not been to try to determine, for example, which jurisdiction has the preferred approach to infill. The purpose has been, however, to find those examples of codes or code provisions that support redevelopment. The user can determine which approach is the best when seeking to adopt standards that are supportive of redevelopment.

Summary Of Redevelopment-Friendly Provisions

What do redevelopment-friendly codes have that other codes do not? In one word: flexibility. The codes identified as useful for redevelopment purposes include those features discussed above including flexible infill standards, administrative decision-making and administrative discretion, reliance on compatibility analysis or performance standards rather than strict prescriptive standards, the availability of exceptions or variations that could enable redevelopment, and the ability to modify or expand nonconformities. How do the recommended codes measure against these criteria?

Although many codes, those listed above and others, contain one or more provisions that are supportive of redevelopment, four codes are

recommended for their redevelopment-friendly standards. Additional details are provided only for the recommended codes. However, the reader may wish to follow up on other codes listed above where a specific provision was identified within that code that is of interest.

A summary form is provided for each of the four recommended codes from outside Pinellas County. These forms identify those provisions important for consideration in redevelopment. In addition, the codes in Largo and Clearwater in Pinellas County should be considered as models in support of redevelopment. The Clearwater code has been more recently adopted; it may not be possible to identify specific projects where redevelopment has been encouraged through this code. However, the Largo Performance Code was first adopted in 1983. There are numerous examples of redevelopment and infill throughout Largo that were made possible by this code.

The following are notable examples of redevelopment-friendly codes.

- & Largo, Florida
- & Clearwater, Florida
- & Fort Collins, Colorado
- & Bridgeport, Connecticut
- & Charleston, South Carolina
- & Brentwood, Tennessee

Checklist To Evaluate Your Code

The following items identify questions that might be posed to assist in evaluating a particular code's orientation to redevelopment.

1. Is there an explicit purpose of supporting or encouraging redevelopment? It is not enough, of course, to say so without reflecting that intent throughout the code. It is important, however, to establish intent as a basis for provisions in the code that support redevelopment.
2. Are there infill standards or provisions? This, perhaps more than any other feature, will make redevelopment possible. Most codes were adopted several years, even decades, ago. Often amended, but seldom overhauled, codes provided little distinction for older, urban, or traditional neighborhoods. These areas were typically platted under very different standards. Lots were small, setbacks were small, parking needs were less. Over time zoning districts and site design standards became more suburban than urban, with the result that standards would not allow to be built today what was originally built. Some jurisdictions address such areas through historic district standards or establishing a separate redevelopment district. That approach is limited. Standards for infill situations will support any redevelopment need – not just those in designated districts.
3. Is there flexibility within the site design standards? This may be achieved with performance standards, establishing conditions, averaging, point systems, or bonus provisions, or some other approach designed for a particular set of circumstances. We have long known that frequently property will have unique characteristics due to location or condition. Flexibility in standards creates some elasticity in design to respond to unique circumstances while adhering to the community value represented by the standard.
4. Are decisions made at an administrative level to the maximum extent feasible? Once the local government sets the standards and the limits of discretion, proposals should be reviewed for compliance – an administrative function. Simply making the review and approval process essentially one-step will encourage redevelopment – but will be most effective in combination with other features, such as flexible standards.
5. Is there a specific grant of administrative discretion? For the same reasons that flexibility within standards is needed, discretion – or the ability to grant waivers, exceptions, or variances – is needed at the administrative level. This contributes to a more streamlined procedure and shortens both processing time and costs, and multiple procedural steps are eliminated.
6. Are there compatibility provisions? Often, specific standards will not be able to fully address every situation, or always allay the fears of neighborhoods. Unlike prescriptive standards, even those with inherent flexibility, compatibility is assessed based on the specific circumstances for a project. Specific guidelines, definitions, and features are identified, but the evaluation is based on a specific proposal in a specific location. Often, compatibility is a major concern in infill and development situations. Therefore, it is important to include this feature in a code that supports redevelopment.

7. Does the code allow expansion or modification of nonconformities? Past practices have typically been very rigid. New plan, use, or site design provisions will render some existing development nonconforming – contemplated to be eliminated over time. Yet the reason for the nonconformity may be minor or nondetrimental. In such instances, it is often in the best interests of the community not only to retain the nonconformity but also to encourage its redevelopment. It would be useful to identify those nonconformities that are not detrimental and allow expansion, modification, or redevelopment subject to criteria established for that purpose.
8. How can you make your code suitable to support redevelopment? Identify the possible problem areas. One way to do this to determine the following:
 - ! Are there numerous variance requests for the same purpose? If so, this is a signal that flexibility is needed in the area of the variance requests. Consider the ways that your standards can be modified to directly address the situation.
 - ! Are proposed developments required to be reviewed through several separate procedures, such as rezoning, site plan review, variances, and permitting? Consider ways to consolidate procedures, reduce the need for variances, and/or increase administrative approval and discretion.

No solution will fit every situation. The key is to consider why redevelopment is too difficult and seek solutions. The codes listed here provide some workable approaches and guidelines on making your code “friendly” to redevelopment. Summary observations are included in Appendix B.

Section 6. Additional Related Concerns

Introduction

The previous sections have identified some of the regulatory issues related to redevelopment. In addition to the local regulatory procedures and standards, there are several other factors that bear on the climate for and efficiency of redevelopment.

External Agencies

There are several external agencies that may play a role in redevelopment, including the Federal Emergency Management Agency (FEMA), the Florida Departments of Environmental Protection (FDEP) and Transportation (FDOT), and the Southwest Florida Water Management District (SWFWMD).

The FEMA provides subsidized flood insurance. In turn, local governments must place additional restrictions on development in flood prone areas such as beaches. These include requirements to elevate or flood proof buildings and limitations on the amount of improvement to existing buildings before they must be brought “up to code.” FEMA regulations also affect the appearance of our beachfront communities. The requirement to elevate structures has made the ground level vista in some communities an uninteresting expanse of parking garages. However valid their purpose, the effect of these requirements on redevelopment is to increase the cost of new construction, and reduce the ability to adapt existing buildings. In the survey discussed later, when asked which type of codes were the most troublesome, 25 percent of the respondents cited FEMA.

In addition to the FEMA requirements, the Coastal Construction Control Line (CCCL), which is administered by the FDEP, establishes a line along the beach front forward of which the state retains permitting jurisdiction. During the past year, beachfront communities in Pinellas County have been addressing FDEP attempts to move this line landward from its present location which for the most part follows the existing seawall. A modified CCCL location or requirements may significantly impact redevelopment on our barrier islands.

The FDOT regulates state roads and access to them. FDOT also requires permits for any additional stormwater discharge that will flow into their systems. Access management standards are established in state rules which are carried into many local codes. Even when a project conforms to access management standards, the permitting process for approval of driveway and median openings is lengthy. Special studies are needed to justify median openings or traffic signals. The need to accommodate FDOT permitting can add time to even a simple development application.

The SWFWMD sets regulations for the quality and quantity of storm water runoff. These regulations were established after many of the properties in Pinellas were developed. For most properties built before 1985, storm water was directed into the street drainage system. Redevelopment may mean that some or all of the runoff from a development must be stored on-site. When properties are large, this can be handled more easily than for small properties. When an area has to accommodate several small retention ponds instead of one large pond, the proportionate area devoted to drainage retention increases.

In addition to meeting the SWFWMD regulations, there is a time factor in obtaining answers and cooperation from an agency which is somewhat removed from the day-to-day operations of local government. The need to accommodate SWFWMD permitting can delay even a simple development schedule.

Neighbors

In Pinellas County, nearly every redevelopment project will have neighbors. For projects that require extensive public hearings, neighborhood participation can lengthen or complicate the redevelopment process.

Neighbors may fear the unknown aspects of development, or may simply not want their neighborhood to change. Most codes do not anticipate these neighborhood issues which may lead to public hearings becoming arenas for airing disputes. Some codes require neighborhood meetings before projects come to public hearing, which can provide a way to identify issues of concern and work out differences before the public hearing. In most communities, there is no consensus-building mechanism as either a mandatory or optional process in the code. Provision of such a mechanism may be useful as redevelopment becomes more prevalent and impacts on a larger segment of the population.

Elected Officials And Lay Boards

Elected officials and lay boards are often placed in the unpleasant situation of having to make difficult decisions regarding specific redevelopment proposals often without having been provided sufficient guidelines or criteria.

Review of site plans by elected officials is an example of their exercise of discretion. In many cases, codes do not do a very good job of defining what the community wants in the way of redevelopment and local officials are put in a reactive posture in responding to redevelopment proposals. This can lead to unexpected requests to change plans or make concessions long after the application has been in process, and after staff review. It would, therefore, be especially beneficial for a community's redevelopment objectives and expectation to be clearly formulated so that projects can be guided by definitive standards with a greater degree of certainty as to the outcome for all participants.

While recognizing that some local codes are lacking in redevelopment specificity, not all responsibility for success during the plan review process rests with elected officials or lay boards. Because "partnered" redevelopments by definition are cooperative enterprises, both the public and private sector participants are likely to view projects from similar perspectives.

With independent redevelopment on the other hand, a developer may have few if any discussions with a jurisdiction before submitting plans. This lack of communication can lead to misunderstandings about plan or regulatory requirements or standards and the perception that local governments are not as redevelopment-friendly as they could be. It is, therefore, incumbent on the development community to be informed about review procedures and code requirements so that to the greatest extent possible, local officials can efficiently facilitate worthwhile redevelopment projects while upholding the intent of the local regulations.

Staff

Most staff members, when queried, recognized shortcomings in their local codes as related to the unique needs of redevelopment. However, in group discussions, there was no great support for changing local codes in any significant way. In part, this is due to the nature of a staff position which typically is expected to respond to the direction established by elected officials, not to lead them.

This reality reaffirms the need for the elected officials to identify the importance of redirecting their regulatory efforts to better address redevelopment.

One of the issues to be addressed in most codes is the type and amount of staff discretion authorized in the administration of the codes. While a few codes delegate discretion to administrators, most leave even the most minor variances or interpretations up to appointed or elected boards. The problem with this approach is the time factor. From the staff perspective, each time a decision has to go before a board the case has to be reviewed, a staff report written, neighbors notified, and a presentation prepared. Multiply these requirements by several actions per month and there is a tremendous investment in staff time and effort.

From the developer's perspective, staff members do not feel the same urgency with respect to time constraints as an applicant. An application for variance, conditional use, or site plan approval can have a several week lead time before final action is taken and all appeal periods elapse. To the developer, this is several more weeks of carrying costs before he can start to generate revenue from the project.

Communities, through their staff, can perpetuate a practice long after its usefulness is gone. Most of the older codes in Pinellas County have standards or provisions that were adopted to serve a specific purpose years ago. They remain in the code, even after the reason for them has passed. Although staff members are in a position to weed out ineffective provisions, they are often too occupied by day-to-day activities to look at the big picture and address a major code overhaul.

Development Industry Perceptions

Approximately fifty surveys were mailed to users of land development regulatory services in Pinellas County. The survey form is included in Appendix E. These surveys were sent to builders, developers and land use attorneys. Twenty surveys were returned. Respondents were promised anonymity. There were two purposes to the survey: to determine the level of satisfaction/dissatisfaction with the regulatory experience, and to see how closely the responses regarding favorable/unfavorable experiences correlated with the consultants observations of the land development codes.

Most of the older codes in Pinellas County have standards or provisions that were adopted years ago

No attempt was made to qualify the respondents by the jurisdictions in which they practiced. In other words, if a community was not recognized as a "favorable" jurisdiction, the consultants do not know if the respondents felt that the community was unfavorable, or if they just did not do any work in that community.

Respondents who previously had worked with the Pinellas County and Clearwater codes gave them the highest number of favorable responses. The new code in Clearwater was cited as one reason for favorable response. Favorable responses were more closely related to the ability of users to get a timely answer to questions, a willingness to solve problems, access to management decision-makers and something as simple as returned phone calls. Most of the favorable responses related to people and practices, not codes and procedures. However, there was an overall impression that there is much room for improvement. In response to the question “Are there any communities you know of that are doing it right?”, over one-third of the respondents didn’t provide an answer, or responded “nobody.”

The survey also asked about what makes a jurisdiction unfavorable. About the same number of respondents thought that Clearwater and Pinellas County were “doing it right” as thought they were a “problem.” Respondents were more likely to cite code-related problems than they were to cite favorable codes. However, an equal number of responses were related to community attitudes and time for reviews. Among the recommendations for improving the process were:

- & Revise regulations to more specifically address redevelopment.
- & Have clear and consistent rules.
- & Assign someone to answer questions.
- & Recognize the special character of as-built conditions.

The developer’s surveys provided an additional dimension to the inquiry as to favorable or unfavorable redevelopment codes. The developer’s did not provide a strong correlation between the consultant’s code analysis and the jurisdictions which they deemed

to be the most favorable for development. The responses were highly subjective and probably were more indicative of project-specific issues that the development industry had experienced than broad generalizations about the codes themselves.

It appears that a good community orientation can overcome a bad code. If a community is perceived as unfavorable, the problems were often identified as originating in community practices and service orientation; however, at the same time, the cures were recommended in the code arena. It is important to recognize that fixing the codes will not necessarily address all of the issues associated with redevelopment in Pinellas County. Conversely, if there is no direction and commitment to improve the codes, they will continue to frustrate rather than assist in redevelopment efforts.

Overcoming These Related Concerns

To truly facilitate the redevelopment process, it will take the coordinated effort and understanding of the public, elected officials, staff, and the development community. The complexity and uncertainty of redevelopment, with its attendant costs and risks, require that all participants involved in the effort should strive to accomplish the following:

- & Engage the external agencies in a cooperative effort to meet their needs in an efficient and practical manner.
- & Engage the public to obtain consensus on both broad and specific redevelopment proposals at an early date in the process so that public input can be timely and productive.

- & Enlist the necessary leadership of the elected officials to guide the regulatory process so that it is both certain and efficient.
- & Challenge staff to examine their respective codes to focus on the specific needs of redevelopment.
- & Engage the private sector in order that they understand and are prepared to meet the redevelopment objectives of a particular community or location and thus maximize the potential for private investment and public/private cooperation.

Section 7. Redevelopment Examples And Opportunities

Partnered Redevelopment

Introduction

A redevelopment project which takes place in concert with a public purpose established by one or more public agencies is referred to in this study as a “partnered” project. Partnered redevelopment may be subject to the requirements of a redevelopment plan but, at the same time, may be the recipient of supportive regulations and incentives. This study section illustrates how government actions (codes, plans, and assistance) affect such redevelopment projects. The purpose of the following examples is to show how land development codes and related government actions interact, and how opportunities can be created by government action.

Examples of partnered redevelopment are illustrated by using case studies of the Vinoy Place Condominiums and the Baywalk projects in St. Petersburg, the IMRglobal and Hercules Hydraulics projects in Clearwater, the Dunedin Holiday Inn Express Hotel, and a prospective resort development in Madeira Beach.

Vinoy Place Condominiums Partnered Case Study

The Vinoy Hotel thrived during Florida’s boom period of the 1920s. But by 1980, it was vacant, windows were missing, and birds nested in the rafters. Various investors proposed redevelopment plans, but early efforts were unsuccessful.

Between 1982 and 1998, St. Petersburg planned and implemented redevelopment projects. The *Intown Redevelopment Plan* was adopted in 1982, followed by design guidelines. An areawide Development of Regional Impact (DRI) was approved. The city planning efforts continued, setting the framework for desired partnered and independent redevelopment efforts.



Vinoy Place Condominium Project

Finally, an investor put together a package for renovation of the hotel that was promising. Condominium development on the land east of the hotel was requested as part of the renovation plan, along with the development of a marina on the adjacent waterfront. The plan envisioned the construction of 195 condominium units, but they were not built. A land swap was negotiated with the city for property between 6th and 7th Avenues North. The city gained waterfront land, as well as an agreement that the easternmost 200 feet of the Vinoy property would be maintained in open space.

Ultimately, the hotel and marina were completed and became critical early successes in the downtown renovation. The Vinoy Place Condominiums were resurrected as a viable project in the late 1990s. In February 1998, a site plan was submitted for 114 units.



Vinoy Place Condominium Project

The Vinoy Place Condominiums conform to previously-identified desired development patterns. The architecture uses many of the same materials and colors as the Vinoy Hotel and all funding for the project was private. The plan called for twelve town homes along 5th Avenue Northeast. Two towers containing 102 units are built behind the town homes. This design retains a low profile along the street edge, consistent with the scale of the Vinoy Hotel entryway. The easternmost 200 feet of the site, abutting Bayshore Drive, is a landscaped drainage retention and open space area. This open space vista complements the adjacent public park.

The units are luxury condominiums and market acceptance has been excellent. Density is less than that permitted. The downtown zoning permits a maximum of 55 dwelling units per acre. However, the site is developed at 20 units per acre when the mandatory open space (1.8 acres) is considered as part of the site.

Site plan approval was granted three months after submission. Parking was provided by the developer and one setback variance (to 35 feet from the required 50-foot side setback) was granted to accommodate the project. All other aspects conform to the land development code.

Vinoy Place Condominiums Key Issues

Redevelopment issues: How to combine hotel restoration with development of condominiums and a marina in a choice waterfront location within a city redevelopment district

Site issues: Existing, vacant, privately-owned historical hotel with associated developable land

Was a development agreement used? Yes

Development agreement particulars:

- !** *Condominium units and a marina would be built as part of the hotel restoration*
- !** *A land swap was concluded in order to consolidate the site and provide the city with open space*
- !** *Only one zoning variance was required*
- !** *All funding was private*

Incentives: Expedited development review process

Were city staff assigned to the project? Yes

Were other agencies involved? Yes, financial institutions

Baywalk Partnered Case Study

In 2001, Baywalk opened in downtown St. Petersburg. This development was the culmination of a years-long effort to bring a major retail/entertainment venue to the downtown.

St. Petersburg created a detailed planning framework to support redevelopment in 1982 with adoption of the *Intown Redevelopment Plan*. The intown plan was followed by the *Plaza Parkway Design Guidelines*.

Until 1996, the city worked with a master developer, Bay Plaza. When downtown redevelopment stalled, St. Petersburg severed ties with Bay Plaza. At that time, the city had invested \$20 million in the downtown and had assets to show - streetscape, parks, parking, and strategic land acquisitions. Among these assets was one and a half blocks in the area between First and Third Avenues North east of Second Street North, referred to as the North Core and Mid-Core Blocks.

With the departure of Bay Plaza, the city rethought its development program. A focus group met in 1995 to shape the scope of the project that became Baywalk. The same group reassembled in 1998 to comment on the proposed project. This highlights one important redevelopment component: continuity of public involvement.

In February 1996, St. Petersburg issued a Request for Developer Qualifications and Proposed Development Program for this area. The request cited the “Unified Retail Program” specified in the *Intown Redevelopment Plan*. Respondents were asked to design, acquire, construct, finance, and manage the project.



Baywalk Retail/Entertainment Center

One proposal was received from Redevelopment Partners Inc., and two letters of interest were submitted. The city took a flexible approach and encouraged Redevelopment Partners Inc. to work with The Sembler Company. Vital to the success of the project was the final development agreement between the city, Redevelopment Partners, and Sembler that was approved on June 5, 1998.

The redevelopment project is an urban entertainment complex with gross leasable area of 180,000 square feet with 130,000 square feet of commercial in the main plaza (North Core Block) and 50,000 square feet on the lower level of the parking garage (Mid-Core

Block). The project includes a 20-screen movie theater, restaurants, bars, and retail. Project design incorporates the Mediterranean Revival style of architecture.

Development responsibilities were shared between the public and private sectors. The city agreed to fund three elements of the proposal: the parking structure including leasable retail space on the first floor, the landscape/streetscape abutting the project, and the lease of a 30-foot strip of land as part of the project.

The city offered favorable purchase terms for the site, which was appraised at \$20 per square foot or \$3,200,000. The developer paid \$1.75 million to acquire the site, with the remainder of the purchase price secured by a promissory note. Payment of the note will occur when the property is sold, and then only after the developer has made a return on investment.

The developer agreed to rent retail space in the garage. Net parking revenue accrues to the city. The costs to complete the project were paid by the land payment for the main site, parking revenue, Penny for Pinellas tax funds, and tax increment bond proceeds.

A rezoning was required to permit development on the North Core site, and the *Intown Redevelopment Plan* was amended. The city agreed to provide all utilities except for on-site storm water retention. The city also agreed to spend \$500,000 on streetscaping to serve the project and it committed to provide evening parking at a nominal rate.

The project opened in 2001, approximately two and a half years after the development agreement was signed. Baywalk has been well received and it appears to be well on the way to fulfilling both the developer's and city's expectations.

Baywalk Key Issues

Redevelopment issues: City-owned downtown redevelopment district property envisioned as a retail and entertainment venue

Site issues:

- ! *City ownership reduced the cost of land*
- ! *Site is located within a redevelopment district*

Was a development agreement used? Yes

Development agreement particulars:

- ! *Development responsibilities shared between the public and private sectors*
- ! *Developer agreed to rent retail space in the parking garage*
- ! *Necessary land development variances granted*

Incentives:

- ! *Favorable purchase terms for the developer*
- ! *City funding of a parking structure, landscaping, streetscaping, pedestrian promenade, and utilities installation*

Were city staff assigned to the project? Yes. City put the private partners together to gain maximum expertise and the project had a staff person assigned exclusively to it.

Were other agencies involved? No

IMRglobal Corporation Partnered Case Study

Clearwater's downtown redevelopment efforts started in the 1970s. Although new construction and rehabilitation in the 1980s and 1990s improved several important sites, large sections of the downtown remained vacant or under-used.

The city owned properties which could serve as catalysts for redevelopment. A 14.2-acre site, the City Hall Annex, located at the intersection of Missouri Avenue and Cleveland Street was one such property. The annex building was developed in the 1950s as a department store, and had been used by the city since the 1970s.

With construction of the new municipal services building on Myrtle Avenue, the city relocated employees from the annex in 1997. The City Commission held a visioning session regarding use of the vacant annex site. The desire for a corporate headquarters was identified. A request for proposals was issued in 1998. The request included criteria for job creation and tax base enhancement. Five responses were received. The one from the Justice Corporation and IMRglobal Corporation was determined to be the most responsive to city objectives.

The efforts to keep IMRglobal in Clearwater resulted from a city business retention program. The company was located in Pinellas County, but was outgrowing its facility. As a result, it was looking for a new site, either in or out of the county.

The city commissioned the Center for Economic Development Research (CEDR) at the University of South Florida to study the estimated impact of the relocation of IMRglobal to downtown Clearwater. That study determined that the project would return over \$3 for each \$1 of city investment. Total wage impact on the economy was estimated to \$51 million per year. The positive impact described by CEDR set the stage for public acceptance.



IMRglobal Corporation

A development agreement was concluded between the city and IMRglobal. Among the principal requirements in the development agreement was that at least 100,000 square feet was specified be constructed within three years of execution of the agreement. The development agreement was approved in 1998 and the project opened in 1999. The agreement required the developer to pay the city \$1.5 million for the site, and the city committed to spend a like amount in infrastructure improvements to support the project.

Construction of the first two buildings provided 129,000 square feet of office space. The total site is planned to encompass 310,000 square feet of office space and job creation is estimated at 1,000 employees.

The IMRglobal project is notable for several reasons. In accomplishing occupancy in an extremely short time frame, the city went beyond the level of cooperation which is typically extended to a developer. The city has an economic development team, composed of representatives from planning, real estate, legal, and environmental disciplines headed by an assistant city manager. For this project, the economic development team was expanded to include operating personnel in the affected departments. Weekly meetings were held between city staff and the developer to identify and solve problems as they arose. Thus, city staff became part of the development team.

This project featured the creative use of financial incentives. The site is in an enterprise zone and it is also a qualified brownfields site. Incentives are made available by the State of Florida. IMRglobal's creation of middle and high income jobs in a specific area made it eligible for the Qualified Tax Incentive (QTI) program, which provides partial relief from federal corporate income taxes. These incentives leveraged both public and private investment. State tax incentives were offered for job creation and for building materials sales tax. In order to receive these tax benefits, the city was required to qualify with the state and federal governments.

IMRglobal has been open for two years. Since that time, one new drug store opened across the street, and a hotel is planned. Nearby office space has been upgraded, but the anticipated spin-off restaurant and retail have not yet occurred.

IMRglobal Key Issues

Redevelopment issues: Large city-owned redevelopment district parcel with existing obsolete buildings located at a major intersection

Site issues:

- ! *Ground contamination*
- ! *Drainage problems*
- ! *Existing obsolete buildings in a city redevelopment district*

Was a development agreement used? Yes

Development agreement particulars:

- ! *City is responsible for contaminated areas even through IMRglobal owns the site*
- ! *Company obtained the land through fee simple purchase*
- ! *City building demolition and site preparation*

Incentives:

- ! *Impact fees waived because of the site's location in brownfield and enterprise zone areas*
- ! *Cash incentives for jobs with salaries over \$30,000*
- ! *The city paid for utilities, e.g., design and engineering for drainage retention*

Were city staff assigned to the project? Yes, a project team was formed

Were other agencies involved? Yes, the University of South Florida, the county, state, and federal government

Hercules Hydraulics Corporation Partnered Case Study

There are a number of industrial parks in Pinellas County which were developed between the 1940s and 1960s without public water and sewer service. Hercules Hydraulics Corporation, a manufacturer and distributor of industrial seals and gaskets, was located in one of those enclaves.

The business owners and the City of Clearwater pursued annexation as a way to extend utilities. City staff worked with the multiple industrial park property owners regarding possible annexation, but agreement was not reached and the effort was abandoned.

The owner of Hercules Hydraulics wanted to be in the city. He stated that having a Clearwater address would provide a business advantage for his mail order clients. He needed a site with industrial zoning served by utilities where he could locate 100 to 125 employees. Such industrial sites were scarce in Clearwater. Through the efforts of the city staff, a potential site was found at the corner of Palmetto Street and Belcher Road in the Clearwater Industrial Park. The site was owned by Florida Power Corporation as part of their large equipment storage area and it was not on the market. Nonetheless, Florida Power was persuaded to sell the site to Hercules Hydraulics. As a result, a 72,000 square foot industrial facility was constructed.

This project is located in an area which is not part of a redevelopment district. It conformed to all development regulations and approval was granted in the normal manner, approximately three months after

submission of the application. The only incentive offered by the city was some application of impact fees to the development infrastructure. While there have not been noticeable spin-off effects of this development, it retained an existing industry and employer.



Hercules Hydraulics Corporation

Hercules Hydraulics Key Issues

Redevelopment issues: Assist existing industrial development to find a suitable parcel and relocate within the city

Site issues: The company's existing site did not have adequate sewer facilities

Was a development agreement used? No

Incentives: Expedited development review process

What was the government role? Site selection was assisted by the Clearwater staff

Were city staff assigned to the project? Yes

Were other agencies/entities involved? Yes, Florida Power Corporation as the land owner which sold the parcel to Hercules

Dunedin Holiday Inn Express “Hybrid” Partnered Case Study

The site for the hotel is located at the intersection of two state roads in Dunedin and borders the Pinellas Trail on the east. The Florida Department of Transportation previously owned the tax-exempt site, but had no plans for developing it or using it for transportation purposes.

The site is situated in the Dunedin community redevelopment area. When the developer expressed an interest in building a hotel, the city wanted to tie the project into its downtown redevelopment effort. However, there was a problem involving the best way to connect the hotel with the downtown. The desire of the city to make a connection resulted in city-initiated improvements being made and incentives provided to the developer. Before city involvement, the owners apparently did not see the relationship between the hotel and the city’s downtown redevelopment efforts. Educating them on that relationship resulted in a cooperative effort benefitting both the hotel and city. The hotel is under construction as this report is being written.

While a hotel development had not been targeted for downtown Dunedin, once one was presented, enthusiasm for the project resulted in meaningful city involvement. According to city officials, the project can be described as a “hybrid” redevelopment with both partnered and independent characteristics. For example, the hotel owners wanted to separate it from the Pinellas Trail with a fence, but the city persuaded them not to after educating them about the redevelopment benefits to be gained by linking the hotel and trail.



Dunedin Holiday Inn Express

City incentives and improvements included making available a small business loan, transportation impact fee credits, zero setback zoning at 50 units per acre, undergrounding of utilities, and the installation of landscaped medians, sidewalks, and reclaimed water. The city also obtained control of a portion of the Pinellas Trail so that it could be lighted to provide a means for hotel guests to access downtown restaurants.

Dunedin used a team approach while working with the hotel ownership, with staff from various disciplines participating in the project. Also assisting in the success of the project is the typical approach taken by Dunedin, i.e., after major policy decisions are made by the City Commission, technical and operational decision-making authority is granted to staff to facilitate the redevelopment.

Dunedin Holiday Inn Express Key Issues

Redevelopment issues: Demolition of existing structures, purchase of a site from a state government agency, and construction of a hotel in proximity to the downtown

Site issues: Location at the intersection of two state roads with the Pinellas Trail bordering the property on the east. The FDOT had no plans for the site prior to its sale.

Was a development agreement used? No

Incentives:

- ! *Business loan*
- ! *Transportation impact fee credits*
- ! *Zero setback zoning at 50 units per acre*
- ! *Undergrounding of utilities and installation of landscaped medians, sidewalks, and reclaimed water*

What was the government role? Dunedin used a team approach with staff from various disciplines participating in the project. Technical and operational decision-making granted to staff subsequent to Commission policy setting. The city obtained

control of a portion of the Pinellas Trail so that it could be lighted to provide access to downtown.

Were city staff assigned to the project? Yes

Were other agencies/entities involved? None, other than FDOT as the former property owner

Prospective Madeira Beach Resort Partnered Case Study

The City of Madeira Beach is home to John's Pass Village, a major tourist attraction. A fire resulting in private sector rebuilding together with public infrastructure improvements have enhanced the attractiveness of the village. That attractiveness and its future potential redevelopment opportunities have not been lost on local land owners or the city.



Potential Madeira Beach Redevelopment Property

**Potential Madeira Beach Redevelopment Properties**

There is a major redevelopment proposal currently being considered for land in walking distance from the village. The proposal contemplates the development of a signature hotel with supporting accessory development including a yacht club and convention center. The most unusual aspect of the project is an elevated pedestrian way across Gulf Blvd. from one part of the development to another.

With a project of such magnitude, there are multiple challenges including: local code limitations and variance requirements, the need for zoning and land use amendments, differing redevelopment perspectives, land assembly requirements, multiple governmental agency review, potential site contamination from boat repair activities, purchase of a publically-owned recreation parcel, and business displacement issues.

**New Beach Redevelopment Project**

Benefits are thought to include demolition and removal of an obsolete transient residential development, the addition of businesses and accommodations that support village activities, and creation of an up-scale resort development that the city currently lacks.

While the site lies outside of the John's Pass Village activity center, the city is contemplating sponsoring amendment of the center boundary to include it. Because the project is in its formative stages, large-scale partnering activities have not yet taken place. However, city staff have consulted with outside agencies to obtain advice regarding how best to deal with the project.

Prospective Madeira Beach Resort Key Issues

Redevelopment issues: Replacement of older transient facility and boat repair businesses with a hotel and multifamily residential development in support of John's Pass Village

Site issues:

- ! *The development is proposed to span the major north/south roadway in the city*
- ! *Possible contamination issues*
- ! *Land assembly requirements*
- ! *Purchase of a city-owned recreation site*

Was a development agreement used? None yet developed

Incentives: None have yet been granted

What was the government role? The type and extent of the project and government involvement is being negotiated

Were city staff assigned to the project? Yes

Were other agencies/entities involved? The FDOT and Pinellas County will be involved if the project goes forward as planned

Independent Redevelopment

Introduction

Redevelopment activity which takes place without the benefit of partnering is referred to in this study as an “independent” project. They can take virtually any form and they are a response to market conditions or opportunities. They are found in disparate locations throughout the county rather than exclusively in established redevelopment districts. This examination of redevelopment issues looks at several types of independent projects that either are currently, or have the potential to be, candidates for redevelopment. They include one each for mixed use, highway commercial, hotel, shopping center, gas station, industrial, and mobile home park sites.

Rather than propose a redevelopment project that may be suitable for each site, the examples state the issue(s) or problem(s) associated with each site as well as the opportunities available and challenges related to them. To assist in illustrating the various examples, photographs are used to provide a visual context for each project.

Mixed Use - The Cloisters In St. Petersburg*Site Description*

The site is located in the downtown St. Petersburg redevelopment district on Beach Drive. Before construction of the Cloisters, the site was a vacant infill parcel measuring approximately six tenths of an acre.

Issues and Problems

Issues included how to bring residential dwelling units to the downtown area in order to support a growing commercial base. In addition to residents, there was a desire to have new construction be of the mixed use type with first floor retail and dwelling units above.

Redevelopment Project

The Cloisters building is fourteen stories tall and contains 34 condominium units. Supporting the units is a swimming pool and fitness and entertainment center. Retail uses include a coffee shop and specialty stores.

Opportunities and Challenges

Given the relatively small site and the need for parking, innovative design was applied to the project giving each unit two covered spaces. On-street parking is provided for the first-floor businesses.

The project was the first luxury residential structure to be built downtown in many years and its presence, together with its residents, is highly supportive of downtown redevelopment.



The Cloisters

Highway Commercial - Former Auto Dealership

Site Description

The site for this example is a large (3.5 acres) former automobile dealership built in 1969 which previously had direct access to U.S. 19. However, that access was removed with the construction of an overpass. Currently, the site takes access from a service road paralleling the highway. The existing buildings were abandoned when the dealership moved to another location in order to again have direct access to U.S. 19. The site is zoned C-2 and has a Commercial General land use designation. Utility services are present.



Abandoned Auto Dealership

Issues and Problems

The issue regarding this site is how to reoccupy it with a business that will be able to sustain itself without the perceived access requirements

of an automobile dealership.

The site exhibits all of the negative characteristics associated with abandonment, including deteriorating structures as well as vegetation growth and debris accumulation. Furthermore, it is a financial drain on the owner, and the local government receives less revenue than it otherwise would if the site were operating as a viable business.

As is characteristic of a dealership, the majority of the site is impervious surface and because it was originally built before current drainage requirements became effective, it does not meet existing standards. There are also potential contamination issues.

Proposed Redevelopment Project

At this time there is no known proposal to redevelop the site.



Existing Development Next To Overpass

Opportunities and Challenges

There are opportunities to redevelop the site, but due to its location, they are apparently limited because the site has been vacant for several years. Site disadvantages include the existing buildings that would have to be demolished if they cannot be retrofitted for a new use. Furthermore, because of its former use, there may be site contamination resulting in a brownfield condition.



Existing Development Next To Overpass

Site advantages include the fact that the parcel is large enough to accommodate a wide variety of uses. And, while direct access is provided by a service road and not an arterial, experience in other jurisdictions indicates that such a location can sustain businesses as evidenced by the accompanying examples of businesses located on service roads.

Conversion Of Beach “Mom and Pop” Motel*Site Description*

Sites for these motels typically measure between one-half and one acre and consist of several platted lots. The buildings are one or two story single or multiple buildings or cottages.



Typical Aging “Mom And Pop” Transient Accommodation

Issues and Problems

Because of the typical small size of individually-owned parcels, redevelopment can be impeded by the requirement to assemble enough land to provide for an economically viable project. There is potential opposition to these projects for several reasons. First, surrounding residential neighborhoods may fear increased intensities because of perceived off-site impacts. Second, some may see such

redevelopment efforts as contributing to the disappearance of the Florida experience they have known for years. Finally, because many local codes do not anticipate such projects, numerous variances must be granted and review processes undertaken before final project approval is granted.

Proposed Redevelopment Project

Demolition of several “mom and pop” motels, land assembly, and construction of a major new destination resort facility.



Example of A Major Destination Resort Facility

Opportunities and Challenges

Beach redevelopment of ‘50s and ‘60s style “mom and pops” has been identified as necessary for continued economic viability of the county tourism industry. Modernization is a necessity because of the changing expectations of potential clientele and because of competition with other destinations, both national and international.

Conflicting perspectives of various interests present challenges for redevelopment efforts. Because beach communities are home to residents, their perspective tends to be more narrowly focused on preservation of the small-town atmosphere. At the same time, the Convention and Visitors Bureau has a goal to make the Pinellas County beach experience the best in the world. The development community sees opportunities to provide a product which is desirable and profitable. Emergency service organizations have legitimate concerns about public safety. Local codes often do not anticipate such redevelopment projects and code provisions often differ from one municipality to another, thus hampering a unified approach. It is easy to see how these various issues and perspectives combine to form barriers to beach redevelopment, but at the same time, they provide an opportunity to move beyond parochialism to cooperation and mutual benefit.

Shopping Centers

Shopping centers currently undergoing, or those proposed for redevelopment come in a variety of types. Two of them, the small underutilized center from which the anchor tenant(s) have left, and the large obsolete center or mall which has lost its economic viability, are discussed from a redevelopment perspective.

Small, Underutilized Shopping Center - The Belleair Plaza Center*Site Description*

The center occupies approximately five acres of land on the northeast corner of the Belleair Road and Highland Avenue intersection. It was built in a style typical of such structures with two anchor tenants, a grocery store and a pharmacy. One unusual characteristic is that vaulted drainage retention was constructed rather than an open retention area. All utilities are present.



Belleair Plaza Shopping Center

Issues and Problems

One of the major problems is that after the major tenant (a grocery store) closed, the lease was retained, thus preventing reoccupancy by a similar use. The pharmacy then moved. The loss of the grocery and

pharmacy leaves the neighborhood without those services. Significantly, after the anchor tenants left, the center became less desirable to new and existing occupants. Even though the anchors have left, some smaller tenants have stayed, but without the benefit of the traffic generated by the anchors.



Redeveloped Grocery Store

Proposed Redevelopment Project

The Publix grocery store corporation has announced plans to renovate and reoccupy the center with a similar project to the one constructed at the Pinellas Shopping Center located at the intersection of West Bay Drive and Clearwater-Largo Road.

Opportunities and Challenges

With the Publix reoccupancy, revitalization of the center is virtually assured. Such redevelopment will benefit not only the existing tenants who have experienced financial hardships over the last several years, but the neighborhood will also benefit from the reestablishment of a local grocery store and pharmacy.



Clearwater Mall

Large, Obsolete, And/Or Noneconomically Viable Center*Site Description*

This ± 75-acre site is located at the intersection of two major arterials. Access is achieved through multiple points from the arterials as well as service roads. Site design is typical for regional malls built during the early '70s (1973) with a main building and several adjacent

outparcels. The site serves as a major PSTA bus transfer point for intercounty as well as express service to Tampa.



Potential Main Street Mixed-Use Project

Issues and Problems

The very size and importance of the mall site for the City of Clearwater as well as Pinellas County presents unique issues and problems. While the death of the mall is not the first in the county, it is the most significant. Of concern is the type of redevelopment that is to occur. Some have discussed public acquisition in order to better guide redevelopment activities.



Big Box Power Center Redevelopment

Proposed Redevelopment Project

There are reports which indicate that the mall buildings may be demolished and replaced by a big box power center.

Opportunities and Challenges

While the proposed big box power center would reestablish commercial activity, there are other redevelopment opportunities which would use the mall property to create a special place for the city and county. Given the size and location, redevelopment could take the form of up-scale mixed-use combining commercial and residential. If the type of redevelopment is to change, the major challenge that must be overcome in order for it to happen is acquisition of the site. With public or private ownership, or a

combination of the two, redevelopment similar to that which has taken place in West Palm Beach and Ft. Lauderdale could be facilitated. The public sector could also play a role by offering incentives and assistance with the project. Such cooperation would transform the project from an “independent” redevelopment to a “partnered” one.

Gas Station Conversion

Site Description

The former station occupied its corner location for many years, but has been abandoned for the last several years. The site is virtually 100 percent impervious surface because it was constructed before current regulations went into effect. All utilities are present.

Issues and Problems

The site is highly desirable given the large amount of traffic which passes by each day and its visibility at a prominent corner location. Any ground contamination would have to be cleaned up before redevelopment could proceed.

Proposed Redevelopment Project

A stand-alone pharmacy building with a drive-through.

Opportunities and Challenges

Because these developments are much more than merely pharmacies in that they provide a variety of products previously found only in grocery or department stores, they have become the new

“neighborhood corner store.” They serve as transition uses between major commercial and residential uses and often their location allows convenient pedestrian access.



Abandoned Service Station

Other positive results of the redevelopment are that possible contamination will be removed and obsolete structures will be replaced.

A less desirable characteristic is a perceived over-abundance of like uses in similar corner locations which exclude other viable uses. But, because of market economics, most significantly the cost of land, purchase of these sites by other than these businesses is problematic.



Typical Corner Pharmacy

Industrial Site Conversion

Site Description

The illustrated site is located in a part of the city which previously had been on the outskirts of Clearwater. Over time, however, residential subdivisions were developed that eventually surrounded the site. The former lumber yard has access to two collector roadways and available utilities.

Issues and Problems

The once viable lumber business is no longer appropriately located within a predominantly residential area. Proposed development of new multifamily residential will be unique in the area which is predominantly developed as single-family residential.



Vacated Industrial Site

Proposed Redevelopment Project

A multifamily condominium project is planned.

Opportunities and Challenges

The site's intersection location allows project design flexibility as does its size (± 5 acres). In order for the proposed development to be built, the existing buildings must be demolished and debris removed. Soil samples will indicate if there are contamination issues and what must be done if there are. Because the new development will be more up-scale than the surrounding single-family properties, area redevelopment pressures may increase which would eventually result in proposals for other developments of this type in the area.



Industrial Site Redeveloped As Multifamily Residential

Conversion Of Older Mobile Home Or RV Park

Site Description

There are numerous older trailer, mobile home, and recreation vehicle parks in the county, some dating from the 1940s. Their location can vary from downtowns to stand-alone sites on major arterials. Their size can range from just a few units to many. Most are individually-owned by either an on-site or absentee land owner.



Examples Of Older Mobile Home/RV Parks



Issues and Problems

As vacant land becomes more scarce and acquisition costs increase, land judged to be underutilized or no longer economically viable with its current use, is increasingly being targeted for redevelopment. Each local government has policies supporting affordable housing, but because these parks frequently serve as such housing, their conversion to other uses diminishes the residential unit supply.

Proposed Redevelopment Project

Conversion projects can vary, but both the private and public sectors have redeveloped parks.

Opportunities and Challenges

It is self-evident that conversion of mobile home or RV parks to a nonresidential use diminishes the number of one type of affordable housing. That loss can have a traumatic effect on long-term residents. While state law provides for a certain degree of protection for residents, parks situated in desirable locations are nonetheless subject to conversion. The conversion in this example is to multifamily residential, but some parks have been redeveloped as commercial and public uses, e.g., drainage retention areas.

A conversion from a mobile home or RV park to a different form of affordable housing provides the opportunity to limit the diminution of such units, although former park residents may not be able, or choose, to live at the new development. While personal hardship may be experienced, park conversions, especially of those owned by absentee landlords, is one aspect of the redevelopment process in the county.

Absent policies that mandate provision of affordable housing units in new residential developments, park conversions will result in a certain number of displacements. Balancing the negative personal issues associated with park conversions, communities and the county can realize positive benefits including removal of often run down housing units and tax base enhancements.



New Affordable Housing

Public Sector Infrastructure Redevelopments

Activities of the public sector can have significant effects with regard to redevelopment. The examples below show several types of infrastructure construction projects aimed at facilitating adjacent redevelopment.



Recreation Amenities



Intersection Improvements

Drainage Facilities

Section Summary

In summary, these examples point out the variety of opportunities and issues that arise for both partnered and independent redevelopment projects. Their purpose is to illustrate the importance of a pro-active role by the public sector in determining what types of redevelopment will best accomplish a community's long-term goals and what kinds of direction and assistance will best facilitate achievement of those goals.

Section 8. Issues Summary

Outline Of Issues And Priorities

This section presents the structure and ranking of issues as the basis for identifying specific recommended actions to be considered for each issue. Materials initially reviewed and ranked by the Steering Committee and developed through joint efforts of the Committee, consultants, and the Planner's Advisory Committee (PAC) of the Pinellas Planning Council are identified under seven major headings. The order and priority of the issue outline reflects the weighted value assigned to each as reflected in Appendix E. This outline of issues and their relative order of importance are then summarized to provide a consolidated list of issues from which to develop recommended actions.

The following description of redevelopment issues is set forth according to the following seven major categories which describe and serve to organize the various individual issues.

People Issues

The redevelopment process requires first and foremost the participation and support of the various people engaged in and affected by the process. In order for redevelopment to be successful, it requires an understanding on the part of the citizenry as a whole as to the issues and objectives surrounding redevelopment, the support and participation of the elected officials and proper orientation and assistance of staff.

The key issues identified under this heading are set forth below by their relative order of importance:

Priority One

- & Elected official redevelopment orientation
- & Staff public service attitude when interfacing with clients
- & Adequate staff training and resources to address redevelopment
- & Limits on ability to use administrative discretion

Priority Two

- & Interagency communication, including regulatory and economic development staff
- & Public education to enlist public understanding of redevelopment objectives

Standards Issues

Adopted codes and ordinances were reviewed and discussed extensively. These regulatory standards play a significant role in establishing the proper climate for redevelopment. Several issues were identified as areas of concern with respect to these regulatory standards. Some of the detailed issues ranked in priority two would in some jurisdictions be resolved by action on issues in priority one. For example, revision of an outdated code could resolve lot area standards that are generating numerous variance requirements for independent redevelopment activity.

The issues identified under this heading are set forth below:

Priority One

- & Drainage requirements
- & Definition of desired community redevelopment activity
- & Outdated zoning/subdivision codes
- & Building codes to address rehabilitation
- & Definition and treatment of nonconformities

Priority Two

- & Lot standards and area requirements
- & Parking requirements
- & Landscaping and open space requirements

Procedure Issues

Communities adopt codes as a tool to establish a process which assists in reaching a conclusion regarding development issues. Primary concerns with respect to procedure are time and certainty. Land assembly and conditional options have costs that grow daily as agencies consider conditions for approval. Making those steps meaningful, efficient and effective is the desired result. Efficient project approvals based on quality redevelopment planning should yield predictable results.

The key issues relating to procedure include the following factors:

Priority One

- & Development review time
- & Administrative discretion
- & Special standards for infill projects
- & Flexible tools for overlay districts
- & Ability to amend standards in redevelopment process

Priority Two

- & Inconsistent code enforcement procedures and methodology
- & Conditional use authorization
- & Incremental or integrated project reviews
- & Specialized code procedures (e.g., ADA, FEMA, Life Safety)
- & Complex site plan procedures
- & Appeals and code modifications
- & Variance procedures
- & Poor public/private property aggregation procedures
- & Limited public recognition of redevelopment objective and areas
- & Methods to create compact growth redevelopment areas
- & Methods to encourage elimination of enclaves
- & Limited minor plat amendment procedures

Organization/Format Issues

The major constraint in promoting and facilitating redevelopment activity is that plans and codes have not been specifically structured for these actions. The issue here is not absolute uniformity, but rather the benefits that could come from standardized terminology and structure. It suggests, for example, that parking requirements could typically be found in one particular chapter or section so anyone working throughout the county could find these requirements in a similar place in each local code.

Issues related to code format and organization include those set forth below:

Priority One

- & Codes do not anticipate redevelopment
- & Application of model policy planning opportunities

Priority Two

- & Clarity and understandability
- & Common guide
- & Use of special or statutory development agreements
- & Standardized formats

Economic/Financial Issues

The effort and investment necessary to deal with the complexity of a large redevelopment opportunity may frequently require appropriate incentives. These incentives are the basis of partnered redevelopment. Incentives can occur in the form of both direct financial and regulatory assistance or infrastructure support. Comprehensive programs, from capital improvements to brownfield subsidies, may be needed. Market windows open and close for various types of development and financing opportunities. Communities willing to support land assembly will be among the most dynamic participants in the redevelopment process. Measuring results according to established, relevant indices will help confirm that redevelopment objectives are being met.

Issues related to these economic/financial factors include those listed below:

Priority One

- & Density/intensity incentives for desired redevelopment projects
- & Enhance feasibility available for mixed-use projects

Priority Two

- & Economic support for neighborhood reinvestment
- & Action plans for underutilized/under-performing areas
- & Infrastructure enhancement and renewal/replacement
- & Land assembly procedures and funding sources
- & Comprehensive capital improvement implementation
- & Methodologies for recycling brownfield sites
- & Lender/investment development criteria for feasibility
- & Market and investment opportunity periods
- & Maintenance and monitoring of property values/tax base

Cost Issues

Financial support for partnered redevelopment can take numerous forms. By assuming part of the overall cost of the development, the partnering community reduces the risk for private investment. Incentives can advance the goals of the redevelopment project. Redevelopment which increases the intensity of a site has to pay impact fees. Often, fees are more readily acceptable to the developer if the fees paid benefit the project area. Redevelopment alone cannot carry the cost of a local jurisdiction failing to meet its renewal and replacement responsibilities for infrastructure. Projects with multiple public benefits should be able to attract grant or subsidy support, if major community benefits are achieved.

Issues related to cost factors include the following:

Priority One

- & Time costs generated by cost of carrying land or infrastructure
- & Incentives for development of products or job generation
- & Impact fee allocation and applicability

Priority Two

- & Concurrency costs funding
- & Grants and support

External Agencies /Rules Issues

An important factor in the redevelopment process is the role of agencies which control a particular facet of the process not governed by the local jurisdiction. Redevelopment conditions, in urban counties, should enable communities to approach an outside agency and work out compliance problems.

For utility services such as drainage or parking, a preferred approach is an area-wide plan for services. For drainage, improvement to existing conditions rather than strict compliance with current standards, may be advantageous in that if no redevelopment occurs, drainage conditions will be static. Even if the redevelopment project cannot meet all of the current requirements, where improvement to existing conditions is shown in the context of a redevelopment plan, there should be an avenue for redevelopment to occur.

Issues identified and deemed essential to an efficient and workable redevelopment policy include those noted below:

Priority One

- & FDOT, SWFWMD, and DCA flexibility to facilitate redevelopment that improves conditions

Priority Two

- & DEP and FEMA flexibility to facilitate redevelopment that improves conditions
- & CCCL modeling, methodology, and procedures

Synthesis Of Issues And Recommendations

In order to interpret the individual rankings and relative priorities of the issues in a meaningful and manageable format, the following consolidated list of priority issues is set forth as the basis from which to identify recommended course(s) of action. The principal issues to be addressed as a function of this project include:

I. Education And Communication

There is a need to engage the public, elected officials and staff in an on-going dialogue as to the importance and function of redevelopment in maintaining a vital economy and quality of life, and the means by which each sector can assist in this process.

A summary of specific issues to be addressed under this main area of focus include:

- A. Elected Officials - Enhance elected official orientation toward redevelopment objectives and needs to establish the necessary policy framework.
- B. Staff - Provide adequate staff training to address public service attitude and enhanced ability to use administrative discretion.

- C. Public - Conduct public education efforts to convey importance and objectives of redevelopment to the citizenry. This should include a coordinated effort with and through the media.

II. Code Standards And Procedures

Issues in this category emphasize the need and benefit of retrofitting local land development regulations to address opportunities and issues unique to the redevelopment process. In particular, it is a priority to address the following specific issues:

- A. Specific Redevelopment Provision - Establish separate, identifiable provisions in the local land development regulations to deal with redevelopment.
- B. Drainage Requirements - Adopt provisions to meet unique drainage requirements of a redevelopment site, including an area-wide approach to storm water mitigation that considers both water quantity and quality.
- C. Time Lines - Reduce the time required by regulatory agencies to review redevelopment projects and foster an improved understanding of private sector carrying costs attendant to redevelopment.
- D. Administrative Discretion - Provide for expanded administrative discretion that will assist with both the complexity and time of the review process, including special procedures that will enhance the ability to make adjustments and provide flexibility for infill and special area projects.

- E. Building Codes - Adopt building codes that include separate provisions for remodeling/rehabilitation as distinct from new construction.

- F. Mixed-Use - Promote increased effort and opportunity to create true mixed- use projects.

- G. Nonconformities - Consider provisions dealing with existing nonconformities that better address redevelopment, in particular to provide for a distinction between significant (unacceptable) and nonsignificant (acceptable) nonconformities.

- H. Integrated Procedures - Consider the more efficient integration of separate review procedures, such as conditional uses, variances and site plan review.

- I. Site Requirements - Revise local zoning and subdivision regulations to reflect the transition to a redevelopment focus, including individual standards for lot area, parking, landscaping, and open space.

III. Intergovernmental Coordination

A critical component of an overall approach to redevelopment in Pinellas County will be the establishment of common objectives and complementary, if not identical, approaches to the issues that have been identified.

Among the principal issues to be addressed through a process for enhanced intergovernmental coordination are the following:

- A. Designated Redevelopment Areas - Preparation of local land development codes that anticipate and provide for defined redevelopment areas on a coordinated basis.
- B. External Agencies/Rules - An important component of dealing with redevelopment issues is the interface with the requirements and procedures of those agencies outside the purview of local government. In order to facilitate redevelopment and address the issues facing local government, it will be critical to work with and find common ground in a redevelopment context with the following agencies: FDOT, SWFWMD, DCA, DEP, and FEMA.
- C. Interagency Dialogue - Improve interagency communication, in particular between regulatory and economic development staff, including those resources needed to address redevelopment projects.
- D. Consistent Code Enforcement - Develop more consistent code enforcement procedures and methods between separate local jurisdictions.
- E. Special Policy Provisions - Include special planning policy provisions, such as historic preservation, traditional neighborhood development and economic development plans on a coordinated basis.
- F. Code Organization - Improve the clarity and understandability in code organization and format including a common guide to the use of local codes that would be of assistance to both the development industry and agency officials.

IV. Public/Private Investment Considerations

Another dimension to the redevelopment process includes those private sector interests and the manner in which the public and private sector must interact to accomplish common redevelopment objectives. The principal opportunities and needs identified from among the many issues in this area include the following:

- A. Density/Intensity - The need for density/intensity incentives tied to specific redevelopment objectives, market conditions and infrastructure capability.
- B. Special Area Plans - The need to identify specific areas that are underutilized or are under-performing and to have formulated an action plan to deal with such areas so as to direct and facilitate the redevelopment process
- C. Neighborhood Preservation - Support for, and proactive measures to preserve and enhance, our many existing residential neighborhoods including incentives for individual homeowners.
- D. Infrastructure - The commitment of public resources, through the capital improvement process, to insure the renewal and replacement of the infrastructure system to support redevelopment; including an emphasis on the aesthetic quality of our highly visible public buildings, structures, and streetscape which contribute to a community's image and quality of life.

- E. Incentives For Creating Exceptional Public Places - Means by which to encourage the private sector to create unique and exceptional public open and gathering spaces.
- F. Land Assembly - Public assistance with the process and cost of land assembly in designated redevelopment areas to accomplish specific objectives.
- G. Economic Redevelopment - Incentives for redevelopment tied to specific economic development and job generation objectives, including consideration of such incentives as impact fee allocation, infrastructure improvement, and grant support.
- H. Private Financing Mechanisms - The means available by which the private market place provides funding for redevelopment projects.

Issues As The Basis For Direction

The issues, their relative prioritization and synthesis as set forth in this section provide the basis for identifying recommended actions to address the issues. The recommended courses of action are presented in the concluding section of this report.

Section 9. Conclusion

The preceding sections of this report have documented background information, identified goals and objectives, analyzed regulatory tools, examined related issues, illustrated opportunities and impediments, and set forth a summary consensus on issues and their relative priority. It is the purpose of this concluding section to summarize findings and identify recommended follow-up actions.

Summary Findings

A summary of the principal findings from this examination of redevelopment issues includes the following:

I. We Are Approaching Build-Out

As Pinellas County and its member local governments approach build-out, our future economic well-being and quality of life will increasingly depend on our ability to redevelop. This phenomenon is exhibited in a number of ways, including:

- & A slowing rate of population growth that saw a total increase of some 70,000 persons or 8.2 percent from 1990 to 2000, the smallest increase in the last five decades.
- & Estimates of vacant, undeveloped land of five percent or less, with much of this in small, disconnected parcels that are committed to a particular use, having been platted or otherwise planned for.

- & An aging housing stock that indicates approximately one-third of the county's housing is 40 or more years old.
- & Rapidly increasing property values and housing prices, indicative of continued high demand as compared to a relatively fixed supply of available property.

II. We Have A Solid Foundation As A Desirable Place From Which To Redevelop

Pinellas County has a number of outstanding attributes that make it a desirable place to live, work, and visit and these attributes will serve us well as a strong foundation for redevelopment. Among the County's strengths are the following:

- & We have an increasingly diversified economy based on tourism, manufacturing, service and retail trades, including an increasing emphasis on high-tech business.
- & Property (total assessed or "just") values continue to increase at a significant rate - by some 18.5 billion dollars or +47 percent over the past ten years to some 58 billion dollars in 2001.
- & The county is a premier tourist destination and its climate and beaches continue to attract between 4 to 4.5 million overnight and 7.5 million day trip visitors each year.
- & The extensive waterfront property in Pinellas County, some 400 miles in all, combined with regional economic forces and geographic constraints, will continue to make Pinellas a most attractive location.

III. Redevelopment Is Both Necessary And Inevitable

Redevelopment has been defined for the purposes of this project in its broadest sense, meaning that it encompasses the preservation, revitalization, and rebuilding of our built environment. In this context, and as a maturing urban county, redevelopment is both essential and inevitable. Thus, we must begin immediately to put in place definitive public policies to guide this evolutionary process. Examples of this broad range of redevelopment activity and its inevitability include:

- & The neighborhood preservation and revitalization efforts underway in many of the county's communities.
- & The increased attention to code enforcement and fix-up, clean-up campaigns, both formal government-sponsored and ad-hoc community-group efforts.
- & The singular, independent reuse and reconstruction of individual sites and buildings in response to market conditions and opportunities.
- & The planned, partnered redevelopment of key downtown, beach, and corridor projects undertaken with the pro-active participation of local government and the development community.

Given that our natural and built environment will continue to evolve, we should capture the opportunity to make this change a positive one through planned redevelopment initiatives.

IV. Redevelopment Requires A New Vision

The redevelopment process will occur with or without any overarching purpose or clearly articulated end objectives. But, if it is to achieve its full potential, the process will require consensus on identifiable public benefit and a coordinated public/private partnership designed to yield definitive improvements to our built environment. This vision for redevelopment in Pinellas County has been described as follows:

- & The overarching vision is to redevelop Pinellas County to be a "community of quality communities."
- & To achieve this vision requires the pursuit of two goals, described as the promotion (to encourage the existence and progress of) and the facilitation (to help move forward and make less difficult) of the redevelopment processes.
- & The primary goal is to promote the rebuilding of Pinellas County as the model urban center of Florida with a successful balance of high quality living, working, and visitor opportunities to sustain a prosperous community of over one million residents and several million annual visitors.
- & A corresponding goal is to facilitate through effective strategies, including comprehensive and economic development planning, coordinated market strategies, and capital improvement programs that enjoy widespread community support, the on-going redevelopment and urban revitalization of Pinellas County.

V. Redevelopment Requires New Approaches

As we embark on a new phase of planning and development that focuses on redevelopment, it will require that we assess and revise the planning and regulatory measures that are used to guide the redevelopment process. Specific conclusions of an issues survey and analysis identified several main areas to be addressed, including the following:

- & A pro-active approach to redevelopment that emphasizes the preparation of specific area-wide, neighborhood, or corridor plans that clearly articulate the desired redevelopment objectives.
- & A focus on neighborhood preservation that encourages existing communities, be they exclusively residential or mixed-use neighborhoods, to preserve and enhance their quality and value through a combination of code enforcement and reinvestment in public infrastructure.
- & A concerted effort to simplify and streamline the regulatory review process, both to standardize and shorten the time-frame for the various components of project review associated with redevelopment - including plan/zoning amendment, site plan, variance and conditional use procedures.
- & To revise existing zoning, building, and code enforcement standards with the objective of identifying those features unique to, and that will assist in, the redevelopment process. Such things as a special rehabilitation or remodeling section of the building code, treatment of nonconforming features in

the zoning codes, and uniform code enforcement measures are specific issues to be addressed.

- & Increased emphasis on an integrated approach between those agencies and departments that influence the redevelopment process - including the area of economic development, transportation, education, and regulation.

VI. Redevelopment Requires New/Expanded Tools

For redevelopment to be as positive an influence on our built environment and our quality of life as possible will require we utilize the full array of “tools” or measures available. In particular the following measures have been identified as potentially helpful to the redevelopment process in selective settings:

- & Public assistance with the land assembly process will be essential to the accumulation of key properties, both to amass property of a sufficient size for certain types of redevelopment and to facilitate inclusion of properties that would not otherwise be available on the open market.
- & Incentives that will assist in overcoming additional complexities and costs of certain types of redevelopment will be essential to their success. For example, density/intensity bonus provisions, transfer of development rights, shared public/private parking arrangements, tax and impact fee credits and like incentives, tied to legitimate public purpose and objectives, will be instrumental in encouraging redevelopment of the type and kind desired.

& Commitment to providing the requisite public infrastructure that will facilitate the investment required to support redevelopment will be an important factor in the redevelopment process. From necessary transportation, water, sewer, and drainage facilities to the aesthetic quality of public buildings and facilities, as well as parking, streetscape, and recreation/open space, the public investment in its infrastructure will play a significant role in both providing basic services and creating a climate within which redevelopment can prosper.

VII. **Redevelopment Requires A Continuing And Long-Term Commitment**

Redevelopment is not a singular or one-time event, but rather a continuum of both independent and partnered projects involving both private, individual, unilateral investment decisions and planned, coordinated, public participation in an on-going process. Some of the particular features of this aspect of the redevelopment process involve the following:

- & Pinellas County has developed to the mature stage it is at today over the last century. The redevelopment process, involving the preservation, rehabilitation and reconstruction components of this process will occur throughout the twenty-first century.
- & This gradual and continuing redevelopment process will require a consistent, step-by-step approach. There is no one-time quick fix, but rather a need for a progressive, ongoing commitment to the purpose and means by which to promote

and facilitate redevelopment to accomplish the intended result, as well as to refine the purpose and means over time.

- & Redevelopment should be viewed not as an end-state, but as a means to improve the built environment consistent with public policy over an extended time frame.
- & The County will experience redevelopment in stages, with the older portions of the county and those in prime locations being the most likely initial candidates.
- & While redevelopment will be an on-going, extended process, we must begin now to determine the direction and develop the tools to maximize its potential to improve our quality of life.

Recommended Follow-Up Actions

Based on the preceding sections of this report, the recommended follow-up actions are identified below. These recommended actions are designed to chronicle best development practices, create an organizational structure and produce tools that will assist local government in preparing effective redevelopment strategies tailored to meet local conditions.

I. **Establish Programs And Responsibilities For Education And Communication**

In order to facilitate an on-going dialogue essential to a broad-based understanding of the importance of redevelopment to the continued vitality of our county, it is recommended that the following informational tools be considered:

A. Citizens Guide To Redevelopment

Description: Prepare a citizens guide to redevelopment for dissemination and presentation to neighborhood, civic and homeowner groups that will describe redevelopment objectives, strategies, and opportunities for citizen participation. The guide will be prepared in a form applicable to redevelopment in general so as to enable it to be tailored by each local government to the particular needs of, and application to, that jurisdiction.

Responsibility: Pinellas Planning Council (PPC), Pinellas County Economic Development Department (PCED), and Pinellas County Community Development Department (PCCD).

Priority: 1 A

B. Public Officials Guide To Redevelopment

Description: Prepare a brief handbook and visual presentation for each local government, including bi-annual follow-up revisions and orientation for newly-elected public officials to describe redevelopment objectives, opportunities, and tools. The guide will be prepared in a form applicable to redevelopment in general so as to enable it to be tailored by each local government to the particular needs of, and application to, that jurisdiction.

Responsibility: PPC, PCED, and PCCD.

Priority: 1 A

C. Coordination With The Media

Description: Initiate a coordinated effort with and through the media to facilitate understanding and provide visibility for redevelopment objectives and initiatives.

Responsibility: Elected officials, PPC, PCED, PCCD, local government

Priority: 1 A

D. Staff Training/Focus On Redevelopment

Description: Continue the “Permit Us To Serve You” program and encourage staff training and orientation with a specific redevelopment focus. Consider designation of a staff liaison/ombudsman to focus on redevelopment for each local government.

Responsibility: Local government and PCED.

Priority: 1 A

E. Redevelopment Database

Description: Develop a database based on factors pertinent to redevelopment as a baseline and informational tool to measure progress in facilitating, and the impact of, redevelopment.

Responsibility: PPC and PCED.

Priority: 1 B

II. Identify And Prepare Redevelopment Code Provisions

In the interest of addressing the several matters related to the regulatory aspects of redevelopment review as analyzed in the foregoing materials, it is recommended that the following items be considered:

A. Building Code Provisions For Remodeling, Rehabilitation, And Renovation

Description: Appoint a task force charged with developing the appropriate process and standards for amendment/supplement of the Florida State Building Code to address unique requirements of remodeling, rehabilitating, and renovating existing buildings.

Responsibility: Task force appointed by PPC/Countywide Planning Authority (CPA) to include the Pinellas County Construction Licensing Board (PCCLB), local building officials, architects/engineers, and life safety personnel.

Priority: 1 A

B. Prepare A Handbook of Exemplary Redevelopment Techniques For Land Development Regulations

Description: Identify and explain notable examples of redevelopment techniques used locally and elsewhere to serve as a “tool-box” of potential provisions that address and facilitate redevelopment. The “tool-box” of redevelopment techniques may include the procedural issues of time lines, administrative discretion, conditional uses, variances, and site plan review, as well as standards related to drainage, mixed-use development, nonconformities and site requirements for lot area, parking, and buffering identified in this report. This product will be designed as a resource to encourage the utilization of these techniques by local government, and not as a compulsory regulatory document.

Responsibility: PPC/CPA and Planners Advisory Committee (PAC)

Priority: 1 B

C. Conduct Local Code Audits

Description: Each local government undertake a review of its land development regulations, as it determines appropriate, to identify provisions that could be improved in order to facilitate redevelopment, including utilization of techniques in the Redevelopment Handbook, as determined to be appropriate.

Responsibility: Each local government.

Priority: 2

D. Conduct Countywide Plan Rules Audit

Description: PPC undertake a review of the Countywide Rules, as it determines appropriate, to identify provisions that could be improved in order to facilitate redevelopment, including utilization of techniques in the Redevelopment Handbook, as determined to be appropriate.

Responsibility: PPC/CPA and PAC

Priority: 2

III. Establish Clear Framework For Intergovernmental Coordination

In order to establish common objectives and a coordinated approach to redevelopment on a countywide basis, it is recommended that the following tasks be assigned and undertaken:

A. Coordination With External Agencies

Description: Prepare a detailed list of key issues associated with redevelopment and conclude interlocal agreements or bases of understanding on solutions with the Southwest

Florida Water Management District (SWFWMD), Florida Department of Transportation (FDOT), Florida Department of Environmental Protection (FDEP), and Federal Emergency Management Agency (FEMA). [For drainage, highway access, Coastal Construction Control Line (CCCL) and national flood insurance rate maps.] To the extent existing multi-jurisdictional efforts have been or are being utilized to successfully address individual components of this task, continue to build on and utilize these efforts.

Responsibility: PPC/CPA, Metropolitan Planning Organization (MPO), Pinellas County Environmental Management, and local government.

Priority: 2 A

B. Establish Interdisciplinary Task Force

Description: Establish a task force comprised of the directors of Economic Development, the Metropolitan Planning Organization (MPO), PPC, and the chairman of the Planners Advisory Committee (PAC) to identify and resolve interdisciplinary issues related to the implementation of redevelopment objectives.

Responsibility: Appointment by respective authorities.

Priority: 2 A

C. Consistent Code Enforcement

Description: Appoint a task force to identify code enforcement issues and means by which to standardize and apply procedures and requirements for code enforcement among separate local jurisdictions.

Responsibility: Task force appointed by PPC/CPA to include local code enforcement officials, elected officials, and community groups.

Priority: 3

D. Consistent Code Organization

Description: Prepare a recommended code format and organization for land development regulations for guidance/consideration by local government in reorganizing local codes to encourage a uniform approach that will facilitate ease of use. This recommended code format will be based on existing formats utilized by the Municipal Code Corporation or other codification services, the inclusion of the “tool-box” of ideas from the Redevelopment Handbook, and exemplary local codes. This product will be designed as a resource to encourage each jurisdiction to utilize the recommended format, but will not be binding on local government.

Responsibility: PPC/CPA with PAC.

Priority: 3

E. Local Redevelopment Plan Summary

Description: Assemble and describe in summary form and consistent fashion the individual local government redevelopment plans in order to identify and articulate a composite countywide perspective and understanding.

Responsibility: PPC/CPA and local government.

Priority: 3

F. Local Redevelopment Assistance Resource Team

Description: Assemble key public staff and private sector parties to advise and provide assistance to local government on redevelopment issues, techniques, and resources to assist in redevelopment planning/implementation.

Responsibility: PPC/CPA with public staff/private sector participants.

Priority: 3

IV. Utilize Public/Private Investment Techniques

In order to facilitate redevelopment in the locations and manner desired by local government, it will frequently be necessary and appropriate for the public sector to participate directly in the process through a number of mechanisms which may include the following:

A. Density/Intensity Bonus

Description: Develop specific density/intensity incentives based on the individual redevelopment objectives of each area, consistent with market conditions, infrastructure capability, and the public interest.

Responsibility: Local government, in conjunction with PPC/CPA.

Priority: 2

B. Special Area Plans

Description: Continued identification of specific areas that are a.) underutilized or under-performing like abandoned shopping centers, b.) candidates for special preservation measures for example, environmentally sensitive or historically significant areas, or c.) would benefit from provision for mixed-use redevelopment as in downtowns, and formulate action plans for them.

Responsibility: Local government.

Priority: 2

C. Neighborhood Preservation

Description: Expand intergovernmental commitment and implementation of neighborhood planning programs at the local level to preserve and enhance the housing stock and define quality of life improvements to residential neighborhoods, the largest land use activity in Pinellas County.

Responsibility: Local government.

Priority: 1

D. Infrastructure Needs

Description: Major capital funding commitments are required by an aging system at the same time additional capacity and attention to aesthetic quality are required. The on-going evaluation and improvement of the public infrastructure through the capital improvement process is required to ensure capacity, dependability, and improved visual quality consistent with redevelopment objectives.

Responsibility: Local government, MPO, FDOT, Tampa Bay Water (TBW).

Priority: 3

E. Public Places of Special Value

Description: Creation of incentives for the private sector to preserve, enhance or create public spaces of special interest and outstanding character that will add value to a project and contribute to the quality of the built environment.

Responsibility: Local government, in conjunction with PPC/CPA.

Priority: 2

F. Land Assembly

Description: Identify and put in place the requisite legal procedures to assist with the process and cost of land assembly where necessary to accomplish desired redevelopment objectives.

Responsibility: Local government/community redevelopment agencies.

Priority: 3

G. Economic Redevelopment Objectives

Description: Identify and establish the basis for making available incentives such as impact fee allocation, shared infrastructure costs, and grants that are tied to specific economic development and job generation objectives.

Responsibility: PCED, in conjunction with local government.

Priority: 3

H. Private Financing Mechanisms

Description: Inventory and publicize the various private financing mechanisms available to assist with redevelopment projects. Additionally, explore the means by which to increase the potential for funding by enhancing the understanding of private financial institutions regarding the unique needs of redevelopment projects.

Responsibility: PCED, PCCD, private sector financial institutions.

Priority: 3

It is an additional recommendation of this report that the above-referenced items be undertaken on a prioritized basis with specific responsibility for each as determined appropriate, consistent with available resources. Furthermore, the Steering Committee selected to coordinate this first phase of work should remain in place to assist in the oversight and coordination of follow-up work on an ad hoc basis as determined appropriate.