



Housing Strategies for Employment Centers

December 2003

Urban Housing



Activity Centers



Employment Centers



Housing Finance Authority of Pinellas County

Table of Contents

Introduction.....	Page 1
The Text.....	Page 3
Housing Overview.....	Page 3
Sponsoring Urban Density Housing.....	Page 6
Special Mixed Use Zoning District.....	Page 11
Promoting New Urbanism.....	Page 11
A Demonstration Mixed Use Center.....	Page 12
Assembling and Inventorying Housing Sites.....	Page 14
Public / Private Agreements for Assembling and Inventorying Housing Sites.....	Page 15
Scrutinizing Public Land Holdings for Housing Use.....	Page 16
Maintaining Quality Residential Neighborhoods.....	Page 16
Comprehensive Property Maintenance Enforcement for all Neighborhoods.....	Page 17
Anchoring Employment Centers With Public Investment.....	Page 17
Guiding Urban Investment Utilizing Detailed Urban Design Plans.....	Page 18
Financing Neighborhood Renewal Proximate to Employment Centers.....	Page 18
Expand TIF Coverage Using Negotiated Flexible Formulas.....	Page 22
Summary of Conclusions.....	Page 23
Inventory of Pinellas Employment Districts	Page 25
Oldsmar Industrial District.....	Page 25
Tarpon Springs Industrial District.....	Page 26
Downtown Clearwater.....	Page 27

Hercules Industrial District.....	Page 28
Bryan Dairy Industrial District.....	Page 29
Gandy / Interstate 275 Industrial District.....	Page 29
Tyrone Industrial District.....	Page 30
Airport Industrial District.....	Page 30
Gateway Industrial District.....	Page 31
Pinellas Park Industrial District.....	Page 32
Downtown St Petersburg.....	Page 32
Joe’s Creek Industrial District.....	Page 33

Housing Strategies for Employment Centers

Introduction

Housing and neighborhood renewal play an important role in maintaining and enhancing the economic health and vibrancy of the County's principal employment centers. For that reason, the Housing Finance Authority of Pinellas County authorized this housing study to focus on housing ramifications and needs likely to emanate from efforts to expand the County's employment base.

The Pinellas Community currently faces a major challenge, that of retaining and attracting new quality employers and growing the employment base. At the same time however, the County's vacant land inventory is virtually fully developed.

The Redevelopment Strategies and Policies Summit, held in October 2003, called for new approaches and strategies that go beyond simply expanding high quality jobs. The Summit endorsed adding nearby housing targeted for employees, along with upgrading property maintenance standards in residential neighborhoods, proximate to principal employment centers.

The Summit forged a consensus that expanding the Pinellas employment base, without attending to nearby housing and neighborhoods posed the following risks:

- As employment expands, if new housing is not provided, Pinellas employees are likely to seek domicile in neighboring counties, thus increasing traffic congestion with long commutes to work. Conversely, if new nearby housing is provided, concurrent with employment expansion, the negative effects of added traffic congestion will be significantly alleviated.
- Poorly maintained neighborhoods proximate to employment centers, can depress property values, thereby deterring new investment. Conversely, investment and renewal efforts in nearby residential neighborhoods make employment centers more attractive. Additionally mixing employment, retail and residential uses can enhance the overall vibrancy of both the employment center and the adjoining neighborhoods.

This report identifies six housing strategies, along with implementation recommendations designed to address the housing needs of employment centers:

- Sponsoring Urban Density Housing
- Promoting New Urbanism
- Assembling and Inventorying Housing Sites
- Maintaining Quality Neighborhoods
- Anchoring Employment Centers with Public Investment
- Financing Neighborhood Renewal Proximate to Employment Centers

This Report was prepared by:

Prime Interests, Richard Gehring, Principal

Land Solutions LLC, Robert Friedman, Project Planner

Dutter Design & Consulting, Richard Dutter, Principal, Report Graphics

Housing Overview

The Existing Housing Situation

Pinellas County enjoys a national reputation as a choice residential community. The reputation springs from a sub tropical climate plus a peninsula location affording ready access to the world class beaches and abundant water vistas.

Since the end of World War II, families have relocated to Pinellas County from all parts of the nation and many foreign countries. Often our residents came as visitors and decided to relocate here, to work or retire. Most residential growth in the County occurred between 1950 and 2000, when approximately 85% of all the housing was constructed.

Today the county is “built out” and new housing development is limited to scattered infill locations, and redevelopment opportunities in high value locations, particularly on properties proximate to the Gulf and the Bays. While a variety of housing types exist here the predominate type is the single family detached home, typically constructed in the Mediterranean style, using block and stucco.

Typically these homes are on lots smaller than 15,000 square feet. Square mile after square mile of this type of housing predominates, interspersed with low rise, garden type apartments and mobile home parks. That is the image of Pinellas which enjoys favor in the public’s mind.

On the beaches, in downtown St. Petersburg and Clearwater, as well as in other scattered, water front locations, some mid-rise (under 20 stories) condo flats have been developed. This type of higher density housing (30+ units per acre) has not expanded beyond a few high prestige, high value locations. The newest housing trend of the past 5 years, are attached townhomes, developed on scattered infill locations, developed primarily between 7 - 10 units per acre.

The County’s image as a residential and tourist locale is so ingrained in the public’s mind, that some residents are surprised when informed of the size and vitality of the Pinellas non retail employment base. Most non retail employment centers consist of clusters of modern campus style office parks, and low rise, flex building centers which blend unobtrusively with the residential neighborhoods which adjoin them.

In Pinellas, a home purchase continues to be relatively affordable by the pricing standards of the nation’s top 30 metro Areas. Most first quality Pinellas housing, with the exception of beach locations, can be purchased for under \$140 per square foot. In the majority of the nation’s top 30 Metro areas, home prices are \$150+ per square foot.

In the past 5 years there has been a run up of prices in Pinellas, but that occurred later than in many other parts of the country, due in part to our dispersed pattern of regional employment centers on both sides of Tampa Bay. Multiple centers afforded, until

recently, a balance of land supply vs. demand, do to great diversity of choice residential locations with easy access to those centers.

AGE AND COMPOSITION OF HOUSING IN PINELLAS

AGE:

1950 and before	= 44,416 units	(13.6%)
1951 – 1960	= 84,335 units	(25.9%)
1961 – 1970	= 54,016 units	(16.7%)
1971 – 1980	= 68,761 units	(21.1%)
1981 – 1990	= 48,243 units	(14.8%)
1991 – 2000	= 19,901 units	(6.1%)
2001 – 2002	= 5,925 units	(1.8%)

Total 325,600* units

COMPOSITION:

Single Family (SF, Dupl, Triplex)	= 212,721 units	(65.3%)
Multi Family	= 63,032 units	(19.4%)
Mobile Home	= 49,847 units	(15.3%)

Total 325,600* units

The average age of housing within and proximate to (within ½ mile) of employment districts is 35 years, as the average house was constructed in 1969

*** Footnote: Housing totals do not include mobile homes**

Housing Needs in Relationship to the Economic Development and Redevelopment Plan

Any significant expansion of targeted contributory jobs will result in a demand by new employees for nearby housing. Currently, only a small amount of new housing is being developed near the employment zones. Therefore, the planned employment expansion will likely produce the following trends. First, there will be intensified bidding for existing Pinellas County homes offered for sale. Demand for close in, centrally located housing currently outstrips supply, and as a result, home prices in Pinellas are currently increasing by more than 10% annually. A significant employment expansion, without the provision of corresponding new housing, will likely exacerbate the current home price escalation.

Secondly, some of the new demand will likely be met by employees seeking new housing in fringe suburbs, particularly Pasco County and Manatee. Those employees will engage in long distance commutes to work, adding to congestion on already crowded highways. One way for employment to expand, without causing negative housing and traffic congestion effects, is for Pinellas civic leaders to facilitate new housing construction, in and proximate to employment zones. However, providing new “in town” housing poses many challenges to overcome if this housing expansion is to happen. These challenges include:

- The challenge posed by limited vacant land availability. Some of the few remaining blocks of vacant land are in public ownership for environmental preservation.
- The challenge of acquiring and redeveloping parcels occupied by older obsolete structures, including assemblage, clearance, and retrofitted utilities.
- The challenge of the economics of residential redevelopment, which often require higher densities and mixed residential, commercial use to make such ventures feasible.
- The challenge of neighborhood aging and decline, which in some locations discourage new investment in and near industrial areas.
- The challenge to find alternatives to automobiles for the journey to work from nearby residential neighborhoods to employment centers.
- The challenge to broaden public perceptions regarding the advantages of housing variety, including the compatibility of mixed housing types developed at varying heights and densities, proximate to established neighborhoods of single story, detached housing.

Housing Strategies

The Housing Overview addresses the myriad of issues confronting the Pinellas Community as it moves toward buildout, while considering strategies to secure a dynamic economic future. There is a need to address housing types and densities, affordability, new models for development, location, jobs/housing balance, maximizing infrastructure investments and transit/transportation relationships. Six strategies and implementing recommendations have been prepared to address these critical issues. The six strategies are:

- Sponsoring Urban Density Housing
- Promoting New Urbanism
- Assembling and Inventorying Housing Sites
- Maintaining Quality Neighborhoods
- Anchoring Employment Centers with Public Investment
- Financing Neighborhood Renewal Proximate to Employment Centers.

Strategy # 1 Sponsoring Urban Density Housing

A major objective of the Strategies Summit is to attract approximately 50,000 new primary jobs in higher wage sectors over the next two decades. Additional secondary jobs will be added to the total. Where these employees choose to live will be consequential for the Pinellas Community. Some new employees will choose to live a significant distance from their places of employment, both within Pinellas and in neighboring counties. Long commutes will add to traffic congestion on our roads. Conversely, if employees have the opportunity to reside close to their places of employment, then shorter automobile commutes, public transit, even pedestrian access becomes more feasible.

Therefore, a major consideration for creating jobs is the simultaneous creation of housing opportunities proximate to employment centers. Such housing locations can help ease the journey to work for the employees, and all drivers sharing the highways. Since traffic is gradually worsening in Pinellas, consistent with national trends for all large metro areas, action is imperative. A recent study* reported that the average Tampa Bay resident loses 49 hours a year sitting in traffic and that 85 lane miles of Tampa Bay roads now fall into the heavily congested category.

*Annual Urban Mobility Report, Texas A&M

Facilitating new housing, proximate to employment centers, will necessitate higher density housing than is traditionally found in Pinellas. Specifically, densities between 10 and 40 housing units per acre, configured as townhomes, mid-rise condominiums and rental apartments are envisioned. Higher densities are necessary for several reasons:

- The price of acquiring property in Pinellas has been escalating by double digits over the past five years. Higher densities can be used to reduce land costs by spreading the cost of land over more units, helping promote affordability.
- Since quality housing sites proximate to employment centers are very scarce, when they become available, their use should be maximized
- With higher densities, the provision of more green space becomes cost efficient.
- Higher density housing built along transit corridors increases transit utilization, further reducing commute times for employees.

In the past five years a very strong market for townhomes has developed in the County. This is a consequence of several demographic groups searching for intown housing that is maintenance free and smaller in size. Unfortunately, there are very few sites available for this housing type.

The market for mid-rise condominiums, away from waterfront locations has yet to be fully tested in the current market. Nevertheless, Tony Polito of Metro Study and Marvin Rose of Rose Residential Reports assert that an untapped market for well located, properly priced, mid-rise properties is present and waiting to be met.

Suitable locations for higher density housing are depicted on the Target Urban Housing Map 1. The Map identifies Pinellas' major employment centers in red. Desirable urban housing opportunity areas, within a half mile of and proximate to the employment centers, are identified in orange.

Higher density housing should be located within and proximate to employment centers, depending upon the nature of the center. A key element in the effort to expand housing choice is the development of compact, walkable, mixed-use activity centers.

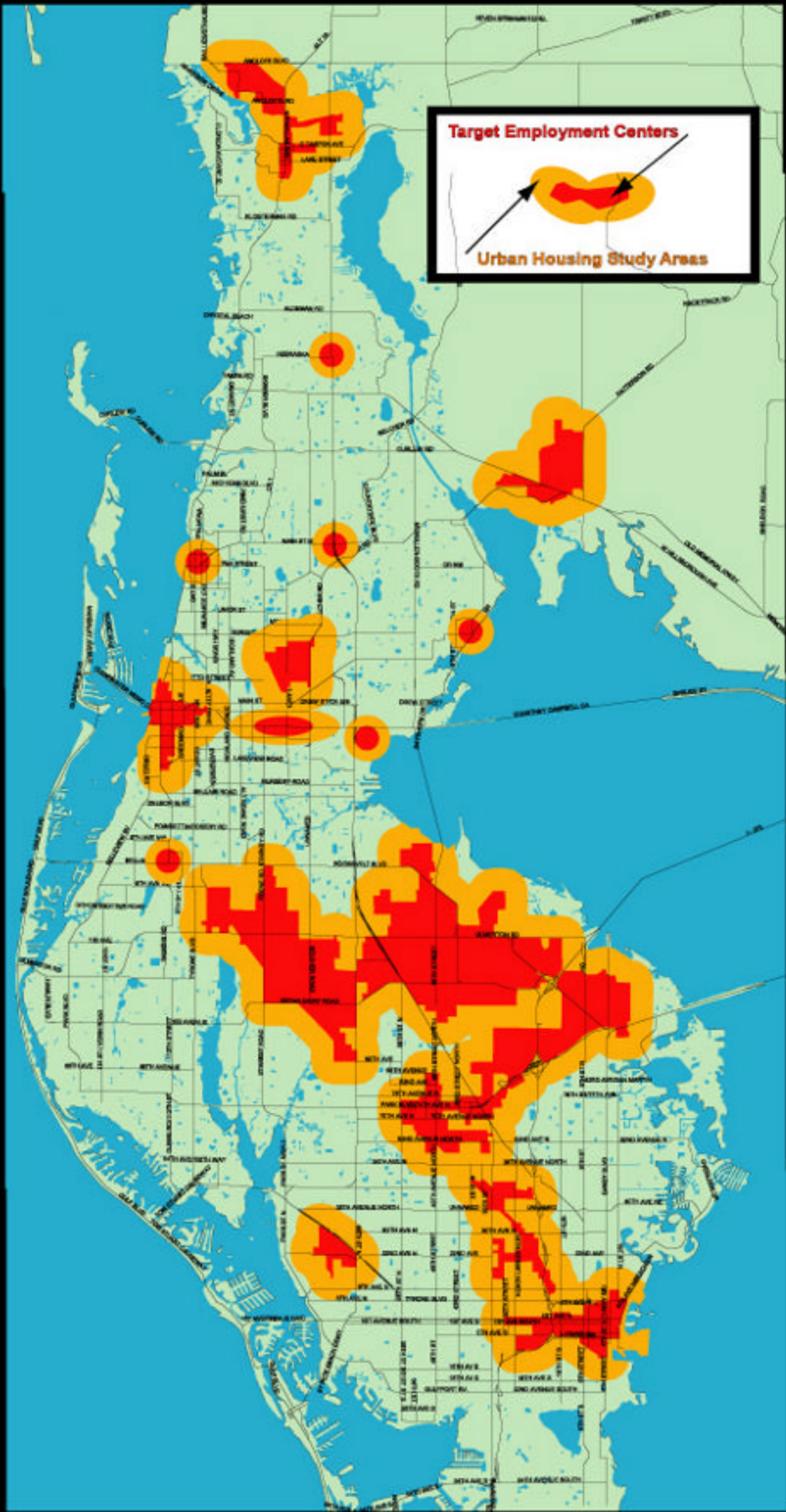
Many choice housing sites, within or proximate to employment centers, are currently greyfields. Greyfields are defined as underutilized or obsolete commercial or industrial properties. Many of these properties have been bypassed as the market searched farther out for larger, cheaper facilities. Redeveloping these properties for housing by the private sector will likely require some form of governmental assistance. The "Land Acquisition Pricing", Table 1, identifies that for a generic Pinellas Community greyfields site, that redevelopment for housing will require a subsidy, or "write down", to be financially feasible.

Table 1 identifies a “write down” range between 35% and 50% of the land acquisition cost, not including site preparation. Site preparation, including demolition and utilities construction, may increase the required “write down” to between 50% and 75% of the property acquisition costs. However, higher density housing most often necessitates a smaller a “write down”, because the dollars are spread over more units.

The requirement for a “write down” requirement is the primary reason why there is only sporadic private redevelopment in Pinellas. The section devoted to “Offering Financial Incentives” discusses the subsidy issue.

Brownfields sites, which are defined as environmentally impaired properties, most often have subsurface pollution requiring remediation. These properties are potential sources of employment and housing opportunities. The “write down” needed exceeds that of the greyfields properties; however, there are numerous state and federal grant programs available to assist the clean up and possible reuse of these properties.

HOUSING FINANCE AUTHORITY OF PINELLAS COUNTY



Target Urban Housing for Employment Centers

Target Housing for Pinellas Employment Centers





**This is an illustration of a 40+/- unit
per acre mid-rise condominium**

Table 1
Greyfields Land Acquisition for Housing

What Homebuilders Can Afford to Pay Based on Market Pricing:

Obsolete Greyfields Industrial Property Value (\$8.00 per foot)	\$350,000 per acre
Average Townhome (1800 sf, @ \$120 per square foot)	\$216,000 sale price
Townhome Builders Raw Land Budget (25% of sale price of House and lot at 8 units per acre)	\$232,000 per acre

Greyfields Land for Townhomes; Affordability Shortfall:

Subsidy Required for Acquisition = \$118,000 per acre, (\$14,750 per unit)
(\$350,000 less \$232,000)

(An additional subsidy is required for structure demolition and site preparation.)

Average Mid-Rise Condo (1,400 sf, @ \$130 per square foot) ...	\$182,000
Raw Land Cost (15% of sale price, less finished pad)	\$12,000 per Condo
Condo builders raw land budget (20 units per acre gross)	\$240,000 per acre

Greyfields Land for Mid Rise Condos; Affordability Shortfall:

Subsidy required for Acquisition = \$110,000 per acre, (\$5,500 per unit)
(\$350,000 less \$240,000)

(An additional subsidy is required for structure demolition and site prep)

Table 2, which offers backup for Table 1, presents typical size and cost of an infill townhome project in the County.

Table 2
New Townhomes Offered for Sale
Pinellas County, August, 2003

Municipality	Neighborhood Name	Builder	Size, Sq. Feet	Price Per Sq. Foot
Dunedin	Wethersfield	Rottlund	1706	\$111
Pinellas Park	Park Place	Rottlund	1965	\$124
Safety Harbor	Village of Safety Harbor	Gannaway	1269	\$ 91
			1982	\$105
Tarpon Springs	Tarpon Highlands	Lexington	1879	\$106
Dunedin	Curlew Trails	MJB	2340	\$110
		Development		
East Lake	North Lake	Pioneer	1378	\$105
Tarpon				
			1590	\$106
			1684	\$102
			1759	\$ 99
St Petersburg	Venetian Bay	Beazer	1515	\$171
			1858	\$156
Largo	West Bay Village	Hyde Park Builders	2141	\$107
			2716	\$105
Clearwater	Mediterranean Village	Bruce Balk	1251	\$148
			1336	\$146
Average Size and Price Per Square Foot			1794	\$117

Average Price \$209,898

Note: All non waterfront locations.

Strategy # 1 Recommendation:

A Special Mixed Use Zoning District for Employment Centers

The Pinellas Planning Council should investigate the value of amending the Future Land Use Plan to add a specialized district, permitting urban density housing for employment centers. Urban density housing for Pinellas is defined as housing up to 40 units per acre and 12 stories in height. For such mixed-use projects the normal zoning limitation governing project floor space, as a ratio of site area, would be dispensed with. Specifically, no floor area ration limitations would apply.

To secure such a classification, the applicant would have to qualify the property by demonstrating that a number of criteria are met. The criteria may include a housing affordability standard for a minimum of 20% of the units, a quality of design standard applying to the site plan and the architecture, and a standard for a public transit, and/or pedestrian access to employment centers.

The purpose of these districts is to facilitate higher density urban housing, and housing and mixed-use residential commercial projects, within and proximate to employment centers. Additionally, the district should be expanded to selected public transit routes (1/2 mile wide) up to several miles from the employment center.

Strategy # 2: Promoting New Urbanism

Promoting New Urbanism encompasses the renewal of older town centers, and the development of new, mixed-use activity centers in select locations. New Urbanism provides enhanced diversity and lifestyle choices for residents. Because such developments include new housing, the journey to work is lessened for some employees who opt to live close to their places of employment, thereby relieving traffic congestion. New mixed use activity centers, and renewed town centers, are particularly advantageous when they encourage pedestrian and public transit access to employment. In addition, the new and renewed centers buttress nearby business, by enhancing their attractiveness for employees, and maintaining their property values.

Some of the concepts embodied by New Urbanism that can be part of the Redevelopment Plan strategies are:

- Mix and integrate residential, retail, office and public, and semi public, civic uses, generally at higher densities than are commonplace in Pinellas.
- Foster a pedestrian and public transit environment.

- Employ density, scale and architectural diversity, but within a unified architectural theme, when possible.
- Introduce a variety of higher density housing choices including townhomes, apartments and mid-rise condominiums.
- Insure affordability and pricing diversity, to serve all segments of the population, via Governmental sponsored incentives.
- Use parks and landscaped green space creatively, to define place and identity, especially focal centers, and the neighborhood edges. Such landscaped green spaces provide places for social interaction while enhancing architectural beauty.
- Encourage the conservation of land resources, using parking structures and shared storm water retention. Additionally, screen parking using walls, fencing and landscaping.
- Tie adjoining neighborhoods into the new mixed use activity centers, using pedestrian friendly connectors.

Strategy # 2 Recommendation:

Sponsoring a Demonstration Mixed Use Center

Local Government Officials should take steps to encourage one or more private developers to design, finance, and construct a mixed use residential neighborhood as a “demonstration” within or immediately proximate to a major Pinellas County employment center. The purpose for the demonstration is more than to develop a state of the art urban neighborhood, plus a worthwhile addition to the housing inventory. It is intended to be test model for public and private sector cooperation. Pinellas County, which is virtually fully developed, requires new public-private partnering models, to achieve the renewal and modernization hoped for by its citizens.

Special emphasis would be placed upon the Gateway area. The design would embody principles of “New Urbanism”, including quality architecture, streetscape, and the following elements:

- A variety of housing types, including, amenities. Home pricing would be targeted for a wide range of potential buyers, including upper income, middle income, and moderate income, families and individuals. An urban, plaza park, would be the focal center of the neighborhood. Around the plaza, small scale, neighborhood retail and service uses would be clustered. Residential condo flats would share the mixed use, buildings surrounding the plaza.

- Local Government Officials should consider offering potential developers a higher level of financial incentives than has been common practice. In this regard, Local Government might explore offering public land at a special below market price, to further this goal. The land would either be developed for the mixed use center, or used, in whole or in part, as barter for a land swap, to secure a more appropriate site.
- Land would be sold to one or more private developers contractually committed to the conceptual design and specs for the prototype neighborhood. If multiple private developers were attracted to bid, the selection would be based on a combination of price, plus the quality of the neighborhood design.
- The selected developer, or developers, would be obligated to offer a special 5% discount to employees of nearby enterprises.

The following parameters could apply to the housing demonstration initiative:

- Size: 20 to 50 acres.
- Density: 15 to 30 dwelling units per acre (300 to 1500 homes).
- Site Sale: Vacant, or underutilized public land, sold to a developer at a price determined by a solicitation of offers.
- Target Housing Types: For sale housing; including mid rise condo flats, and fee simple townhomes.
- Target Pricing: \$125,000 to \$200,000 for the condo flats, \$175,000 to \$300,000 for the townhomes.
- Amenities: From the land sale proceeds, the sponsoring Local Government would develop a small, urban plaza-park, to be an amenity. Small scale neighborhood retail and service uses, such as a mini grocery, a coffee bar and a fitness center, would be planned around the plaza.
- Bus Transit: A bus access lane and shelter would be included in the plaza design.
- Parking: From the land sale proceeds, the Local Government would financially assist the homebuilder in the development of parking decks, built over, a storm water retention area, to conserve land.
- Affordable Housing: A minimum of 20% of the homes would be “affordable housing”, and appropriate incentives would be offered to achieve that target.

Strategy # 3 Assembling and Inventorying Housing Sites

What the Private Sector is Doing:

Vacant land, priced to the market, is being rapidly absorbed for housing development whenever it is found. The exception is vacant land in certain inner city locations, where blighting conditions have served to retard developer interest. However, those locations are the focus of significant local government attention. In those instances, incentives have been made available from the Community Development Block Grant Program, and the Florida State Housing Initiative Partnership, or “SHIP” program, which have stimulated private sector involvement, and new housing construction focused on the creation of affordable housing opportunities.

Pinellas County has approximately two dozen CRAs, or Community Redevelopment Areas established under HUD and State of Florida guidelines, to promote renewal and redevelopment. All of the Pinellas CRA’s meet minimum eligibility requirements which are quite broad. The existing County CRA’s encompass significant portions of the downtowns of all larger and medium size Pinellas cities along with a number of declining residential neighborhoods in need of assistance. The CRA renewal effort begins with the preparation of a neighborhood redevelopment plan, which is both comprehensive and design oriented, often to the point of recommending architectural and landscape architectural themes, in concert with citizen involvement.

The CRA’s constitute an important venue for promoting new housing, especially when the redevelopment of grayfields is involved. CRA plan implementation encompasses site assemblage, structure remodeling and or clearance, the retrofit or extension of streets, public and private utilities, and drainage. In addition, the provision of new public facilities and open space beautification is often included. Highly visible blocks of attractive new townhomes are now in evidence in St Petersburg, Largo, Clearwater, Dunedin, Oldsmar, all developed in the past three years within CRA neighborhoods.

The CRAs have two limitations. The first is funding availability, which is very short supply, considering the broad scope of the neighborhood design plans. The second problem is an aversion to employ eminent domain to acquire privately owned parcels of land, slated for renewal.

What the Private Sector is Not Doing:

With regard to developed properties, redevelopment of privately financed housing is restricted primarily to very high value, waterfront locations. In these locations, the existing improvements add nothing to the land value, which is solely based on size and location. Other than on the water, the only other significant privately financed redevelopment of built-up properties underway is for high dollar value, commercial uses. These uses include big box retailers and stand alone pharmacies, which demand high visibility locations.

All of the tearing down and redevelopment at high visibility highway locations has given the Pinellas population a false impression that a major rebuilding of the County is underway. On the back streets, in the residential neighborhoods, significant remodeling and home expansions are occurring, but practically no large-scale replacement redevelopment is underway.

Replacement redevelopment for housing is a function of economics, and it is not likely to become feasible in Pinellas without some form of intervention or incentives.

Aiding the Private Sector to Secure New Housing

If the expansion of the Pinellas economy grows as projected, the remodeling and refurbishment of the existing housing stock will not be sufficient to meet the demands by new incoming employees. New housing proximate to employment centers is needed. Some degree of government involvement is necessary as a catalyst to bring about new housing development. Government assistance can take several forms, one of which is assembling and inventorying housing sites. This laborious process should be a partnership between the government and the private sector.

Strategy # 3 Recommendation:

Public Private Agreements for Assembling and Inventorying Housing Sites

The purpose of public private agreements for assembling and inventory housing sites is to facilitate the assembly of land suitable for new urban housing, in support of employment centers. Additionally the agreements are to secure assistance in marketing the assembled sites to homebuilders. Government would enter into agreements with real estate brokers for the purpose of attaining listings, or option agreements for the sale and purchase of the assembled parcels. Following the assemblage, the real estate brokers will solicit plans and bids from homebuilders, based on specifications provided by sponsoring governments.

Government sponsorship would include providing financial incentives for assembled sites. The types of incentives extended may include; assistance with zoning and comprehensive plan consistency; the waiver of fees; the extension and reconfiguration of utilities, road access, and other infrastructure; loan programs; grants-in-aid; and other incentives that may be available. Additional assistance may include extending limited

eminent domain powers to secure holdout parcels, providing that these parcels do not exceed 40% of the acreage targeted for assembly.

Assembly / Inventory Recommendation: Scrutinizing Public Land Holdings for Housing

Increasing the supply of urban density housing serving major employment centers is now a priority meriting a claim on selected public land holdings. This is a change from the past, when Pinellas had abundant greenfields, and sites for new housing construction were bountiful.

All public land holdings, within or proximate to major employment centers, should be scrutinized for their highest and best use when they become available for development. In each instance, government departments responsible for administering housing programs should be offered the opportunity to evaluate these public properties for housing use if they become available.

Criteria for determining the suitability of public land for urban housing encompass consideration of nearby land use, including diversity, public transit access, and the need for retail establishments, which may be lacking. Retail establishments, which cater to employees, make those employment centers more attractive. Commercial establishments benefit greatly from an abutting neighborhoods, since they provide nighttime and weekend populations, affording those commercial uses additional viability. For all large land holdings, mixed use development should be favored.

Strategy # 4 Maintaining Quality Residential Neighborhoods

Continued investment by entrepreneurs in the Pinellas employment centers is essential, if the County is to maintain sound economic health. Any industrial site developer or employer that is contemplating a real estate investment will take into consideration the physical quality of the surrounding neighborhoods. Quality is generally expressed in terms of the level of maintenance of the housing and the public infrastructure. Poor neighborhood and housing maintenance can produce a decision to look at other locations for investment. Additionally, once such an investment is made, some employees may seek nearby housing to enjoy a short journey to work. However, poorly maintained neighborhoods will discourage that practice.

Maintaining employment centers capable of attracting high quality jobs requires abutting neighborhoods to be neat and well maintained. Achieving this objective requires a level of effort greater than has heretofore been practiced by most Pinellas County Governments. This is because the prevailing practices, except for selective situations, rely primarily on complaint based enforcing of property maintenance codes. The level of effort called for is systematic, block by block, community education, backed by enforcement.

Strategy # 4 Recommendation:

Block by Block Comprehensive Property Maintenance Enforcement For All Neighborhoods

A model comprehensive property maintenance program worthy of emulation is the City of Clearwater's, "Sweeps Program". Basically the program divides the entire City into zones. Each zone is assigned a team of property maintenance code officers, who have lap top computers. Their lap tops have complete parcel information, and the officers make house to house evaluations. The property maintenance standards reviewed, are listed as follows:

- Yards, neat, free of debris, landscape cared for, and trimmed
- Fencing, well maintained and structurally intact
- Painted surfaces, free of peeling, mildew, and distractions
- Building conditions, nothing broken, rotting, missing, or dilapidated

All categories are rated and are determined to be a) well maintained, b) average, and c) poor. A finding of poor in any measured criteria generates a finding for improvement. Such a finding results in public education, including informing the property owner of what the code standards entail, and advising him or her as to what loan programs are available for home improvements. For moderate-income families, below market loans and even grants are available. The use of fines are a last resort measure. The vast majority of violations are voluntarily brought into compliance.

The toughest enforcement cases involve absentee owners of rental property. That problem was resolved in Clearwater by making all residential rental property owners apply for an occupational license. With such licensure in place, if fines are levied, they repeat for every day the violation exists. Such a fine multiplier procedure has proved sufficient to resolve the most difficult cases.

Strategy # 5 Anchoring Employment Centers With Public Investment

The Redevelopment Strategies and Policies Summit clearly identified that the attractiveness and viability of Pinellas employment centers are critical to the County's economic welfare. Such recognition provide the justification for making public investments within employment centers. Furthermore, realizing the most from those investments requires a well thought-out planning strategy.

Since the focus of this study is housing, a principal need is to elevate the stature of residential neighborhoods which border employment centers. One method to accomplish this is the provision of new and upgraded neighborhood facilities. Six design principles of New Urbanism are useful in guiding the preparing of neighborhood design plans:

- The neighborhood has a center and an edge
- The neighborhood has an optimal size
- The neighborhood has a balanced mix of dwelling, shopping, working, schooling, worshipping and recreating activities
- The neighborhood is friendly for pedestrian circulation
- The neighborhood is well integrated in a grid of streets
- The neighborhood gives priority to public space and the appropriate location of civic buildings

Strategy # 5 Recommendation:

Guiding Urban Investment Utilizing Detailed Urban Design Plans

A successful stratagem of urban planning is making strong neighborhood statements, implemented in accordance with neighborhood urban design plans. In Pinellas, neighborhood design plans, for the most part, have not been prepared outside of Community Redevelopment Areas, or CRAs.

Neighborhoods bordering employment zones could greatly benefit from design plans, providing they are used to guide new public and private investment. The potential of public investments such as new schools, parks, libraries etc, to serve as a catalyst for renewal depends in significant part on strategic placement and design, which can be guided by neighborhood design plans. Therefore the number of neighborhoods covered by design plans should be greatly expanded with a focus on employment centers.

Open space plays a special role in neighborhood enhancement. The neighborhood design plans typically employ a whole hierarchy of open spaces and neighborhood beautification concepts, such as mini plazas, green medians, pedestrian greenways and green buffers and borders. All of these elements, when properly utilized, can make a neighborhood unique and special.

Strategy # 6 Financing Neighborhood Renewal Proximate to Employment Centers

The largest single source of property with potential for new housing located to best serve employment centers are greyfield sites. There are two types of greyfield sites. The first type comprises underutilized properties, which have a very low floor area ratio. The second type comprises deteriorating or obsolete strip commercial centers and industrial buildings that are partially occupied, vacant or abandoned. In addition, residential neighborhoods built prior to 1960 are locales where land use succession might occur when redevelopment or new construction occurs.

There are currently 320,053 properties in Pinellas. Of this total, 108,057 (34%) contain buildings constructed prior to 1960. In terms of land area, the County contains 151,002 acres of land, of which 25,877 acres were developed prior to 1960, accounting for 17%.

Thus, the redevelopment needs and potentials are huge. Map 2 identifies residential and commercial structures build prior to 1960, along with the major employment centers and their adjoining urban housing study areas. Neighborhoods meriting a study focus encompass approximately one third of the county.

Widespread residential gentrification is occurring in Pinellas, without public intervention, primarily as a function of rising real estate values and unfulfilled demand for “in town living”. The upshot is that large scale home remodeling is underway. Nevertheless, this trend cannot be relied upon to eliminate creeping urban blight in an aging housing stock.

With \$50 billion in appraised real estate values, the Pinellas Community requires a 21st Century sized effort to renew itself in the coming decades, including a right-sized public component. At present, the principal source of neighborhood renewal funding comes from the federal government and the State of Florida.

The federal and state governments cannot finance all the needed neighborhood renewal efforts. The Pinellas Community must look to its own resources to “prime the pump” for privately funded renewal. An appropriate target would be the doubling of current community redevelopment efforts within a ten year period. That will require some claim on real estate tax dollars, with an understanding that every public dollar expended will be a catalyst spurring larger-scale private investment.

Zoning Used as a Redevelopment Incentive

The least expensive incentive that can be offered to encourage greyfields redevelopment for housing is rezoning. Many good housing sites are not zoned for residential development. The Urban Housing Recommendation identifies the need for a special zoning district for residential land use, both within and proximate to employment centers and along serving public transit corridors.

Traditional Methods of Offering Monetary Incentives

Most Pinellas Community renewal efforts are carried out via three federal and state grant-in-aid programs, together with government impact fee waivers, and tax-exempt bond funds used to finance below market loans. The three grant-in-aid programs include the Community Development Block Grant Program, the State Housing Initiative Partnership or “SHIP” and the similar “HOME” Program (not an acronym) funded by the Federal Department of Housing and Urban Development.

Outside of the three major cities of St Petersburg, Clearwater and Largo, the Pinellas County Community Development Department administers these funds for “The Pinellas Consortium”. The Consortium comprises all the unincorporated area and all of the smaller cities. Operating with a budget of approximately \$7 million annually, the Consortium has kept its focus and resources primarily on providing affordable housing for rentals and home ownership, targeted for low and middle income families. The

funds are also used to upgrade neighborhoods with infrastructure and community services. Any significant program expansion aimed at securing a more comprehensive range of housing, focused on greyfields as an example, would require new sources of funding, free of use restrictions.

The type of local government assistance programs needed for greyfields redevelopment primarily concerns securing and preparing developable land. When land is cleared, prepared and made available at market prices, private developers respond and follow through to development. Furthermore, no further government intervention is necessary, except for careful regulatory controls to safeguard the public interest. There is a productive, but underutilized source of funding available, which is free of restrictions governing its uses. That program is TIF or Tax Increment Financing.

TIF Explained

Simply stated, tax increment financing is a way of pledging some of the increased taxes that result when property is redeveloped to pay the costs associated with public investment. Normally new construction produces additional increased tax revenues which go directly into the public coffers. Under TIF the increased tax revenue goes into a segregated trust fund to pay for further renewal activities. This ongoing renewal continuously replenishes the trust fund. For example, if redevelopment generates \$2 million in additional taxes each year, than \$2 million could be pledged for say 25 years, to repay an \$18 million dollar bond issue. The \$18 million would be available for a public investment, which might attract \$50 million in private investment.

The TIF program originated in California in 1952 and has spread to 48 of the 50 states, including Florida. As of 2002, Florida had 130 TIF districts. In Pinellas County, nine cities have TIFs, and the total revenue yield for these nine is projected to be \$7,135,402 for 2003. The TIF revenues are derived from County and City ad valorem taxes, based on their respective millage rates.

Of this total, St Petersburg receives 71% of the TIF funds (\$5 million+/-annually) to aid its community renewal program. St Petersburg operates the most comprehensive and ambitious community redevelopment program in the County. On the other end of the spectrum the Pinellas MSTU, or unincorporated area, receives no TIF financing whatsoever, even though redevelopment needs there are significant. No officially designated CRAs exist in the unincorporated area, therefore no TIF districts exist. Nine Pinellas municipalities currently use TIF to finance neighborhood renewal, and in a like manner, the MSTU could similarly benefit from it.

Tax Increment Financing Yields

Pinellas County, 2003

Jurisdiction with TIF	Number of Districts	\$ Yield Rebated From Pinellas Co. (6.1414 Mills)	\$ Yield Rebated from The City's Millage for Redevelopment	Total TIF \$ Yield
St Petersburg TIF	3 Districts	\$2,367,740	\$2,722,901	\$5,090,641
Clearwater TIF	1 Districts	\$400,326	\$374,705	\$775,031
Largo TIF	1 District	\$85,975	\$52,444	\$138,419
Pinellas Park TIF	1 District	\$315,884	\$261,228	\$577,112
Dunedin TIF	1 District	\$131,275	\$94,593	225,868
Tarpon Springs TIF	1 District	\$34,799	\$28,024	\$62,823
Oldsmar TIF	1 District	\$62,988	\$47,695	\$110,683
Safety Harbor TIF	1 District	\$64,365	\$31,085	\$95,450
Gulfport TIF	1 District	\$34,923	\$24,452	\$59,375
Totals		\$3,498,275	\$3,637,127	\$7,135,402

Source: The Pinellas County Office of Management and Budget

The Controversy over TIF:

One school of thought holds that TIF financing is nothing more than the earmarking of general purpose ad valorem tax dollars for a special purpose, which in this case is community redevelopment. Why should any community wish to specifically earmark funds, so as to limit its flexibility to spend revenues as it sees fit?

The reason has to do with the ability to plan and bond large, multi year projects, with private sector participation. Earmarking gives the private sector confidence that the funding "will be there", and it gives the public sector confidence to formulate long range plans. Communities that earmark are indeed making a commitment to their futures and are establishing funding levels for redevelopment which are sacrosanct and immutable. Those are the communities that are going to make significant progress.

Another school of thought holds that the TIF is simply a means for the cities of Pinellas to divert the County's 6.1414 mills tax yield for their own purposes. Thus, the current thinking is that the TIF is a win scenario for the cities and a losing scenario for the County. This concern has some short term validity, since in the TIF districts the County receives no growth in tax revenue. However, redevelopment benefits the entire County and these districts should be evaluated on a case by case basis. To facilitate this, the Florida State Legislature provided for flexibility to be built into the TIF program.

For example, the legislation allowed for a graduated TIF as low as 50%, as contrasted with a 100% TIF, where all the tax revenue increases are held in a trust fund. Dade County is one jurisdiction which uses a TIF lower than 100%. That approach has not been tried in Pinellas.

Strategy # 6 Recommendation: Significantly Expand the Use of TIF in a Flexible, Case by Case Format

A number of Pinellas neighborhoods developed more than 40 years ago, plus all principal employment centers, should be incorporated into TIF districts. In order to make a large expansion of the TIF program feasible, as well as palatable to the County Government, flexible formulas could be negotiated which vary on a case by case basis. These formulas would earmark a TIF level less than 100%, which would allow the County to receive some annual revenue growth benefit from the TIF districts.

The following model demonstrates the tax revenue yield implications of a TIF set at 50%:

- Four acres of greyfields, appraised at \$1,400,000, when cleared and redeveloped, might produce a project appraised at \$6,000,000. The value added, or \$3,200,000 at 10 mills (City and County tax combined) would yield \$32,000 in taxes for a single year, or \$320,000 for the decade.
- This \$320,000 in new revenue would be divided, such that 50% would go to the TIF Redevelopment Trust Fund to finance the next redevelopment project, and 50% would go to expand general revenue, financing all governmental needs. So long as TIF funds are used as a magnet to attract large scale, private real estate investment, an expansion of the TIFs holds the promise of being a win-win for both the cities and the County. Tax revenues will grow for general governmental purposes, while serving to fund redevelopment.

This recommendation for flexible formulas does not apply to any existing TIFs. This recommendation applies solely to new areas that would qualify for inclusion. By the end of this decade, if TIF district expansion occurs, annual TIF revenues of \$7 million + a year could reach \$30 million + a year for redevelopment, quadrupling the current redevelopment budget. That level of funding is more in keeping with Pinellas's modernization needs, considering that there is \$50 billion in local real estate which requires upkeep.

Summary of Conclusions:

This report identifies six housing strategies, along with implementation recommendations designed to address the housing needs of employment centers.

Strategy # 1 Sponsoring Urban Density Housing

Recommendation: Enact a Special Mixed Use Zoning District within and proximate to employment centers and serving transit corridors, to encourage housing targeted for nearby employees.

Rationale: To encourage mid rise housing of up to 12 stories in height and 40 units per acre. The applicant would have to qualify the property by demonstrating that a number of public interest criteria are met including: quality design; public transit availability, pedestrian access; and housing affordability for a minimum of 20% of the units.

Strategy # 2 Promoting New Urbanism

Recommendation: Local government officials should sponsor and help subsidize one or more demonstration mixed use centers, proximate to one of the major employment centers. The mixed use center would demonstrate “new urbanism” in that it would combine these elements: A mixing of office, residential and retail uses, a public transit / pedestrian friendly environment, creative use of open space for beauty and social interaction; linkages to adjoining neighborhoods.

Rationale: Mixed use centers add vibrancy to the nearby employment center and the adjoining residential neighborhoods. Such centers are catalysts for investment since they are places people enjoy and want to live and work near.

Strategy # 3 Assembling and Inventorying Housing Sites

Recommendation: Government should enter into agreements with real estate brokers for the purpose of attaining listed parcels. Following the assemblage, the real estate brokers would solicit plans and bids from homebuilders. Government sponsorship would include providing financial incentives for assembled sites, such as waiver of fees, extension of utilities, loan programs and grants-in-aid.

Rationale: It is not economically feasible for the private sector to assemble developed sites in multiple ownership for housing redevelopment, except in high value situations. Some degree of government-private sector partnering is required for this to happen.

Strategy # 4 Maintaining Quality Neighborhoods

Recommendation: Abandon complaint based property maintenance code enforcement in favor of comprehensive block by block enforcement for all neighborhoods, to insure that every property is inspected on a periodic basis. Include public education and financial incentives to secure a high degree of non punitive compliance.

Rationale: The City of Clearwater “Sweeps Program” is a model of what can be accomplished when systematic and comprehensive property code enforcement is undertaken. The result is upgraded neighborhoods.

Strategy # 5 Anchoring Employment Centers with Public Investment

Recommendation: Anchoring is the modernization and beautification of employment centers and adjoining residential neighborhoods. Carrying this out requires illustrative urban design plans, to serve as a guide for land use and public investment decisions.

Rationale: Most of the traditional downtown areas are encompassed in CRA districts, which have illustrative urban design plans to guide public and private investment. However, a number of key employment centers and adjoining neighborhoods are not covered by CRAs. These districts could greatly benefit from similar treatment.

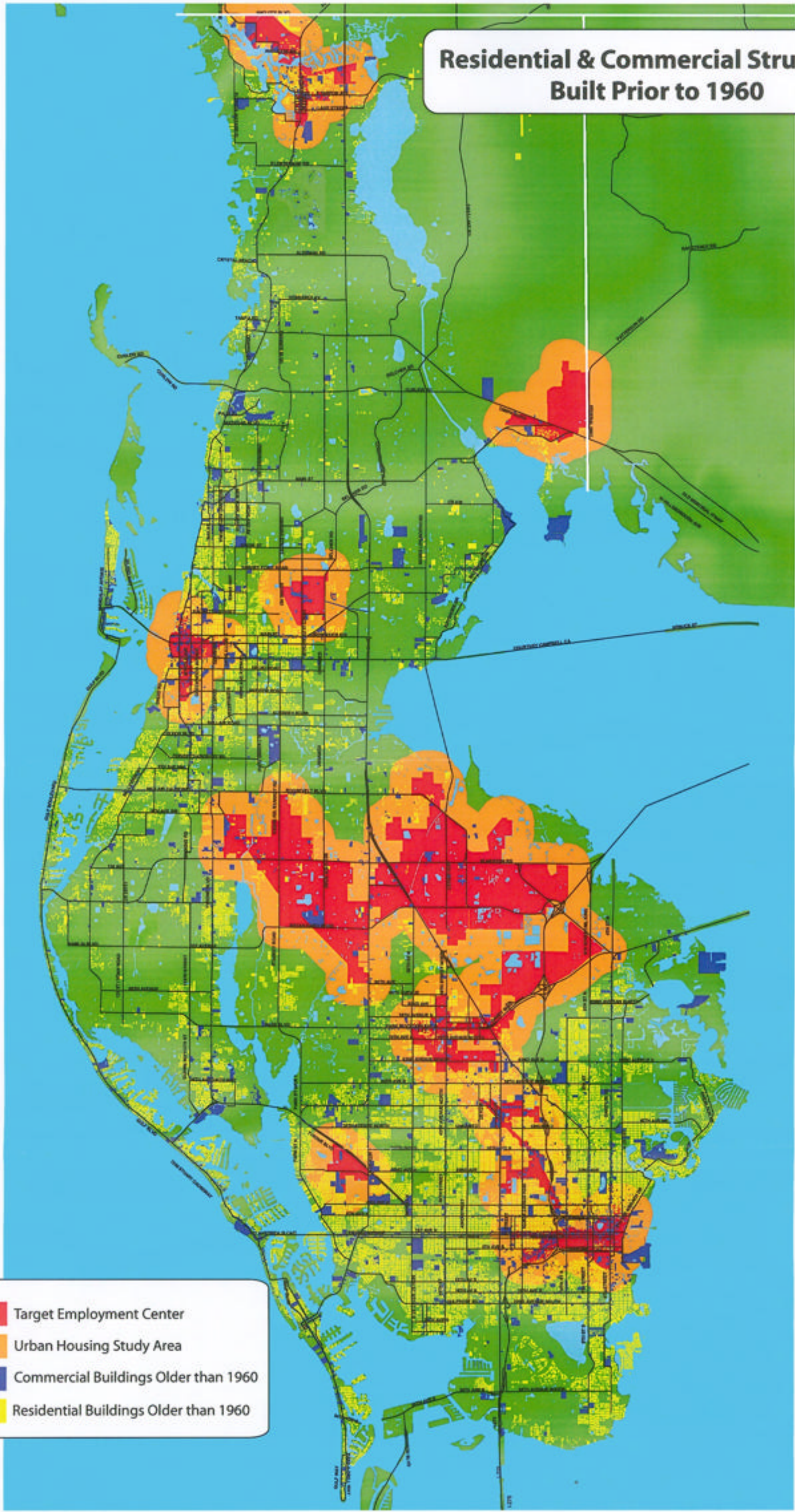
Strategy #6 Financing Neighborhood Renewal Proximate to Employment Centers

Recommendation: Triple the Countywide tax yield from the Tax Increment Financing (TIF) program from 7.1 million, the current yield, to 20 million dollars annually. Expand the coverage broadly and include the unincorporated area. For newly encompassed neighborhoods go to a negotiated, flexible TIF with a capture rate of less than 100%.

Rationale: Pinellas County is a \$50 billion dollar real estate investment. And it’s an aging investment, as forty percent of all housing in the County was constructed prior to 1960. Keeping our real estate in prime shape requires more public investment than is currently possible, given the funding limitations of the combined State programs and CDBG and TIF programs.

Pinellas must look to it’s own resources to secure adequate renewal funding, due to budgetary constraints at the Federal and State levels.

**Residential & Commercial Structures
Built Prior to 1960**



- Target Employment Center
- Urban Housing Study Area
- Commercial Buildings Older than 1960
- Residential Buildings Older than 1960

New Urbanism for Pinellas Employment Centers



Conceptual Plan for Urban Mixed Use Development

Transit Node, Urban Park, Retail Shops, Townhomes, Condominiums

Transportation Hub
& Park

Transpo
Depot

Retail with
Office above

Stormwater Retention
with fountains

2 - Story
Townhomes
(6 Units)

2 - Story
Townhomes
(6 Units)

3 - Story
Condominium
(20 Units)

3 - Story
Condominium
(20 Units)

Hospice
Expansion

Urban Park

Retail with Office above

4.3+/- Acre Site

After Redevelopment Illustration: This plan includes a major transportation hub (for buses), a small urban park, mixed use retail with office above (around a central plaza with water feature - retention), two story townhomes and three story condominiums. The plan was prepared to provide a central pedestrian spine connecting the residential components to the retail uses and the transit depot.



Appendix

Inventory of Pinellas Employment Districts

#1 Oldsmar Industrial District

The Oldsmar Industry District comprises 989 acres. The area employs 3,280 employees in 259 enterprises. Four of the enterprises employ over 100 employees. The district is depicted on Map #1.

The Oldsmar Industrial Zone is divided into north and south sectors by Tampa Road. South of Tampa Road, showcasing Oldsmar, is the new Oldsmar Town Center, an example of New Urbanism. This attractive and well planned center has Oldsmar's new City Hall, surrounded by new and restored office complexes, new mid rise motels, banks, restaurants, and new apartments over shops. The Oldsmar Town Center is attractively landscaped, and the major office center, occupied by Bay Care, has decked parking.

Also in the south sector, west of Oldsmar Town Center, is a heavy industry district which contains Florida Rock Industries, manufacturing and warehouses. South of the railroad this sector is residential in character.

North of Tampa Road, between Bayview Road and County Line Road, is a flex space industrial district bordering on Douglas Avenue. In the far north portion of the district is a new upscale office area anchored by the brand new Nielsen Media Research Center and the Uniprise Center, housing offices of United Health Care Insurance.

Housing Opportunities

Within the industrial district there are 224 housing units, all single family detached. In the half mile proximity buffer surrounding the district, there are 1,928 housing units including 1,267 single family units, 658 multifamily units and 3 mobile home units. Approximately 11% of the housing units were constructed prior to 1960. The housing is depicted on Map #2.

The best workforce housing opportunities exist proximate to the highly attractive, Oldsmar Town Center, and proximate to the upscale new Nielsen Media Center. There is undeveloped acreage proximate to both locales. Additionally, Oldsmar's water edge with Tampa Bay may be exploited with higher density housing, similar to Oldsmar's new Seaside Townhome Estates.

Bus Transit to this district is provided by PSTA Route # 67. The Route extends along St Petersburg Drive and SR 580. This corridor extends as far West as McMullen-Booth Road. It should be considered as prime location for new housing to serve this industrial district. These opportunities are depicted on Map #3.

#2 Tarpon Springs District

The Tarpon Springs, Target Commerce District comprises 1,027 acres. The district employs 7,010 employees in 816 businesses. Eleven of the businesses employ over 100 people. This district is depicted on Map #1.

The Anclote River divides the zone into two parts. South of the River, the zone comprises two narrow corridors, a north-south corridor flanking Pinellas Avenue, (Alternate US 19) and an east- west corridor flanking Tarpon Avenue, (County Road 582) The character of the district is office; warehouse; and light fabrication.

North of the Anclote River, the zone broadens, encompassing virtually all of the land west of Pinellas Avenue extending over to the Anclote Inlet. Along the water edge, the character of the district is marina, boatyard, and marine industrial. North of the water edge, the district takes on a heavy industry, smokestack and outdoor storage tone, with an asphalt plant, a Florida Rock plant and the old Stauffer Chemical superfund site. A number of new "flex space" commerce centers are located along Rainville Road.

This Tarpon Springs receptor zone is not attracting upscale office development. The area with the potential to attract new employment growth lies north of the Anclote River. Within a heavy industry zone, expansion is not especially sensitive to the housing quality of nearby neighborhoods

Housing Opportunities

Within the industrial zone there are 1,624 housing units. These include 496 units of single family housing, 600 units of multi family housing and 528 multi family units.

In the half mile proximity buffer surrounding industrial zone, there are 4,164 housing units. These include 2,536 units of single family detached housing, 893 units of multifamily housing and 735 mobile home units. These housing resources are depicted on Map #2.

The majority of the housing units were constructed prior to 1960 and some exhibit signs of deterioration. The largest concentration of older homes, constructed prior to 1940, exist south of the Anclote River, both east and west of Pinellas Street. Housing resources depicted by age of construction are depicted on Map # 2.

Locales offering the best opportunities for new housing are identified on Map # 3. Depicted on the map are opportunities proximate to the water edges of the main Anclote River channel, as well as the bayous of the River. New housing could replace some of the more dilapidated marina and boatyard uses, which extend from the water edges up to Jeru Boulevard-Anclote Road. Additional housing potentials exist for vacant tracts, north of the Anclote, adjoining Pinellas Avenue on the West.

Also identified on Map #3 are redevelopment & renewal housing opportunities, found in the neighborhoods south of the Anclote River, both East and West of Pinellas Avenue. Here is where some of the oldest homes in the City are found, constructed primarily in the 1920s era.

Bus transit to the Tarpon Springs, Target industry Zone is via PSTA Route # 66 which traverses Pinellas Avenue, Alternate US 19. Map #3 identifies this bus service corridor, as far south of as Curlew Road. This corridor is a prime candidate for new, higher density housing, which could service the Tarpon Springs Industrial Zone.

#3 Downtown Clearwater

The Downtown Clearwater Employment District comprises 614 acres. The area employs 11,947 people in 1,071 enterprises. Sixteen of the enterprises employ over 100 employees. The district is depicted on Map #1.

This district generally covers an area from Missouri Avenue, west to Clearwater Harbor and from Palmetto Street south to Lakeview Drive. The downtown land usage is very mixed, with office buildings and retail shops concentrated between Drew and Cleveland, and government and medical uses concentrated south of Cleveland, between the harbor and Myrtle Avenue.

Additionally, flex buildings, light fabrication, and warehouse uses are concentrated along the north south railroad corridor. Fringing the waterfront and east of Myrtle Avenue are numerous residential neighborhoods, which span the spectrum from very upscale to rundown.

Housing Opportunities

Within the Downtown there are 703 housing units of which 403 are single family units and 299 are multi family units. In the half mile proximity buffer, surrounding Downtown, there are 6,349 housing units including 3,621 single family units and 2,728 multi family units. There are no mobile homes, either within Downtown or in the proximity buffer.

Within Downtown 38% or 265 housing units were constructed prior to 1960. In the proximity buffer area only 3% or 218 housing units were constructed prior to 1960. Housing in the district is depicted on Map # 2.

There is a significant potential for the development of upscale, mid rise condominiums, located on the water edge of the downtown. The most recent example is Harbor View, which is marketing units from \$399,000 and up. Back from the water edge there are a couple of new townhome infill developments and Clearwater would like to do more of those. Plans are underway for some mid rise apartments on Main Street in Downtown.

A significant number of bus routes converge on Downtown Clearwater, including PSTA Routes, 18, 52, 60, 61, 66, 76, 82 and 98. This makes downtown a primary transit hub, accessible for public transit commuting from all directions. Housing opportunities are depicted on Map #3.

#4 Hercules Industrial District

The Central Clearwater, Hercules Industrial Park Area, comprises 504 acres. The area encompasses 482 enterprises, employing 5,650 employees. Five of the enterprises employ more than 100 employees. The district is depicted on Map #1.

The Industrial Park Area extends approximately ½ mile, both East and West of Hercules Avenue, which forms its central spine. The zone extends roughly from Sunset Point to Drew. The district is almost fully developed with light manufacturing industry and warehouse/office/distribution buildings. There are a handful of upscale buildings in the district, however the majority of structures are single story, multi use, flex space buildings.

There is one section where the district exhibits signs of deterioration, a grouping of sheet metal and block buildings, and west of Hercules and north of the Airport. Otherwise, the district appears to be in well-maintained condition.

Housing Opportunities:

Within the industrial zone there are only 34 housing units, including three single-family units, and 31 multi family units. In the half mile proximity buffer surrounding the district, there are 4,863 housing units, including 3,236 single family units, 1,528 multi family units and 99 mobile home units. Approximately 21 % of the aforementioned housing was constructed prior to 1960. These older homes are primarily located south and west of the district as depicted on Map #2.

There is little room for this district to receive new industrial enterprises. The best opportunities for new housing exist on the flanking boulevards, abutting Belcher, South of the Long Center, on the east side, and in selected locations abutting Keene, on the east side. Neighborhood renewal including occasional infill is a priority in the abutting neighborhoods to the south and west where homes constructed prior to 1960 are located. These neighborhoods are identified on Map # 3.

Additionally, the City of Clearwater maintains several large marshalling yards in the district. Should these ever be abandoned for their current uses they would prove to be most suitable for new housing.

The Hercules Industrial Zone is served by PSTA bus route #67, which also traverses Drew Street. Drew, from Hercules all the way to Downtown Clearwater should be considered a prime location for new housing, to serve industrial zone employees. The bus corridor is depicted on Map #3.

#5 Bryan Dairy Industrial District

The Bryan Dairy Industrial District comprises 3,449 acres. The area employs 24,701 people in 1057 enterprises of which 25 employ over 100 employees.

Bryan Dairy Road is the locus of this Industrial District, which runs from Starkey Boulevard to US 19 and from just north of Ulmerton Road south to 102 Avenue. This district houses some of the premier business parks in Pinellas County including the Pinebrook Business Park, The Young-Rainey Star Center, The Largo Lakes Corporate Center and the Rubin-Bryan Dairy Business Park.

Housing Opportunities:

There is a general lack of housing opportunities in close proximity to this large employment center. Opportunities for housing infill and renewal activities exist on Belcher Road near 118th Street where the Pinellas County School Board owns a vast underutilized storage field.

Other opportunities are to be found on 66th Street, south of Bryan Dairy and on 102nd Avenue in the vicinity of the Cross Bayou Elementary School.

The district is served by three PSTA bus routes and corridors suitable for new housing include Bryan Dairy west to the Seminole Mall and Belcher south of 102 Avenue North.

#6 Gandy / Interstate 275 Industrial District

The Gandy Industrial District comprises 1,237 acres. The area employs 8,894 people in 53 enterprises, of which 11 employ more than 100 employees. Map #1 depicts the employment district.

The zone is located North of Gandy Boulevard and West of Dr. M.L. King (9th Street North) and extends on both sides of Interstate 275. Upscale headquarters office buildings are located on both sides of Dr. M.L. King (9th Street North) north from Gandy to the ramps of the Howard Franklin Bridge.

West of Interstate 275 and North of Gandy Boulevard a major expansion of the Gateway Center is under construction.

Housing Opportunities

Within the industrial district there are 528 housing units of which none are single family, and 528 are multi family. There are no mobile home units within the industrial district.

As regards the surrounding half mile buffer zone there are 9,777 housing units of which 2,325 are single family, 4,825 are multi family and 2,627 are mobile home units. Housing in and around the industrial district is depicted on Map #2.

This district borders on two residential neighborhoods, one in St Petersburg surrounding Sawgrass Lake Park, and one in Pinellas Park surrounding the Pinellas Square Mall. Both areas have potential for some infill housing and renewal and redevelopment housing. Housing potentials are depicted on Map #3

Four PSTA bus routes serve this district, #11, #59, #74, and #96. The most promising corridors for urban employment housing are Park Boulevard, west to 66th Street, and Dr M.L. King (9th Street North), south to 62nd Avenue.

#7 Tyrone Industrial District

The Tyrone Industrial District comprises 288 acres. The area employs 4,051 people in 267 enterprises, of which 7 employ more than 100 employees. Map #1 depicts the employment district.

The district extends both west and south of Tyrone Square Mall. The majority of the district lies between Tyrone Boulevard and 22 Avenue North. Most of the district is occupied with flex space buildings and the major industrial use is the Raytheon Campus lying both north and south of 22nd Avenue. This is a small industrial district with little vacant land remaining.

Housing Opportunities:

Within the industrial district there are no housing units whatsoever. In the half mile buffer zone which surrounds the district there are 5,105 housing units of which 3,578 are single family, 1,429 are multi family and 98 are mobile homes. Housing in and around the industrial district is depicted on Map #2.

The best nearby new and redevelopment housing opportunities are located on 22nd Avenue west of the Raytheon Campus. Thirteen bus routes converge at the Tyrone Square Mall making this one of the most accessible public transit nodes in Pinellas County. The following corridors have potentials for new workforce housing, 66th Street, from Park Boulevard to Central Avenue and 22nd Avenue from 34th street to Park Street.

#8 Gateway Industrial District

The Gateway/Carillon Industrial District comprises 2,145 acres. The District employs 24,475 people in 424 enterprises of which 16 employ over 100 employees. Map #1 depicts the employment district.

The District is bounded by Ulmerton Road on the north, the Pinellas County Waste Recovery area on the south, I-275 on the east and 41st Street on the west. Carillon, located in the northeast corner of the district is the showplace of the area with premier tenants occupying upscale office towers.

Recently Carillon moved to diversify its land uses in the direction of New Urbanism. A total of 326 townhomes are under construction at Saxony Place and the Villas of Carillon. An additional 180 condo units will shortly be under construction at the new Carillon Town Center which will contain a new Publix, as well as shops in a decked parking structure.

The area includes several flex space centers as well as pockets of heavy industry closer to the Pinellas County Waste Resource Recovery Center.

Housing Opportunities:

In this locale the best renewal/infill housing opportunities are found in the 4th Street Corridor and in the ML King Street Corridor near Roosevelt Boulevard.

#9 Airport Industrial District

The Airport Industrial District comprises 2,530 acres. The area employs 25,776 people in 1,243 enterprises, of which 39 employ more than 100 employees. Map #1 depicts the employment district.

The Airport Industrial District is located southwest of the St. Petersburg Clearwater International Airport. The District has three spine roads, Roosevelt Boulevard, 49th Street and Ulmerton Road. The most prominent enterprises are the Airport; the Pinellas Criminal Justice Complex and the well planned ICOT Center commerce park.

Housing Opportunities:

The single best opportunity for developing new housing proximate to this district is in redeveloping underutilized parcels and the phasing out of the AIRCO Golf Course property, in favor of mixed use, office-residential-commercial following the model established for the nearby Carillon Center. At Carillon, 542 Townhomes and Condo units are being developed, together with a village center commercial complex, all within a premier, office commerce park.

#10 Pinellas Park Industrial District

The Pinellas Park Industrial District comprises 582 acres. The area employs 9,446 people in 741 enterprises, of which 15 employ more than 100 employees. Map #1 depicts the employment district.

The Pinellas Park Industrial District incorporates a modest size industrial area bordering the Railroad line extending south from Park Boulevard to 62nd Avenue. Additional areas adjoin 49th Street extending eastward from 70th Avenue down to 62nd Avenue.

The balance of the district comprises central Pinellas Park which is primarily residential and retail in character. This area extends from the Parkside Mall on the east to the new Park Station office – civic building under construction at Park Boulevard and the Railroad. The north boundary is approximately 62nd Avenue.

Housing Opportunities:

The vacant and distressed Parkside Mall will undergo renewal in the near future. Six bus routes converge at the Parkside Mall property. This location is an ideal for a mixed use commercial/residential center, offering new higher density housing to serve the locale.

Other opportunities exist in Downtown Pinellas Park proximate to the new Park Station, designed to be an Icon building developed with government funding. Park Station will be home to the Chamber of Commerce, the Art Society, the Historical Society and other City offices.

All core area residential neighborhoods, both north and south of Park Boulevard, are prime for renewal efforts and gentrification.

11 Downtown St. Petersburg

Downtown St. Petersburg comprises 1,106 acres. The area employees 25,178 people in 1,866 enterprises, of which 23 employ over 100 employees.

Downtown St. Petersburg is bounded on the east by the waterfront, on the north by 5th Avenue North, and on the west by US 19 and on the south by I-175

Housing Opportunities:

The best housing/ commercial / waterfront park, mixed use development opportunities are located on the waterfront site of the Albert Whitted Municipal Airport, which flanks the Downtown on the southeast. Development of this property has been subject to a municipal referendum and a vote to maintain the status quo insures that

redevelopment efforts will not likely occur in the near future. Old Northeast, which flanks the downtown on the north is undergoing gentrification and is a likely location for new housing investment.

Numerous bus routes converge on Downtown and several corridors offer potentials for new housing and renewal activities. In particular the neighborhood west of I-275 between Central Avenue and 5th Avenue North is well suited for housing renewal due to excellent bus transit access to Downtown via four bus lines which traverse from west to east.

#12 Joe's Creek Industrial District

The Joes' Creek Industrial District of St. Petersburg comprises 761 acres. The area employs 5,259 people in 375 enterprises of which 6 employ over 100 people.

The District is a narrow and elongated area, which begins at US 19 and 50th Avenue North. From there the District extends southeast following the Railroad down to 12th Avenue North. An additional industrial corridor runs west on both sides of 22nd Avenue as far as 28th Street.

Flex space buildings, including light fabrication and distribution warehousing dominate this district, which has robust, but non prestigious industrial activity.

Housing Opportunities:

Modest residential neighborhoods of older smaller homes, in a mixed state of repair, flank the District on the east and west. The Northern portion of the District is in Lealman. All three locals could benefit from infrastructure investment, new infill housing and an upgrading of the existing stock.

The best potential for residential infill at higher density lies west of I-275 over to 28th Street, from 54th Avenue North down to 22nd Avenue North. A second potential housing renewal area is the corridor of Bus Route 11, which runs north and south on 28th Street.

Maps of Employment Districts

The 12 employment districts described in the narrative are herewith depicted in map form, utilizing three maps per district as follows:

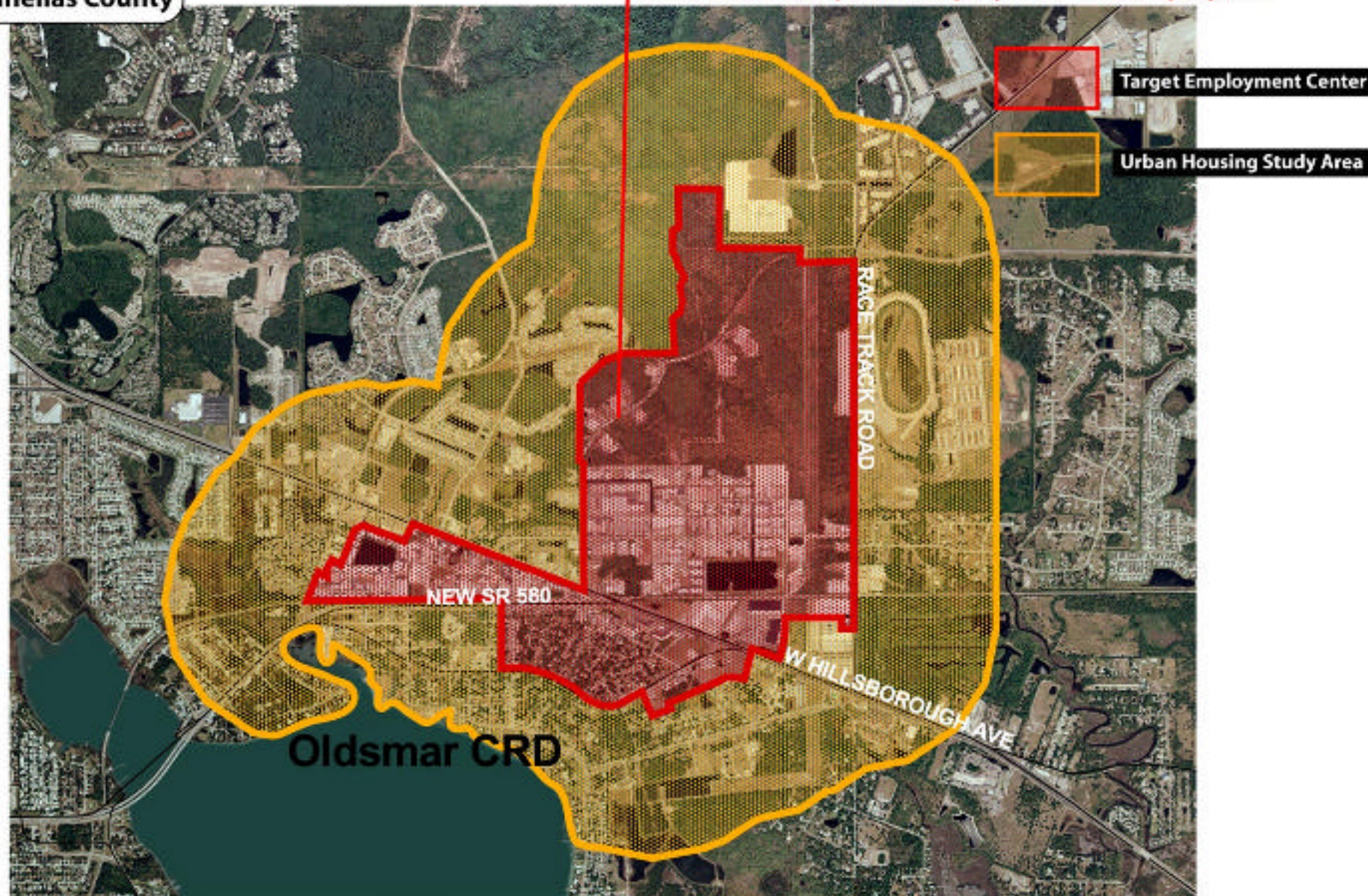
Map 1: This map identifies the boundaries, size and number of enterprises in each district. The core enterprise district is identified in red and the nearby housing neighborhoods (within $\frac{1}{2}$ mile radius) are identified in orange.

Map 2: This map identifies the core enterprise district and the housing resources within the district and immediately abutting it, by type and age. Housing resources are identified both within the core and within a half mile radius of the core.

Map 3: This map identifies potential renewal areas, both within the core enterprise district and in the half mile buffer area. The map also identifies serving bus routes. By renewal area we mean suitable for infill housing, and other neighborhood improvement actions.

Housing
Finance Authority
of Pinellas County

989 +/- Acres
3,628 +/- Employees
4 of 259 Enterprises employ over 100 Employees



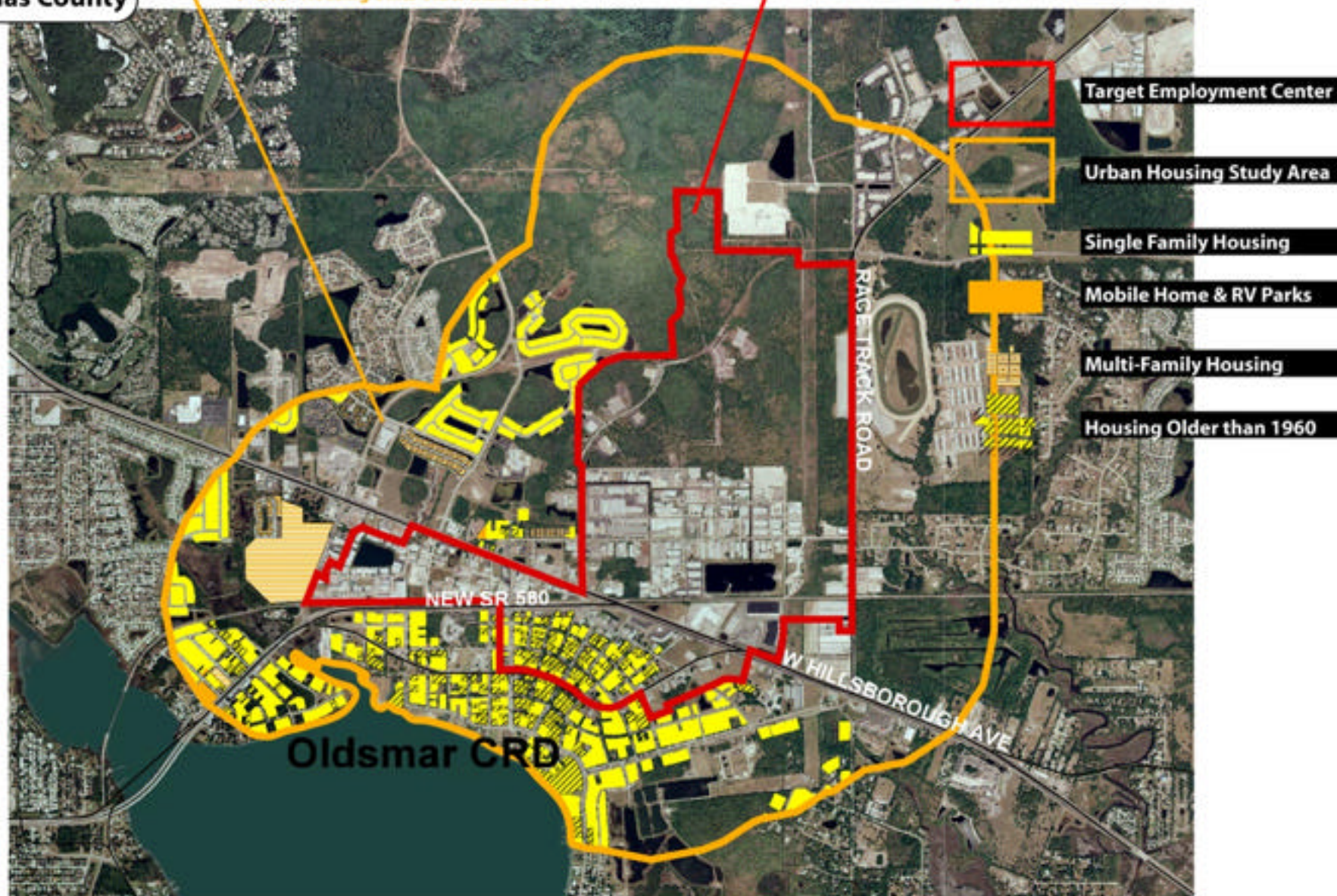
OLDSMAR INDUSTRIAL DISTRICT

Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

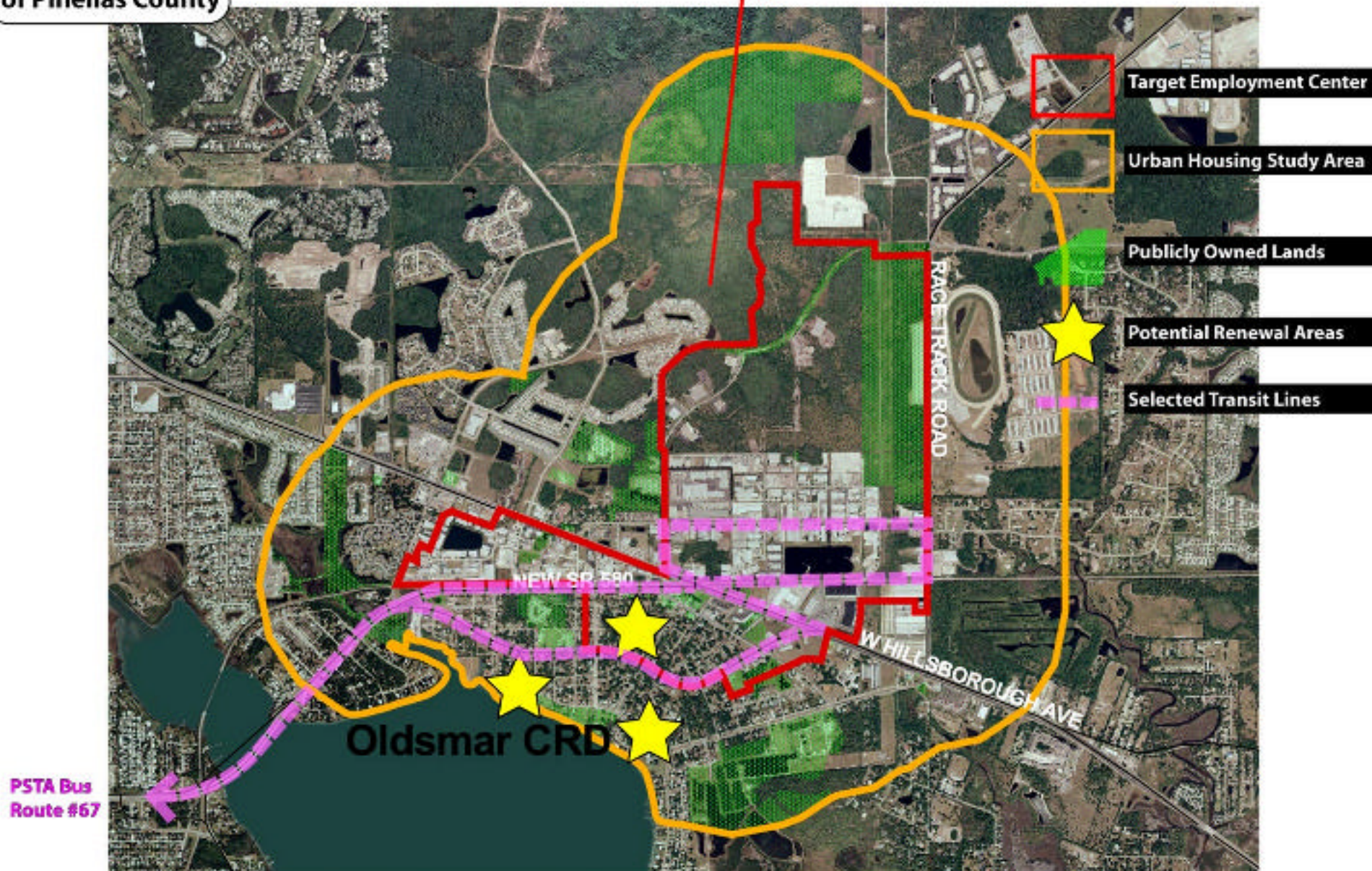
1,928 - Total Housing Units
1,267 - Single Family Units
658 - Multi-Family Units
3 - Mobile Home Units
218 - Housing Units Older than 1960

224 - Total Housing Units
224 - Single Family Units
0 - Multi-Family Units
0 - Mobile Home Units
83 - Housing Units Older than 1960



Housing
Finance Authority
of Pinellas County

1,756 +/- Acres
144 +/- Public Use Site

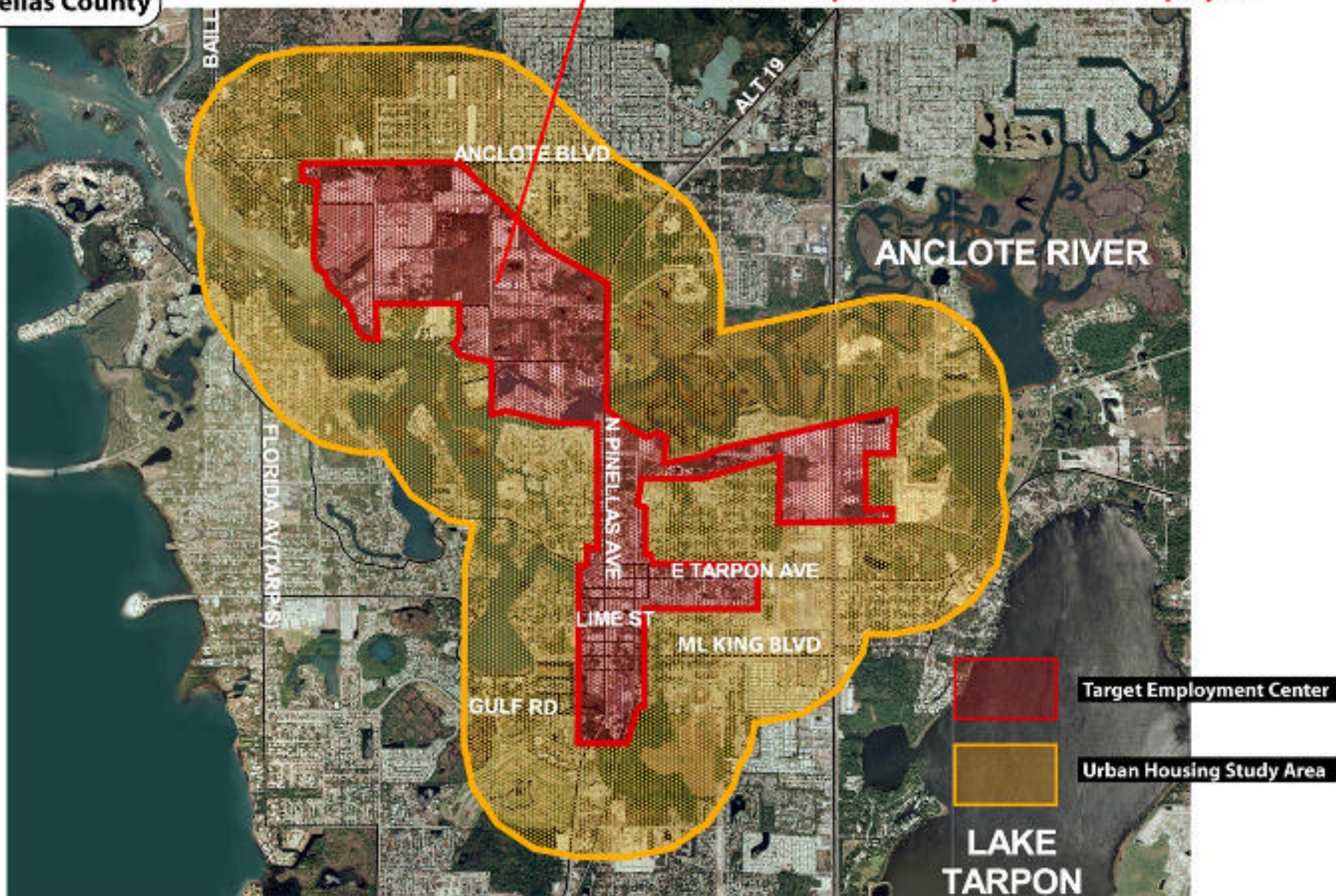


OLDSMAR INDUSTRIAL DISTRICT

Map 3 - Land Resources with Multiple Potential

Housing
Finance Authority
of Pinellas County

1,027 +/- Acres
7,501 +/- Employees
11 of 816 Enterprises employ over 100 Employees



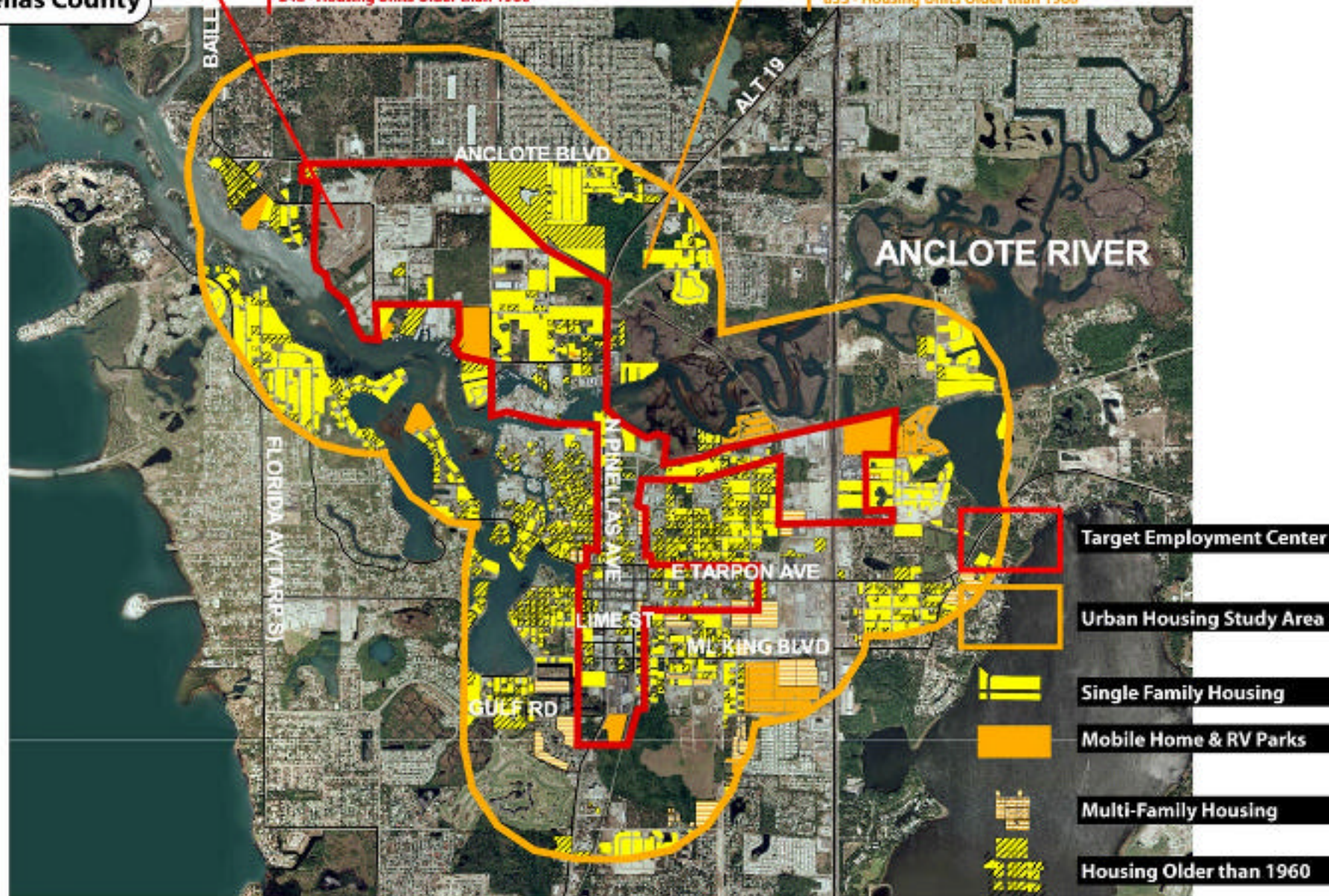
TARPON SPRINGS DISTRICT

Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

1,624 - Total Housing Units
496 - Single Family Units
600 - Multi-Family Units
528 - Mobile Home Units
248 - Housing Units Older than 1960

4,164 - Total Housing Units
2,536 - Single Family Units
893 - Multi-Family Units
735 - Mobile Home Units
833 - Housing Units Older than 1960

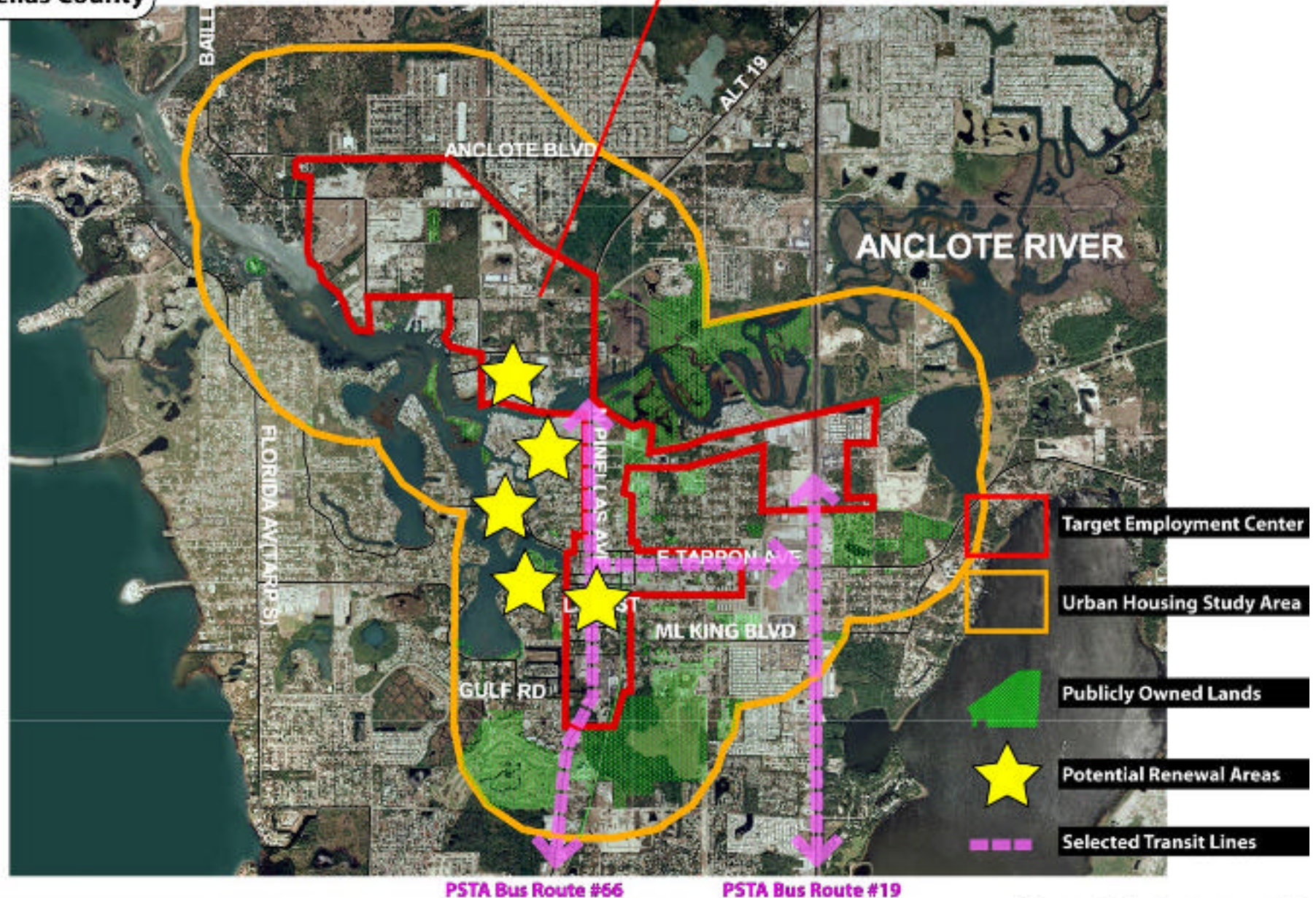


TARPON SPRING DISTRICT

Map 2 - Employment Center Resources

Housing
Finance Authority
of Pinellas County

736 +/- Acres
280 +/- Public Use Site

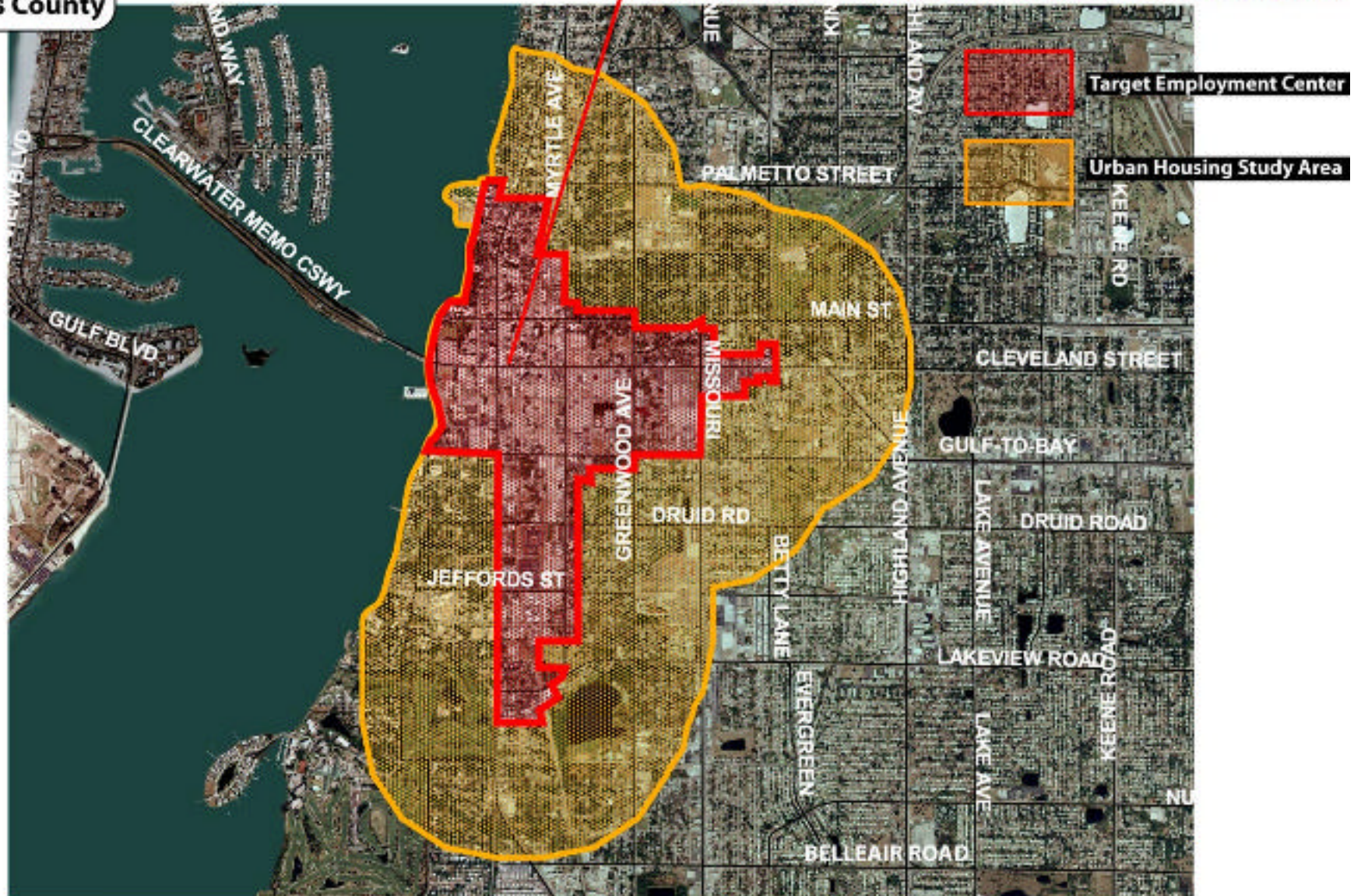


TARPON SPRINGS DISTRICT

Map 3 - Land Resources with Multiple Potential

Housing
Finance Authority
of Pinellas County

614 +/- Acres
11,974 +/- Employees
16 of 1,071 Enterprises employ over 100 Employees



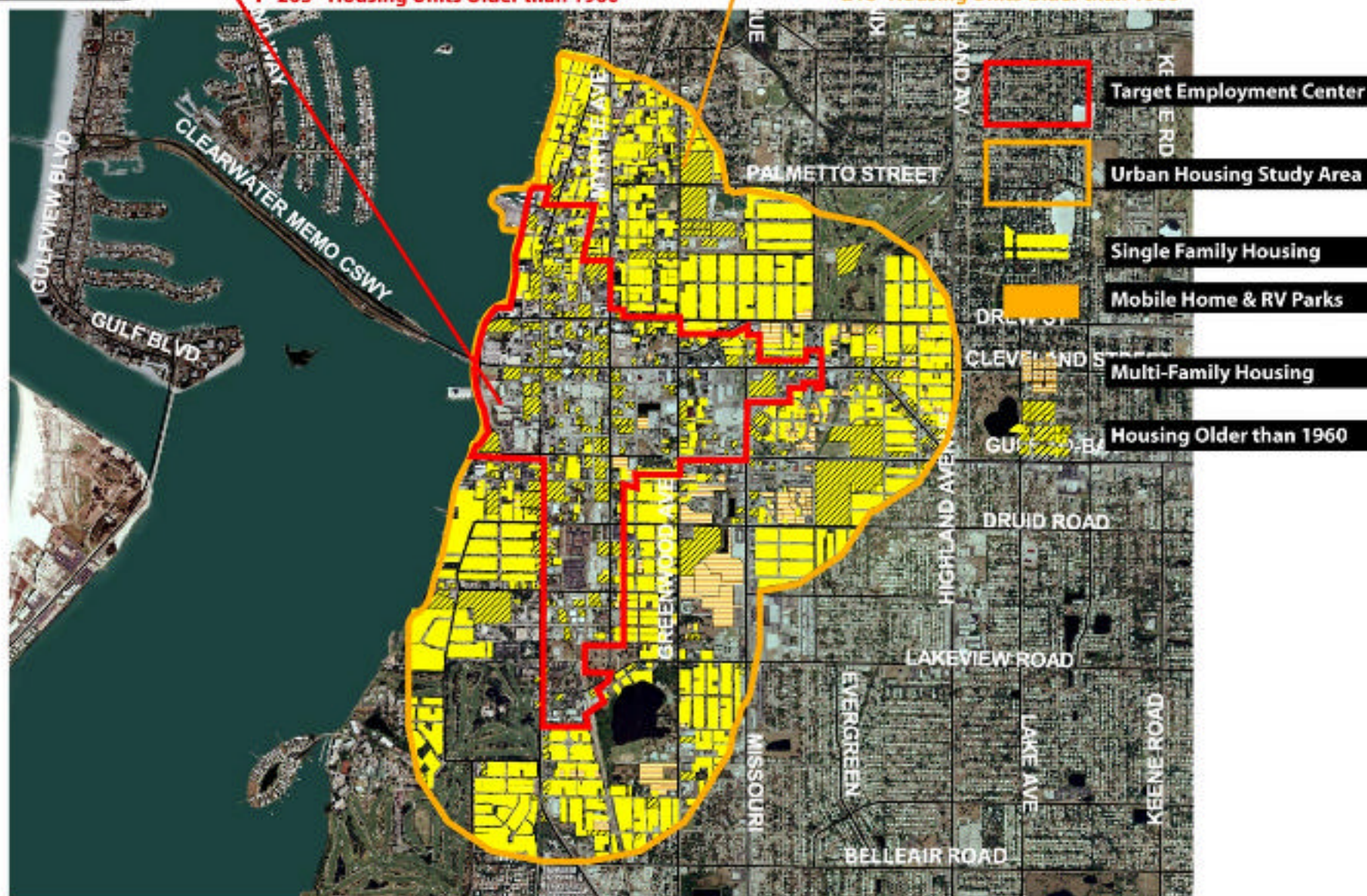
DOWNTOWN CLEARWATER

Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

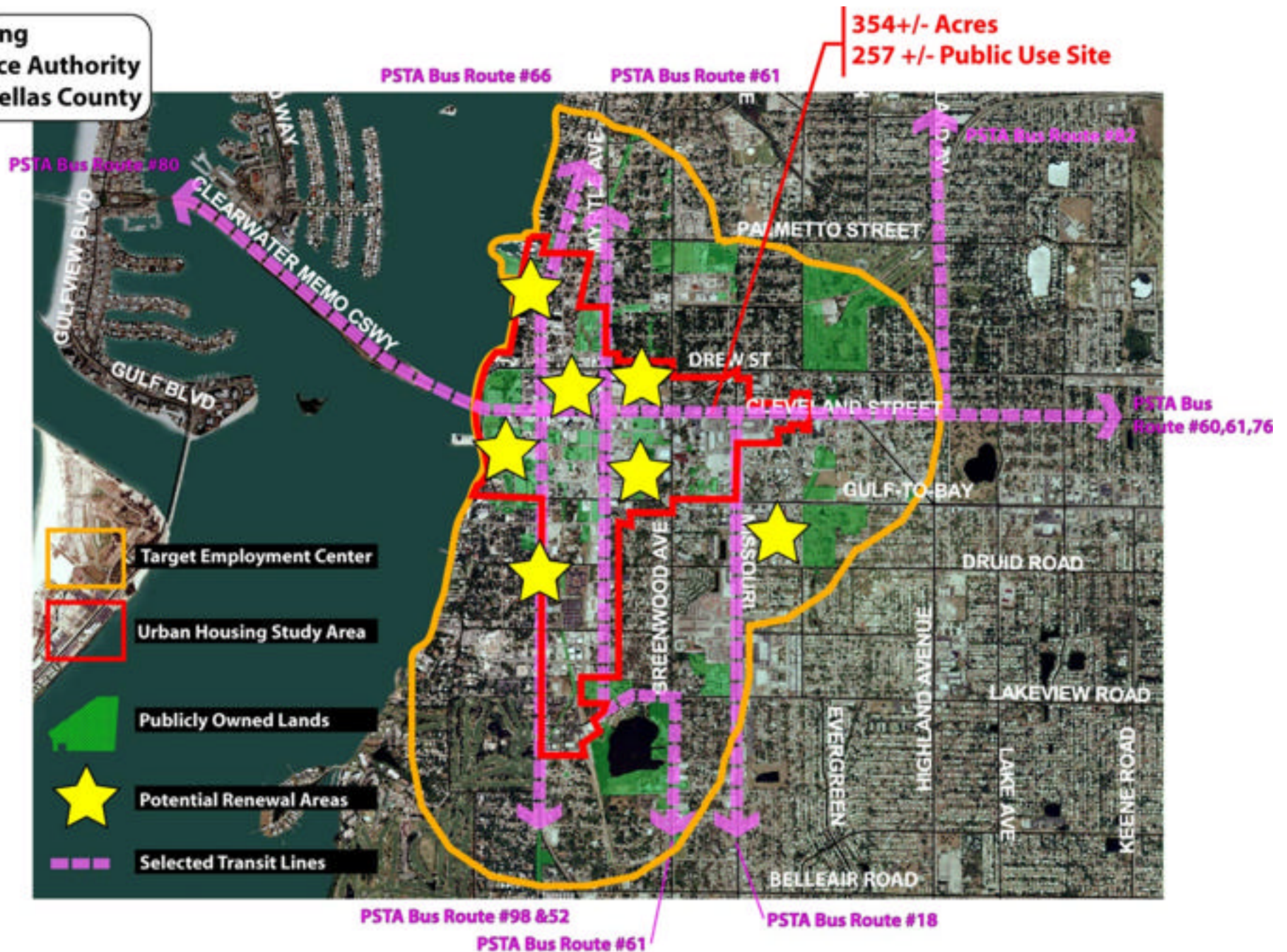
703 - Total Housing Units
403 - Single Family Units
299 - Multi-Family Units
0 - Mobile Home Units
265 - Housing Units Older than 1960

6,349 - Total Housing Units
3,621 - Single Family Units
2,728 - Multi-Family Units
0 - Mobile Home Units
218 - Housing Units Older than 1960



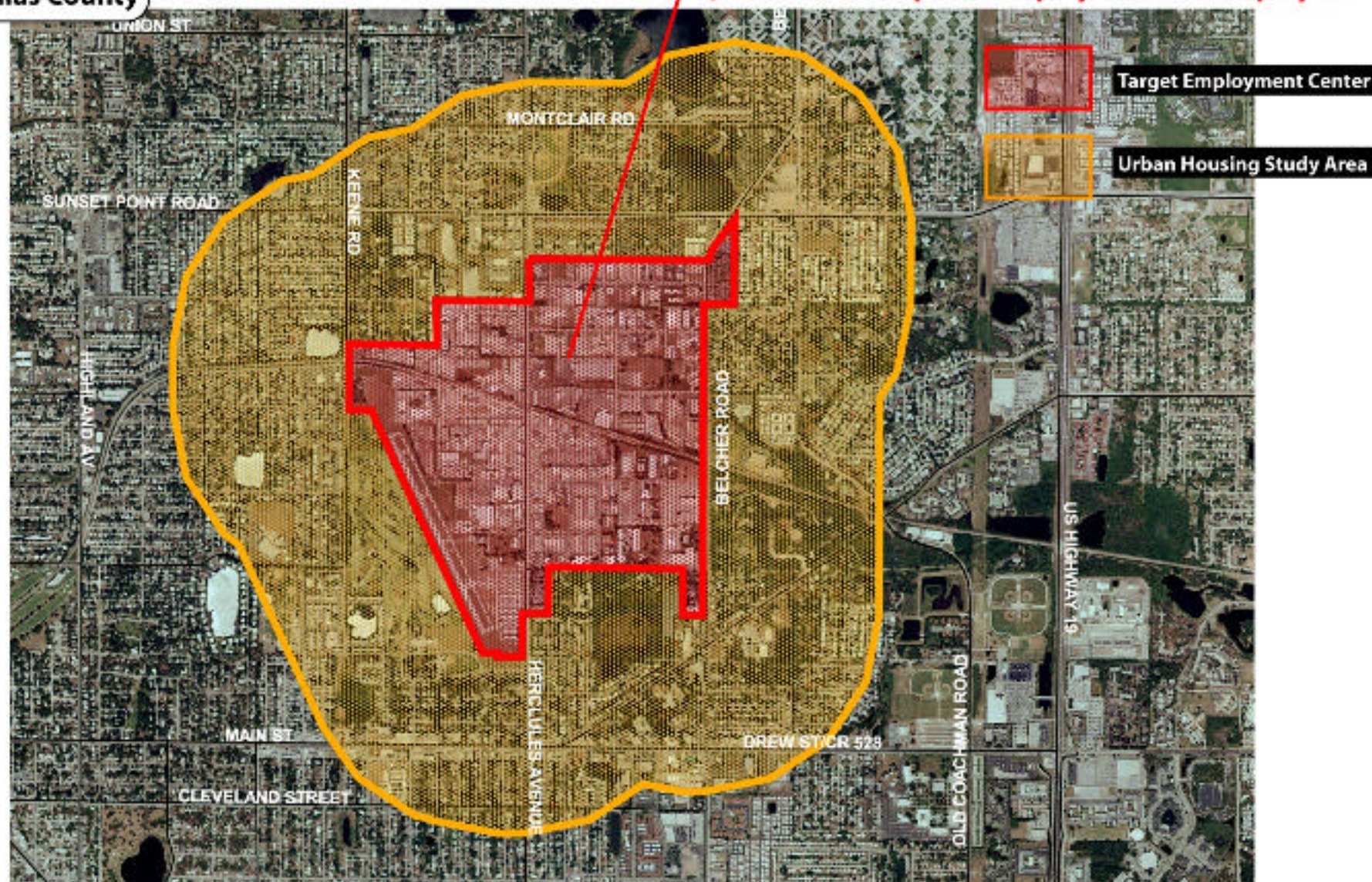
DOWNTOWN CLEARWATER

Map 2 - Employment Center Resources



Housing
Finance Authority
of Pinellas County

504 +/- Acres
5,650 +/- Employees
5 of 482 Enterprises employ over 100 Employees



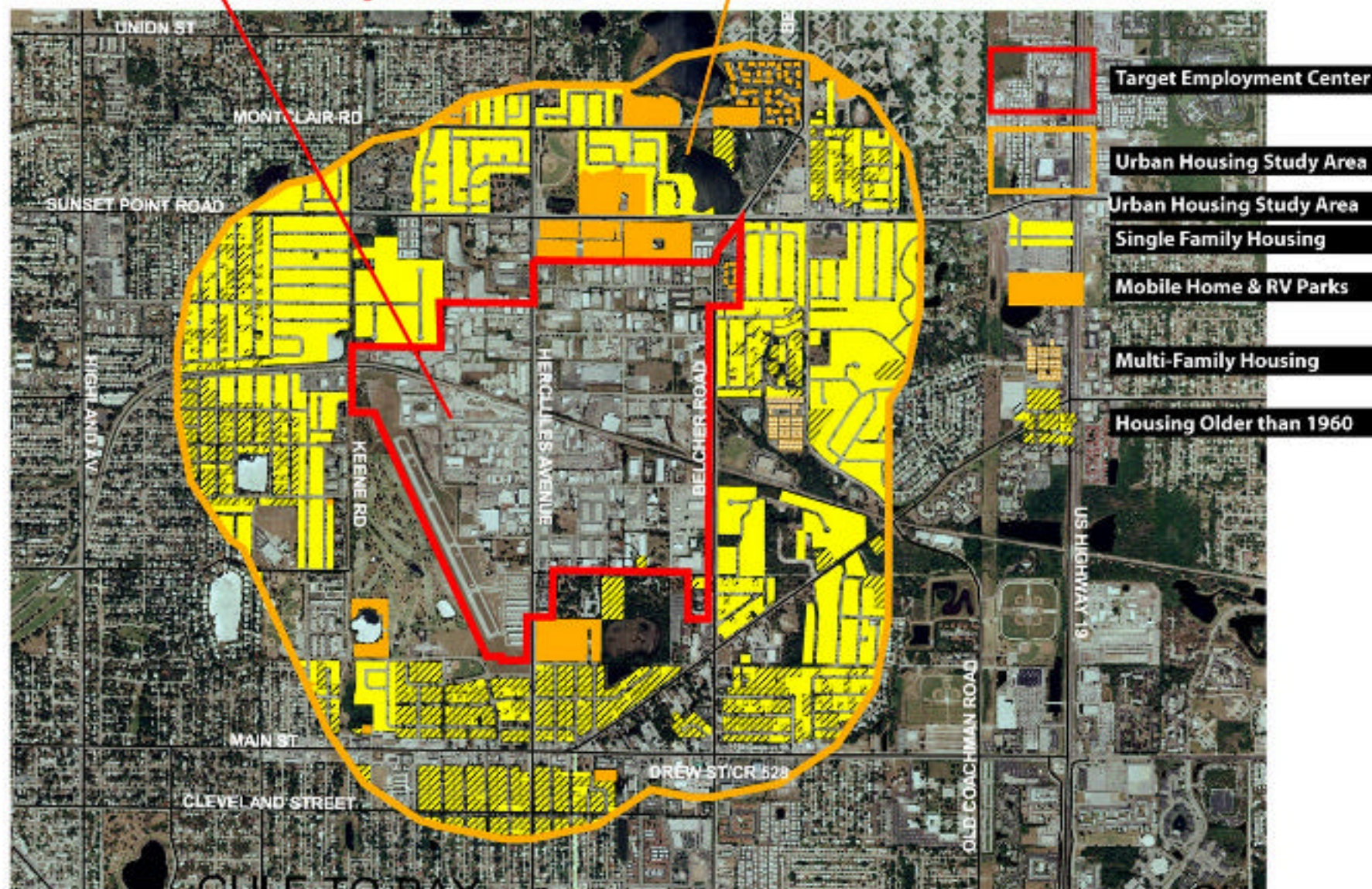
HERCULES INDUSTRIAL PARK AREA

Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

34 - Total Housing Units
3 - Single Family Units
31 - Multi-Family Units
0 - Mobile Home Units
2 - Housing Units Older than 1960

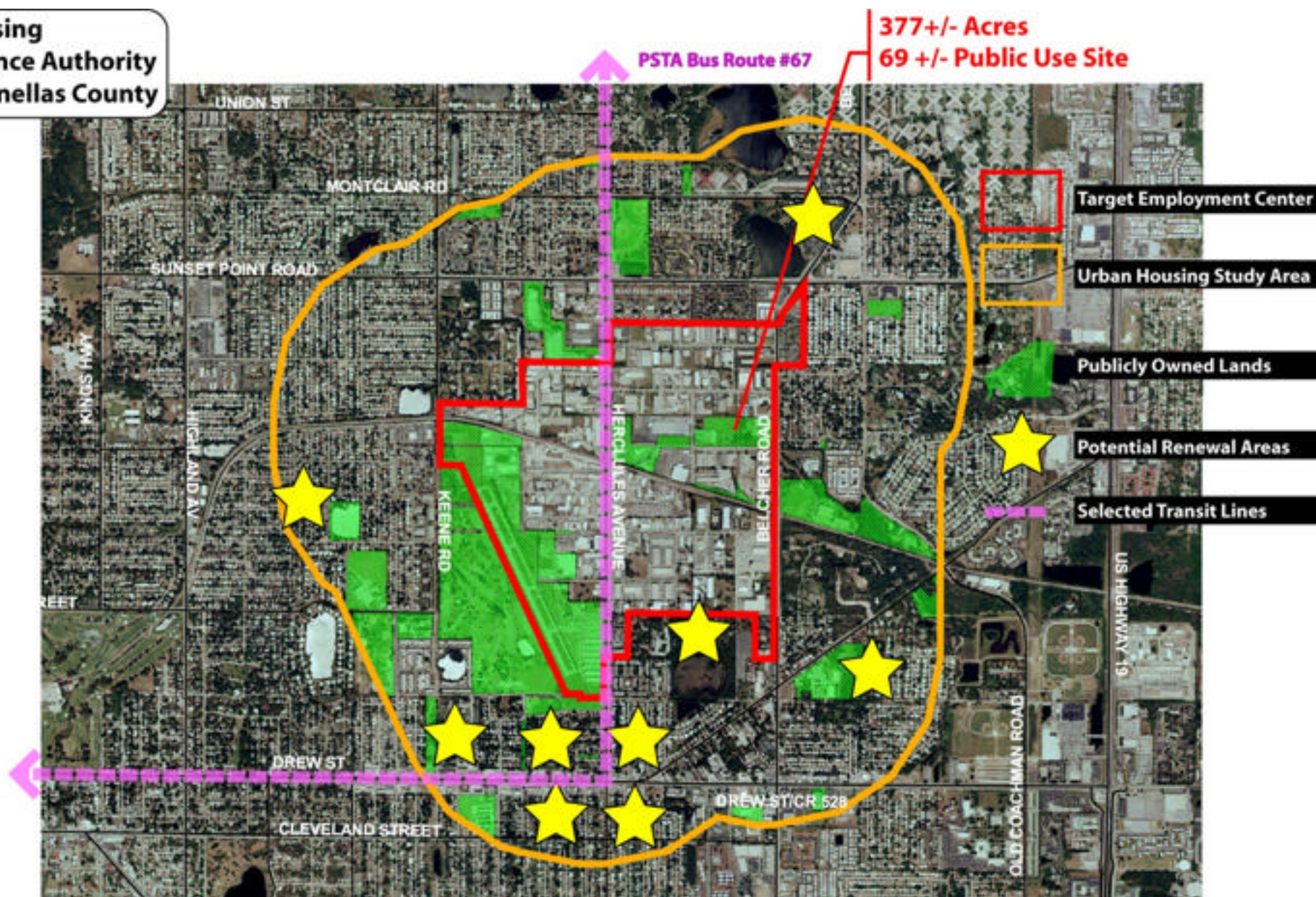
4,863 - Total Housing Units
3,236 - Single Family Units
1,528 - Multi-Family Units
99 - Mobile Home Units
1,038 - Housing Units Older than 1960



HERCULES INDUSTRIAL PARK AREA

Map 2 - Employment Center Resources

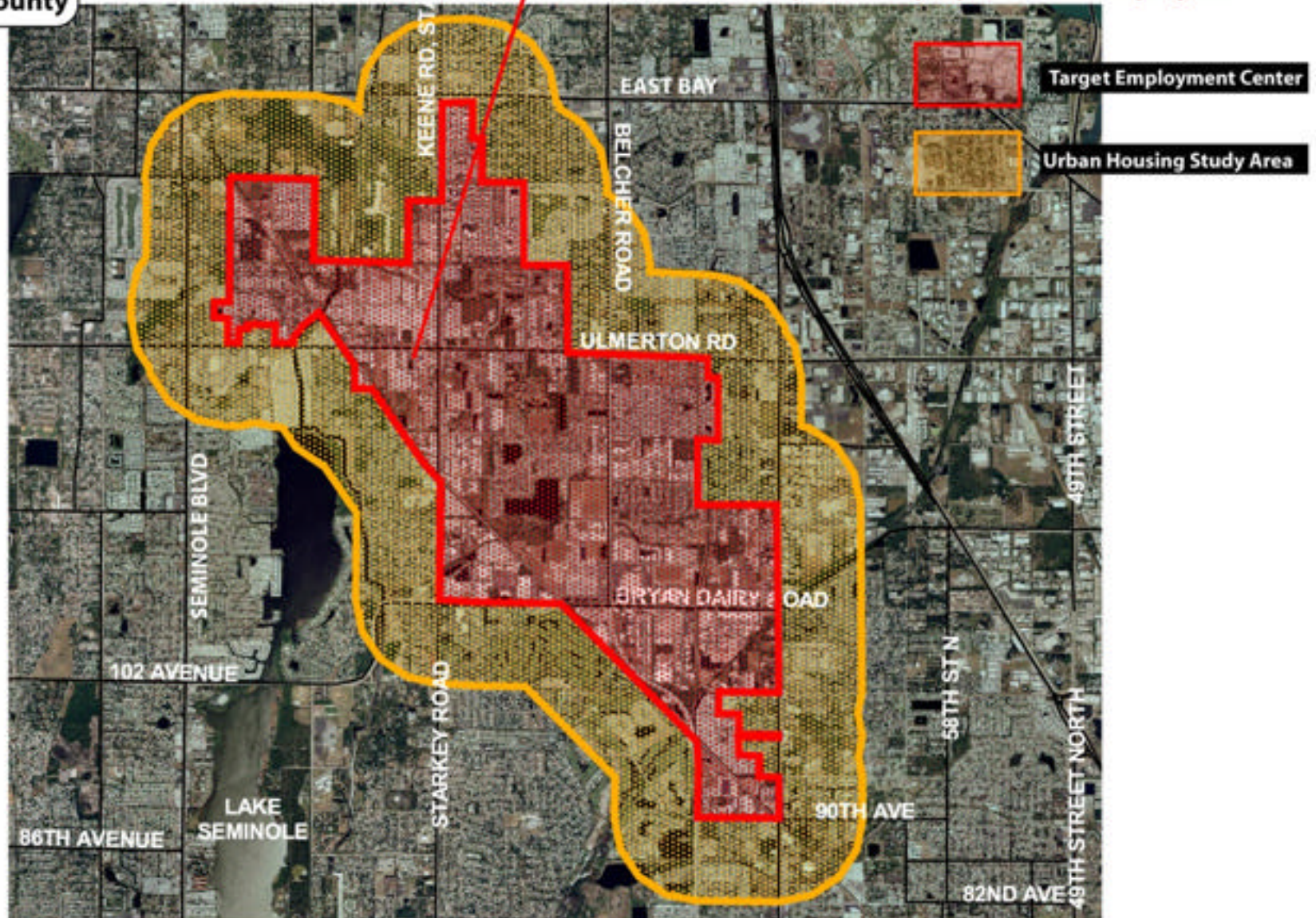
**Housing
Finance Authority
of Pinellas County**

**HERCULES INDUSTRIAL PARK AREA**

Map 3 - Land Resources with Multiple Potential

Housing
Finance Authority
of Pinellas County

3,449 +/- Acres
24,701 +/- Employees
25 of 1057 Enterprises employ over 100 Employees



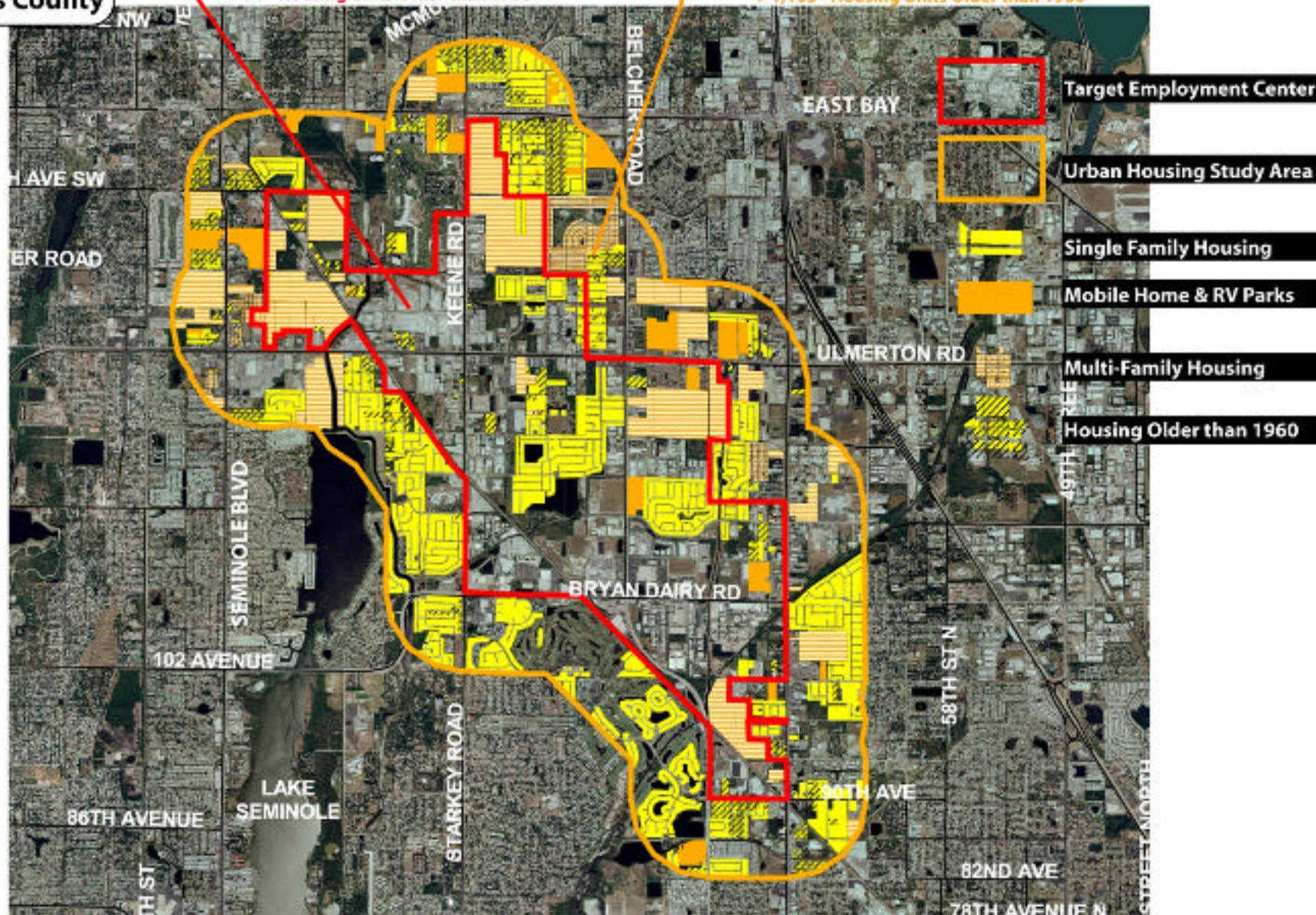
BRYAN DAIRY INDUSTRIAL DISTRICT

Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

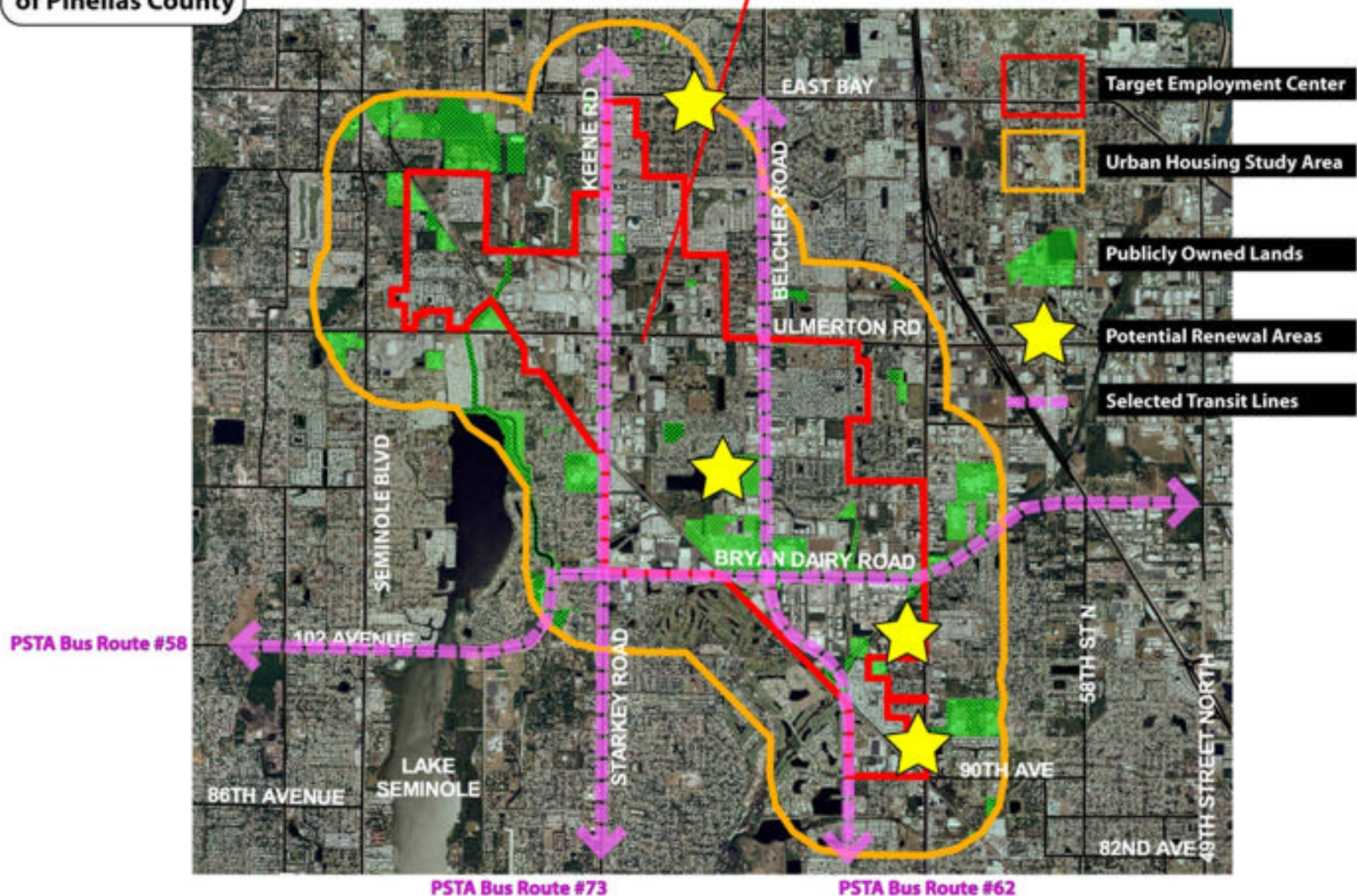
7,240 - Total Housing Units
1,855 - Single Family Units
1,201 - Multi-Family Units
4,184 - Mobile Home Units
71 - Housing Units Older than 1960

17,222 - Total Housing Units
6,020 - Single Family Units
3,241 - Multi-Family Units
7,961 - Mobile Home Units
1,103 - Housing Units Older than 1960



Housing
Finance Authority
of Pinellas County

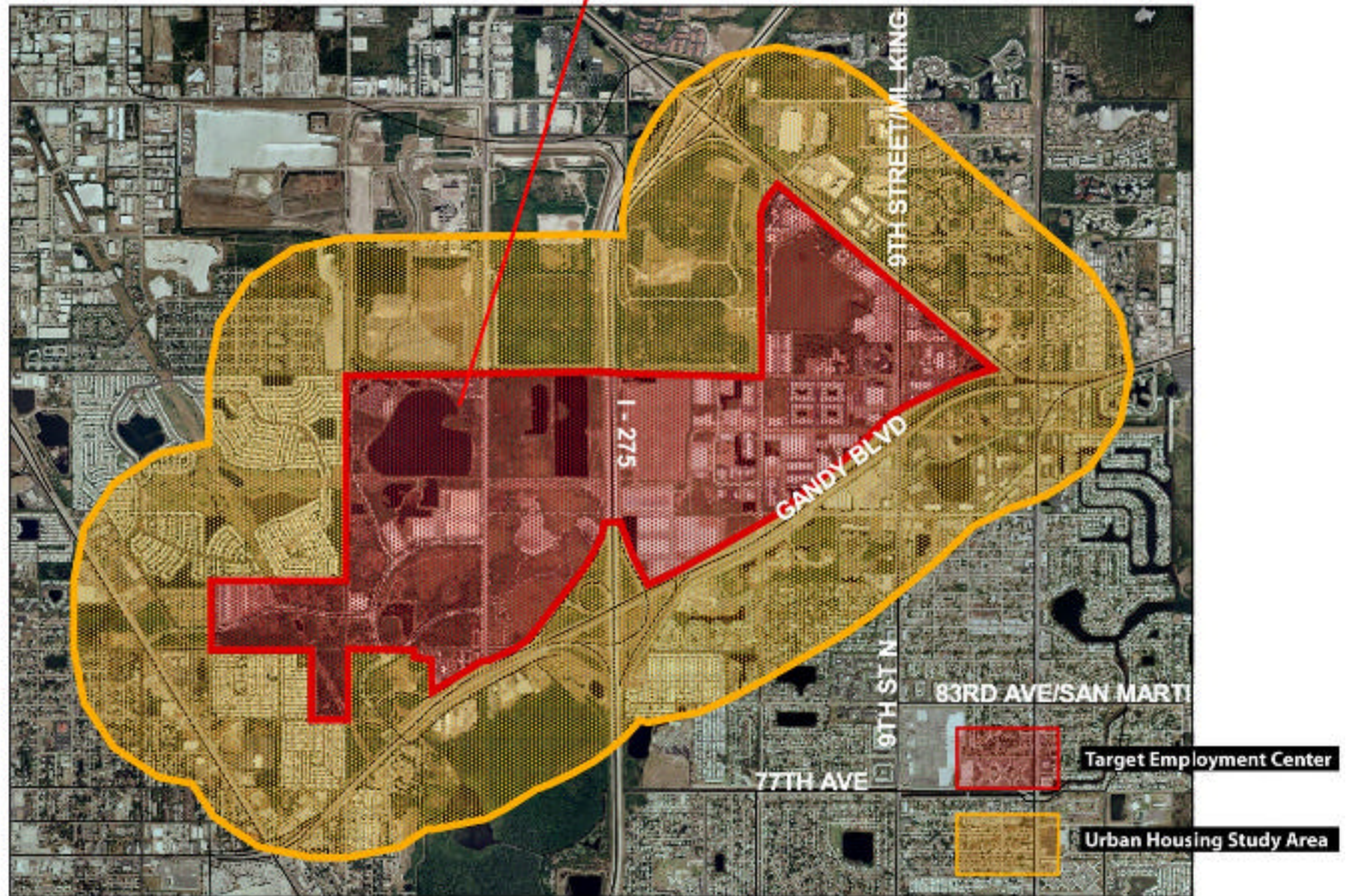
862 +/- Acres
206 +/- Public Use Site



BRYAN DAIRY INDUSTRIAL DISTRICT

Map 3 - Land Resources with Multiple Potential

1,237 +/- Acres
8,894 +/- Employees
11 of 53 Enterprises employ over 100 Employees



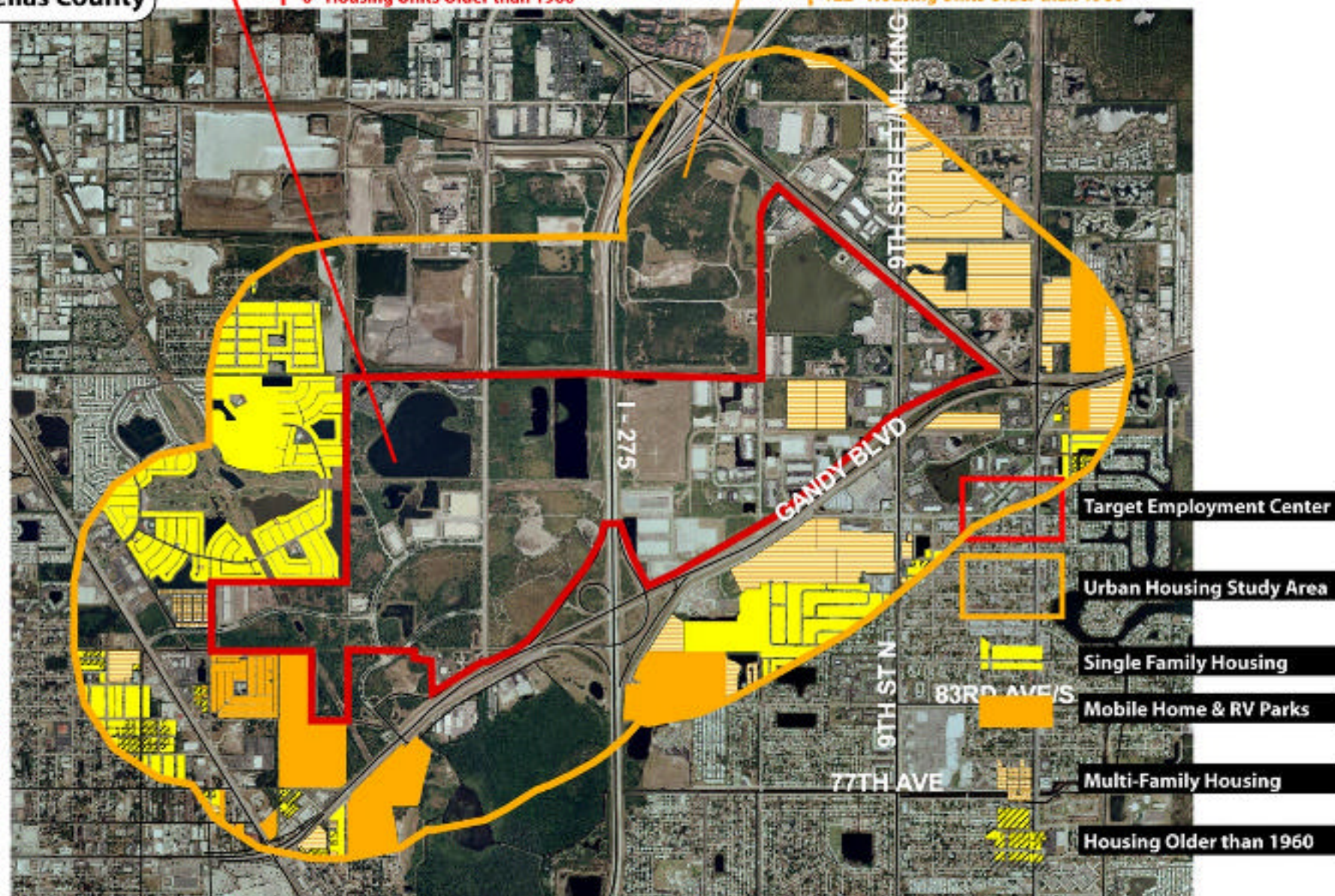
GANDY INDUSTRIAL DISTRICT

Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

528 - Total Housing Units
0 - Single Family Units
528 - Multi-Family Units
0 - Mobile Home Units
0 - Housing Units Older than 1960

9,777 - Total Housing Units
2,325 - Single Family Units
4,825 - Multi-Family Units
2,627 - Mobile Home Units
122 - Housing Units Older than 1960



GANDY INDUSTRIAL DISTRICT

Map 2 - Employment Centers & Urban Housing Study Areas

Housing
Finance Authority
of Pinellas County

PSTA Bus Route #11

1,600 +/- Acres
69 +/- Public Use Site

PSTA Bus
Route #19

PSTA Bus
Route #74

PSTA Bus Route #19

PSTA Bus Route #74

Target Employment Center

Urban Housing Study Area

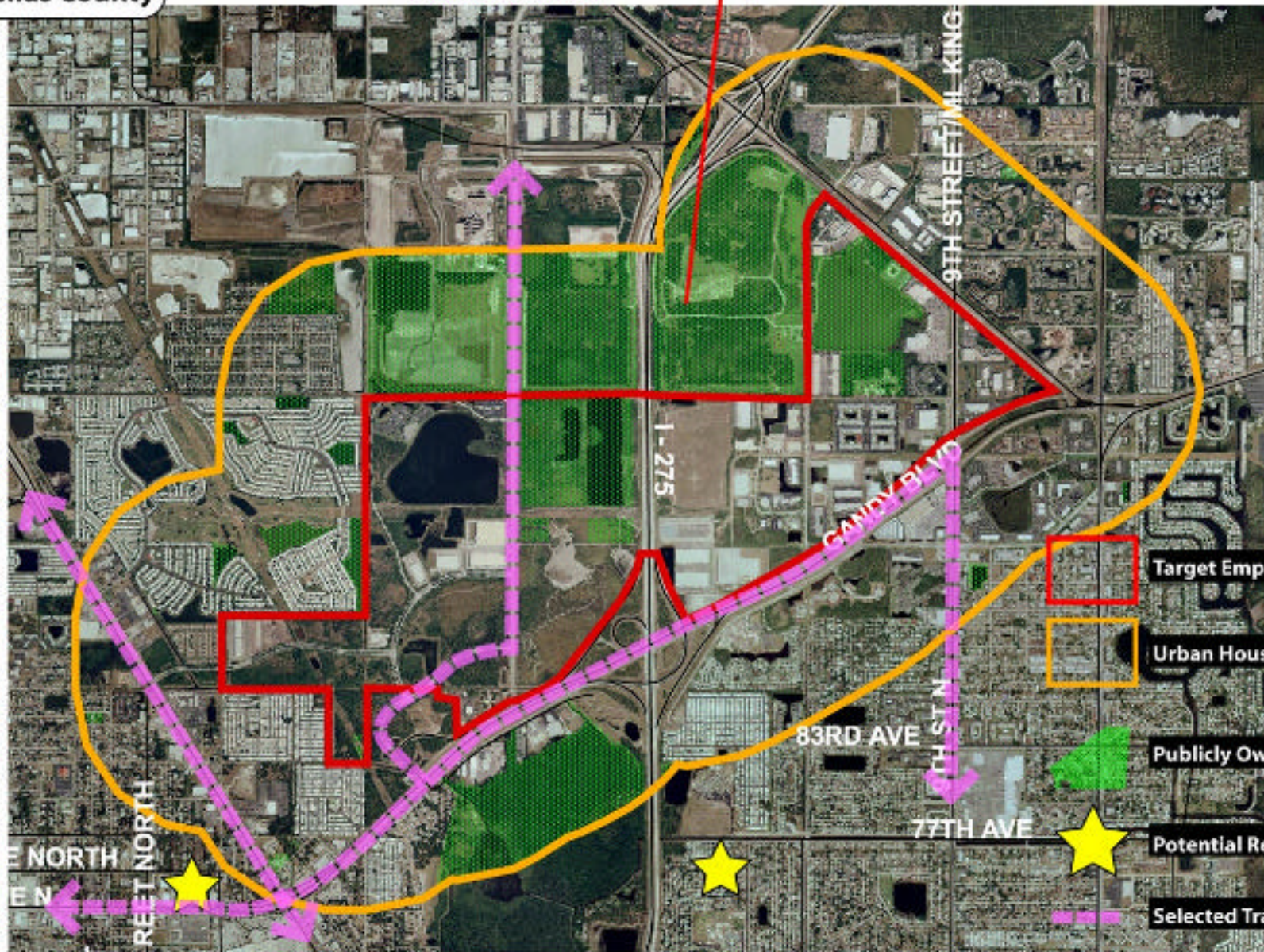
Publicly Owned Lands

Potential Renewal Areas

Selected Transit Lines

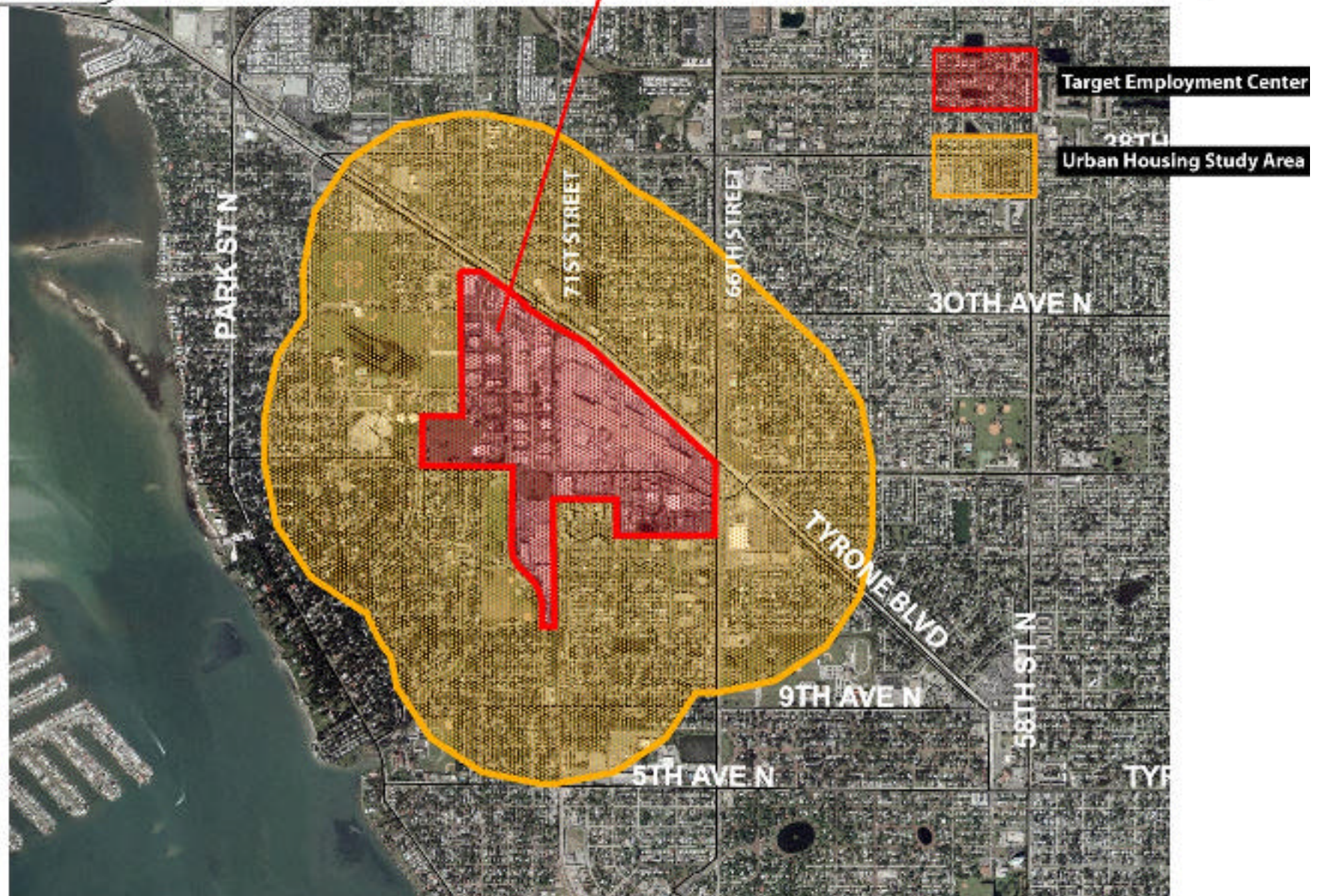
GANDY INDUSTRIAL DISTRICT

Map 3 - Land Resources with Multiple Potential



Housing
Finance Authority
of Pinellas County

288 +/- Acres
4,051 +/- Employees
7 of 267 Enterprises employ over 100 Employees



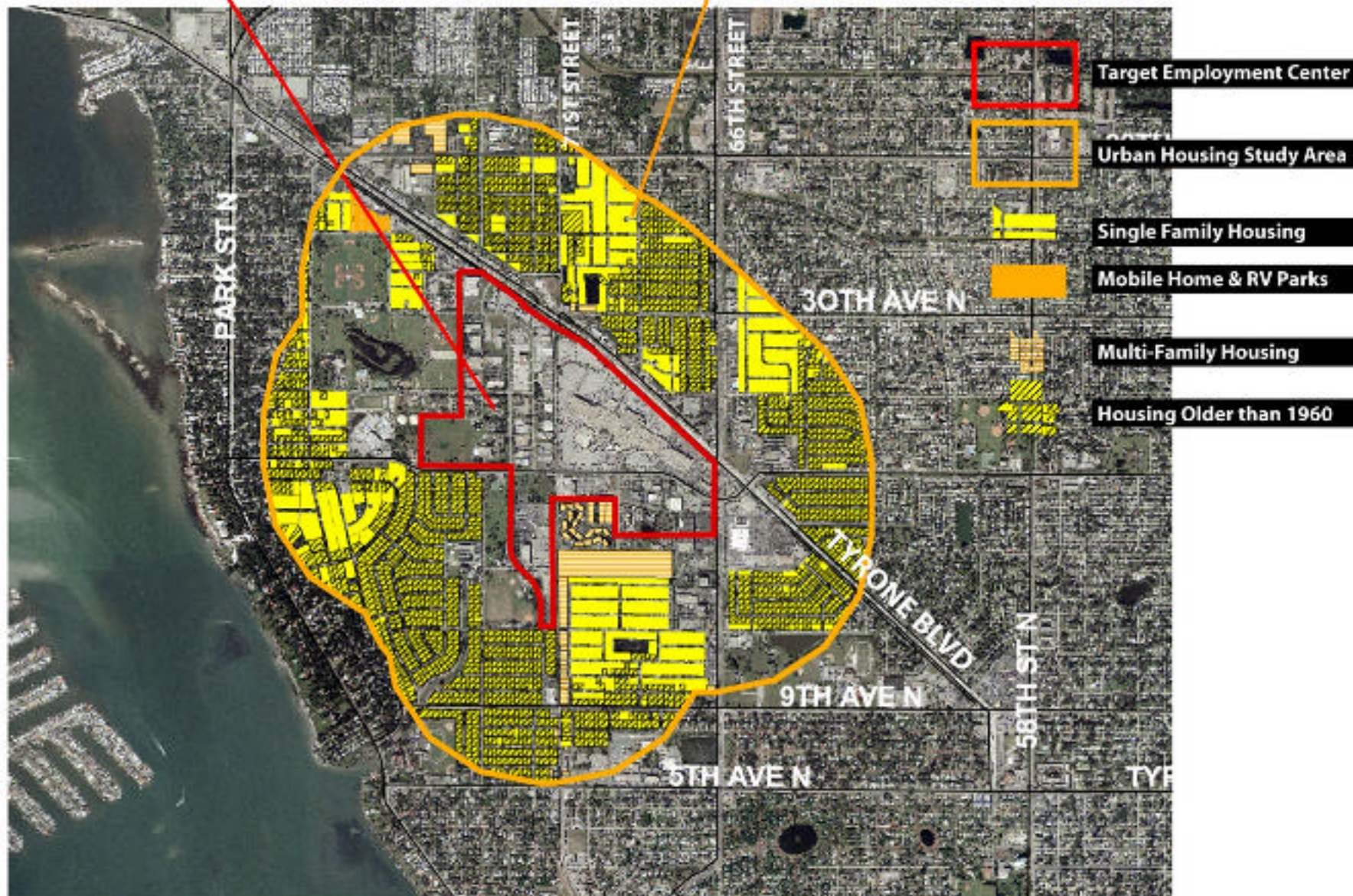
TYRONE INDUSTRIAL DISTRICT

Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

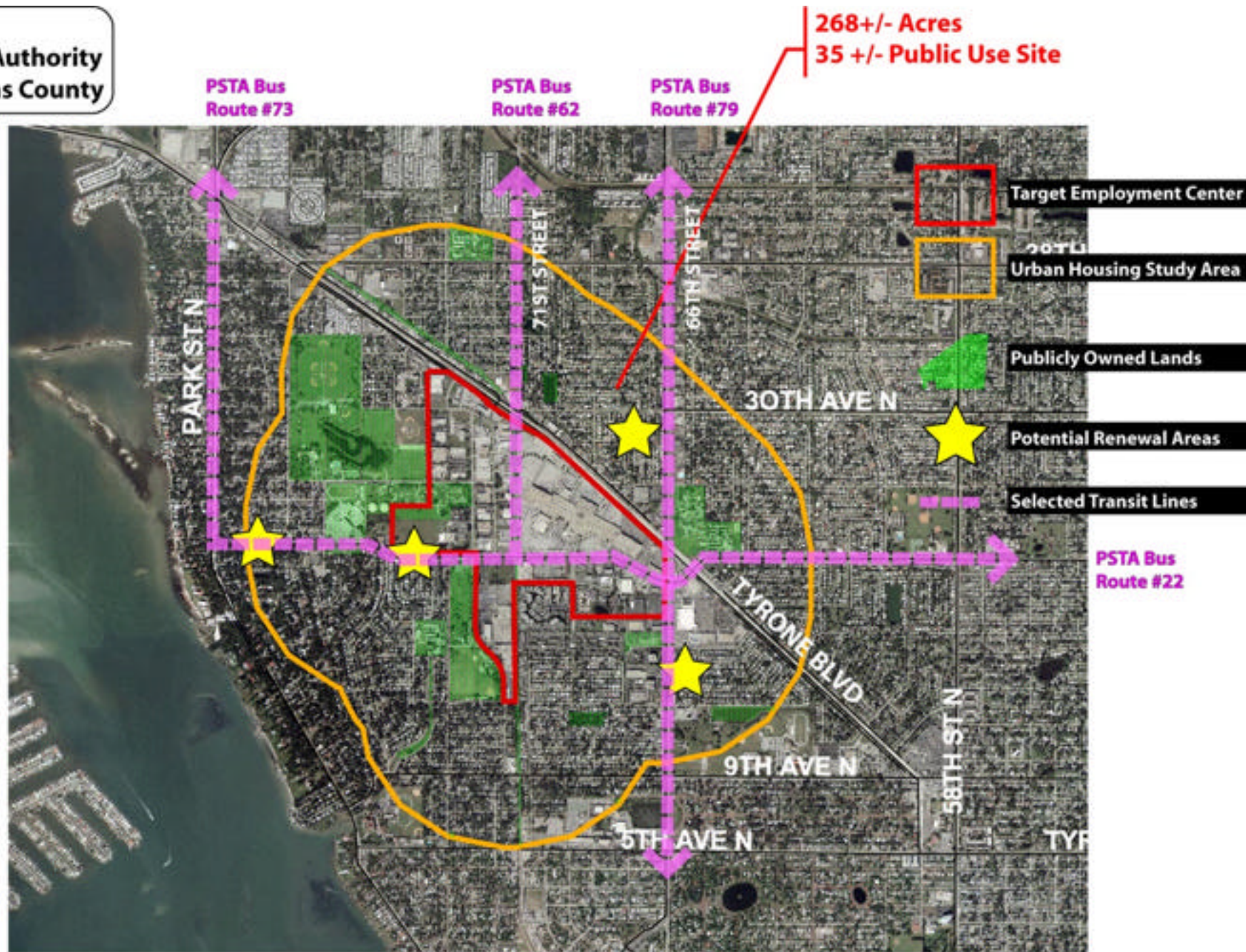
0 - Total Housing Units
0 - Single Family Units
0 - Multi-Family Units
0 - Mobile Home Units
0 - Housing Units Older than 1960

5,105 - Total Housing Units
3,578 - Single Family Units
1,429 - Multi-Family Units
98 - Mobile Home Units
2,459 - Housing Units Older than 1960



TYRONE INDUSTRIAL DISTRICT

Map 2 - Employment Center Resources

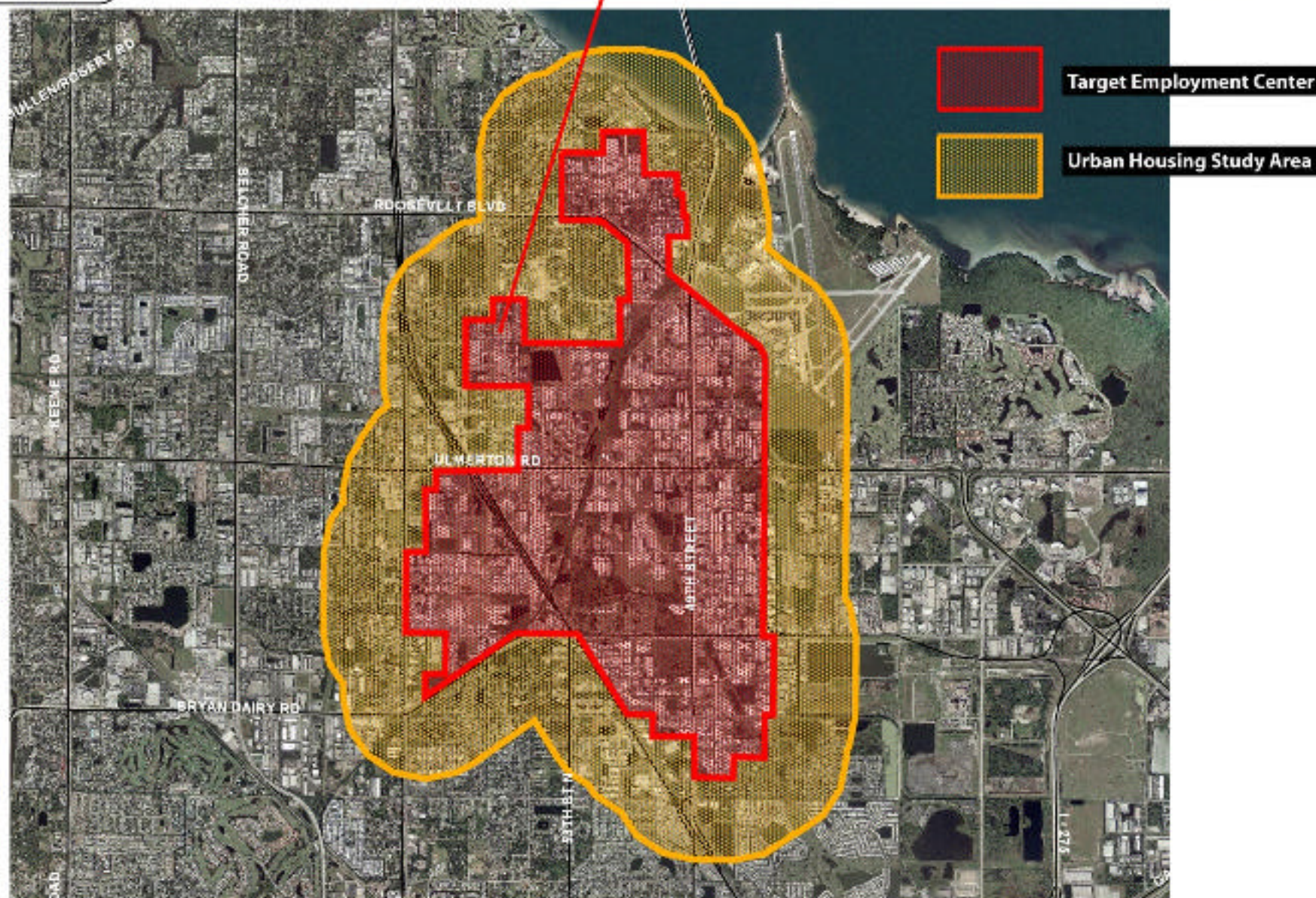


TYRONE INDUSTRIAL DISTRICT

Map 3 - Land Resources with Multiple Potential

Housing
Finance Authority
of Pinellas County

3,066 +/- Acres
25,776 +/- Employees
39 of 1,243 Enterprises employ over 100 Employees



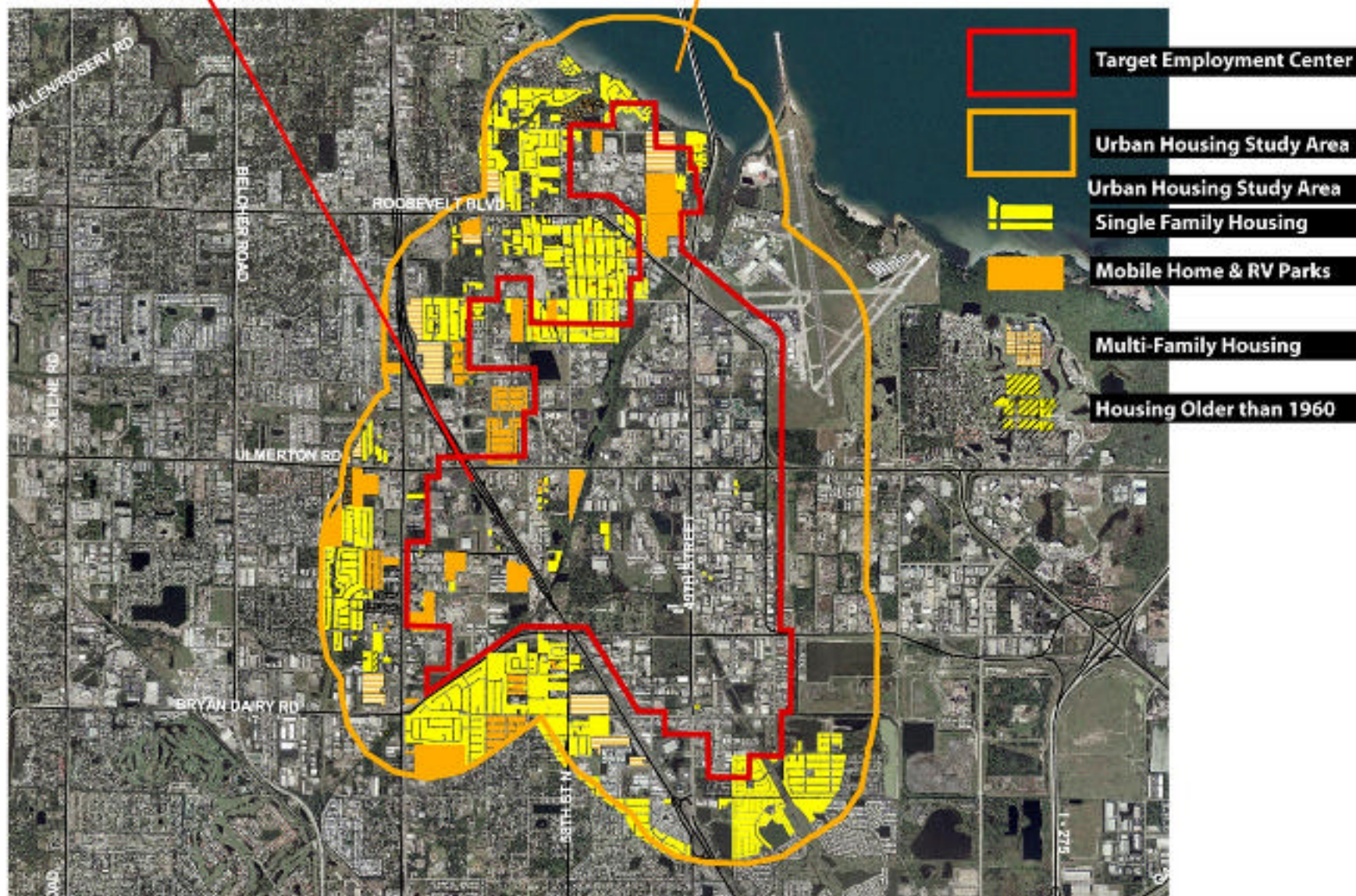
AIRPORT INDUSTRIAL DISTRICT

Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

1,644 - Total Housing Units
105 - Single Family Units
0 - Multi-Family Units
1,539 - Mobile Home Units
3 - Housing Units Older than 1960

8,908 - Total Housing Units
4,140 - Single Family Units
3,045 - Multi-Family Units
1,726 - Mobile Home Units
4 - Housing Units Older than 1960



AIRPORT INDUSTRIAL DISTRICT

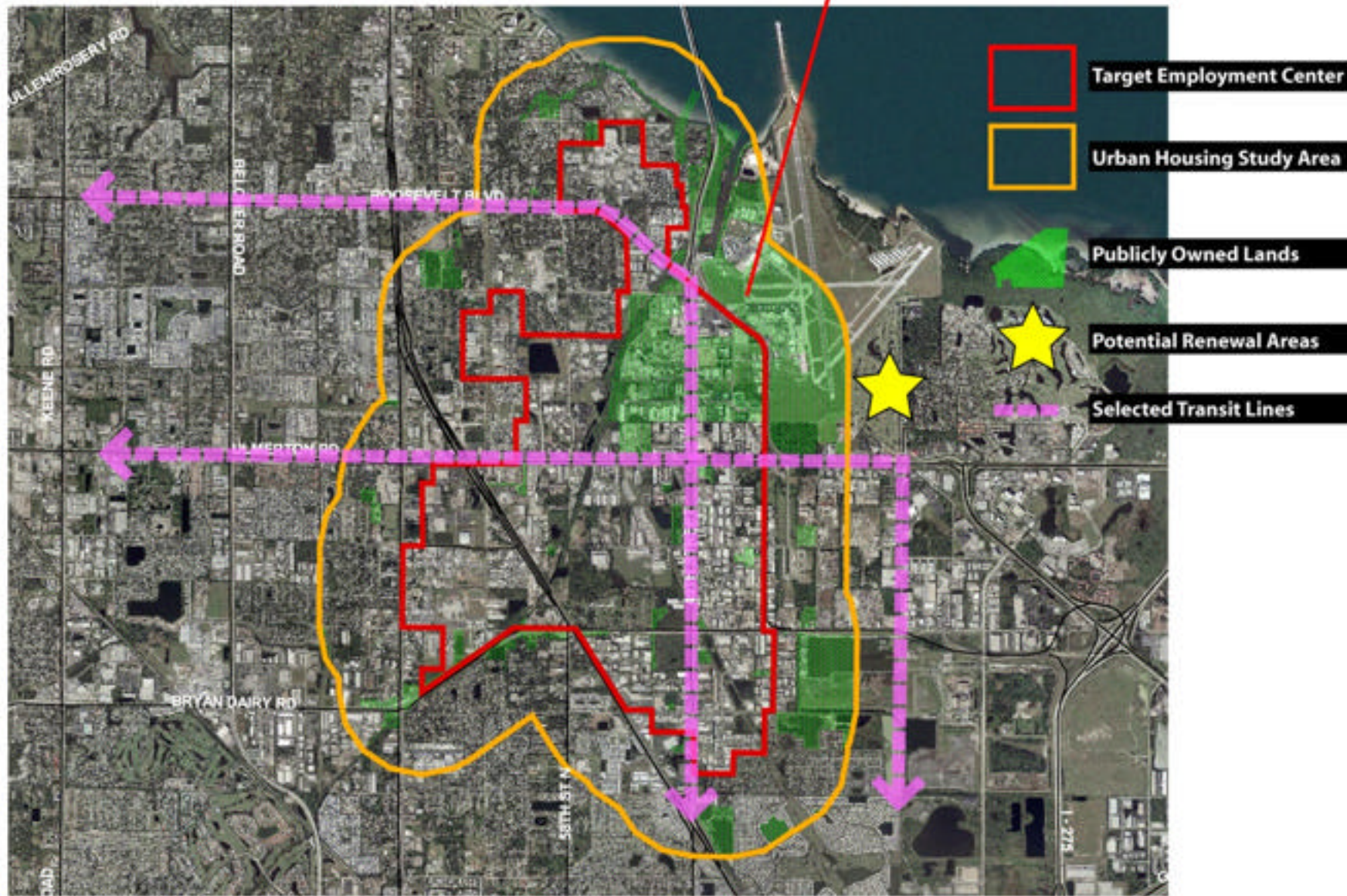
Map 2 - Employment Center Resources

Housing
Finance Authority
of Pinellas County

PSTA Bus
Route #52

PSTA Bus
Route #59

2,530+/- Acres
306 +/- Public Use Site

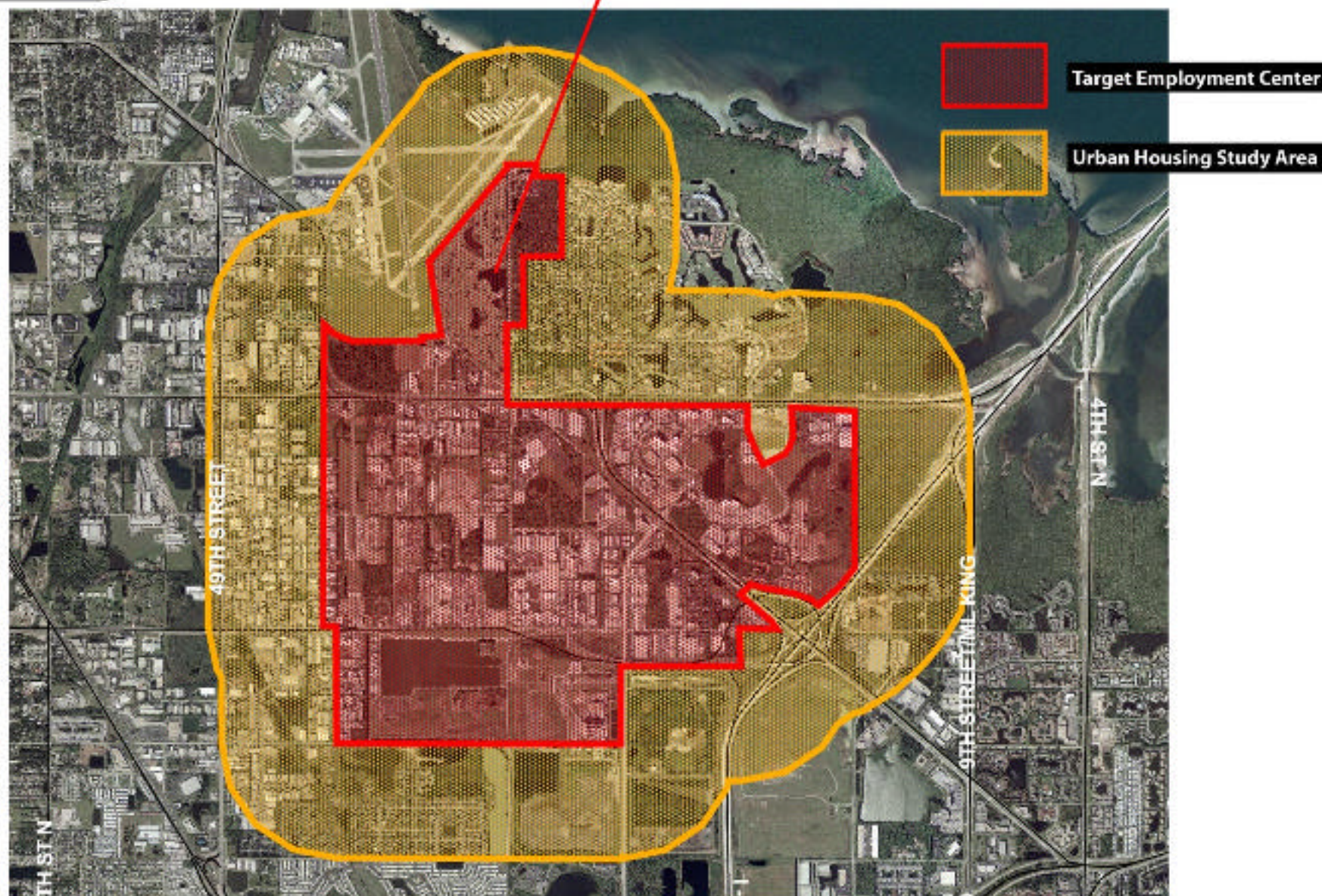


AIRPORT INDUSTRIAL DISTRICT

Map 3 - Land Resources with Multiple Potential

Housing
Finance Authority
of Pinellas County

2,145 +/- Acres
24,475 +/- Employees
16 of 424 Enterprises employ over 100 Employees



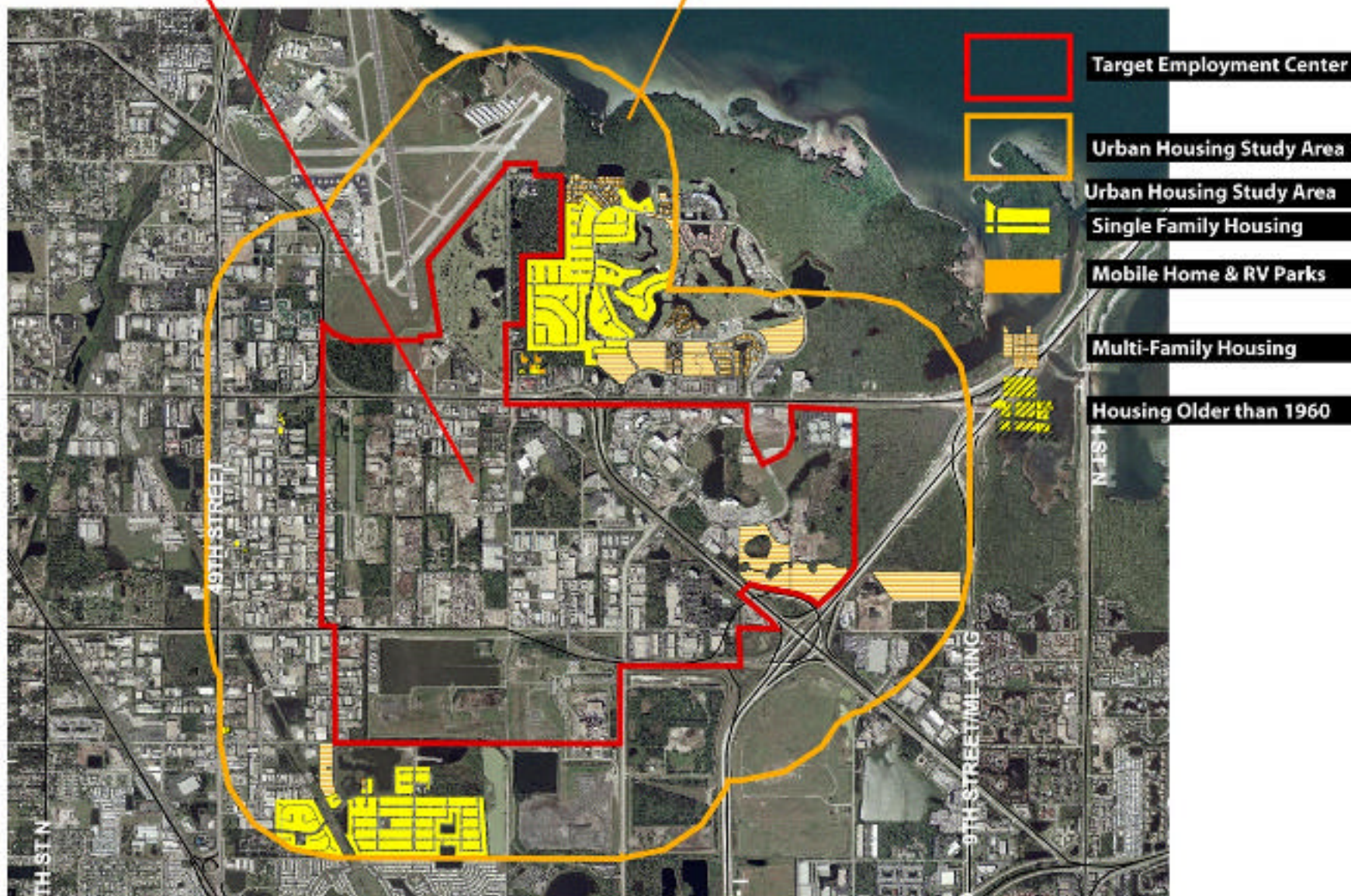
GATEWAY INDUSTRIAL DISTRICT

Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

798 - Total Housing Units
0 - Single Family Units
798 - Multi-Family Units
0 - Mobile Home Units
0 - Housing Units Older than 1960

2,997 - Total Housing Units
1,124 - Single Family Units
1,864 - Multi-Family Units
0 - Mobile Home Units
6 - Housing Units Older than 1960



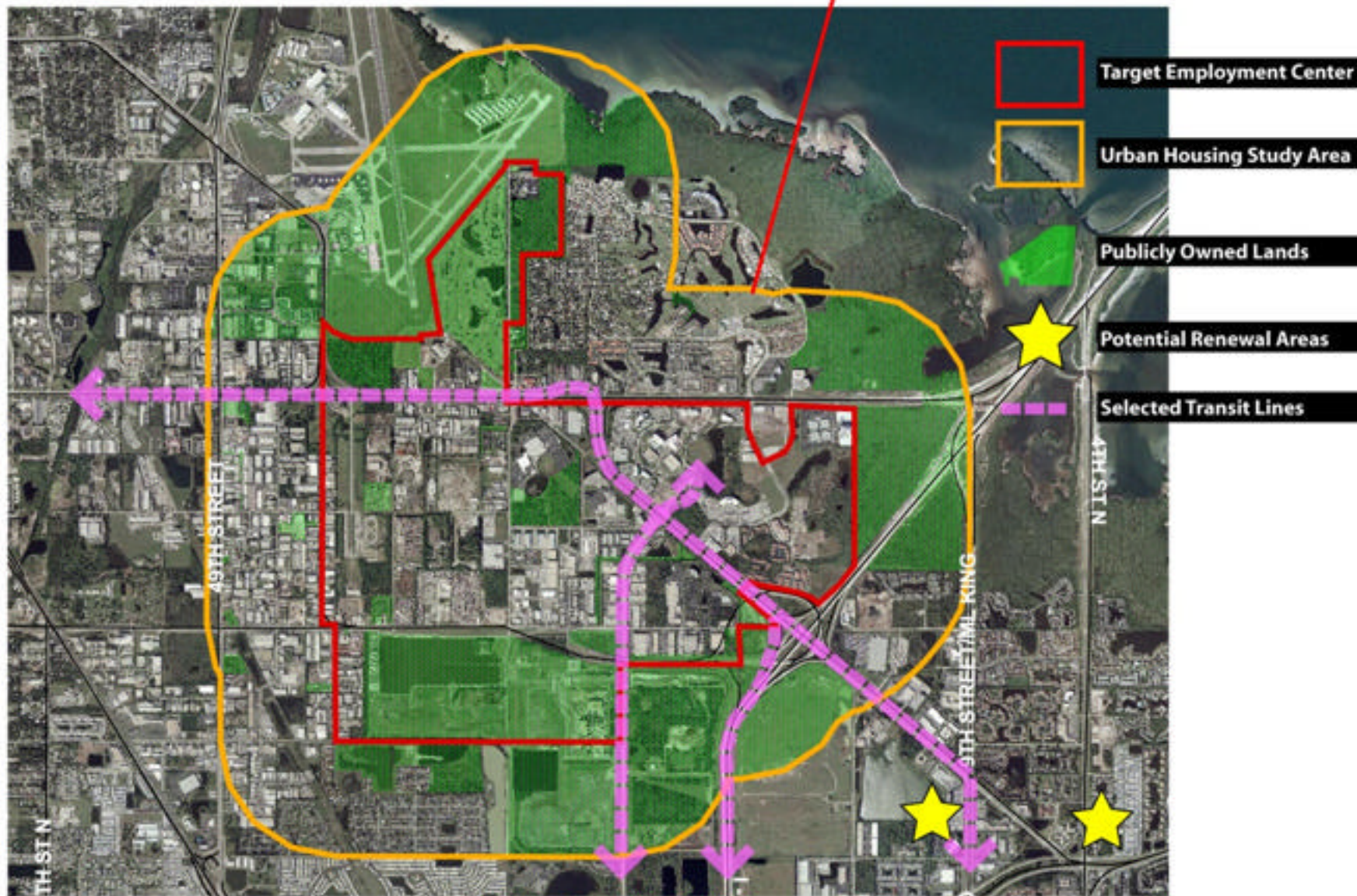
GATEWAY INDUSTRIAL DISTRICT

Map 2 - Employment Center Resources

Housing
Finance Authority
of Pinellas County

3,090+/- Acres
159 +/- Public Use Site

PSTA Bus
Route #59

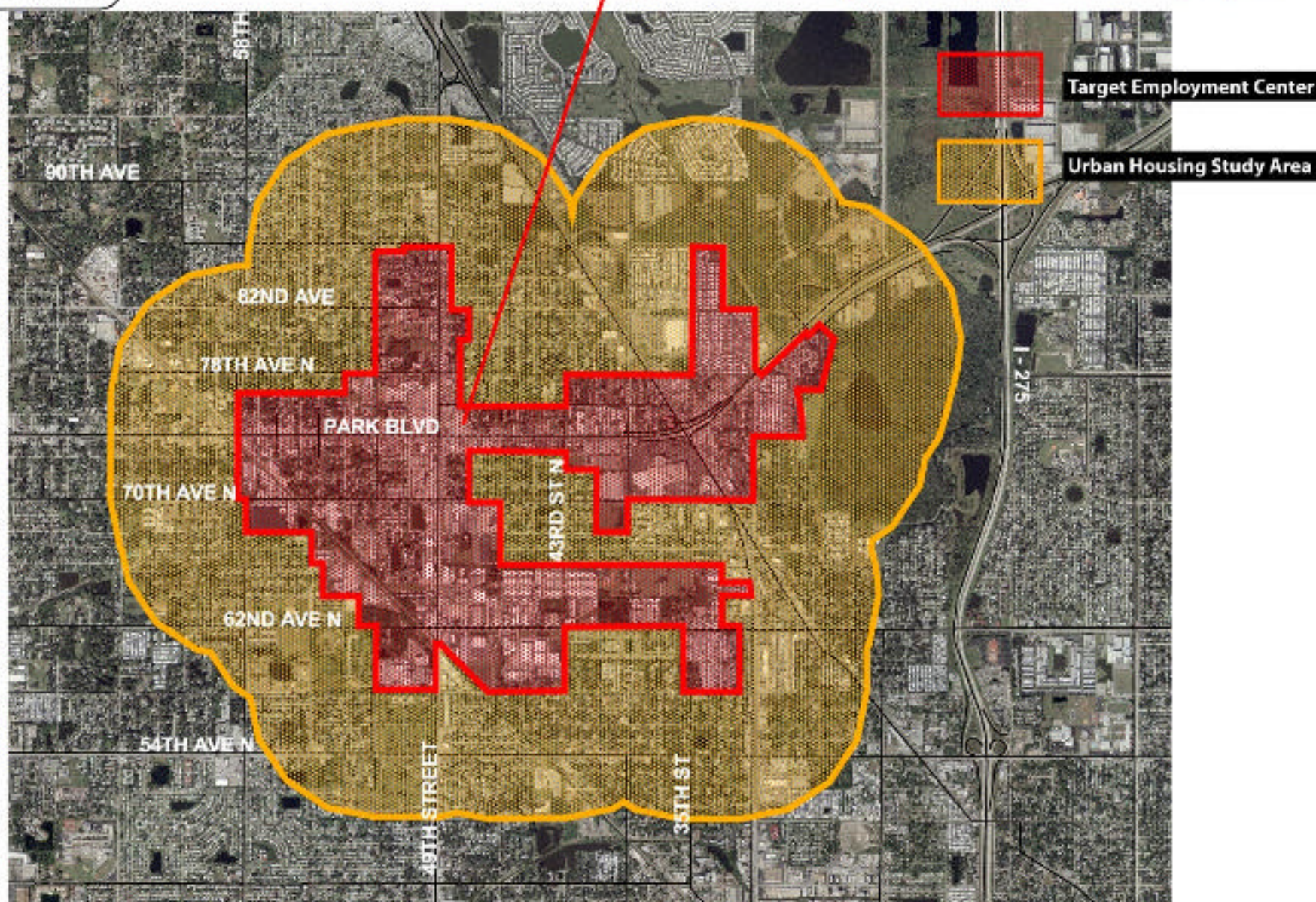


GATEWAY INDUSTRIAL DISTRICT

Map 3 - Land Resources with Multiple Potential

Housing
Finance Authority
of Pinellas County

1,274 +/- Acres
9,446 +/- Employees
15 of 741 Enterprises employ over 100 Employees



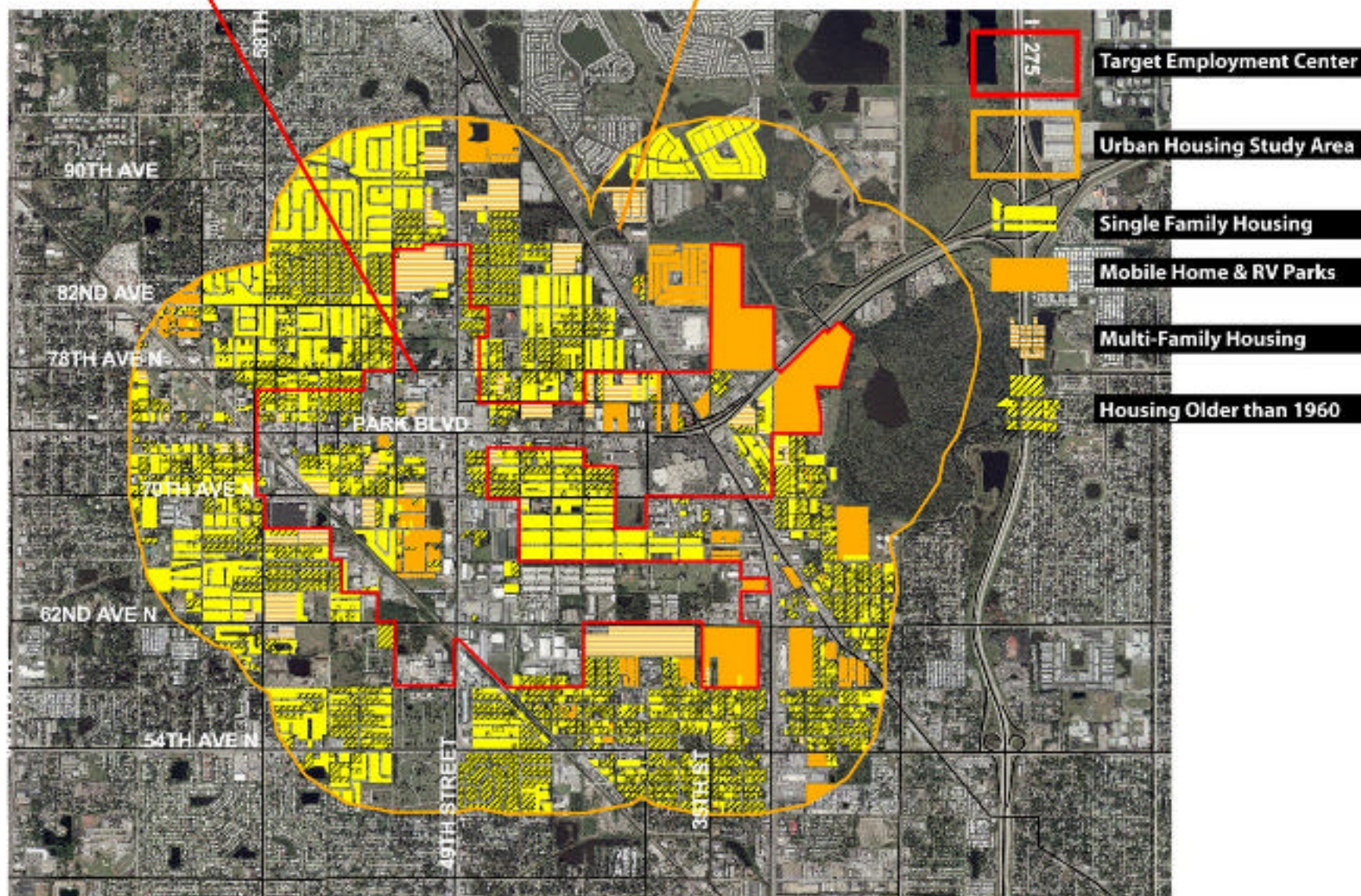
PINELLAS PARK INDUSTRIAL DISTRICT

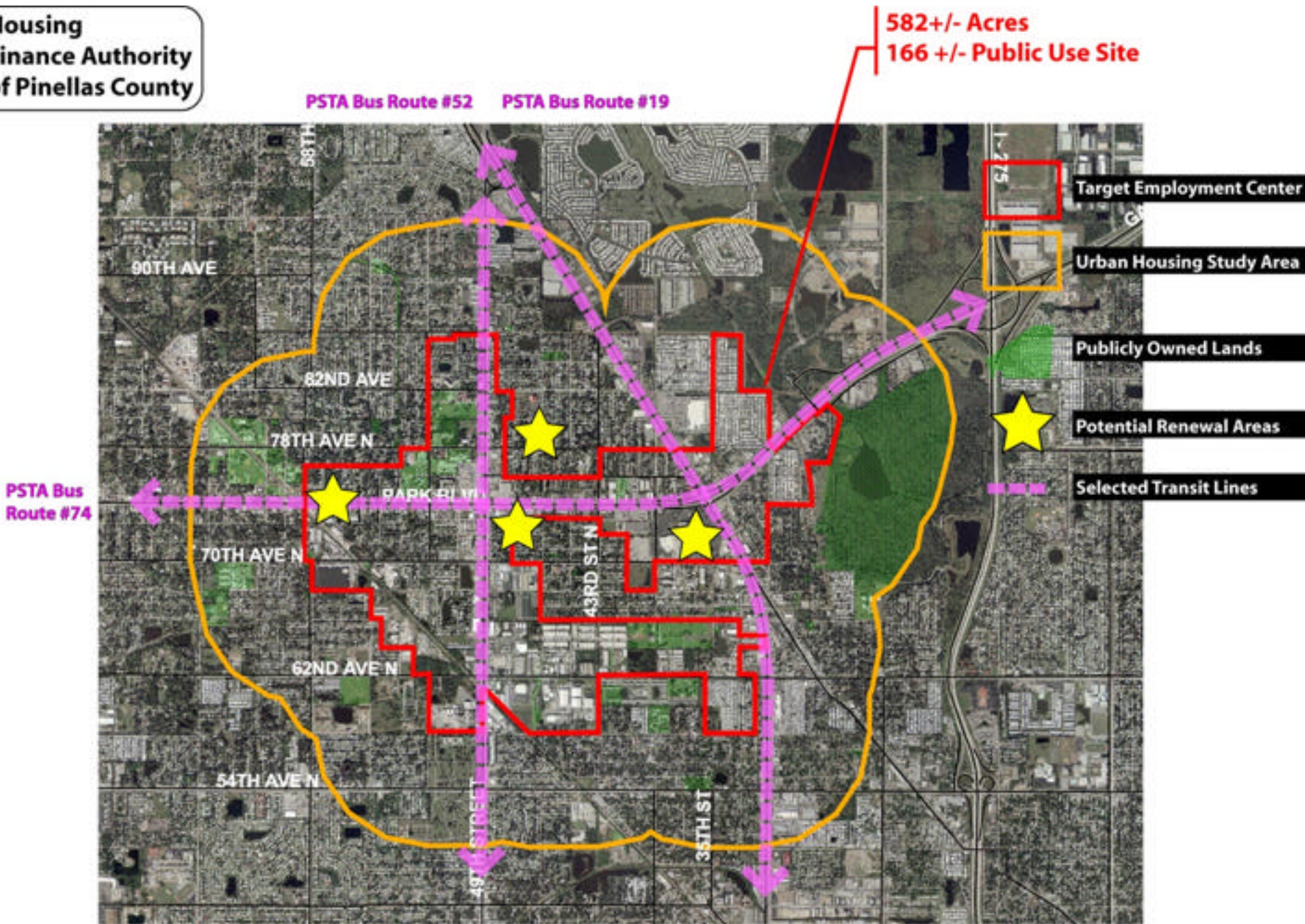
Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

3,646 - Total Housing Units
707 - Single Family Units
1,042 - Multi-Family Units
1,897 - Mobile Home Units
406 - Housing Units Older than 1960

9,607 - Total Housing Units
6,654 - Single Family Units
1,108 - Multi-Family Units
1,845 - Mobile Home Units
1,845 - Housing Units Older than 1960



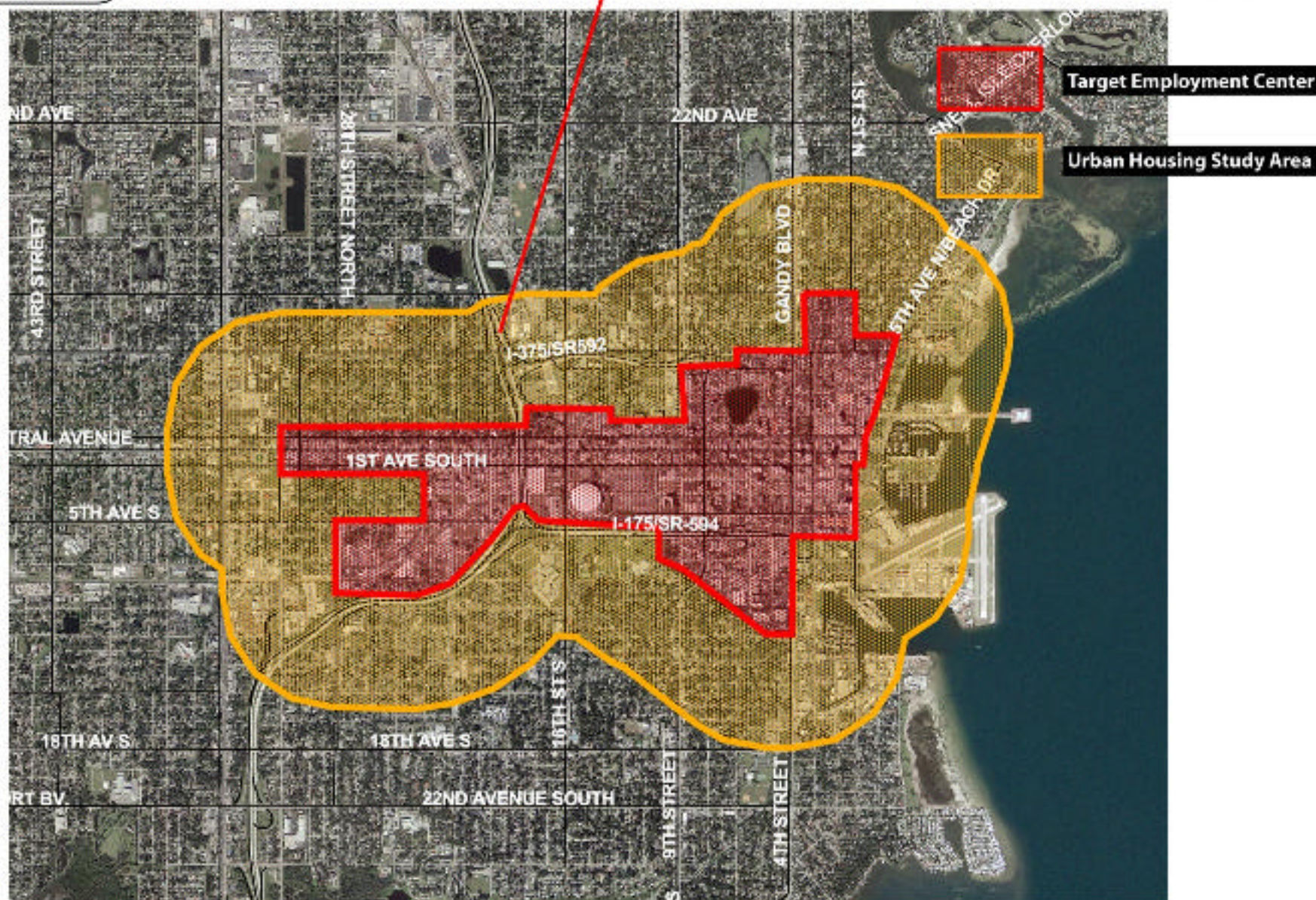


PINELLAS PARK INDUSTRIAL DISTRICT

Map 3 - Land Resources with Multiple Potential

Housing
Finance Authority
of Pinellas County

1,106 +/- Acres
25,187 +/- Employees
23 of 1,866 Enterprises employ over 100 Employees



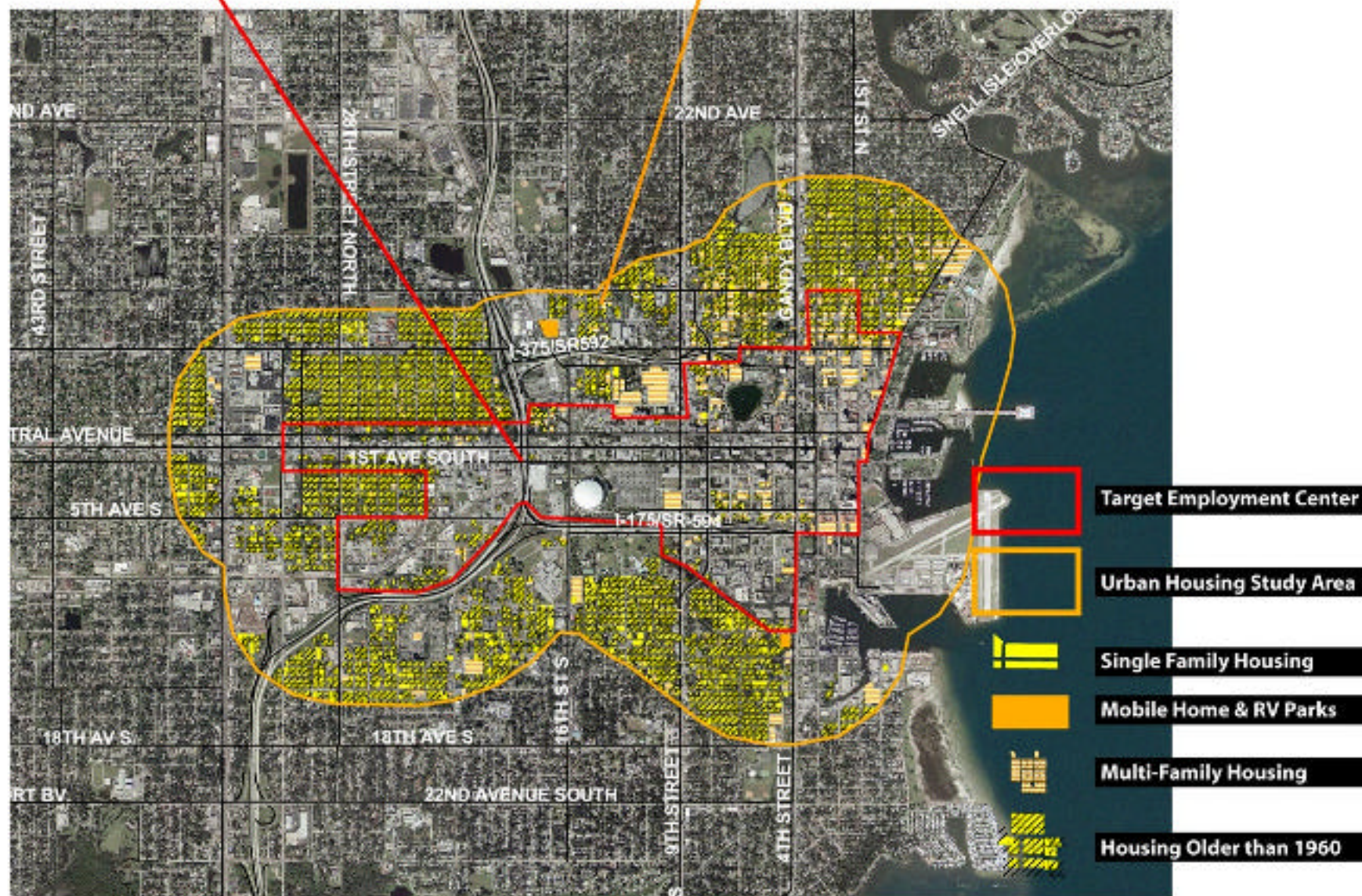
DOWNTOWN ST. PETERSBURG

Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

4,542 - Total Housing Units
628 - Single Family Units
3,914 - Multi-Family Units
0- Mobile Home Units
628 - Housing Units Older than 1960

9,296 - Total Housing Units
5,784 - Single Family Units
3,391 - Multi-Family Units
121- Mobile Home Units
5,265- Housing Units Older than 1960



DOWNTOWN ST. PETERSBURG

Map 2 - Employment Center Resources

Housing
Finance Authority
of Pinellas County

816+/- Acres
512+/- Public Use Site

PSTA Bus
Route #59

PSTA Bus
Route #4

PSTA Bus
Route #1

PSTA Bus
Route #5

PSTA Bus
Route #3

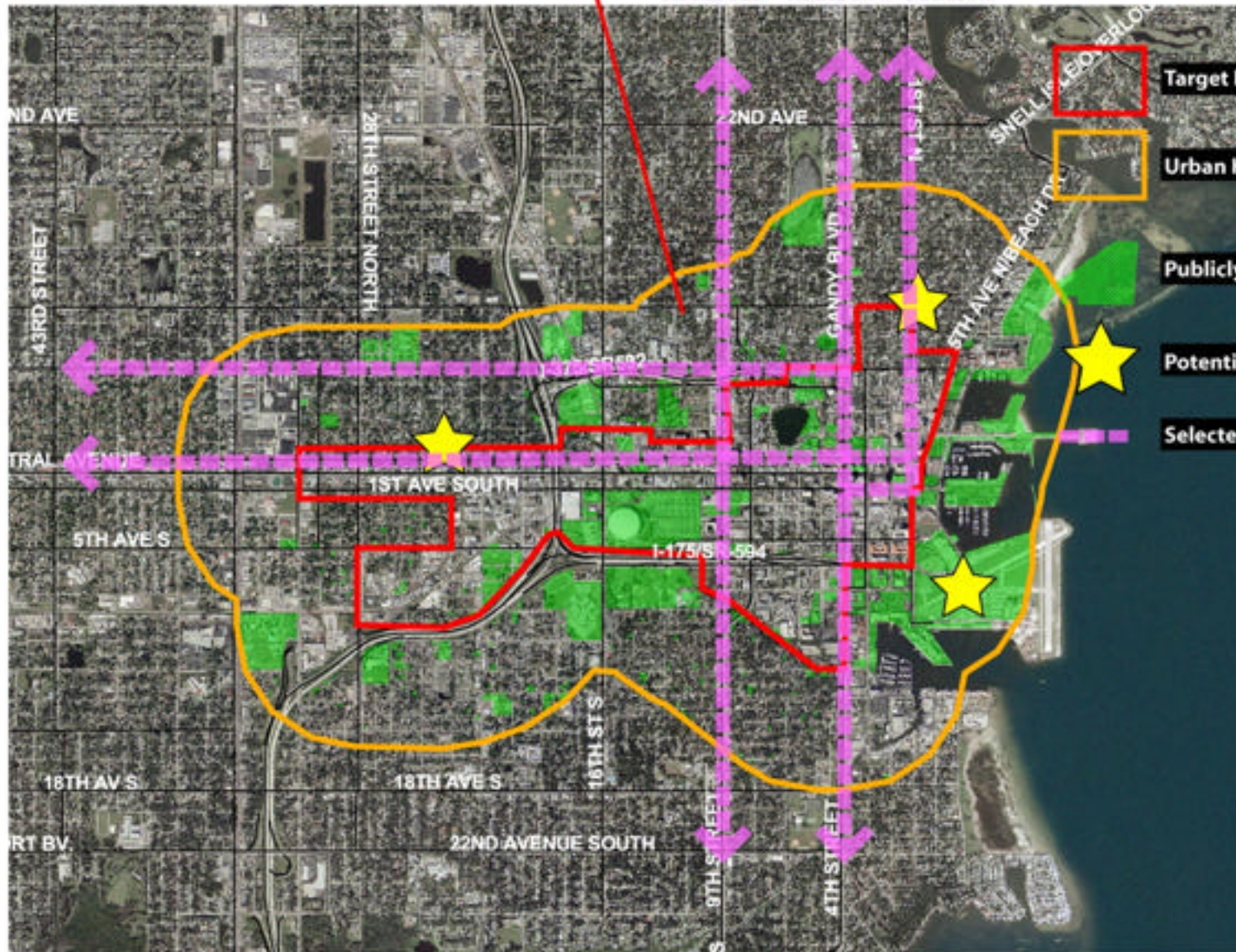
Target Employment Center

Urban Housing Study Area

Publicly Owned Lands

Potential Renewal Areas

Selected Transit Lines

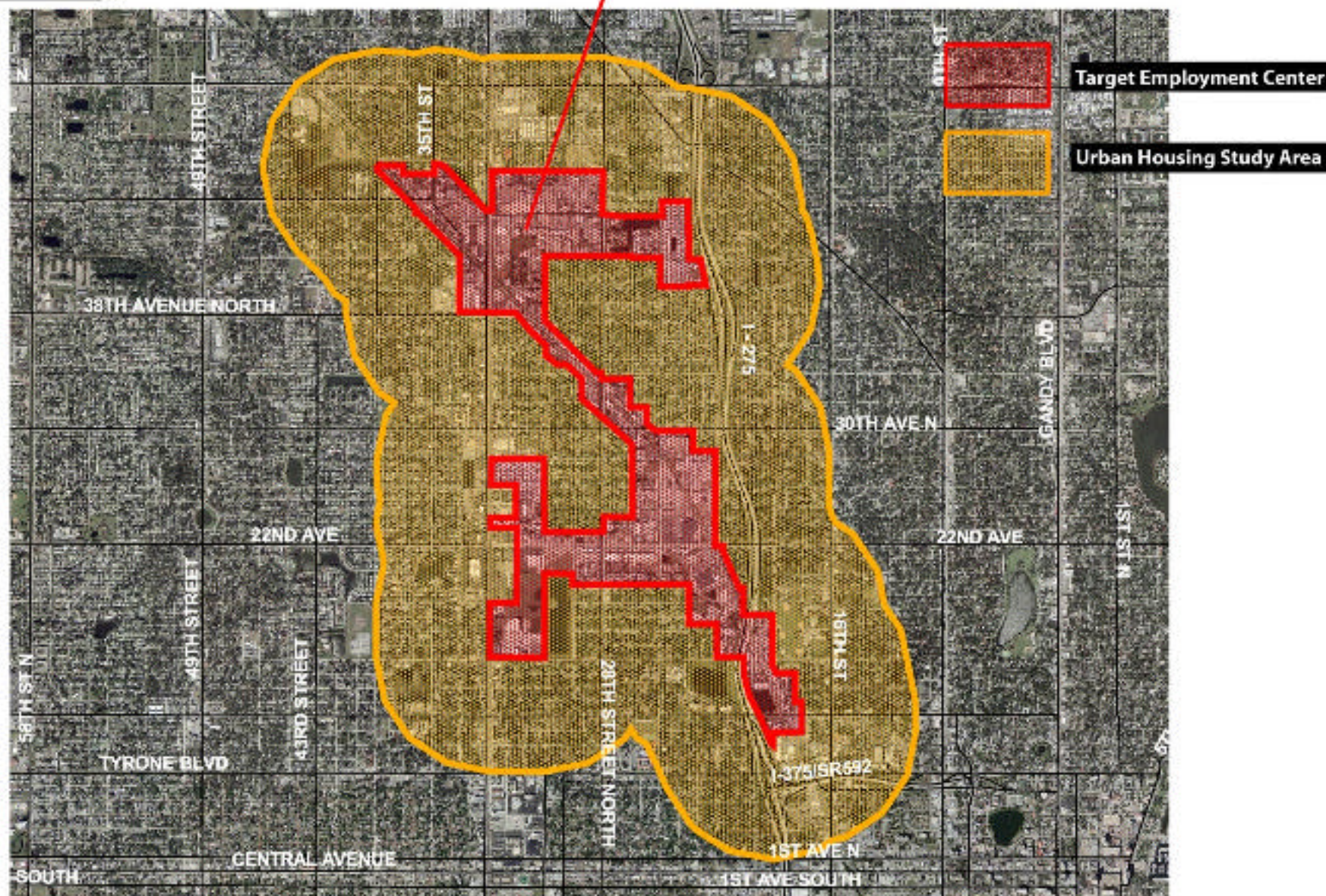


DOWNTOWN ST. PETERSBURG

Map 3 - Land Resources with Multiple Potential

Housing
Finance Authority
of Pinellas County

761 +/- Acres
5,259 +/- Employees
6 of 375 Enterprises employ over 100 Employees



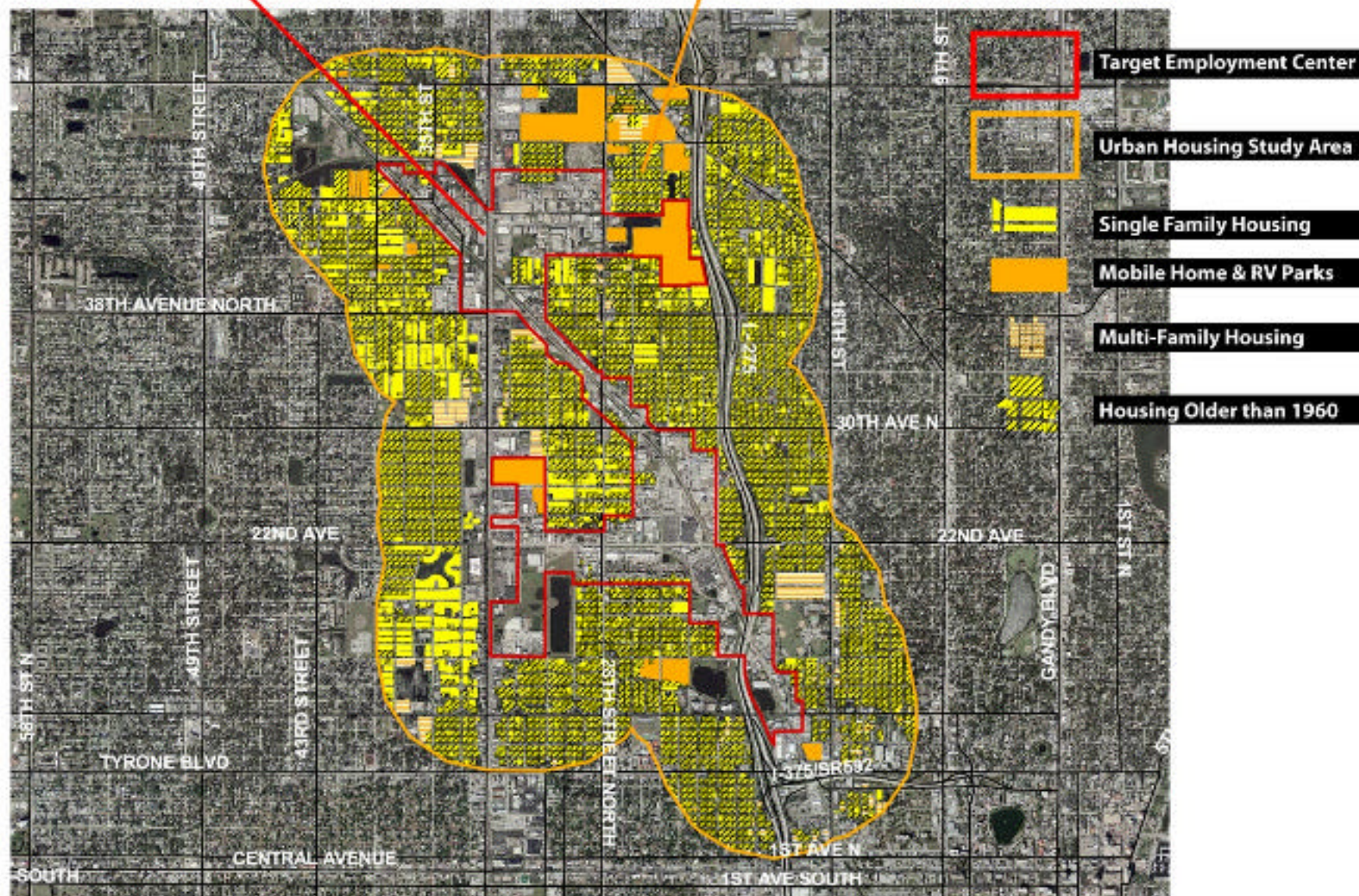
JOES CREEK INDUSTRIAL DISTRICT

Map 1 - Employment Centers & Urban Housing Study Areas

**Housing
Finance Authority
of Pinellas County**

982 - Total Housing Units
176 - Single Family Units
8 - Multi-Family Units
798 - Mobile Home Units
139 - Housing Units Older than 1960

13,131 - Total Housing Units
10,121 - Single Family Units
1,675 - Multi-Family Units
1,335 - Mobile Home Units
8,032 - Housing Units Older than 1960

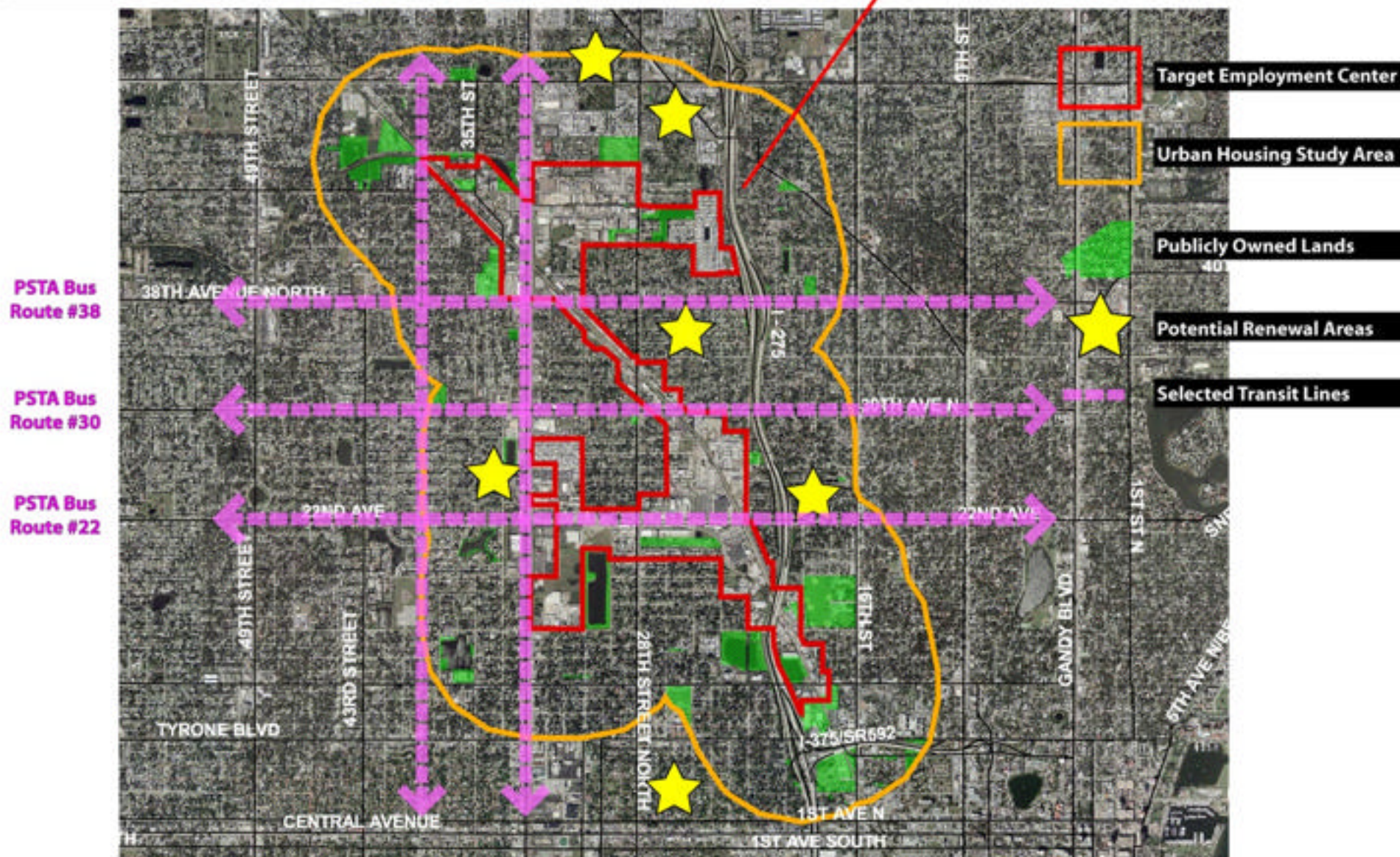


JOES CREEK INDUSTRIAL DISTRICT

Map 2 - Employment Center Resources

PSTA Bus
Route #19 PSTA Bus
Route #11

305+/- Acres
152 +/- Public Use Site



JOES CREEK INDUSTRIAL DISTRICT

Map 3 - Land Resources with Multiple Potential