

EAST TAMPA



STRATEGIC ACTION PLAN

November 12, 2009



URS

Connecting People. Connecting Communities.

East Tampa Strategic Action Plan

TABLE OF CONTENTS

1) EXECUTIVE SUMMARY

2) THE CONSULTING TEAM

- URS Corporation – Project Manager
- Lambert Advisory – Economic Feasibility And Market Research
- Trent Green, R.A. – Community Planning And Design
- Coen & Company – Transportation Planning
- Social Compact - Market Research (Independent Citywide Study)

3) INTRODUCTION

- Purpose Of SAP – Key Strategies
- Plan Methodology
- East Tampa Community Redevelopment Area
- East Tampa Area And Location
- East Tampa History

4) COMMUNITY INVOLVEMENT

- Outreach Efforts
- East Tampa Community Revitalization Partnership (ETCRP)
- ETCRP Sub-Committee Meetings
- Community-Wide Meetings
- Newsletters
- Chamber Of Commerce Tours
- Discussions With Potential Developers

5) PLAN ANALYSIS

- Infrastructure Systems
 - Stormwater
 - Wastewater
 - Water
 - Roadway Improvements / Enhancements
 - Electrical / Overhead Utilities
 - Signs / Gateways

- Reduce / Eliminate Blight Conditions

- Police
- Code Enforcement
- Business "Curb Appeal"
- Housing Conditions
- Housing Choices
- Historic Preservation
- Illegal Dumping
- Clean City – East Tampa Division
- Neighborhood Road Resurfacing

- Neighborhood Amenities / Services

- Public Transportation - Hillsborough Area Regional Transit (HART)
- Community Parks
- Pocket Parks
- Stormwater Pond Beautification
- Sidewalks
- Pedestrian Enhancements/Crosswalks
- Bike Lanes
- Greenways / Trails
- Street Lighting
- Pedestrian Lighting
- Public Art

6) LAND USE / ZONING ANALYSIS

- Existing Zoning
- Mixed-Use Zoning
- Heavy Commercial Zoning
- High Density / Regional Transit Zoning
- Overlay District Guidelines
- Form-Based Codes

7) PLANNING FOR MASS TRANSIT

- High Speed Rail
 - Florida High Speed Rail Authority
- Light Rail
 - Tampa Bay Area Regional Transportation Authority (TBARTA)
 - Hillsborough Area Regional Transit (HART)

East Tampa Strategic Action Plan

8) MARKET OPPORTUNITIES / ECONOMIC ENVIRONMENT

- Lambert Advisory Market Analysis - Findings And Recommendations
- Social Compact Drilldown- Findings
 - Tax Increment Financing - Identification Of Relevant Factors And Future Revenue Projections - Project Prioritization / Implementation - Pay As You Go

9) KEY ANALYSIS FINDINGS-SUMMARY

- Community Support
- Significant Investment Of City Resources
- Social Compact Citywide Market Drilldown
- Higher Density And/Or Mixed-Use Designations
- Private Investment Preference For High Traffic Gateways / Transportation Corridors - Corridors With Significant Public-Sector Improvements
- Capital Improvements
- Infrastructure - Solid Waste, Stormwater, Wastewater, Parks And Recreation
- Incentives For Development
- Improve Existing Housing Stock And Variety Of Opportunities
- Increase Employment Opportunities In East Tampa - Enhance Access To Major Employment Centers
- Urban Development Staff

SUMMARY OF PLAN RECOMMENDATIONS SUPPORTING KEY STRATEGIES

STRATEGY 1: Invest in neighborhoods to improve quality of life and encourage community self-investment and private investment.

STRATEGY 2: Improve the appearance and investment appeal of highly visible gateways and major corridors.

STRATEGY 3: Provide incentives to strategic, catalytic projects.

STRATEGY 4: Foster business growth.

STRATEGY 5: Prepare for light rail, density and associated redevelopment opportunities.

APPENDICES

APPENDIX 1: FLORIDA STATE STATUTE CHAPTER 163.370

APPENDIX 2: LEGAL DESCRIPTION OF EAST TAMPA CRA BOUNDARIES

APPENDIX 3: COMMUNITY NEEDS ASSESSMENT

APPENDIX 4: LAMBERT ADVISORY EAST TAMPA MARKET ANALYSIS

APPENDIX 5: SOCIAL COMPACT TAMPA DRILLDOWN

APPENDIX 6: STATE AND LOCAL REDEVELOPMENT INCENTIVES

APPENDIX 7: STATE AND LOCAL INFRASTRUCTURE INCENTIVES

APPENDIX 8: SAMPLE TIF DEVELOPMENT REIMBURSEMENT SCHEDULE

APPENDIX 9: WHAT IS TIF

APPENDIX 10: INFRASTRUCTURE/ASSET ANALYSIS

East Tampa Strategic Action Plan

ACKNOWLEDGEMENTS

Mayor Pam Iorio, City of Tampa Tampa City Council / CRA Board:

| | |
|-----------------------------------|---------------------|
| Gwen Miller, Chairman | District 1 At-Large |
| Joseph P. Caetano, Vice-Chairman, | District 7 |
| Mary Mulhern | District 2 At-Large |
| Linda Saul-Sena | District 3 At-Large |
| John Dingfelder | District 4 |
| Thomas Scott | District 5 |
| Charlie Miranda | District 6 |

City of Tampa Economic & Urban Development Department:

Mark Huey, Administrator
Mike Chen, Redevelopment Services Manager
Ed Johnson, East Tampa Urban Development Manager

City of Tampa staff within these departments:

City Attorney
City Clerk
Clean City
Code Enforcement
Community Affairs
Contract Administration
Economic & Urban Development
Growth Management & Development Services
Housing & Community Development
Neighborhood & Community Relations
Parks & Recreation
Public Works Transportation Division
Revenue & Finance
Solid Waste
Stormwater
Tampa Fire Rescue

Tampa Police
Wastewater
Water

Community Stakeholders:

East Tampa Community Revitalization Partnership
East Tampa Neighborhood Associations
East Tampa Residents and Business Owners

Consultant Team:

URS Corporation – Project Management, Community Planning, GIS
7650 West Courtney Campbell Causeway
Tampa, Florida 33607-1462 Tel: (813) 286-1711
www.urscorp.com

Lambert Advisory – Economic Feasibility and Market Research
2601 South Bayshore Drive South Suite 300
Miami, Florida 33133
Tel: (305) 860-3716
www.lambertadvisory.com

Trent Green, R.A. – Community Planning and Design
3702 Spectrum Blvd., Suite 180
Tampa, Florida 33612
Tel: (813) 974-6020
www.arch.usf.edu

Coen & Company – Transportation Planning
PO Box 10658
Tampa, Florida 33679
Tel: (813) 877-7989
Randy@coenconsulting.com

East Tampa Strategic Action Plan

EXECUTIVE SUMMARY

PURPOSE OF THIS STRATEGIC ACTION PLAN

The purpose of this plan is to set a predictable course for the investment of public resources to improve the quality of life in East Tampa. This Strategic Action Plan (SAP) is the redevelopment agenda for East Tampa for the years 2009-2014.

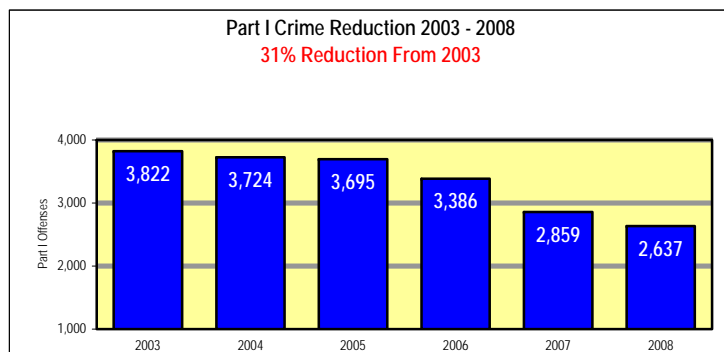
The SAP builds upon the many successes achieved to date through the collaborative efforts of the City, the East Tampa Community Revitalization Partnership, the private sector and the community at large.

In May 2004, the City of Tampa and the East Tampa community developed a 30-year Community Redevelopment Plan (CRP) that set forth a redevelopment vision for the area and identified general revitalization initiatives. Since then, more than \$20 million in Tax Increment Financing (TIF) revenues have been generated for reinvestment in East Tampa.



Examples of other significant activities include:

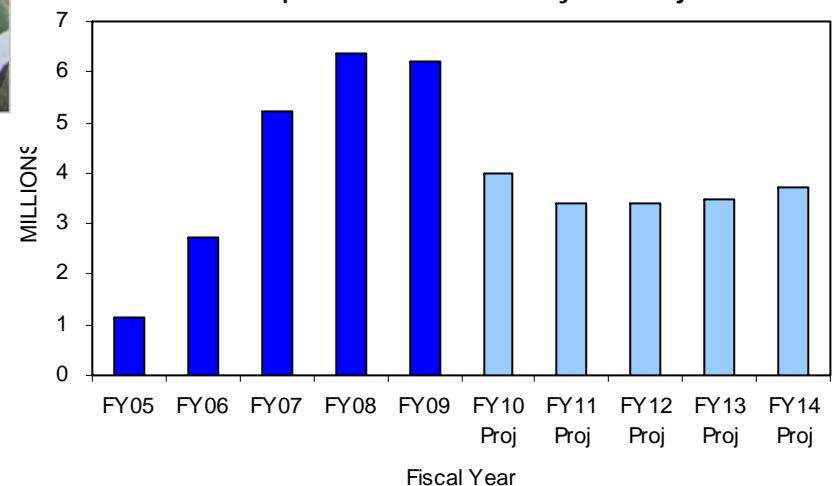
- More than \$100 million invested by private sector
- More than \$20 million invested by the non-profit sector
- More than \$150 million invested by the public sector
- 31% reduction in Part I crimes from 2003 to 2008
- Construction of more than 700 new rental housing units
- Rehabilitation of 119 homes
- Removal of approximately 80 tons of litter/debris each month



The SAP contains a financial plan to fund redevelopment. Under the "Pay-As-You-Go" scenario, redevelopment investment over the next six years would be funded by a projected \$24.2 million in TIF revenues plus any non-TIF resources that might be obtained.

The City of Tampa, CRA Board and the East Tampa Community Redevelopment Partnership collectively agree on the funding prioritization of the SAP. This work plan will be revisited annually and adjusted to account for changing TIF projections, potential TIF financing opportunities and improving market conditions.

East Tampa TIF Revenue History and Projections



East Tampa Strategic Action Plan

BACKGROUND

East Tampa is a culturally rich and historically diverse area of the City. It is ideally situated between Downtown, the Port of Tampa and the University of South Florida. East Tampa also features quick access to three interstates and Tampa International Airport. (Figure 1-1)

Despite its many advantages, East Tampa has long suffered the ill effects of disenfranchisement, deteriorating buildings, poor neighborhood aesthetics and aging infrastructure. In an effort to stimulate quality redevelopment, the City of Tampa conducted an Existing Conditions Study (Study) in 2004 to document the physical and economic conditions of the 7.5 square mile area.

Among other deficiencies, the 2004 Study found that:

- 35% of the existing structures were “deteriorating” or “deteriorated.”
- East Tampa’s area median income of \$22,468 was \$12,000 less than the citywide median income.
- Approximately 22% (or 2,043) of the occupied housing units were occupied by residents who did not have an available vehicle
- 15% (or 1,700) of the housing units were vacant compared to citywide vacancy of 8.1%.
- Renters comprised 38% of the occupied housing stock.
- 15% (or 2,042) of the land parcels within East Tampa were vacant.

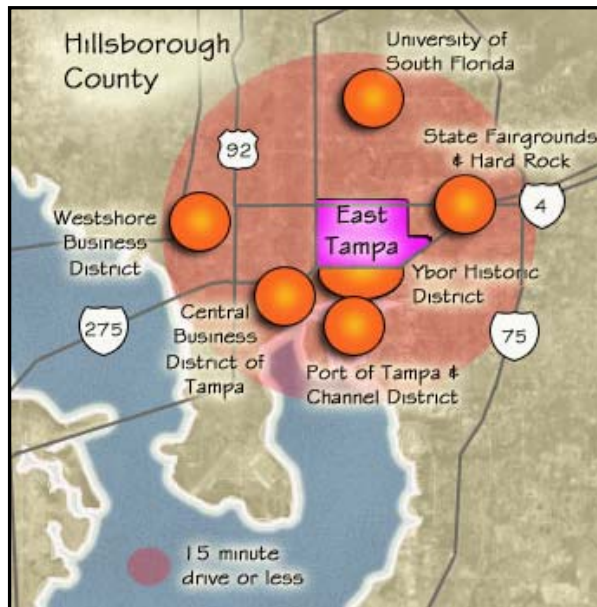


Figure 1-1: Central Location of East Tampa

Following the Study, the City created the East Tampa Community Redevelopment Area and adopted a 30-year CRP and TIF district that established the foundation for public and private investment in: neighborhood, infrastructure and economic development

EAST TAMPA'S FUTURE VISION

The CRP sets forth a vision to transform East Tampa into a community of vibrant residential, business, recreational, social and cultural life. The vision foresees:

- Neighborhoods that provide high quality rental and homeownership opportunities to all household income levels, access to safe parks and other lifestyle amenities and neighborhood connectivity provided by sidewalks and trails
- Viable businesses that provide jobs for residents.
- A mix of retail, commercial and industrial uses sufficient to meet neighborhood needs, thereby increasing dollar turnover within the community.
- An attractive community with sound infrastructure that promotes and enhances the quality of life for residents and businesses.

DEVELOPING THE STRATEGIC ACTION PLAN

The URS Corporation (URS) developed the SAP after soliciting input from community stakeholders and the development community regarding their needs and vision for the East Tampa community. In addition, URS conducted a market and feasibility analysis and researched and analyzed all relevant planning documents, public infrastructure and applicable land-use and zoning regulations. (Figure 1-2)

The SAP acknowledges that a weak economy will constrain private sector investment and the City's ability to invest non-TIF resources in redevelopment initiatives. Given this, the SAP recommends an approach that balances the provision of necessary incentives to stimulate growth with the need to steadily invest in infrastructure.

Public input included:

- 10 community meetings
- 19 workshops
- 37 interviews

East Tampa Strategic Action Plan



Figure 1-2: Plan Methodology

KEY FINDINGS OF THE STRATEGIC ACTION PLAN

- **Community Support:** The community is eager to encourage private development that helps transform East Tampa into a community of vibrant residential, business, recreational, social and cultural life.



- In addition to TIF, the City has invested significant resources including:
 - More than \$1 million in State Housing Initiatives Partnership and \$1.6 million in Home Investment Partnership funding for affordable housing developments such as Park Terrace Apartments, Meridian Pointe and Centro Place.
 - More than \$2.2 million in Community Development Block Grant funding for Belmont Heights Estates, road resurfacing and redevelopment assistance to local businesses.
 - \$12.8 million from Community Investment Tax and other public resources to fund improvements to Cuscaden Pool, Cyrus Greene Community Center/pool and stormwater projects.
 - \$19 million in major water and wastewater facilities and infrastructure replacement and upgrades.
- East Tampa is located in Tampa's Enterprise Zone enabling businesses to take advantage of the state tax credits. Additionally East Tampa offers the ability to customize incentives to meet the needs of the private sector investing in the CRA. Previously The TIF has assisted with infrastructure improvements and land acquisition costs. Transportation impact fees are waived reducing development costs. Location, incentives and lower development costs make East Tampa a prime location for redevelopment investment.
- **Market Opportunities:** In partnership with the City of Tampa Department of Economic and Urban Development, Social Compact conducted a citywide Neighborhood Market DrillDown analysis with a particular emphasis on the East Tampa CRA. The 2008 DrillDown provided timely and accurate market and demographic information to supplement Claritas and census-based projections. This tool will aid the City, community and business leaders to attract private investment to the area. This resource will also assist in the creation of economic development strategies.
 - **DrillDown Key Findings:**
 - Identified total population at 35,000, which exceeds conventional market estimates by 5,000.
 - Identified aggregate neighborhood income totaling \$465 million, exceeding conventional market estimates by \$51 million.
 - Reported that 17.4% of East Tampa residences have undergone some rehabilitation (additions, alterations, and repairs) between 2000 and 2007, indicating neighborhood self-investment and market stability.
- **Redevelopment and Land Use:** More than 40% of the East Tampa CRA is designated as residential. Successful future redevelopment will be supported by

East Tampa Strategic Action Plan

incorporating higher density and/or mixed-use designations, particularly along major corridors, near future mass transit stops and at development nodes.

- **Private Investment:** Local investors have indicated a preference for high traffic gateways and transportation corridors for “near-term” investment. In general, investors are attracted to areas or corridors where significant public sector improvements have been made. (Figure 1-3)

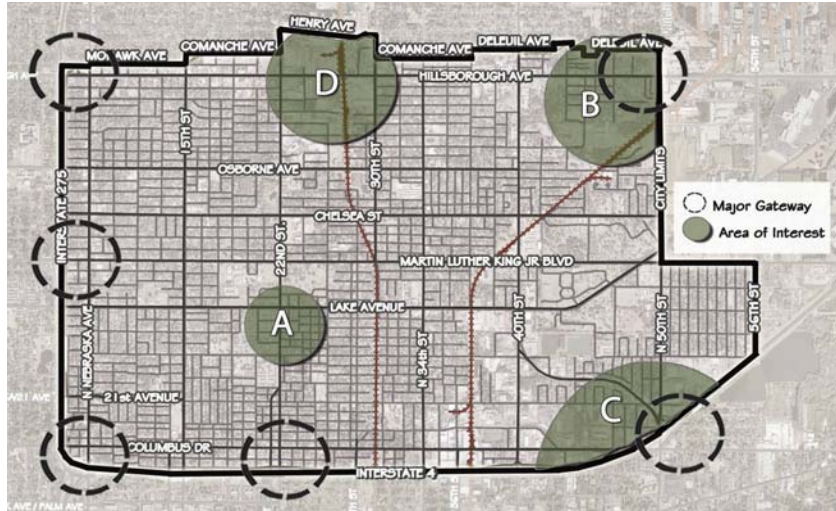


Figure 1-3: Catalytic Areas of Interest

- Capital Improvements:
 - Focus on the areas with high private sector investing and development interest.
 - Focus on improving quality of life and aesthetics within neighborhoods.
 - Support future regional transportation planning.
 - Focus on enhancing the linkage systems such as roadways, parks, pedestrian systems and stormwater systems.

Examples of linkage systems targeted for improvement: N. 22nd St., Nebraska Ave., Hillsborough Ave., Lake Ave., 34th St., 29th, Columbus Dr., Melburne Blvd.



N. 22nd St. was identified in the East Tampa Community Redevelopment Plan, and reconfirmed in community workshops in 2008, as a high priority for improvement. It is one of East Tampa's vital corridors connecting Ybor City, the Crosstown Expressway and I-4 to Hillsborough Avenue. Additionally, it has higher bus transit ridership, and serves as a residential collector road.

- Infrastructure:
 - Clean City and Solid Waste – Illegal dumping is prevalent on vacant land and within the right-of-ways. Removing these eyesores is critical to improving investment appeal.
 - Stormwater – The majority of East Tampa is not prone to flooding. However, stormwater facilities consume large amounts of land and are not aesthetically pleasing. These sites offer opportunities for aesthetic enhancements and community recreational use.
 - Wastewater – The current system possesses adequate capacity for existing development and some level of anticipated redevelopment and increased density. Two wastewater pumping stations are being rehabilitated.
 - Water: The majority of the system is relatively old with greater potential for failure. The Water and Wastewater Departments have long-range capital improvement plans to address these issues.

East Tampa Strategic Action Plan

- Parks and Recreation – Many of the park amenities are dated, fields have highly worn surfaces, and courts and parking areas are in need of resurfacing. Additionally, there is a shortage of pedestrian amenities throughout the CRA, including safe access to some of the parks.
- Incentives for Development: As appropriate, TIF and non-TIF supported programs and incentives should be offered in order to offset development costs and to entice businesses to locate to or expand in the area.
- Housing: Steps should be taken to improve the condition of the existing housing stock, increase the number of high quality multi-family housing units, and to put vacant houses and lots into productive use.

The Housing and Community Development Division will continue to monitor foreclosures. The CRA Board approved a \$1 million, TIF-supported Housing Acquisition Rehabilitation Foreclosure Program.

- Job Growth:
 - East Tampa lacks sufficient employment within the CRA boundaries. Strategies should be developed to increase gainful employment opportunities that meet the economic needs of area residents.
 - Enhancing access to major employment centers outside of East Tampa is critical to the prosperity of its residents.
- Staffing Requirement: Current staffing levels are adequate to handle the pay as you go funding model. However, this would change with increases in TIF revenues and/or if the East Tampa CRA can obtain financing to accelerate redevelopment initiatives.

TIF FINANCIAL OUTLOOK

2009–2014 TIF Projection

Using conservative assumptions that recognize the weak economic conditions that will prevail during the next few years, the TIF should generate approximately \$24.2 million dollars during this period. The long-range budget included in the SAP is built on conservative revenue growth projection and does not depend upon a financing option to fund projects. Any increase in actual revenue received will fund business development incentives as needed, new priorities or opportunities and/or the acceleration of projects scheduled for 2015-2019.

Spending priorities are based on the following factors:

- Projects/programs capable of being solely funded by TIF revenue.
- Projects that will spur additional redevelopment/private investment.
- Projects that can leverage other funding sources or tie into projects by other entities, e.g. grants, State of Florida, Hillsborough County or other City of Tampa projects.

- Projects that will substantially upgrade the appearance of the CRA, reduce blight and increase property values.
- Other priorities as may arise due to specific market opportunities.

The SAP recommends a mix of investments, balancing the need to increase and incent private investment during the initial years of the TIF with the need to invest steadily in infrastructure over the long-term. This balance of up-front investment will help grow the TIF to fund major infrastructure improvements over time.

TIF-Backed Financing Investment Approach

Several financing options may be available as the economy and municipal finance markets improve.

Some of the benefits to the East Tampa community should TIF-backed financing become available are:

- More major capital improvements being funded in the first five years;
- Additional improvements including: 34th Street, 29th Street, Lake Ave enhancement expansion, landscaping Hillsborough Ave., Nebraska Ave., 40th St. and Melburne Blvd.; additional parks and playgrounds and connecting East Tampa to area greenways and trails;
- Additional funding for land assemblage opportunities to dramatically enhance our ability to attract potential employers into the area; and
- Relieve TIF funds from capital projects to provide more funding for programs such as the Housing Rehabilitation Program, Commercial Façade Program and investment in neighborhood infrastructure that will help revitalize neighborhoods.

Strategic Action Plan Recommendations

Based on the findings noted above, the SAP proposes the following general strategies: (See the “Action Plan at a Glance” for detailed strategies and objectives.)

- Invest in neighborhoods to improve quality of life and encourage community self-reinvestment as well as productive, private sector investment.
- Improve the appearance and investment appeal of highly visible gateways and major corridors.
- Provide incentives to strategic, catalytic projects and new private sector development.
- Foster business growth.
- Continue to enhance transportation linkages and prepare for light rail, density and associated redevelopment opportunities.

East Tampa Strategic Action Plan

| East Tampa Strategic Action Plan Cumulative Sources / Uses Of Funds FY09 to FY14 (rounded to nearest thousands) | | |
|---|---------------------|---------------|
| Funding Sources | TIF Revenues | |
| | Revenue Sources | % Of Tot |
| TIF Revenues | \$24,164,000 | 93% |
| *Other Revenues | \$1,807,000 | 7% |
| Total Funding Sources | \$25,971,000 | 100% |
| | | |
| Use of Funds | Uses | % of Total |
| Capital Projects | \$12,649,000 | 49% |
| Enhance 22nd St. (23rd to MLK) 3/5 years funded | \$7,541,000 | |
| Enhance 22nd St. (I-4 to 23rd) | \$4,608,000 | |
| Hillsborough Ave. & 30th St. Stormwater | \$500,000 | |
| Economic Dev/Land Assemblage | \$2,205,000 | 8% |
| Community Programs | \$8,965,000 | 35% |
| Cord St. & 18th Ave. Improvements (Incentive) | \$550,000 | |
| Housing Rehabilitation | \$1,800,000 | |
| Community Improvement Projects (infrastructure) | \$2,168,000 | |
| Clean City Enhanced Services | \$1,872,000 | |
| Commercial Business Façade | \$1,000,000 | |
| Environmental Detective | \$809,000 | |
| Marketing and Partnership Development | \$212,000 | |
| Maintenance of Community Lakes | \$258,000 | |
| District Street Lighting - Pedestrian | \$296,000 | |
| CRA Management | \$2,152,000 | 8% |
| Total Funding Uses | \$25,971,000 | 100.0% |
| * "Other Revenues" includes City CIP, State, Federal, SWFWMD, and interest earned on unused financing proceeds. | | |

The SAP TIF model portrays a conservative funding approach based on current economic conditions. Should future TIF revenues increase or favorable municipal TIF financing be available, the following capital improvement projects are a priority for funding:

- 34th Street Enhancements
- 29th Street Enhancements
- Extend Lake Avenue Enhancements
- Hillsborough Avenue Enhancements
- Melbourne Roadway Enhancements
- Columbus Avenue Resignalization
- Nebraska Avenue Landscaping

East Tampa Strategic Action Plan

The East Tampa Strategic Action Plan at a Glance

Strategy #1: Invest in neighborhoods to improve quality of life and encourage community self-reinvestment as well as productive, private sector investment.

- ◆ Target neighborhood amenities - parks, roadways, sidewalks, landscaping - and infrastructure upgrades that will promote near-term private sector investment and improvement.
- ◆ Support neighborhood safety and aesthetics improvements to stabilize at-risk areas - sidewalks, lighting, and pedestrian enhancements.
- ◆ Provide assistance to homeowners for rehabilitation and code violation repairs through such programs as the Housing Rehabilitation Program.
- ◆ Purchase vacant land and foreclosed homes to support neighborhood stabilization.
- ◆ Promote a variety of housing options.

Strategy #2: Improve the appearance and investment appeal of highly visible gateways and major corridors.

- ◆ Improve the curb appeal of business corridors through programs such as the Façade Program.
- ◆ Support business corridor safety and aesthetics.
- ◆ Fund and develop streetscaping, identity signage and monuments.
- ◆ Promote Public art throughout the CRA.

Strategy #3: Provide incentives to strategic, catalytic projects and new private sector development.

- ◆ Target retail and community employers - non-auto retail (national anchors), business services, hospitality / entertainment, fresh produce, ethnic food, port distribution services.
- ◆ Partner with businesses to create affordable development opportunities (TIF sharing).
- ◆ Partner with businesses on infrastructure improvements adjacent to private sector investments.

- ◆ Provide infrastructure assistance for new construction.
- ◆ Initiate land assemblage strategy to create development opportunities.

Strategy #4: Foster business growth.

- ◆ Partner with businesses to create affordable development opportunities (TIF sharing).
- ◆ Consider establishing a revolving loan program in partnership with lenders to assist businesses with expansion, relocation and upgrading of facilities.
- ◆ Support mixed use zoning designations, particularly along key corridors.
- ◆ Establish market study data to create a market-based redevelopment strategy for 2010-2019:
 - Utilize SocialCompact data to develop a strategy to attract private investment and new retail to East Tampa.
 - Utilize Lambert Advisory's market data to identify the CRA's economic base and target potential opportunities for future redevelopment.

Strategy #5: Continue to enhance transportation linkages and prepare for light rail, density and associated redevelopment opportunities.

- ◆ Short Term:
 - Facilitate resident transportation options to access employment centers by partnering with HART and major employers.
- ◆ Long Term:
 - Support mixed-use corridors.
 - Implement zoning and incentives that support light rail and increased density.
 - Identify light rail corridor (TBARTA planning).
 - Explore land assemblage opportunities at transit nodes.

East Tampa Strategic Action Plan

1) THE CONSULTING TEAM

URS CORPORATION

URS Corporation was the lead consultant for the East Tampa Strategic Action Plan. URS, a provider of planning, design, engineering, construction and technical services, is one of the largest multi-disciplinary architectural / engineering firms in the world. Through its network of offices across the United States and in more than 30 countries, the Company provides professional services to a range of domestic and international clients, including federal, state and local governments and associated agencies.

Keith Greminger, AIA was the principal/project manager for the planning team based in URS' Tampa office. URS lead the tasks of project management, planning, public involvement and GIS analysis. Mr. Greminger's extensive background includes community and master planning, urban design, commercial, hospitality, retail and residential design, as well as planning and design for corporate headquarter and public facility projects. Their Tampa office planning team included Thomas Marsicano, AICP, Christine McLachlan, AICP and David Crawley, ASLA, ISA. Notable local projects completed by URS include the award winning Drew Park CRA Strategic Action Plan, Cypress Point Park and The Tampa Riverwalk (multiple segments).

LAMBERT ADVISORY

URS engaged Lambert Advisory to conduct an economic feasibility analysis of East Tampa and conduct research on potential market opportunities for East Tampa. Paul Lambert appears before real estate industry groups and on national news programs to speak about the economy and real estate. Some of Mr. Lambert's clients have included Samsung Corporation, University of Pennsylvania, Honduras Ministry of Tourism, and the Cities of New York and New Orleans. Mr. Lambert advises cities throughout the United States with regard to their housing and economic development programs and was a contributing author of "Public Housing Asset Management: A Handbook for Local Government".

TRENT GREEN, R.A.

URS engaged Trent Green to assist with understanding the existing conditions in East Tampa and provide recommendations on community planning and design issues. Trent Green is an Associate Professor at the University Of South Florida School Of Architecture and Community Design. Mr. Green earned his Master of Architecture in Urban Design from Harvard University - Graduate School of Design and pursued further studies at the Massachusetts Institute of Technology - Center for Real Estate Development. His professional experience includes Urban Designer-Theodore Trent Green (Tampa, FL), Project Architect/Urban Designer-Stull and Lee Inc. (Boston, MA), Staff Architect/Urban Designer-Boston Redevelopment Authority, and Architectural Designer, The Architects Collaborative (Cambridge, MA).

COEN & COMPANY

URS engaged Coen & Company to identify roadway and transportation challenges in East Tampa and provide recommendations to most effectively resolve those challenges. Mr. Coen has more than 30 years of experience in land development and transportation planning. His technical expertise includes comprehensive feasibility studies, impact assessments, design studies, and permitting for public and private-sector projects. Some of the more notable projects he has worked on are Citrus Park Town Center, Brandon Town Center, Cypress Creek Town Center, Westshore Area wide DRI - Phase II, and Garrison Seaport Center.

SOCIAL COMPACT

Social Compact is a national not-for-profit corporation led by a board of business leaders whose mission is to help strengthen neighborhoods by stimulating private market investment in underserved communities. Social Compact accomplishes this through its Neighborhood Market DrillDown analytic tool, developed to accurately measure community economic indicators, and provides this information as a resource to community organizations, government decision makers and the private sector. Social Compact is at the forefront of identifying the market potential of underserved neighborhoods and promotes public private partnerships involving community members and leveraging private investment as the most sustainable form of community economic development.

John Talmage, president and CEO of Social Compact, previously served as the Deputy Director for Economic Development for the City of New Orleans. Mr. Talmage focused on business development issues for the city, including workforce development, international trade, and business recruitment and retention. Mr. Talmage is a Ph. D. candidate in Tulane University's Sociology department concentrating on Economic Development and Labor Markets.

East Tampa Strategic Action Plan

2) INTRODUCTION

PURPOSE OF STRATEGIC ACTION PLAN – KEY STRATEGIES

In May 2004, the City of Tampa and the East Tampa community developed a 30-year Community Redevelopment Plan (CRP) that set forth a redevelopment vision for the area and identified general revitalization initiatives. The purpose of this Strategic Action Plan (SAP) is to set a predictable course for the investment of public resources to improve the quality of life in East Tampa. This SAP is the redevelopment agenda for East Tampa for the years 2009-2014.

The SAP builds upon the many successes achieved to date through the collaborative efforts of the City, the East Tampa Community Revitalization Partnership, the private sector and the community at large. Since 2004, more than \$20 million in Tax Increment Financing (TIF) revenues have been generated for reinvestment in East Tampa. Examples of other significant activities include:

- More than \$100 million invested by private sector
- More than \$20 million invested by non-profit sector
- More than \$150 million invested by public sector
- 34% reduction in Part I crimes from 2002 to 2008
- Construction of more than 700 new rental housing units
- Rehabilitation of 119 homes
- Removal of approximately 80 tons of litter/debris each month

This Plan is a significant part of the ongoing revitalization effort for the area and will provide recommendations on the activities and actions necessary to achieve the following five “Key Strategies”:

1. Invest in neighborhoods to improve quality of life and encourage community self-reinvestment as well as productive, private sector investment.
2. Improve the appearance and investment appeal of highly visible gateways and major corridors.
3. Provide incentives for strategic, catalytic projects and new private sector development.
4. Foster business growth.
5. Continue to enhance transportation linkages and prepare for light rail, density and associated redevelopment opportunities.

PLAN METHODOLOGY

The East Tampa Community Redevelopment Plan sets forth a vision to transform East Tampa into a community of vibrant residential, business, recreational, social, and cultural life. The vision foresees:

- Neighborhoods that provide high quality rental and homeownership opportunities to all household income levels, access to safe parks and other lifestyle amenities and neighborhood connectivity provided by sidewalks and trails.
- Viable businesses that provide jobs for residents.
- A mix of retail, commercial and industrial uses sufficient to meet neighborhood needs, thereby increasing dollar turnover within the community.
- An attractive community with sound infrastructure that promotes and enhances the quality of life for residents and businesses.

In crafting the East Tampa Strategic Action Plan, URS began by conducting interactive outreach to stimulate community involvement while also conducting research/analysis on community assets and infrastructure. Information gathered by these activities provided a solid foundation for the Plan by identifying the concerns and needs of the community, determining the existing condition and capacity of the community's infrastructure systems, and ascertaining potential market opportunities within the community. The market/economic analysis identifies market demand in the community, some potential “Catalytic Projects” that would service community needs, and projects future TIF revenues available to reinvest in the community.

EAST TAMPA COMMUNITY REDEVELOPMENT AREA

To more quickly foster investment and redevelopment in East Tampa, the City of Tampa partnered with the community to establish East Tampa as a Community Redevelopment Area (CRA), eligible for Tax Increment Financing (TIF). In Florida, CRAs and TIFs are created under and governed by *Florida State Statute* 163, (APPENDIX 1). The Community Redevelopment Act is intended to help communities revitalize designated CRAs.

In order to establish a CRA, the local government must adopt a resolution finding that the designated area has “blighted” conditions and/or

CRA Creation: May 2004
TIF Established: June 2004
TIF Base Tax Year: 2003
Base Year Assessed Value: \$492,472,827
FY09 Assessed Value: \$853,954,177

East Tampa Strategic Action Plan

contains a shortage of affordable housing and that the rehabilitation or redevelopment of the area is necessary and in the interest of the public's health, safety, morals or welfare. Once blighted conditions have been established, a Community Redevelopment Plan (CRA Plan) is drafted. The local government must adopt the CRA Plan by resolution and the CRA is created.

EAST TAMPA AREA AND LOCATION

The East Tampa Community Redevelopment Area (CRA) is one of the largest CRAs in the nation. The boundaries are: I-275 on the west, I-4 on the south, one block north of Hillsborough Avenue on the north and the city limits of Tampa on the east (roughly 56th street), (APPENDIX 2). This equates to approximately 7.5 square miles, or 4,817 acres – approximately 6.7% of Tampa's land area. East Tampa has a population base of almost 35,000 citizens in over 12,000 households with a stabilized growth rate of 1% over the last seven years. Residents of East Tampa represent approximately 9% of the City's total population.

East Tampa is strategically located north of the Ybor Historic District and port facilities, northeast of the downtown, south of the University of South Florida, and east of the emerging Florida State Fairgrounds entertainment district, the Ford Amphitheater and the Hard Rock Hotel and Casino. Easy access to these employment centers is one of the CRA's geographic advantages. Employment within these areas will inevitably experience growth, which in turn, will require an increased number of skilled and unskilled workers.

Continued transportation improvements from the surrounding Interstate system and internal State, County and City road network are helping to knit this once bifurcated community back into the greater City. With strong neighborhood associations (ten in total), schools and parks, the CRA has a substantial community base in place on which to build.

EAST TAMPA HISTORY

The start of industry within the Tampa bay region can be traced to dairy, citrus, and winter vegetable farming following the defeat of Seminole chief

In 1887, the first records of East Tampa refer to it as A.F. Randall's College Hill Subdivision.

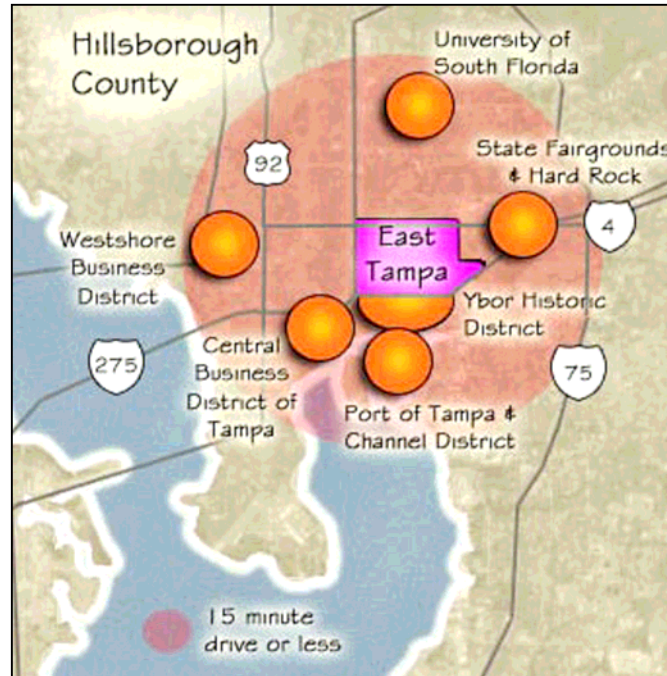
Osceola in 1842. In the 1880s, the economic base expanded to include rail lines, the cigar industry, phosphate refinement, and port activities.

One aspect that differentiates East Tampa from many other areas of the City is its racial composition. The percentage of Black/African-American residents in the CRA is nearly three times that of the overall City and more than 4.5 times that of the County. Although scholars have examined the history of African Americans in numerous Southern cities, little has been written about the black community of Tampa, one of the South's most unique cities primarily known for its Latin roots and high quality cigars.

By the 1920s, West Palm Avenue, The Scrub (Central Park), and Garrison Channel were considered relatively old black enclaves - entirely surrounded by either white residential sections, industrial establishments, or bodies of water. Excess population from these areas was channeled, for the most part, to West Tampa and College Hill. The East and West Tampa areas, with room to expand, experienced uncontrolled growth as they swelled from the large influx of black migrant families and the overflow from older sections. Owing to these circumstances, its families, few of whom were homeowners, endured poor housing conditions and unsatisfactory sanitation services.

Enduring almost overwhelming misfortune in the forms of economic privation, segregation, disfranchisement and repeated violence, African Americans developed strong institutions that served to sustain a vigorous and coherent sense of community. Traditionally, family, church and school have been the fundamental institutions within African-American communities. These bonds remain evident in East

Tampa today. While a significant amount of improvements remain necessary, the support of the community and its fundamental institutions will assist guiding the East Tampa CRA into an increasingly prosperous future.



3) COMMUNITY INVOLVEMENT

OUTREACH EFFORTS

The CRP, developed through the voice of the community's stakeholders, sets forth a vision to transform East Tampa. The CRP focuses on:

East Tampa Strategic Action Plan

- Neighborhoods that provide high quality rental and homeownership opportunities to all household income levels, access to safe parks and other lifestyle amenities and neighborhood connectivity provided by sidewalks and trails
- Viable businesses that provide jobs for residents.
- A mix of retail, commercial and industrial uses sufficient to meet neighborhood needs, thereby increasing dollar turnover within the community.
- An attractive community with sound infrastructure that promotes and enhances the quality of life for residents and businesses.

Community engagement is a key element of every planning effort. East Tampa stakeholders include property owners, business owners, non-profit organizations, financial institutions, faith-based institutions, University of South Florida, and the Greater Tampa Chamber of Commerce. Throughout the creation of this Plan, URS made great efforts to engage as many residents and stakeholders of East Tampa as possible through as many means as possible. Multiple means of gathering input were used, including meetings with the general community, the East Tampa Community Revitalization Partnership (ETCRP), various ETCRP subcommittees, select stakeholders, potential developers/investors, and the CRA Board. Also, articles relating to the Plan intent and progress were submitted to the East Tampa Digest/East Tampa Redevelopment News and local news media that follow East Tampa progress.

During the development of the Plan, URS held ten community meetings and nineteen workshops to gather input and report back to the East Tampa Community. URS also conducted over thirty-seven interviews of community leaders, stakeholders, business owners, and developers to better understand the community and potential interest in East Tampa by the private sector.

EAST TAMPA COMMUNITY REVITALIZATION PARTNERSHIP (ETCRP)

Due to the geographic size and population of the CRA, the consultant relied heavily on the ETCRP to organize and provide a voice to the larger population. All meetings with the ETCRP as well as at-large community meetings were publicly noticed in advance and tended to draw large crowds. The mission of the ETCRP is as follows:

“to work with all levels of government, community organizations, other stakeholders and citizens to provide leadership and oversight of the Community Redevelopment Area (CRA) and Tax Increment Fund (TIF) in transforming East Tampa into a neighborhood of vibrant residential, commercial, social and cultural life through the implementation of the East Tampa Community Redevelopment Plan.”

The ETCRP is made up of community residents, business owners and other stakeholders. Their input and direction was a vital part of this Plan's creation. The committee's continued involvement will be a critical part of implementing recommendations contained within this Plan. Schedules of the formal meetings with ETCRP and the topics of those meetings follow:

January 2007

- Introduction of URS and a presentation of existing conditions base findings to the ETCRP Community Advisory Committee.
- Introduction of URS Planning team and a presentation of existing conditions base findings at an ETCRP general membership meeting.

July 2007

- Identify Community Advisory Committee (CAC) and their mission.
- Update the ETCRP CAC with project progress.
- Present preliminary inventory findings.
- Update the CRA Board on June 21, 2007.

August - September 2007

- Focus on recommendations for land use/zoning issues.
- Series of meetings with The Planning Commission, City of Tampa Land Development and Coordination Department, and the ETCRP sub-committees.

December 2007

- Familiarize new ETCRP CAC members with the Strategic Planning process and goals.

February 2008

- Meetings with three break-out groups with a focus on infrastructure and preliminary recommendations.
- Public input on community infrastructure improvements and prioritization.
- Meetings with three break-out groups with a focus on TIF-supported programs and preliminary recommendations.
- Public input on existing and proposed TIF- supported programs.



East Tampa Strategic Action Plan

March 2008

- Presentation and question/answer session on economic strategies in the draft SAP.
- Review input from previous meetings.
- Discussion of funding challenges/strategies.
- Discussion of project/program prioritization.

ETCRP SUB-COMMITTEE MEETINGS

URS periodically met with ETCRP sub-committees on issues related to this Plan. Specific committees that were consulted included the Land Use Sub-committee, the Economic Development Sub-committee, and the Health, Education, and Social Services Sub-committee.

During Land Use Sub-committee meetings, detailed review and analysis of existing land use and opportunities for change were explored. The Economic Development Sub-committee provided recommendations for areas and corridors to focus redevelopment activity. The Health, Education, and Social Services Sub-committee conducted the Needs Assessment Survey (APPENDIX 3), a collaborative effort of community members, the CDC of Tampa, and the University of South Florida.

COMMUNITY-WIDE MEETINGS

During the Plan creation, four community-wide meetings with widespread public notice were conducted to update interested residents on project progress and facilitate an idea exchange between the URS Planning team and the community.

COMMUNITY REDEVELOPMENT AGENCY (CRA) BOARD

Throughout the development of the East Tampa Strategic Action Plan, URS and East Tampa Redevelopment Office staff periodically presented updates on the process and plan development to the CRA Board on:

- June 21, 2007
- July 11, 2007
- October 11, 2007
- March 13, 2008
- June 12, 2008
- October 30, 2008
- July 23, 2009

NEWSLETTERS

The East Tampa Digest, now the East Tampa Redevelopment News, is the newsletter of the ETCRP. Several times a year, information for the newsletter is compiled by the City's East Tampa CRA manager (CRA Manager) for community-wide disbursement. Articles in the

newsletter are meant to inform and update the community on the various projects taking place within the CRA. During the course of the Strategic Action Plan creation, URS contributed articles to the Digest in order to inform stakeholders about the Strategic Action Plan underway and update them on its progress.

CHAMBER OF COMMERCE TOURS

URS regularly updated the Chamber's Urban Enterprise Initiative Committee on the development of the Strategic Action Plan. As a result, on October 9, 2007, the Chamber of Commerce invited investors and developers to tour East Tampa. Chamber members and the tour group were informed of catalytic project areas identified within this Plan. The interest in East Tampa generated by the first tour prompted the Chamber to hold a second tour on October 6, 2008.

- ◆ **Recommendation:** Continuing these tours on a periodic basis and maintaining a close relationship with the Chamber is encouraged to sustain business relations and stimulate redevelopment within the CRA.

DISCUSSIONS WITH POTENTIAL DEVELOPERS / INVESTORS

Subsequent to the Chamber of Commerce tours of East Tampa in October, several follow-up meetings were arranged between developers and the CRA Manager to discuss potential redevelopment opportunities within the CRA. Additional meetings were conducted in April and May of 2008.

- ◆ **Recommendation:** Continuing these meetings on a periodic basis and maintaining a close relationship with the Chamber is encouraged to sustain business relations and stimulate redevelopment within the CRA.

For the implementation of this Plan and the effective redevelopment of the East Tampa CRA, the City needs to remain sensitive to the stakeholders' needs, desires and preferences.

- ◆ **Recommendation:** The continued voluntary participation and insight of residents and business owners is critical to ensuring that new development remains faithful to the established community pattern and history.

4) RESEARCH / ANALYSIS OF INFRASTRUCTURE SYSTEMS

This research and analysis focused on three primary facets of the East Tampa community:

East Tampa Strategic Action Plan

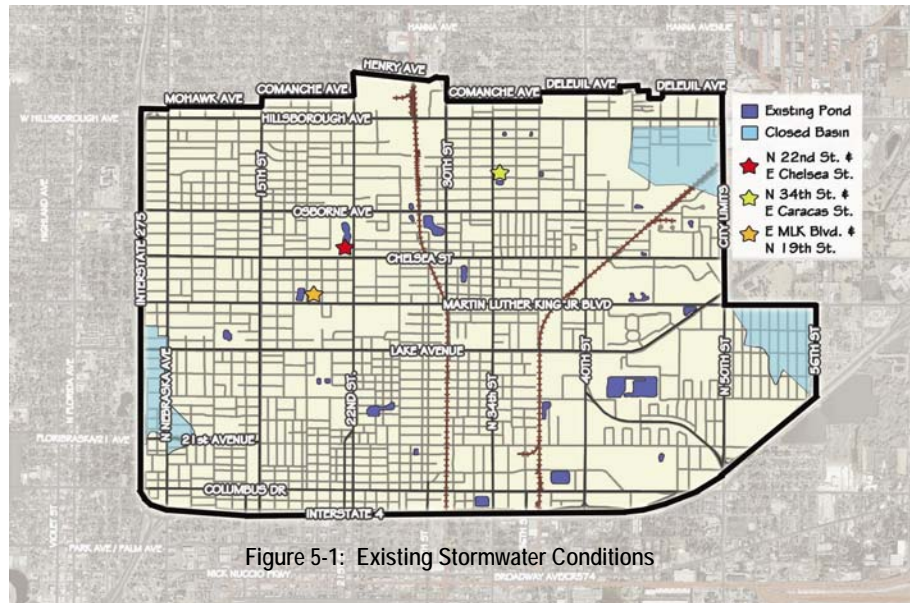
1. Identify the existing condition and capacity of the community's infrastructure systems and formulate corrective recommendations from the information obtained.
2. Existing conditions that are causing and/or contributing to blight conditions in the East Tampa and formulate corrective recommendations from the information obtained.
3. Identify the range and adequacy of neighborhood amenities and services and formulate recommendations for improvement from the information obtained.

It should be recognized that many of the subjects in this section fit into more than one of the above categories. An attempt was made to place these subjects under the most relevant category. The category under which the subject appears is less important than the fact that the subject is addressed.

INFRASTRUCTURE SYSTEMS

STORMWATER

East Tampa has an abundance of large stormwater ponds. Consequently, the majority of the area is not flood prone and the water quality ultimately discharged in the Ybor shipping channel or McKay Bay, is fair. While the vast majority of the CRA has outfalls to downstream surface water, a few areas, indicated in light blue on **Figure 5-1**, are in closed basins that require sensitivity in development and a greater degree of on-site retention. Some basin areas are volume sensitive and will require new development to retain 100-year floods, rather than 25-year floods, which may reduce the marketability of these areas.



An area of particular concern is the intersection of Hillsborough Avenue and 30th Street, which regularly floods the existing farmer's market and access to the nearby neighborhood. This puts a great deal of land-borne debris in the floodwaters that are then transported to the lower Hillsborough River. Flooded property has a lower redevelopment potential.

- ◆ **Recommendation:** Alleviate flooding at the intersection of Hillsborough Avenue and 30th Street. The Stormwater Department has requested funding from the Southwest Florida Water Management District (SWFWMD) beginning in FY09. It is recommended that these funds be leveraged by TIF funds - \$800,000.
- ◆ **Recommendation:** Generally, the City should develop flood mitigation strategies for other closed basin areas.

WASTEWATER

Approximately 95% of the developed parcels currently have wastewater service. Overall, the wastewater system in the CRA has required fewer repairs than facilities of equivalent size and age than in any other part of the City and there is no evidence of existing facilities needing immediate replacement or repair. In addition, the current system possesses adequate capacity for existing development and some future redevelopment.

About 160 work orders have been issued within the study area over the past three years. The majority of the work orders have been for routine maintenance, such as minor repairs and/or cleaning. No recurring problems have been noted. In this time period, there have been two collection system overflows of less than 100 gallons each that were not associated with system capacity. Two of the existing wastewater pumping stations, McBerry Avenue and Chelsea Street, are scheduled to be rehabilitated with new pumps and mechanical/electrical equipment within the next three years. Recently, the 21st Avenue pumping station was relocated to accommodate the I-4 expansion.

One exception to the wastewater area assessment is a main line replacement planned along the general path depicted in purple on **Figure 5-2**. This particular main line is old and there are some maintenance concerns. The new main will follow the path of the old main, but will not be in the exact location. Replacement is anticipated to be completed in 2009. No TIF revenue will be required to fund this project and user rates are not expected to increase.

East Tampa Strategic Action Plan

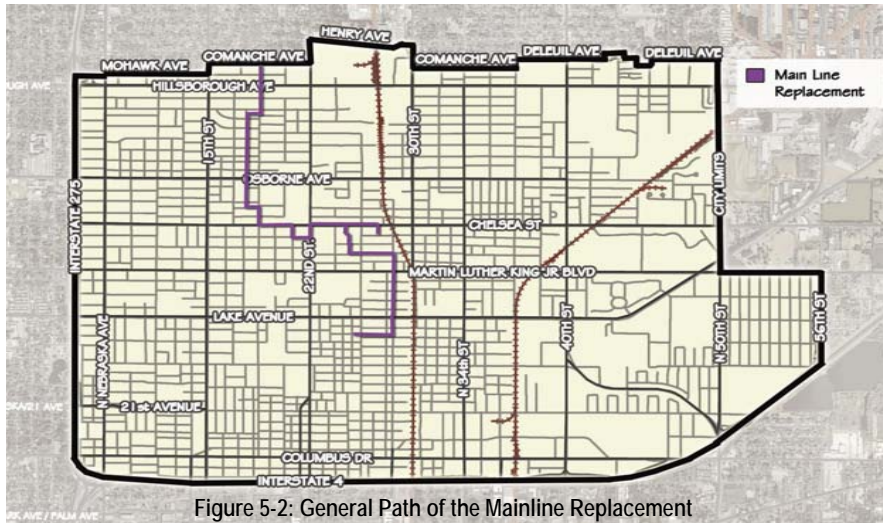


Figure 5-2: General Path of the Mainline Replacement

- ◆ **Recommendation:** As redevelopment occurs, replace older segments of the sewer, particularly if it is currently located on an easement rather than within the roadway.
- ◆ **Recommendation:** Develop and implement recommended private development incentive programs to lower redevelopment costs and attract redevelopment on sites with identifiable infrastructure upgrade requirements.
- ◆ **Recommendation:** Generally, TIF revenue should be used to leverage or expedite other funding sources for wastewater projects within East Tampa.

WATER

The City of Tampa allocates approximately \$6.6 million each year for water system capital improvements. However, the overall City has numerous water infrastructure needs and the cost of repairs will greatly surpass current funding. To address the most critical water system needs, in August 2007 the City approved an increase in potable water rates for a 5-year period. The increase in rates will afford the City the opportunity to accomplish several key initiatives. A primary key initiative is the replacement of aging pipes in the water system.

The Water Department completed the 10-Year Potable Water Work Plan as part of its overall Potable Water Master Plan. The Plan includes the recommendation to replace approximately 290 miles of water mains over the next ten years in order to provide quality water service to its customers. During fiscal year 2008, the Water Department invested \$3.5 million to replace approximately 24,000 linear feet of aging water mains in East Tampa.

- ◆ **Recommendation:** As redevelopment occurs, replace older segments of the water distribution system, particularly if it is currently located on property easements rather than within the roadway.
- ◆ **Recommendation:** Generally, TIF revenue should be used to leverage or expedite other funding sources for water projects within East Tampa.

ROADWAY IMPROVEMENTS / ENHANCEMENTS

Communities that invest public funds into streetscape projects typically see some degree of financial return over time. In fact, streetscape investments are associated with a number of tangible benefits to residents and business owners. At the most basic level, they are an indicator of civic pride. Through streetscape, linear corridors can be transformed from vehicle-oriented corridors into attractive public amenities for the general population. With the addition of bike lanes, sidewalks, and landscaping, the needs of pedestrian, bicyclists, and transit and vehicular users can be more appropriately balanced. Overall, the travel experience is enriched. Moreover, and significant in regard to this Plan's effort, these improvements are thought to promote economic development, help attract new investment to the improved corridors, and ultimately increase property values.

Within the CRP, a number of public works projects, including sidewalks, resurfacing, and installation of bike lanes, are recommended. This Strategic Action Plan takes those recommendations a step further. Funding has been projected for more comprehensive streetscape projects along numerous corridors within the CRA. The vision and intent for these corridors is to elevate the public realm to the standard that has been achieved along Lake Avenue, from 22nd Street to the CSX railroad.

There is a lack of pedestrian features along major corridors throughout East Tampa. Roadways such as Hillsborough Avenue and 40th Street attract high public transit use but lack amenities such as crosswalks, refuge islands, and shade trees. Roadway aesthetics, in general, are poor. To help attract higher quality redevelopment and reduce blight, aesthetic and pedestrian improvements are needed along all major corridors. (Figure 5-3)

- ◆ **Recommendation - Nebraska Avenue:** Nebraska Avenue represents one of the highest utilized public transit corridors within the city. To increase safety, flow of traffic, reduce speeds, and discourage some vehicular use of Nebraska Avenue, the number of lanes along the corridor has been reduced and a continuous center turn lane has been added. Create a more pedestrian friendly environment by enhancing the roadway landscaping - \$200,000.

East Tampa Strategic Action Plan

- ◆ **Recommendation** - Hillsborough Avenue: Appropriate segments of the existing center left turn lane should be converted into landscaped medians. Such an improvement would introduce a measure of access management and safety for the motoring public and provide pedestrians crossing refuge areas. In addition, sidewalk and landscaping enhancements along Hillsborough Avenue would provide a more inviting and walkable environment for pedestrians and public transit users - turn-lane conversion to medians \$1.6 million, median landscaping \$330,000.
- ◆ **Recommendation** - 40th Street: Enhance 40th Street with the addition of roadway and median landscape. There are existing medians and planting strips along this roadway. Although this is an important corridor with the CRA, there is limited potential for pedestrian traffic given the adjacent industrial land use. Consequently, this recommendation is primarily for aesthetic purposes - median landscaping \$150,000, roadway landscaping \$250,000.
- ◆ **Recommendation** - Melburne Boulevard: Enhance Melburne Boulevard with landscape improvements. The Melburne Boulevard corridor presents an excellent opportunity for pedestrian walkability and recreational trail improvements given the locations of parklands adjacent to the corridor and the availability of right of way - \$275,000.
- ◆ **Recommendation** - 22nd Street (23rd Avenue to MLK Boulevard): Conceptual designs are currently being prepared for this segment of 22nd Street. Features that will be included are planted medians, crosswalks, sidewalks, landscaping, fencing and sidewalks in the City right-of-way along the west side of the cemetery, and parallel parking. Some non-TIF funding is available for implementation. However, the majority of the planned improvements will be funded by TIF. Consider creating a roundabout in the general area of 21st Street and 21st Avenue to more effectively deal with the interaction of motorists, public transit, and pedestrians. Such an improvement could provide an opportunity for more user-friendly public transit stops in the vicinity and increase the viability of neighborhood retail - \$9,000,000.
- ◆ **Recommendation** - 22nd Street (I-4 to 23rd Avenue): This segment of 22nd Street is a major gateway into East Tampa and links I-4 to improvements beginning at 21st Avenue. In conjunction with the I-4/Selmon Expressway connector project, it is anticipated that the Florida Department of Transportation (FDOT) will pay for resurfacing this segment of the road. With the exception of the roundabout, the improvements on this segment should match the enhancements described above - \$9,915,000.
- ◆ **Recommendation** - Lake Avenue: The adopted CRP recommends that Lake Avenue receive funding for resurfacing, sidewalks, and bike lanes. The current pavement condition is rated poor from I-275 to 22nd Street and from 39th Street to the CRA boundary. Where possible sidewalks have recently been constructed along Lake Avenue, west of 40th Street. There are no sidewalks along Lake Avenue, east of 40th Street to the CRA boundary. Funding should be allocated to repave Lake Avenue. Sidewalks, bike lanes, and landscaping should be installed where possible - \$1,800,000.
- ◆ **Recommendation** - 34th Street (Lake Avenue to Hillsborough Avenue): The CRP designates both 34th Street and 29th Street as neighborhood commercial areas. Sidewalk upgrades, crosswalks, landscaping, and lighting should be considered as part of the enhancements - \$10,400,000.
- ◆ **Recommendation** - 29th Street (Lake Avenue to Martin Luther King Jr. Blvd): The CRP designates both 34th Street and 29th Street as neighborhood commercial areas. Sidewalk upgrades, crosswalks, landscaping, and lighting should be considered as part of the enhancements - \$2,625,000.
- ◆ **Recommendation** - Columbus Drive: A significant amount of redevelopment has occurred and is planned for Columbus Drive. Streetscaping should be included as part of re-signaling the roadway - \$950,000.
- ◆ **Recommendation** - Columbus Drive, 17th Avenue, and 19th Avenue: Consider returning Columbus Drive, 17th Avenue, and 19th Avenue to two-way operation. One-way traffic circulation can effectively improve vehicular circulation, but retail, streetscape, and pedestrian access are usually better supported by two-way streets.
- ◆ **Recommendation** - Columbus Drive (14th Street to 40th Street): Given the high level of service and low traffic volume along Columbus Drive from 14th Street to 40th Street, consider returning this roadway segment to two-way operation with streetscape improvements. There is a real opportunity to transform this area from a thoroughfare to a vibrant, urban neighborhood with retail/commercial uses at key nodes. This change will leverage the considerable FDOT investment of relocating homes in this area, improve walkability, and increase the sense of community - \$3,000,000.
- ◆ **Recommendation** - 15th Street (Hillsborough Avenue to Columbus Drive): The CRP identified the need for resurfacing the 15th Street corridor. The current pavement condition is rated poor the entire length of 15th Street through the CRA. If feasible, bike lanes should be striped in conjunction with resurfacing - \$600,000.
- ◆ **Recommendation** - Osborne Avenue: The CRP recommends that Osborne Avenue receive funding for resurfacing, sidewalks, and bike lanes. The inventory conducted as part of this Plan revealed an existing and connected sidewalk network, but poor to fair pavement conditions from I-275 to 32nd Street. If feasible, roadway should be striped to include bike lanes in conjunction with resurfacing - \$475,000.

East Tampa Strategic Action Plan

- ◆ **Recommendation:** Alleviate low levels of service along 22nd Street with the expansion of left turn lanes at the intersections at Hillsborough Avenue and Dr. Martin Luther King, Jr. Boulevard. Detailed studies should be conducted at these two locations. Overall the roadway level of service within the study area is acceptable, but city traffic counts reveal low levels of service at these intersections - \$415,000.

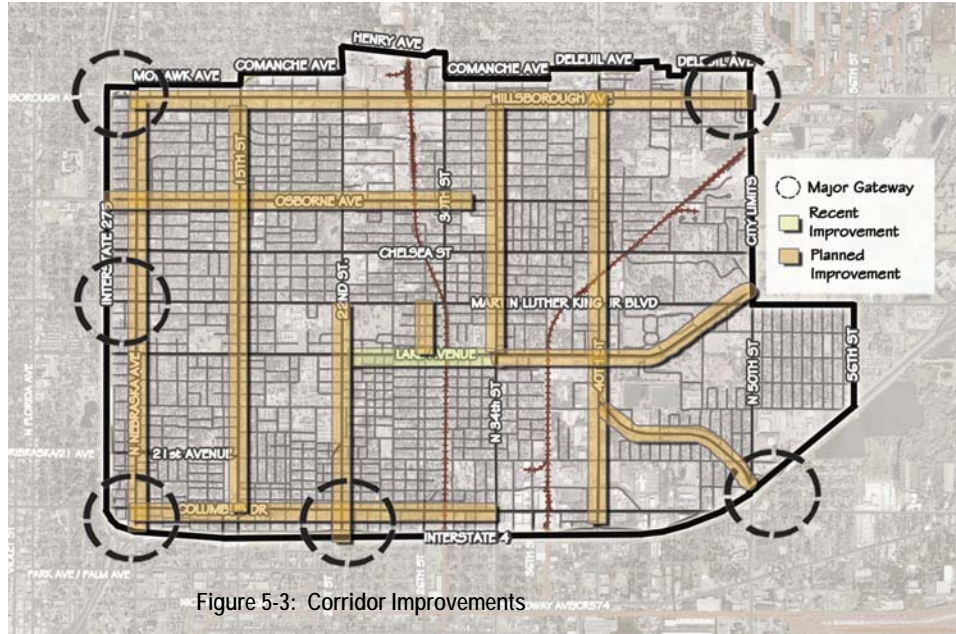


Figure 5-3: Corridor Improvements

ELECTRICAL / OVERHEAD UTILITIES

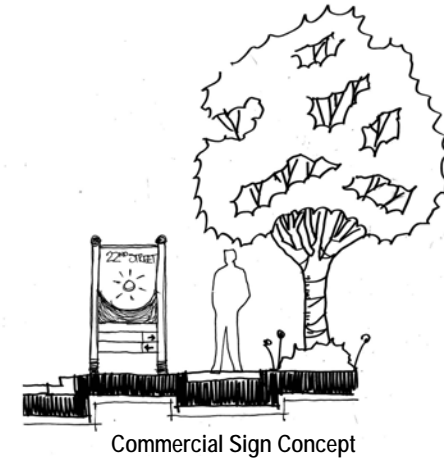
Burying utilities is an expensive endeavor and the direct economic benefit is difficult to quantify. It costs, on average, about ten times more than overhead utility lines. In urban areas like East Tampa, underground lines are four times more costly to maintain than overhead facilities. However, burying utilities can significantly reduce visual clutter within the right-of-way, increase the opportunity for more shade trees, and substantially reduce the frequency of outages during storm events. Evaluating the feasibility of burying overhead utilities should consider the ability to time improvements with other planned projects, the anticipated aesthetic impact, the history of overhead utility reliability, and evidence of a high degree of tree/utility conflict.

- ◆ **Recommendation:** Consider burying overhead utilities along prominent neighborhood corridors and major commercial corridors in East Tampa, such as:

- Hillsborough Avenue - \$4.04 million
- Nebraska Avenue - \$2.87 million
- 40th Street - \$3.25 million
- Columbus Drive - \$4.58 million
- 22nd Street - \$3.58 million
- 29th Street - \$2.91 million
- 34th Street - \$2.91 million
- Lake Avenue - \$4.12 million

SIGNS AND GATEWAYS

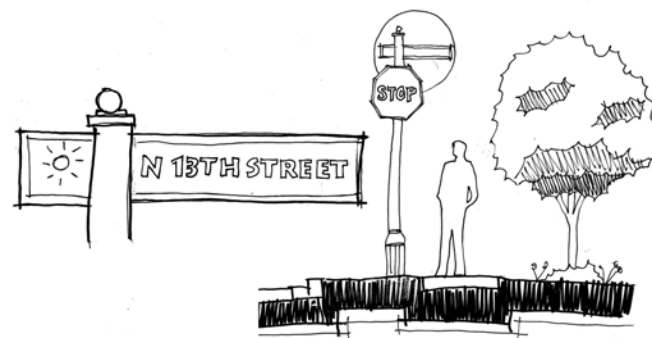
East Tampa comprises a large portion of the City and cohesive design elements such as neighborhood signs, commercial corridor signs, and community gateways are recommended and can positively delineate East Tampa from surrounding areas. These elements, in particular, should be designed to showcase the area's history and diverse population base as well as facilitate vehicular/pedestrian way-finding.



Commercial Sign Concept

Determining the appearance and precise locations of these elements is outside the scope of this document. Generally, community gateways and commercial corridor signs should be placed within or along major nodes and corridors as defined by the CRP. Determining appropriate placement of neighborhood signs is particularly challenging given the grid network and lack of roadway hierarchy within neighborhoods. The City operates a very popular Neighborhood Sign Program, which provides organized neighborhood associations with the opportunity to identify two locations for custom neighborhood signs, which are subsequently installed and maintained at the City's expense.

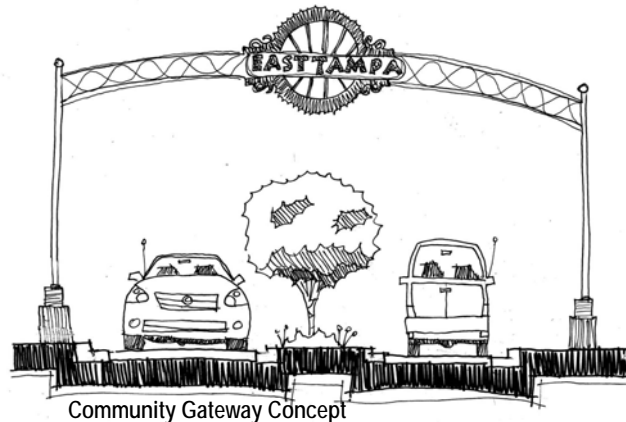
Neighborhood Street Sign Concept



East Tampa Strategic Action Plan

- ◆ **Recommendation:** Consider replacing all existing generic neighborhood signs with custom art signs, representative of individual neighborhoods.
- ◆ **Recommendation:** East Tampa neighborhood organizations should participate in the City's Neighborhood Sign Program.
- ◆ **Recommendation:** Solicit design assistance from University of South Florida staff/students and local designers/artists in a creative collaboration. Cost may vary significantly depending on size, material and basic design of signs and gateways - gateway signs/artistic element - \$100,000 each, commercial corridor signs \$700 each, neighborhood street signs \$250 each.
- ◆ **Recommendation:** Create a neighborhood sign/gateway committee as part of the ETCRP. The committee's responsibilities should include the following:
 - Developing design concepts for signs and gateways.
 - Determining location for signs.
 - Obtaining approval from individual civic associations on design and sign locations.
 - Providing final review and approval of sign designs prior to fabrication.

Any Public Arts and/or Clean City efforts related to signs and gateways should be coordinated with this effort. Technical assistance and review from City staff is required to ensure constructability and insure that gateways/signs do not conflict with federally mandated sign standards or impede public safety.



REDUCE / ELIMINATE BLIGHT CONDITIONS

POLICE

Historically a high percentage of the City's crimes have been committed in East Tampa. Beginning in 2003, bold steps were initiated to reduce crime within the CRA. In February 2004, the Tampa police department was reconfigured to consist of three patrol districts rather than two. This realignment of district lines was designed to more effectively manage the department's human resources and equipment, and was meant to facilitate a more efficient method of delivering service. District III is intended to largely address the needs of East Tampa and historic Ybor City. The new district headquarters, which houses the East Tampa Development office, is centrally located in the CRA at 3808 N. 22nd Street.

The strategic positioning of this facility allows officers to be deployed in a more expedient manner to nearby areas. In addition, residents are provided with a community-based facility where they can receive police assistance. A variety of funding sources including utility tax, urban development action grant, community development block grant, TIF, and community investment tax funds were combined to make this important project a reality.

CODE ENFORCEMENT

Code Enforcement is responsible for responding to anything that may negatively affect the quality of life in Tampa. This includes zoning violations, overgrown lots or yards, inoperative vehicles, structure maintenance, illegal signs, and public nuisances. Code Enforcement also regulates rental properties by certifying that landlords comply with the Florida State Minimum Housing Standards. In order to better understand trends in the CRA, an historical analysis was conducted by the Code Enforcement Department for this Plan. Numbers and categories of code enforcement violations in East Tampa during 2003-2007 were examined. During this period, there was approximately a 98% compliance rate with code enforcement cases within East Tampa. Approximately 63% of violations were categorized as environmental. Specific types of violations that fall under this category include illegal dumping, overgrowth, excessive or inoperable vehicles, and trees/shrubbery.

The East Tampa area has historically reported a high number of code enforcement violations and the number of open, active cases remains high. In early 2008, the Tampa City Council approved an Ordinance imposing stricter penalties for property owners whose lack of maintenance negatively impacts their neighborhood. It is anticipated that the changes in this Ordinance will result in visible improvements within East Tampa neighborhoods. Some of the provisions of this Ordinance are:

- Serious "irreversible" violations will immediately be ticketed and fined immediately.

East Tampa Strategic Action Plan

- Less serious violations, such as trash in the yards and overgrown grass, will be given a chance to correct the issue - repeat offenders will be ticketed and fined.
 - Allows the citation of tenants who fail to maintain their apartment or rental homes. Previously only landowners faced penalties. If it is not a repeat violation, or irreparable, landlords have 21 days to correct the problem.
- ◆ **Recommendation:** Continue to strive for more effective methods of dealing with repeat code offenders, such as stiffer fines and accelerated fine increases. This need will be emphasized given the increasing amount of properties in foreclosure owned by far-removed banks.

BUSINESS "CURB APPEAL"

An effort should be made to strengthen and expand the East Tampa's commercial and retail base. Efforts toward this objective should generally focus on making the existing business corridors more appealing and, therefore, more attractive to potential new businesses.

A CRA Commercial Facade Improvement Program has been created by the Economic and Urban Development Department and approved by the CRA Board and should be functional before the end of 2009. This Program is available to retail/commercial property owners. This Program will provide a match to property owners of 50%, which is capped at a "not to exceed" amount of \$50,000 per project. Eligible project types, requirements, terms and conditions, disbursement, and application procedures will be specified within the policy procedures and standards document. It is recommended that areas where there are contiguous parcels that would have the ability to form a critical mass of investment activity should be prioritized over improvement of isolated parcels.

HOUSING CONDITIONS

East Tampa was incorporated into the City of Tampa in six separate annexations beginning in 1887. As an older area of the city, a disproportionate share of the residential structures are correspondingly aged and have deteriorated in appearance, contributing to the presence or appearance of slum and blight.

Regular home maintenance is needed to preserve the integrity of the structure. This can be challenging for owners of older homes with structural problems, particularly if the owners are of limited financial means and/or advanced age. If routine maintenance and capital improvements, such as periodic replacement of roofs, is deferred too long the probability of substandard housing and/or abandonment becomes greater.

In 2005, the East Tampa Partnership Committee formed a partnership with the City of Tampa by making additional rehabilitation funds available to homeowners. The City of Tampa's Owner-Occupied Deferred Payment Rehabilitation program was augmented by TIF funds for

East Tampa homeowners. The program has offered assistance to those in the East Tampa CRA who do not have the financial means to make the exterior of their house code compliant.

As currently structured, the program provides deferred payment loans/grants to low income families to correct housing code violations, to remove debris, and/or to install landscaping in conjunction with housing improvements. Each individual East Tampa resident/applicant may qualify for as much as \$50,000 of State Housing Initiatives Partnership Program (SHIP) or HOME funds, plus an additional \$30,000 of TIF funds for structural repairs.



- ◆ **Recommendation:** The housing Rehabilitation Program is an important part of redevelopment. Continue TIF support for the Housing Rehabilitation Program.

The community perceives that absentee landlords do not maintain the same level of care and repair to their units as owner-occupied residents. East Tampa has high vacancy rates. Vacant housing does not contribute to the collection of property taxes, requires additional police and fire-fighting surveillance, and may eventually require demolition. Poor management is directly associated with poor property upkeep. Professional property management services are not economically feasible in small multi-family developments, which are prevalent in the ETCRA and there are limited opportunities for small multi-family investors to obtain training on relevant topics such as proper tenant screening and governing laws/ordinances.

- ◆ **Recommendation:** Institute a Property Management Training Program supported by TIF to improve landlords' property management skills - \$20,000 annually.
- ◆ **Recommendation:** Housing Division will institute a home maintenance program for homeowners.

East Tampa Strategic Action Plan

- ◆ **Recommendation:** Utilize housing rehabilitation dollars and acquisition foreclosure dollars to partner with the state approved weatherization program, such as currently administered by Tampa Hillsborough Action Plan, or other state approved partner.

HOUSING CHOICES

As part of this study a variety of housing inventory variables were examined including: number and location of homestead exemptions filed, location of vacant residential parcels, location of rental housing, location of single and multi-family housing, and types of multi-family housing. Since 2004, the East Tampa community has benefited from the construction of new single-family homes by not-for-profits and private builders. The area has also seen the addition of several large-scale multi-family developments including:

- Belmont Heights Estates: 786 multi-family rental units, 74 multi-family senior rental units, \$85 million investment
- Centro Place: 160 multi-family rental units, \$15.5 million investment
- Meridian Pointe Apartments: 360 multi-family rental units, \$32.1 million investment
- Park Terrace Apartments: 216 multi-family rental units, \$26 million investment
- Brandywine Apartments: 147 multi-family rental units, \$16 million investment
- Osborne Landing: 43 multi-family rental units, \$2.5 million investment

The City of Tampa Consolidated Plan encompasses strategic activities to be undertaken by the City of Tampa for 2007-2012. Major goals of the Plan include: creation of suitable living environments, provision of decent housing, and creation of economic opportunities related to community development. Many of the proposed projects listed in this Consolidated Plan reference locations and/or organizations in East Tampa.

- ◆ **Recommendation:** Generally, this Plan recommends compliance with the goals and objectives outlined within the Consolidated Plan.

In the interest of increased housing-market diversification and revitalizing the area, this Plan recommends constructing a sustainable amount of market rate for-sale and rental housing in a manner that avoids displacement of existing residents. Change will be gradual and redevelopment options may be limited. Recently, several multi-family housing projects have been rejected by the community and there appears to be some community resistance to new multi-family development. Given projected price and demand sensitivities, some of this resistance will need to be overcome.

A significant amount of resistance to multi-family rental housing is based on lack of information, misconceptions, or exaggerated fears of project impacts. There are numerous studies that contradict all of these concerns. Community outreach campaigns can be used to lower future resistance to multi-family developments, including town homes. Proposed

projects should seek community interaction early in the planning process to provide input, as well as clear up any misconceptions about the project, residents, and developer.

Reducing opposition may not be sufficient – community support campaigns should also be organized. Support campaigns include identifying potential proponents and mobilizing their action, particularly prior to all public hearings. Again, the assistance of the ETCRP, and other concerned residents, will be critical.



- ◆ **Recommendation:** Organize community outreach and support campaigns, coordinated with the ETCRP, to facilitate the acceptance of contextually-sensitive, multi-family developments and town homes.

HISTORIC PRESERVATION

Ybor City has a past that is rich with history and culture that is depicted in the diverse architectural structures that comprise the Ybor City Historic District, part of which extends into the East Tampa's CRA boundaries, and contributes to the area's cultural diversity and building aesthetics.

East Tampa Strategic Action Plan

This area has enjoyed significant revitalization as a result of private investment and the FDOT's roadway mitigation Plan. These activities have significantly improved the general condition and infrastructure of the area, removed the threat of demolition from numerous buildings through relocation and rehabilitation projects, and benefited the CRA's TIF fund through the numerous new construction projects. In general, adaptive reuse and preservation of historic properties is recommended as a means of stimulating economic investment and preserving the historic integrity of the area.

- ◆ **Recommendation:** Continue to offer and/or market incentive programs that support the preservation of historic structures, including the Federal Historic Preservation Tax Incentive Program, City of Tampa-Hillsborough County Historic Preservation Ad Valorem Tax Exemption Program, and the City of Tampa's Interstate Historic Preservation Trust Fund.
- ◆ **Recommendation:** Any proposed zoning code changes and/or changes in zoning methodologies in the area must model the physical form within the Ybor City Local and National Historic Districts and should be consistent with the historic patterns of development.

ILLEGAL DUMPING

In East Tampa, illegal dumping is a recurring issue both on private property and within the right-of-way. In May 2007, the Environmental Program Management Division of the Solid Waste Department declared that 36 of the City's 52 most problematic illegal dumping sites were in East Tampa. This equates to tens of thousands of cubic yards of trash dumped illegally each year that substantially impacts the degradation of East Tampa neighborhoods.

Responsibilities of the Department of Solid Waste include overseeing the City-wide recycling program. Historically, residents of East Tampa have had one of the lowest participation levels of households within the City. Currently, the Department has secured a \$122,000 grant to encourage people to recycle. A consultant has been selected and work is underway on this action Plan, which is anticipated to be completed in 2009. Study findings will be used to



develop a community-based marketing Plan to increase recycling participation by reaching out to residents with incentives and educational materials.

For the past three years, the ETCRA has provided TIF funding for an Environmental Crimes Unit (ECU). This unit of Tampa's Police Department is focused on eliminating the frequency of illegal dumping, changing the behavior of potential violators, and educating its residents about the environment. During the past two years, the ECU has removed over 174,000 pounds of debris from the East Tampa neighborhoods. In addition, 59 arrests have been made.

In October 2008, the ECU was reduced from two detectives to one. The unit has functioned to accomplish the mission, however it would be more effective with the reinstatement of the second detective. Continued TIF funding support is recommended until 2014, with the exploration, and consideration of the additional support personnel.

- ◆ **Recommendation:** Continue to provide TIF funding to support the Environmental Crimes Unit until 2014- \$123,000 annually.

CLEAN CITY - EAST TAMPA DIVISION

Clean City is a flexible division of the City of Tampa whose mission is, "to provide a comprehensive approach through education, enforcement, and maintenance to reduce litter, illegal dumping and create a cleaner city environment."

Since FY06, annual TIF funds have been allocated to Clean City to provide supplementary services to the East Tampa CRA. Team personnel, including full-time and summer youth program workers, as well as equipment, are specifically reserved for use in East Tampa. To date, the team has focused on main thoroughfares, neighborhoods, eyesores and hotspots within the community. In upcoming years, Clean City should continue to play a large role in East Tampa's redevelopment, assisting with additional landscape installation and maintenance, improving gateways, and medians.

- ◆ **Recommendation:** Continue to use TIF to fund Clean City - \$384,000 annually.

NEIGHBORHOOD ROAD RESURFACING

The Pavement Condition Index (PCI) rates roads from zero (0) to one hundred (100) with one hundred being a perfect score. This rating takes into account numerous criteria such as potholes, cracks, rutting, raveling, ride quality, traffic volume, and poor drainage.

East Tampa Strategic Action Plan

| East Tampa Roadways | |
|--------------------------------|---------------------------|
| Pavement Condition Index (PCI) | % of Roadways in Category |
| Good: PCI 65-100 | 37% |
| Fair: PCI 50-65 | 12% |
| Poor: PCI 1-50 | 51% |

It is not financially feasible to repave all roads with poor surface conditions in East Tampa at the same time, nor is it the CRA's responsibility to do so. However, using TIF funds to elevate the priority of resurfacing some of the most deteriorated streets in East Tampa is appropriate. Prioritization of road resurfacing projects should be based on the following:

- Roads with a PCI rating of 50 or below.
- Roads that are continuously poor throughout a blighted neighborhood unit.
- Roads within a node of interest and/or where near-term investment activity is anticipated.
- When feasible, the CRA should take advantage of periods when city workers have fewer scheduled maintenance responsibilities, such as during the summer months.

NEIGHBORHOOD AMENITIES / SERVICES

Neighborhood amenities and services are meant to improve conditions in the community and to meet the everyday needs and priorities of residents. Proposed neighborhood amenities projects requiring TIF support should be evaluated to determine their fit with this Plan's dispersal framework given the available TIF resources. The term "neighborhood amenities and services" as used within this Plan refers to the following:

- Public Transportation - Hillsborough Area Regional Transit (HART)
- Pedestrian Enhancements/Crosswalks
- Stormwater Pond Beautification
- Community Parks
- Pocket Parks
- Sidewalks
- Bike Lanes
- Greenways / Trails
- Street Lighting
- Pedestrian Lighting
- Public Art

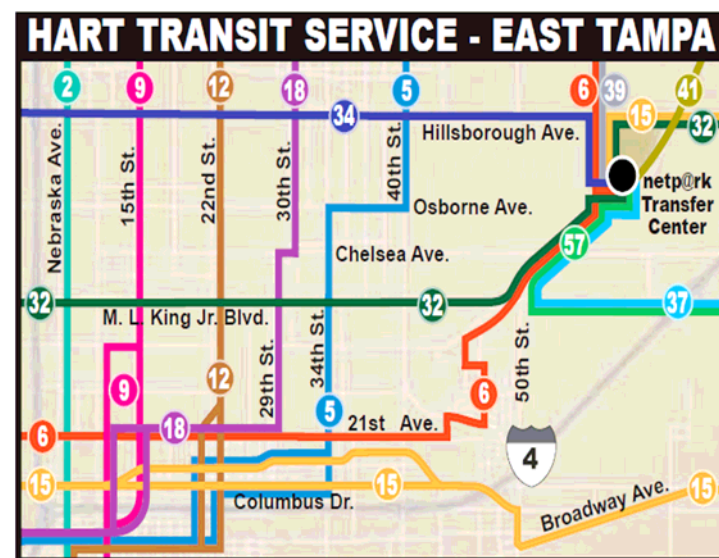
- ◆ **Recommendation:** A TIF budget should be continued to fund neighborhood improvements on a continual basis to help address resident-requested improvements.

PUBLIC TRANSPORTATION - HILLSBOROUGH AREA REGIONAL TRANSIT (HART)

Many residents in East Tampa rely on bus service for daily activities and travel to and from work. Several of HART's 37 local system routes pass through and have stops in East Tampa (see HART Transit Map below) and over half of those routes had ridership seventy five (75%) percent above the system average. In November of 2006, HART extended weekend and weekday service along eight of its routes, five of which travel through and have stops within East Tampa.

Linking East Tampa residents to employers is an important consideration in this highly-transit dependent area. Many residents of East Tampa must travel significant distances to and from work. Fortunately, East Tampa has above average bus service. Additional means of linking residents of East Tampa to employers may be necessary in the future.

- ◆ **Recommendation:** Consider a bus pass subsidy incentive program to provide the opportunity for East Tampa residents to have a viable transportation alternative access job opportunities outside of East Tampa.
- ◆ **Recommendation:** Collaborate with HART and large employers to develop more direct transportation to the City's job centers to increase numbers of East Tampa residents being hired and reduce the travel time of those employees.
- ◆ **Recommendation:** Continue to improve the public transportation link between East Tampa residents and the employers outside of the CRA boundaries.



East Tampa Strategic Action Plan

COMMUNITY PARKS

There are currently twelve parks with approximately 87 acres of land within East Tampa ranging in size from 3.34 acres (College Hill Playground) to 13.16 acres (18th Alfred Barnes, Jr. Park). Overall there is good park coverage and distribution - as illustrated in **Figure 5-4**. Some parks are no longer large enough, or may lack community centers of a sufficient size to accommodate the expanding residential population of East Tampa. Generally, the focus should be on maintaining and improving existing park amenities, rather than adding new parks.

- As an older part of the City, many of the park amenities are dated, surface of fields worn, and courts/parking lots are in need of resurfacing.
- While East Tampa has 12 parks, some of the population is essentially cut off from those parks by major roads.
- Few trails currently exist or are planned for the area.

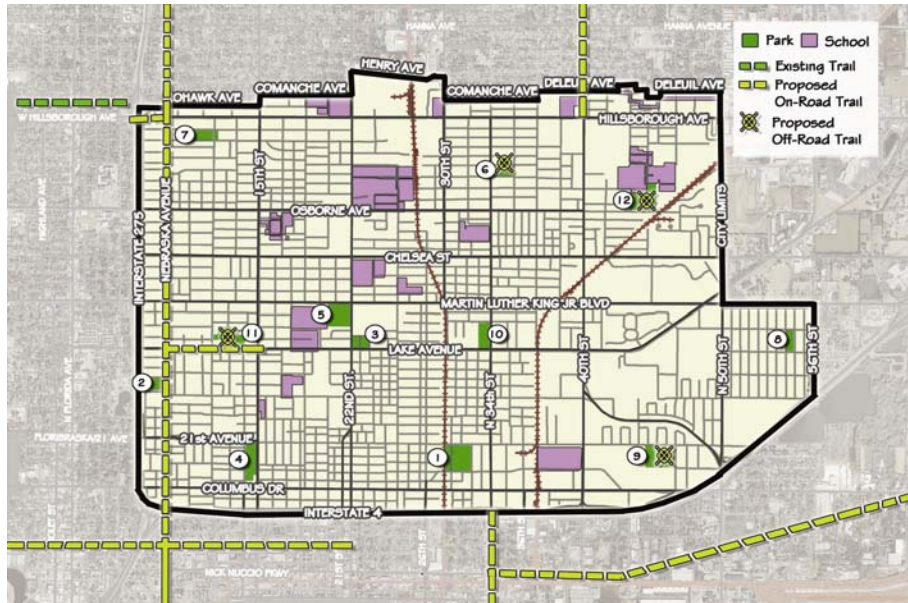


Figure 5-4: Existing Parks

The following items are specific upgrades in specific parks that were identified by the community and City of Tampa Parks and Recreation Department during compilation of the area needs inventory. This is followed by a series of more general recommendations that are meant to apply to the park system as a whole in East Tampa.

| Park | Recommended Improvements | Cost | Fund Source |
|----------------------------|---|----------|-----------------------|
| Alfred Barnes, Jr. Park | Play structure improvements | \$80,000 | TIF |
| Cuscaden Park | Supplemental Security Light | \$5,000 | Utility tax (FY07-12) |
| | Multipurpose court resurfacing | \$4,000 | Utility tax (FY07-12) |
| Cyrus Greene Park | Sidewalk/paving around building and bleachers | \$10,000 | TIF |
| Giddens Park | Security lighting | \$30,000 | TIF |
| Grant Park | Additional security lighting | \$5,000 | Utility tax (FY07-12) |
| | Resurface parking lot | \$5,000 | TIF |
| | Bleacher slabs | \$2,000 | TIF |
| | Picnic Shelter | \$30,000 | TIF |
| Highland Pines Park | Lighting | \$15,000 | Utility tax (FY07-12) |
| Jackson Heights Playground | Play Unit | \$50,000 | TIF |
| | Fall Play Unit | \$30,000 | TIF |
| Williams Park | Ornamental fence on north side | \$15,000 | CDBG (FY07) |
| | Resurface parking lot | \$5,000 | TIF |
| | Additional security lighting | \$15,000 | TIF |

There are a number of significant park upgrades that were identified by the community during the needs assessment portion of this process, but they have, intentionally, not been included as "specific recommendations." For the most part, these upgrades focused on costly construction or enlargement of community centers, which would require significant increases in operating and maintenance costs. At this time, East Tampa has several large and attractive community centers, many of which were constructed relatively recently.

The absence of recommendations for funding such upgrades in this Plan should not permanently preclude their consideration. The need for more, or expanded facilities, will continue to grow in the future. A comprehensive analysis should be undertaken that takes into account reoccurring operating and maintenance costs and how these costs

East Tampa Strategic Action Plan

could be funded to ensure consistently informed and fiscally responsible decision-making.

The funding amount should be balanced with the evolving needs of East Tampa residents. To help define parameters for park operation and maintenance expectations, it must be recognized that the community cannot have the same maintenance expectations for all park facilities. Rather, the need for higher maintenance frequency/funding should be tied to variables such as the level of visitation, amount of visibility, and the degree of adjacent development.

- ◆ **Recommendation:** Generally, TIF should be allocated annually to improve park facilities within East Tampa.
- ◆ **Recommendation:** Continue to educate the community and decision-makers about operation and maintenance costs related to parks.
- ◆ **Recommendation:** It would be beneficial for the ETCRP to form a sub-committee that serves as an official, neighborhood park steward.

POCKET PARKS

A pocket park is generally defined as a small park accessible to the general public. Pocket parks are frequently placed on small, irregular pieces of land and serve the proximate local population. Pocket parks provide residents with green space, a place to be outdoors, room for small events or informal gatherings, and, possibly, unsupervised children's play areas.

The City/CRA owns a number of small, scattered, and unmarketable sites in East Tampa. Converting these parcels to pocket parks would turn these parcels into usable, contributing plots of land, which add, rather than subtract, from the East Tampa community fabric. Parcels located adjacent to greenways, multi-use trails, stormwater ponds, or bike lanes, and parcels that could serve a population isolated from larger parks by roads or other barriers are particularly good candidates for conversion.

- ◆ **Recommendation:** Transform some of the small City/CRA owned sites into pocket parks using TIF for the conversion costs - estimated unit cost excluding land value: park with play structure \$150,000, park without play structure \$50,000.

STORMWATER POND BEAUTIFICATION

The City of Tampa Stormwater Department is firm in their position that the footprint of existing ponds is necessary to attenuate the water volume produced by impervious surfaces and to reduce the impacts on downstream stormwater systems. The ponds receive routine maintenance, including mowing, on a periodic basis (February, March or June depending on the basin).

Throughout the public involvement phase of the project, it was made clear that residents and business owners felt that stormwater ponds are oversized, aesthetically displeasing, perceived as possibly dangerous, and consume land that could otherwise be used for a higher use. Flood prevention and water treatment are important, but the appearance of the ponds and their overall land consumption seem to be a larger concern for East Tampa.

Since 2006, the City along with the University of South Florida, have been working in collaboration to redesign three of the existing stormwater ponds in a pilot pond beautification effort. The specific ponds are identified with stars on **Figure 5-1**, page 15. The pond at MLK and 19th Street and the pond adjacent to the Fair Oaks Community Center are complete and residents now use them for recreational purposes. The new designs incorporate features such as walking trails, lighting, picnic areas, gazebos and attractive plantings. The intention is to make the ponds assets to the community by incorporating recreation/pedestrian amenities. Following completion of the pilot projects, dedication of a portion of the TIF towards facilitating future stormwater pond beautifications is recommended.

The East Tampa community would benefit from enhancement of all its stormwater ponds. Prioritization of future pond conversion projects should be based on:

- Sites where there is the potential to secure a portion of the beautification cost with non-TIF revenue.
- Ponds that are frequently cited by neighborhood residents/business owners as point-sources of blight.
- Ponds that will serve neighborhoods with limited travel.
- Ponds located near to planned multi-use trails and/or pedestrian destination points such as schools, parks, and historical/cultural points of interest.

Taking into account the above criteria, the CRA staff, with input from the ETCRP and community at-large, should develop a prioritization list for pond improvements area-wide. Pond beautification is one of the more costly recommendations proposed by this Plan. In the near-term, capital improvement prioritization is focused on streetscape and parks/trails improvements. Once these building



East Tampa Strategic Action Plan

blocks are in place, this Plan asserts that the focus should be shifted towards developing long-term, aesthetic upgrades and community gathering points at stormwater ponds.

- ◆ **Recommendation:** Following completion of the pilot pond projects, a portion of the TIF should be used to facilitate future stormwater pond beautifications – estimated cost \$1 million per pond (may vary substantially).

SIDEWALKS

As an older area of the City, East Tampa has a sidewalk network that is largely in place, particularly along major corridors. However, there are many areas within neighborhoods that remain relatively deficient of sidewalks. Sidewalks should be installed in areas that do not currently have them.

- ◆ **Recommendation:** Install 3-foot wide sidewalks along one side of local roads and 5-foot wide sidewalks along one side of arterials in neighborhoods where sidewalks do not currently exist and are deemed constructible.

Strategy for prioritizing sidewalk installation:

- Locations that can be constructed in conjunction with a capital improvement projects.
- Locations that currently lack sidewalks on either side of the street, where sidewalks have been determined to be “constructible” by the Tampa Public Works Department.
- Linear paths providing connectivity to schools, parks, historical, and cultural points of interest.
- Locations with a high level of observed pedestrian traffic on a regular basis.
- Locations where a portion of a sidewalk is missing within an otherwise complete sidewalk segment.
- Cohesive, residential areas within designated neighborhood boundaries, currently lacking sidewalks.
- Projects that can be constructed within the existing right-of-way should receive a higher priority than those that will require acquisition of additional property.

PEDESTRIAN ENHANCEMENTS/CROSSWALKS

Pedestrian enhancements are often separated into volume control and speed control measures. Speed control measures are used to address speeding problems by changing the alignment or width of the roadway and is intended to facilitate creation of a safer environment, particularly for pedestrians. Within the East Tampa community, the primary concern relates more to speed control issues. Consequently, recommendations for pedestrian enhancement improvements focus on these types of improvements.

Crosswalks are included within this program because of their ability to facilitate pedestrian safety and the numerous other practical functions. Roadways with any combination of following characteristics are good candidates for pedestrian enhancements/crosswalk locations:

- Roadways where there are documented speeding problems - average speeds at least 10 mph over the posted speed limit.
- Roadways where there are documented requests for pedestrian enhancements/crosswalks by a minimum threshold of residents that will be impacted by the measure.
- Roadways with one or more speed-related accidents each year.
- Areas and intersections with high pedestrian concentrations, especially those with elderly and/or child pedestrians - greater than 20 pedestrian crossings per peak hour.

Site review will be necessary to determine exact pedestrian enhancements/crosswalk locations, pedestrian desire lines, pedestrian volume, sight distances, and transportation mix.

- ◆ **Recommendation:** Participation in the City of Tampa Neighborhood Speed Watch Program is highly recommended prior to the installation of any pedestrian enhancement improvement.

BIKE LANES

The primary advantage of bike lanes is that they make the movements of both motorists and bicyclists more predictable. There is no question that there is a demand for bike lanes within East Tampa. Roads in East Tampa were originally built without bike lanes, are already constrained by automobile traffic, and are surrounded by built-up environments. According to design standards, bike lanes must be a minimum of four feet wide on roadways with no curb and gutter, or a minimum of five feet wide when adjacent to parking or a guardrail. Thus, providing sufficient room for bike lanes within the existing right-of-way may prove difficult. Criteria for prioritizing the need for bike lanes are:

- Locations specifically cited in the “City of Tampa Greenways and Trails Master Plan”.
- Corridors identified for bike lanes in the CRP - 22nd Street, 29th Street, 34th Street, 15th Street, Lake Avenue, and Osborne Avenue.
- Corridors with a high level of observed bike traffic on a regular basis.
- Paths that connect schools, parks, historical and cultural points of interest, and access to public waterfront property.
- Locations where the inclusion of a bike lane will connect an existing bike trails.

East Tampa Strategic Action Plan

- Locations where unsafe bicyclist activity has been reported.

A Pedestrian Plan Study will improve the understanding of the exact locations and extent of pedestrian system improvements that will be necessary in East Tampa. The term "pedestrian" and "pedestrian enhancements" are not meant to limit the scope of this study to strictly pedestrians. Rather, this study should address the interaction of all modes of travel within the CRA, including pedestrians, bicyclists, vehicular and public transit users. Specifically, the study should identify and provide recommendations for the following:

- Gaps and deficiencies in existing and planned HART bus stop locations, including gaps in sidewalk connections to bus stops.
- Existing and planned bicycle network, including the condition of existing facilities.
- Opportunities for future bike lanes and/or multi-use trails along existing roadways.
- Areas with high pedestrian activity and safety concerns.
- Areas with barriers that limit safe pedestrian access to common destinations and transit, including "superblocks", parking lots, and orientation of buildings.

It is most cost efficient to create bicycle lanes during street reconstruction or resurfacing. The cost of installing a bike lane can vary significantly depending on the condition of the pavement, the need to adjust signalization, and whether acquisition of additional right-of-way and/or roadbed realignment is necessary.

- ◆ **Recommendation:** Implement a CRA-wide Pedestrian Plan Study - \$125,000.
- ◆ **Recommendation:** Incorporate bike lanes into roadway projects whenever possible – minimum \$25,000/per mile for lane markings and signs, not including reworking of roadway surface, widening of lanes, or land acquisition costs that may be required.

GREENWAYS & TRAILS

The Tampa Greenways and Trails Master Plan was adopted in February 2001 and amended in 2005 and is intended to increase public access throughout the City to recreation and non-motorized transportation opportunities. It contains recommendations for development of over 185 miles of on-road and off-road greenways and trails City-wide. The most recent, and highest profile trail project in East Tampa, is the on-road bike lane developed along Nebraska Avenue, from Kennedy Boulevard to Hillsborough Avenue. The transformation of the roadway from a four-lane road to three lanes with a dual left turn lane and north and south bike lanes was initiated in June of 2007.

Additional trails are needed to link important internal destination points and to connect East Tampa to the larger city network. Preference should be given to locations that have any of the following characteristics:

- Locations specifically cited in the "City of Tampa Greenways and Trails Master Plan".
- Paths that directly connect to existing City of Tampa trails outside of CRA boundaries;
- Paths that provide connectivity to schools, parks, and historical and cultural points of interest;
- Open space surrounding existing retention ponds. (Multi-use trails are recommended as an element of all pond beautification projects);
- Projects that can be constructed within the existing right-of-way.
- Any location that can be constructed in conjunction with the timing of other sources of funding, such as capital improvement project funds.

- ◆ **Recommendation:** Provide an annual allocation of funds to construct and maintain greenways and trails in East Tampa - \$25-\$30/LF (off-road trail), \$100,000 annually.

STREET LIGHTING

The existing streetlight network is designed to provide lighting for safe vehicle operation. The City does not own its streetlight system. Tampa Electric Company (TECO) installs and maintains streetlights as a utility service to the City. The City-wide system consists of over 24,000 lights with an annual expense of approximately \$3 million. On average, the City receives 750 requests annually for additional or upgraded street lighting.

Installation of new lighting may require an assessment to pay for installation, ongoing maintenance, and operation. In the case of pedestrian scale lighting (low-wattage lights mounted 13 to 16 feet above the sidewalk), this cost becomes very substantial due to the number of fixtures required. Prudence should be exercised when making streetlight design



East Tampa Strategic Action Plan

decisions and prior to any capital outlays. The design guidelines are meant to reflect good practice principles.

- Even distribution of lighting provides more visibility than spotty areas of intense light, which may cause glare and blind spots.
- Trees may drastically reduce the amount of available light produced. Trees should be trimmed to maximize the effect of streetlights, while encouraging their growth above the fixture.
- Integrate pedestrian wiring into existing street lighting, where feasible.
- Residents and business owners should assume the responsibility of providing lighting for security purposes.

PEDESTRIAN LIGHTING

Pedestrian lighting can aesthetically enhance an area/corridor and enhance feelings of safety in nighttime hours. Research indicates that increased lighting alone will not solve crime. Rather, it should be considered one facet of a larger strategy to reduce crime via design. In general, pedestrian-scale lighting should be considered where one or more of the following criteria have been met:

- Where there are reported visibility problems and there is an active citizen watch group that will make use of the light to watch over the area;
- Along corridors that connect to major destination points and/or transportation facilities;
- Along existing sidewalks, or in conjunction with new sidewalk construction; and
- At a significant community gateways/entrances.

Lighting criteria should not affect technical requirements determined by the Institute of Electrical and Electronics Engineers (I.E.E.E.), the City, TECO and/or FDOT. Proposed lighting must meet applicable safety and setback criteria.

PUBLIC ART

The City's Public Art Program is housed within the Department of Arts and Cultural Affairs. The mission of the Tampa Public Art Program is to "promote the involvement of artists in projects throughout the city, to enhance the physical environment, and celebrate Tampa's unique character and identity." Public art, as discussed here, could potentially encompass a wide range of art forms including mosaics, painting, sculpture, lighting, landscape designs, textiles, glasswork, video installation, ceramics and performance art. The Public Art program is funded by an Ordinance that requires the allocation of 1% of the construction cost of a municipal building project to go towards public art. Examples of public art currently within the CRA:

- Saga of St. Benedict - historic quotes in granite at 20th Street & Columbus Drive;
- Ybor City I-4 overpass medallions;
- Cyrus Greene Community Center terrazzo floor;
- Kente cloth paving pattern on crosswalks along Lake Avenue;
- "The East Court" - Seven panel mosaic in Italian tile, depicting police officers, students, worshippers and Negro League Baseball Players on TPD District III Headquarters; and
- East Court Plaza outside of District III Headquarters will contain additional public art when completed.



- ◆ **Recommendation:** Increase the emphasis on public art as a means of promoting a positive East Tampa identity and enhancing buildings/open spaces.

East Tampa Strategic Action Plan

- ◆ **Recommendation:** Provide a 2% TIF match of the cost of office buildings and other public structures that provide for public art in East Tampa. These public art contributions may be used in the following ways:
 - Funding quality art and craft elements into the design of buildings and public spaces, including landscaping, way finding, gateways, pedestrian fixtures, furniture, and lighting.
 - Funding educational activities by commissioned artists in local schools, neighborhood meetings, and ETCRP meetings to enhance understanding and increase awareness of the commissioned artworks.
 - Contracting a lead artist to facilitate the process of advocacy, consultation and education of artwork.

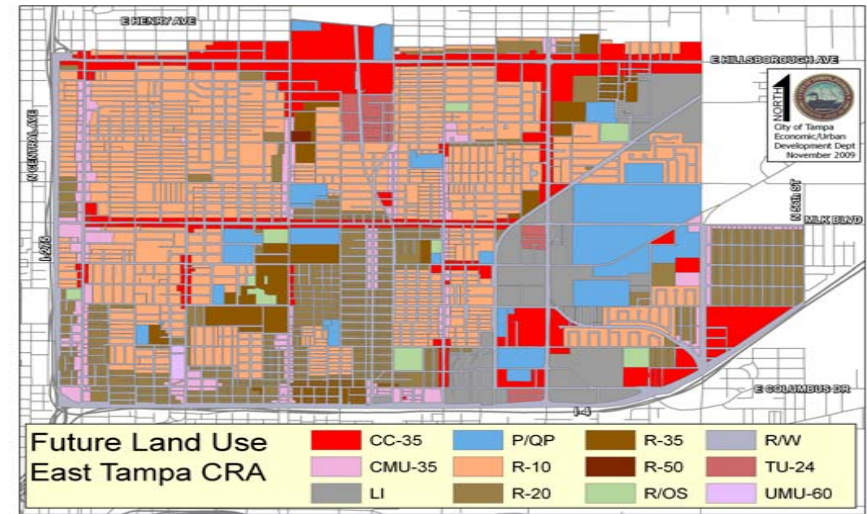
5) RESEARCH / ANALYSIS OF LAND USE / ZONING

The following section was written in conjunction with the 2008 Comprehensive Plan Update. The consultant worked closely with staff from The Planning Commission and City of Tampa Land Use Division, as well as members of the East Tampa Community Redevelopment Partnership, throughout the early stages of the Planning process to formulate a feasible development pattern that positively influences East Tampa residents and business owners. It should be noted that a detailed study of the proposed land use based on a detailed infrastructure needs/capacity analysis, including a future infrastructure funding analysis, was not undertaken by the Planners of this document. That study is anticipated to be part of the larger Comprehensive Plan effort. Consequently, recommendations within this Plan are meant to correspond to the recommendations contained within the Comprehensive Plan Update. The following pages describe the result of this collaborative effort, which is being incorporated into the Comprehensive Plan Update.

EXISTING ZONING

The zoning in East Tampa generally follows the established Future Land Uses, **Figure 6-1**. Some categories, such as the Ybor zoning designations, carry additional regulations and development stipulations in order to promote development that is in keeping with the historic nature of the area. No Plan recommendations relate to changing specific designations, rather, more generalized recommendations are proposed.

East Tampa is largely a residential area, with a variety of commercial and industrial uses, primarily clustered along high-traffic corridors near the CRA boundaries. Large scale industrial uses align 40th Street, 50th Street, Columbus Drive and the northern segments of 30th Street.



Governmental uses within the CRA boundaries include twelve (12) City-owned parks, sixteen (16) public and private schools, and several public housing developments. A large amount of institutional acreage is consumed by mortuaries, cemeteries and crematoriums. As the area has evolved, residential uses have, in some cases, started appearing in areas that were historically industrial in nature.

The area contains a variety of future land use designations that allow industrial, commercial, residential and public uses. However, the majority of the CRA is classified as medium to high density residential. In fact, more than forty (40%) percent of the East Tampa CRA is designated as residential land use. Permitted under this land use are a mix of housing types, neighborhood commercial, and low intensity office uses. Very little of the CRA is designated under mixed-use categories and mixed use categories provide the greatest degree of redevelopment flexibility.

MIXED-USE ZONING

Overall, a greater mix of uses, including restaurants, cafes, and specialty retail which embrace East Tampa's character and history, is encouraged to add vibrancy to the area. Corridors, such as Hillsborough Avenue, Columbus Drive, 40th Street, Nebraska Avenue, and 22nd Street, as well as catalytic areas, as described in the Market Opportunities Analysis, are most suitable for this type of development. A significant amount of investment in East Tampa has occurred since the area received CRA designation, as evidenced by TIF revenue increases from \$1.1 million in Year 1 (2004) to \$6.3 million in Year 4 (2008). In order to build upon the momentum that has been established, the City

East Tampa Strategic Action Plan

of Tampa and the East Tampa CRA will need to commit to the level of investment in utilities, streetscape, and corridor/transportation improvements that is proposed by this Plan. For the most part, these improvements are concentrated along specific market opportunity nodes or corridors. Given the relative size of the CRA, clustering improvements will have the most significant near-term impact. These improvements are intended to serve as the foundation for future area investments.

- ◆ **Recommendation:** Increase the amount of synergistic, mixed-use developments within East Tampa.

HEAVY COMMERCIAL ZONING

There are a significant amount of small parcels along major corridors. Without land assemblage, small parcels constrain potential development options. Most significantly, heavy commercial and industrial parcels are buffered by low-intensity, residential land use along major corridors, which may discourage expansion of larger scale non-residential development in these areas.

Some of the largest single owner parcels exist along the northern and eastern borders of the CRA. The availability of large parcels, good transportation access, level of roadway service, and visibility along Hillsborough Avenue and 40th Street make these corridors attractive redevelopment opportunities. Previously, Heavy Commercial-24 (HC-24) was the existing land use designation directly adjacent to both roadways. HC-24 permitted commercial development and re-zonings to residential categories were discouraged. Despite this, some multi-family residential projects were recently constructed in the area, which have positively impacted the CRA's TIF revenues.

Early discussions with the Land Use Division staff focused on how to increase investment interest by decreasing regulatory obstacles along these corridors. Within the 2008 Comprehensive Plan Update it was recognized that mixed-use corridors provide for and contribute to intensification, redevelopment, and revitalization of corridors. To further promote mixed-use development, it was recommended that the HC-24 land use designation within the Comprehensive Plan be changed to the more inclusive Community Commercial-35 category. This new category of land use provides for horizontal and vertical mixed-use development as well as single-use commercial and residential development. Consequently, re-zonings to residential categories are no longer discouraged. This change provides additional flexibility and opportunity along East Tampa's largest commercial corridors, including Hillsborough Avenue and 40th Street.

HIGH DENSITY / REGIONAL TRANSIT ZONING

The Tampa Bay Area Regional Transportation Authority (TBARTA) was created by the Florida State Legislature on July 1, 2007. TBARTA was granted the authority to plan and develop a regional multimodal transportation system within the counties of Citrus, Hernando, Hillsborough, Manatee, Pasco, Pinellas, and Sarasota. Recommendations for modes of transit (e.g. light rail, rapid bus), as well as priority corridors, will be identified in the TBARTA Plan. At this time, no final locations have been selected for future rail transit stations. The need/location(s) for higher density and/or mixed-use density should be revisited and addressed in amended overlay zone guidelines following the unveiling of the TBARTA plans. Municipalities are able to use overlay zones in existing low density, single use areas, as found in much of East Tampa, to encourage mixed-use or higher density development. As the area continues to evolve, allowing additional density within select areas, such as areas near future regional multi-modal transportation connections, may be increasingly necessary and desirable.

- ◆ **Recommendation:** Support transit oriented development opportunities in East Tampa.
- ◆ **Recommendation:** It is strongly recommended by this Plan that a series of mass transit stops be located in East Tampa.
- ◆ **Recommendation:** Land assemblage and/or increases in allowable development density should be considered near the areas of TBARTA recommended mass transit sites to support transit oriented development opportunities.

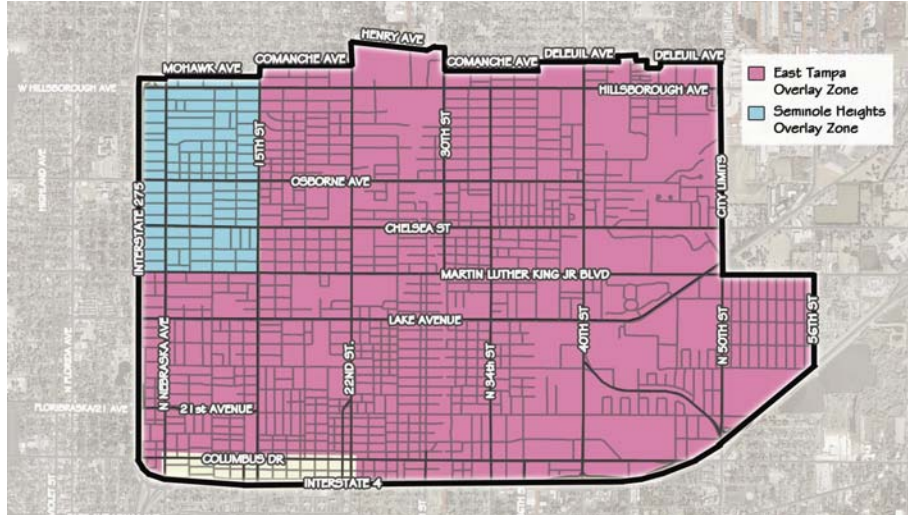
OVERLAY DISTRICT GUIDELINES

Overlay district guidelines build on the underlying zoning, by establishing additional or stricter standards and criteria designed to preserve the character of an area and encourage development that is compatible with the existing scale and pattern of surrounding property. Overlay zones consist of regulations that address specific subjects in particular designated areas and apply in addition to those of the underlying zoning district. The following project types must comply with the overlay zone:

- New construction or major renovation, as defined in Chapter 27, City of Tampa Code of Ordinances.
- Any development undergoing a change of use/increase of intensity review. In cases of conflict, the more restrictive standard(s) shall apply.
- Generally, the East Tampa Overlay limits extend to encompass the entire CRA, with the exception of the two areas, which are the Ybor zoned area and the Southeast Seminole Heights neighborhood.

East Tampa Strategic Action Plan

- ◆ **Recommendation:** The Overlay should be reviewed, on an annual basis, in order to determine whether it meets the needs of the current residents or needs to be updated. Particular focus is needed on issues where frequent waivers have been requested.



FORM-BASED CODES

A form based code is a method used to accomplish a community vision by regulating development to achieve a predictable public realm primarily by controlling physical form, with a lesser focus on land use, through city regulations. Development of a form-based code has been initiated for the Seminole Heights neighborhood and the 40th Street Corridor and surrounding neighborhoods (north of Hillsborough Ave.), both areas are partially within the CRA boundaries. Development of a form-based code for the rest of East Tampa will be a lengthy process, and it could ultimately take years to implement. Prior to this in the near-term, a combination of the use of overlay zone regulations, facade improvement programs, and code enforcement is advocated to improve/maintain the viability and function of existing uses. In considering form-based codes for the area, it should be noted that the physical form within the Ybor City Local and National districts must remain consistent with the historic patterns of development.

- ◆ **Recommendation:** Encourage property and business owners and residents to participate in the Community Planning through Form-Based Codes efforts for the Seminole Heights neighborhood and the 40th Street Corridor and urge that the balance of the East Tampa CRA boundary be included in a study for a Community Vision Plan as soon as possible.

6) PLANNING FOR MASS TRANSIT (LIGHT RAIL)

The State of Florida, the Tampa Bay region, and the City of Tampa have been the subject of intensive mass transit planning initiatives – specifically, the development of high speed and/or light rail. These planning initiatives were monitored throughout the development of this Strategic Action Plan and potential impacts/opportunities of high speed and light rail on East Tampa are considered. The planning initiatives, agencies managing the planning initiatives, and a general overview of the planning status are described in this section.

It should be noted that when one or both of these rail systems are constructed, it will not simply be another capital improvement project. These systems will create a whole new level of opportunities and benefits in the communities that they service.

- ◆ **Recommendation:** The East Tampa community needs to actively support the funding, development, and construction of these rail systems to move forward as quickly as possible. Further, the community should stay actively engaged in the planning activities for these systems to advocate that stations are located within East Tampa as part of the planning design.

THE FLORIDA HIGH SPEED RAIL AUTHORITY

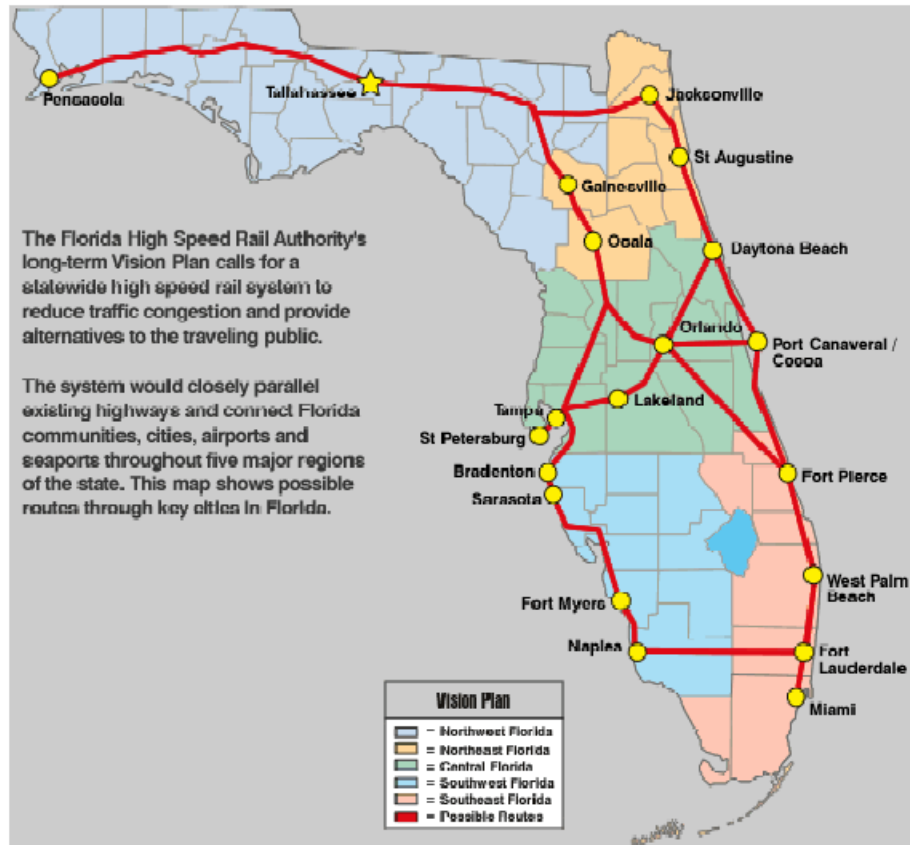
In November of 2000, the Florida voters approved an amendment to the State constitution mandating the construction of a High Speed Transportation system for the State. The amendment requires the use of train technologies that operate at speeds in excess of 120 miles per hour and consist of dedicated rails or guideways separated from motor vehicle traffic. The high speed rail system is to link the five largest urban areas in Florida, and construction was mandated to begin by November 1, 2003. In March 2001, the Florida Legislature enacted the Florida High Speed Rail Authority Act and created the Florida High Speed Rail Authority.

In its early stages of operation, the Authority established a Vision Plan for a statewide High Speed Rail system, conducted preliminary assessments, and began the Project Development and Environment Study for the initial system segment.

The Florida High Speed Rail Authority's Vision Plan anticipates that the statewide system will be constructed in phases. The map below illustrates the potential statewide system. At this time, the Authority has completed the Final Environmental Impact Statement for

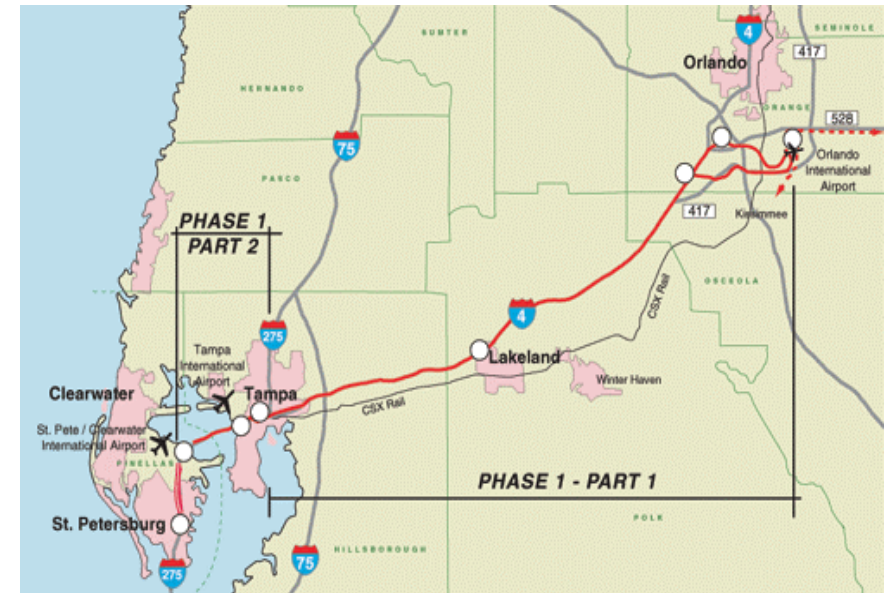
East Tampa Strategic Action Plan

the Tampa to Orlando Project Segment, and the next step will be issuance of a Record of Decision by the Federal Railroad Administration.



In October 2002, the Authority issued a Request for Proposal to Design, Build, Operate, Maintain and Finance the first phase of the project from Tampa to Orlando. The Authority identified the preferred route for the system (see map below). The route begins near the Tampa Central Business District (along I-275) traveling towards I-4 where it continues in the median of I-4 to the SR 417 (GreeneWay) in Orlando and into the Orlando International Airport. The cost of this initial phase is estimated at \$2.4 billion.

Many informed experts feel that the Phase 1, Tampa to Orlando, high-speed rail project is well positioned to receive funding under the American Recovery and Reinvestment Act.



TAMPA BAY AREA REGIONAL TRANSPORTATION AUTHORITY (TBARTA)

Established by the Florida State Legislature in July 2007, TBARTA is charged with implementing a Regional Transportation Master Plan for Citrus, Hernando, Hillsborough, Manatee, Pasco, Pinellas, and Sarasota Counties. The Master Plan, adopted May 22, 2009, provides a framework for a balanced transportation system that will guide us into the future and ensure our region continues to be a desirable place to live and work.

Technical analyses conducted with TBARTA partners, conversations about how land use and transportation interact, and a focus on how the local transit systems can be adjusted and expanded to build seamless connections to the regional transit network, have all contributed to developing the vision. The scale of this collaborative process is unprecedented. The message from TBARTA partners and the public is clear: now is the time to move forward with a regional transportation vision and begin to implement a cohesive plan.

East Tampa Strategic Action Plan

Transit Oriented Development (TOD) around transportation hubs is a way to create more livable, walkable neighborhoods. Denser urban centers combine different land uses in closer proximity and encourage walking, biking, and transit usage; provide choices; and make a transit system viable. TOD customarily consists of a compact mix of land uses, including homes, offices, and shops, within a half mile of a transit station. Using transit as a tool to influence our region's growth patterns will allow us to better preserve our rural and environmentally-sensitive areas and minimize the costs of providing utilities and other services. This subject was closely examined in the development of this Plan, especially in the Land Use / Zoning section.

TOD can work in a wide range of communities, not just high-density urban areas. Even modest increases in housing or employment density near stations can help boost transit ridership and create economic benefits. This concept has proven effective in many communities across the country. Rethinking our future development patterns to encourage transit-friendly development can also slow the growth of congestion, preserve our rural and natural areas, affect air quality, and give us more variety in housing choices.

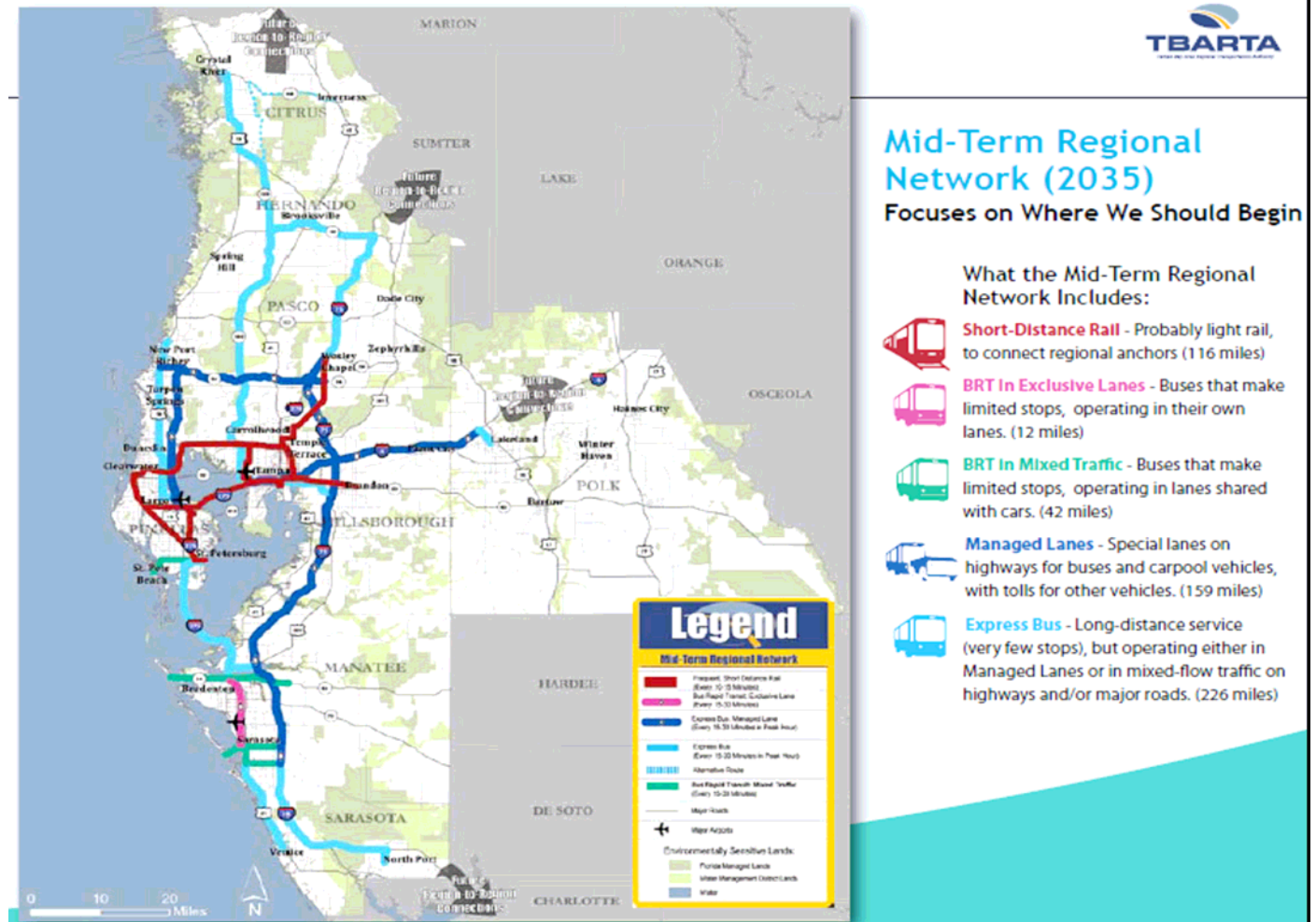
The Mid-Term Regional Network for 2035 in the Master Plan (see map above) focuses on where to begin building the transportation improvements, and consists of the following passenger rail and enhanced bus investments:

- 116 miles of Short-Distance Rail
- 12 miles of Bus Rapid Transit in Exclusive Lanes
- 42 miles of Bus Rapid Transit in Mixed Traffic

- 159 miles of Managed Lanes with Express Bus
- 226 miles of other Express Bus

HILLSBOROUGH AREA REGIONAL TRANSIT (HART)

In the last few years, the community has expressed a renewed interest in more and better transit choices, including a rail component. After years of study and planning, HART adopted the Tampa Rail Project in 2002, a 20.2 mile light rail connecting University of South Florida, Downtown Tampa, South Tampa and Westshore. The project received federal planning approvals.



East Tampa Strategic Action Plan

In collaboration with TBARTA, FDOT, and the Mayor of Tampa, Pam Iorio, HART is working to enter the federal funding process for a possible rail project in Hillsborough County, as approved by the HART Board of Directors in 2008. The initial phases of the project will include a planning initiative publicized as, "HILLSBOROUGH ON TRACK" to analyze alternative routes and select the most viable alternative. The steps from planning to operation will be:

- Route alternatives that would best address the needs and opportunities in Hillsborough County will be reviewed and evaluated with detailed planning work (see Preferred Alternatives map below).
- Hillsborough County is considering placing a 1-cent sales tax for transit projects on the 2010 ballot, with input from HART.
- In coordination with other local agencies, HART continues work on its long-range transportation plan, which includes a comprehensive program of multi-modal options to improve mobility, including light rail transit on several corridors.



HART recommends that detailed planning work be conducted on two corridors: the Northeast and West. If light rail emerges as the preferred strategy in both corridors, additional analysis would be undertaken to develop recommendations on which segment(s) of the two corridors should be recommended as a starter line for the project.

HART is reaching out to the community for input on this project. A Steering Committee and Community Stakeholders group has been formed. More extensive meetings and public communication are

planned to enable Hillsborough residents to participate in the process.



East Tampa Strategic Action Plan

7) ANALYSIS OF MARKET OPPORTUNITIES / ECONOMIC ENVIRONMENT

This Strategic Action Plan seeks to stimulate productive and effective economic development within the East Tampa CRA. A summary of the market analysis, assessment of market conditions, trends impacting development, and investment opportunities within the East Tampa CRA is presented in this section. The market analysis reports on the existing economic conditions of the CRA, provides recommendations for the type and scale of new development, and essentially sets the stage for East Tampa's redevelopment strategies. A series of overarching recommendations, which are intended to strategically promote the redevelopment effort, follow in this section. Importantly, the market-based findings and programmatic recommendations herein will be utilized as the basis for a strategic (financial) action plan.

This section contains the following sub-sections:

- Lambert Advisory Market Analysis - findings and recommendations, APPENDIX 4
- Social Compact DrillDown - findings, APPENDIX 5
- Tax Increment Financing - identification of relevant factors and future revenue projections

It should be noted that collecting data and forming conclusions and strategies for this section was particularly challenging due to the drastic changes in the local and national economy from the start of this study to the present day. Some of the changes had so much impact that major sections of this Plan had to be re-evaluated and revised.

LAMBERT ADVISORY MARKET ANALYSIS

Lambert Advisory was engaged as a sub-consultant of URS to prepare a market study for the East Tampa CRA (ETCRA), with a primary focus to:

- Identify the CRA's existing economic base.
- Identify the market potential for future redevelopment within the CRA.
- Assist in the creation of a market-based redevelopment strategy for both the short term (1 to 5 years) and long term (6 to 10 years) identifying strategic locations/nodes within the corridor that best serve a strategic vision.
- Make additional recommendations and delineate next steps based on the data collected.

This summary provides an overview of the major conclusions and findings in the body of the report, and details our recommendations as to how the City, and CRA, in conjunction with the

resident and business community, can promote revitalization within the CRA and throughout the broader area. The full report is in APPENDIX 4. The following three principal findings of our analysis and research drive our recommendations.

1. Existing market demand and growth for the foreseeable future is adequate to support an improved climate for development of new for-sale and rental housing, as well as new office, industrial, and retail space.
2. The City of Tampa and the East Tampa CRA need to commit to a level of notable investment in utility services, streetscape, and corridor/transportation infrastructure improvements to serve as the foundation for the area's redevelopment. Given the relative size of the CRA, it is important to continue to make these improvements in specific market opportunity nodes in order to have a significant impact.
3. Despite recent investment and community involvement in improving the East Tampa CRA to date, there continue to be impediments to investment in the area. Some are based on perceptions of East Tampa; some are financial in nature; and others principally require a refocus of existing resources. The CRA can play a role in mitigating a number of these impediments.

The remainder of this summary provides an overview of conclusions associated with market conditions and support for strategic redevelopment, as well as our recommendations based on these findings.

PRINCIPAL MARKET CONCLUSIONS AND DEMAND ESTIMATES

It should be noted that significant changes have occurred in the national and local economy since the above estimates of market demand were created. These significant changes may affect the number and/or the timing of unit and space demands forecasted.

Population Trends: CRA population growth is projected to slightly outpace growth in both the City and County over the next five years, adding roughly 1,900 persons and 700 households during the period.

Income Trends: Median income is projected to increase approximately two percent annually through 2012.

Residential (For-Sale): Considering household growth projections, homeownership rates, current sales performance within the comparable/competitive market, and potential impact of new development, we estimate net new demand for for-sale housing in East Tampa to be in the range of 450 to 600 units during the next five years. Price and demand sensitivities will require new home prices within most areas of the district to be

East Tampa Strategic Action Plan

at the entry level or slightly higher - a range of \$150,000 to \$225,000, depending on the product type.

Residential (Rental): We believe there should be a strong push to promote homeownership within the East Tampa district. However, given population/household growth projections there should still be demand for 250 to 350 traditional market-rate rental units in East Tampa during the next three to five years, which would include non-assisted senior housing communities.



Retail Market: We believe the retail component to the redevelopment effort in East Tampa is best served by at least exploring potential large and/or recognized regional and national tenants that may be encouraged to participate in the district's future growth. In most cases, whether the redevelopment Plan targets a national anchor, local operator, or combination thereof, the City will likely be required to participate, either to entice the national operators (i.e., with incentives) and/or to support the local retailers (i.e., through development subsidies to provide for reduced rental rates).

Office Market: Based upon an analysis of office employment growth and demand capture estimates, the East Tampa CRA's capture of area office demand is estimated to be between 60,000 and 100,000 square feet. Any professional office space introduced to this area will likely be best positioned as a component of a mixed-use development.



Industrial Market: While the district has a limited number of parcels that can accommodate industrial development (or clusters) of critical mass, we see an opportunity to build standalone industrial buildings within selected, smaller infill sites (single or multi-tenant) in the range of 30,000 to 40,000 square feet along the western fringes of the CRA.

AREAS/CORRIDORS OF PRIVATE SECTOR INVESTMENT INTEREST

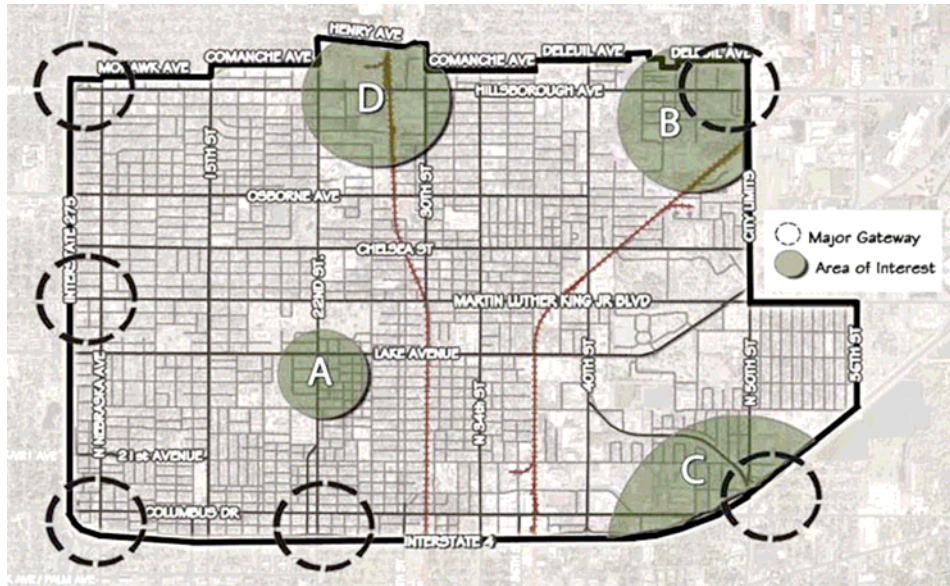
To improve their understanding of the potential for development in East Tampa and the areas most likely to be of interest to potential developers, URS spent time with private sector developers and prospective businesses to identify areas of interests and strengths of the East Tampa community for attracting new businesses. As part of this analysis, URS developed hypothetical scenarios for development corridors for areas ripe for development. Due to the declining economy, such development may not be as imminent as had been previously hoped for, but URS' work lays the foundation for development nodes once the economy get back on track.

As part of this planning analysis, four preliminary redevelopment areas/corridors were evaluated (see map below). These areas/corridors were identified and selected in collaboration with private sector developers. These areas/corridors, broadly described below, could result in incremental tax growth from each of the four programs ranging from approximately \$185,000 per annum to \$350,000 per annum, or collectively an additional \$750,000 to \$1 million in annual tax increment to the CRA. However, since the

East Tampa Strategic Action Plan

exact type and amount of new development is not certain, the impact of these catalytic projects has not been factored into the TIF projections discussed later in this section.

- Streetscape improvements recently completed along Lake Avenue have improved corridor aesthetics and the perception of safety in central East Tampa.



Area "A" - 22nd Street Corridor

Redevelopment in this area is a community priority. It is positioned in, what is considered by many to be, the heart of East Tampa. In addition, it provides an important connection to I-4 at the southern end of the CRA boundaries. There are numerous examples of recent and/or pending public investment in the area, including the following:

- Construction of Tampa Police Department District III Headquarters completed in 2007.
- Belmont Heights, a large-scale affordable housing redevelopment project on a 77-acre site, representing a combination of public and private reinvestment, borders the eastern edge of this corridor.
- Construction of the 22nd Street roadway improvements, which incorporates sidewalks and landscaping, has been awarded to a consulting firm. The roadway construction plans are currently being developed.
- Florida Department of Transportation (FDOT) improvements to the I-4/22nd Street interchange are a major infrastructure and beautification effort.



Despite a significant amount of proximate, near-term, public investment, an under-utilized base of businesses, and various incentives such as enterprise zone designation and transportation impact fee waivers, parcels along the eastern edge of this corridor have not attracted noticeable reinvestment to date. Under-utilized commercial businesses with dilapidated exterior facades are present along much of the corridor presenting a run-down appearance, which serves as a disincentive for district-wide investment activity.

Small parcels sizes adjacent to 22nd Street are perhaps the largest obstacle to redevelopment along this corridor. Nevertheless, this remains an "area of interest" due to its central location serving a dense residential area while acting as a connector between major transportation corridors.

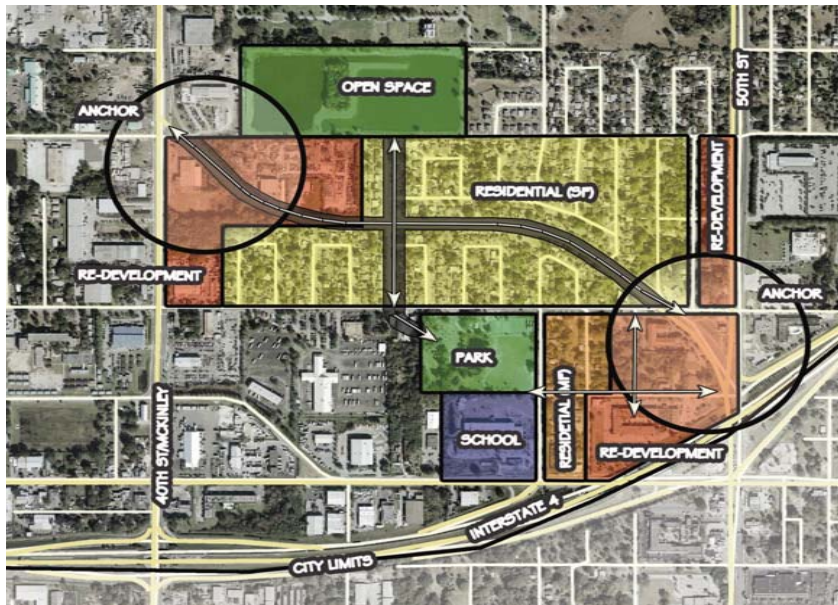
22nd Street is primarily a residential street, with pockets of neighborhood commercial use at intersections and between 23rd Avenue and Dr. Martin Luther King Jr. Blvd. Consequently, future redevelopment must be compatible with the surrounding single and multi-family development, preferably serving some of the retail voids identified by this Plan's market analysis. Due to the presence of small parcels and the internal positioning

East Tampa Strategic Action Plan

of the roadway, this area is not well-suited for large retailers. In the future, 22nd Street is perhaps best positioned to encompass a flexible, live-work, mixed-use development.

Area “B” - Southeastern Gateway

This area is positioned along a highly visible entrance/exit to I-4. It provides access to the principle corridors of 40th and 50th Streets. With additional investment, this area could be transformed into a prominent southern gateway to the CRA. In addition, this area is within easy reach of major employers such as the Port of Tampa, the Hard Rock Casino, and the University of South Florida.



Historically, this has been a non-residential area. Consequently, many of parcels in this area of interest are relatively large. Dilapidated motels have proliferated and depressed adjacent land/business values and are contributing a blighting influence on the overall CRA. However, some owners in the area have indicated strong interest in property reinvestment.

The improvements made by the Florida Department of Transportation (FDOT) to the 50th Street interchange at I-4 represent a major infrastructure and beautification effort. In addition, in 2004, the Hillsborough County School Board placed a new school within this southeastern node. This represents nearly \$9.5 million in public investments. Smaller community upgrades, including the provision of a playground activity center to Highland Pines Park have

also been undertaken. Continued public investment, potential large-scale private investment, and new jobs within the area are needed to stimulate increased reinvestment and community pride within nearby residential areas.

This gateway is very prominently located near the City boundaries. In order to access 40th Street and its supporting industrial users, drivers must use the I-4 entrance/exit within this node. In addition, as stated in the area of interest rationale, some existing business owners have expressed an interest in property reinvestment. In this node, there is perhaps the greatest opportunity for the following types of redevelopment:

- Upgraded hotel development.
- Supporting food and beverage outlets, preferably sit-down (sit-down restaurants are particularly lacking in East Tampa).
- Office development directly abutting transportation corridors, outside of the existing residential development.

Area C - Northeastern Gateway

There is an opportunity to transform the northeastern corner into an attractive CRA and City boundary. Currently, dilapidated trailer parks and under-utilized businesses have proliferated and continue to depress adjacent land/business values along Hillsborough Avenue. Historically, this area served an industrial base of businesses. Since the creation of the CRA, this area has started to integrate large multi-family developments, such as the Brandywine and Park Terrace Apartments complexes. Several parcels along the Hillsborough Avenue corridor are good candidates for redevelopment.



East Tampa Strategic Action Plan

This gateway is very prominently located near the City boundaries. Given the presence of some relatively large parcels, and their access to Hillsborough Avenue, this area is well-suited for the introduction of a large retailer.

Area D -Central Hillsborough Avenue

This node is located along the Hillsborough Avenue principal corridor. And while it is not known at this time where future transit lines will be constructed in Tampa, one possibility would be to utilize existing CSX rails which extend throughout East Tampa. The farmer's market is a unique community feature within this node that could draw from a larger regional audience if it was better supported by compatible uses.

The construction of Meridian Pointe Apartments was the introduction of high-density residential housing to the Hillsborough Avenue corridor within East Tampa. Current uses, such as the Funlan Drive-in Theater and the Farmer's Market only consume a fraction of their total parcel and, consequently, do not provide the highest and best use for property in this location.

The parcels within this node are sufficiently large to accommodate a variety of retail/commercial and office uses. Both north and south parcels within this node are well-suited for housing a "big box" development without a significant amount of land assemblage. Alternatively, a strip commercial development, anchored by a recognizable retailer, can also be accommodated. It should be noted that preservation of the existing farmer's market, as a community resource and development niche, is recommended within future development schemes.



BUSINESS DEVELOPMENT STRATEGIES / PROGRAMS

This section provides an overview of a number of programs that can be used to provide incentives or inducements to businesses or entrepreneurs expressing interest in redevelopment projects within the East Tampa CRA. The City of Tampa through its East Tampa Development office and the ETCRP has established a number of programs currently funded through TIF revenues. An example of these business development programs is the CRA Commercial Façade Grant Program that will become functional in fall 2009.

- ◆ **Recommendation:** Business development programs should continue to be funded, at their current levels, unless or until the conditions upon which they are established substantially change over time. For the purposes of this study and the financial modeling that accompanies this effort, some potential phase-out dates, and the rationale for their discontinuation, have been contemplated and are included in this report.

In addition to the established and successful TIF funding initiatives in East Tampa, this Plan also recommends the creation of several new TIF subsidized programs. These programs are described in detail along with recommended funding levels.

Overviews of other state and local redevelopment incentives, job creation/target industry incentives and beneficial tax incentives that may offer additional funding potential are included in APPENDIX 6. Applicable programs in these areas should be used in conjunction with or in lieu of TIF funding, as applicable, to maximize potential redevelopment funding utilization.

Finally, state and local infrastructure improvement funding programs are listed in APPENDIX 7. While the list of potential funding sources included within this section is brief, the sources listed are of particular importance to this Plan. Specifically, the City of Tampa Capital Improvement Budget should be reviewed on an annual basis for potential TIF leveraging opportunities.

As a general strategy, the CRA and the ETCRP should carefully assess the potential funding strategies from the various programs outlined in this section on a case-by-case basis to maximize reinvestment activity within the East Tampa CRA. It should be stressed that the CRA is not limited to the funding sources and strategies outlined within this section. Given the trends in escalating construction costs, land values, and the availability of low-cost sites outside of East Tampa, the CRA may need to consider additional cost subsidies to entice developers in the future, such as "gap" funding assistance or providing reduced rental rates on select sites or to attract particularly desirable projects.

East Tampa Strategic Action Plan

TIF Funding Assistance

Several new programs that offer Tax Increment Financing (TIF) assistance are recommended by this Plan. For the most part, this Strategic Action Plan outlines general types of programs, their objectives, and minimum eligibility requirements. Specific program guidelines will need to be developed following this adoption of this Plan. Additional application criteria and eligibility may apply as program details are further outlined.

TIF is a valuable development tool, which may be used to help finance eligible improvements to property in the East Tampa CRA. The fundamental principle that makes TIF viable is that it is designed to encourage development which would not otherwise occur. The City, through the East Tampa CRA office, is responsible for providing the expertise that will assure that the project would not occur “but for” the assistance provided through TIF. All projects should demonstrate significant public benefit. TIF assistance is intended to assist construction of public improvements and support developments that will:

- Create new jobs.
- Retain existing jobs.
- Eliminate blight.
- Strengthen the economic base of the CRA.
- Increase property values and tax revenues.
- Create economic stability.
- Stabilize/upgrade existing neighborhoods and areas.

In part, these programs have also been created to address improvement costs that relate to infrastructure improvements identified in this Plan as needed, but not critical for the function of the system. Specifically, the presence of certain water and wastewater deficiencies, for example, will not necessarily impede redevelopment, nor will their repair attract development. However, TIF subsidy of the repair will ultimately make redevelopment less costly/risky and as a result, more attractive to entrepreneurs.

- ◆ **Recommendation:** Develop and implement private development incentive programs to lower redevelopment costs and attract redevelopment on sites with identifiable infrastructure upgrade requirements.

Target Industries

The Community Redevelopment Plan defines target industries as a “clearly desirable broad industry grouping of companies that are identified for recruitment to an area.” Target industries identified by in this Plan include:

- Non-auto retail, preferably in the form of a national anchor within key nodes, focused on fulfilling the needs to serve a historically generally under-served community.
- Business services including banks and other corporate service campuses which have tended to locate on the fringe of Downtown immediately to the south of East Tampa.
- Hospitality and entertainment in Hillsborough County to the east of the East Tampa.
- Long term regional construction within and surrounding the defined CRA area.

Based on the market assessment that was conducted as part of this Plan, the industries noted above all appear to have a long term growth horizon in East Tampa and the surrounding area. A job and business creation strategy, which establishes a risk capital revolving fund, is proposed by this Plan. It is specifically intended to build wealth and jobs from within the community by targeting the above-mentioned businesses and real estate investment types.

Niches strive to serve target markets with unique/quality products or service. The more expanded the trade area, the greater likelihood that the niche will draw customers from more distant communities. East Tampa is in a position to capitalize on a larger share of its existing niches, which includes: cemetery, fresh produce, ethnic food, and/or port distribution support services. Spatial placement/clustering of niches are a key part of fostering their development. It is recommended that future additions to the niche market be physically located in a manner that is not interrupted from supporting businesses by incompatible development types. Fortunately, as a CRA, the East Tampa CRA office and the ETCRP have some control over the type and location of new businesses. Over time, it is expected that these industries will grow and become more visible through business expansion, recruitment of new businesses and cooperative advertising/promotion.

- ◆ **Recommendation:** Create large scale and small scale new development incentives (TIF sharing).

Large-Scale Private Development Incentive Program

- Program Focus / Objectives
 - Attract new, high quality, large-scale private development.
 - Spur additional development and private investment.
 - Facilitate projects that are “catalytic” in nature (includes projects that are, and are not, specifically identified within this Plan).

East Tampa Strategic Action Plan

- Intended Desirable Outcomes
 - Increase the tax base and therefore TIF revenue.
 - Reduce the amount of vacant/underutilized land.
 - Produce a positive substantial visual impact while reducing blight.

This is a performance-based tax incentive program that is based upon a combination of existing programs currently in existence within North Miami Beach, the City of Lakeland, and the City of Fort Lauderdale. Within East Tampa, it is recommended that participation be limited to projects with taxable values of \$1 million or more.

Post construction, following placement on the tax rolls, a portion of the TIF generated specifically by the project may be used to reimburse specific private development expenses through a series of annual installments. The type of expenses and the percent of total eligible reimbursable costs are as follows:

- Program extends for a 10-year period - Phase I 2009-2014, Phase II 2015-2018, and Phase III 2019-2022.
- Applicants are eligible to be reimbursed up to a maximum of \$2 million per project.
- Projects receiving funding under this program are not eligible to receive funds from the Small-Scale Private Development Incentive Program.

| Improvements Eligible for Reimbursement - Potential Phased Benefits | | | |
|---|-------------------|-------------------|------------------|
| | Phase 1 50-80% | Phase 2 35-60% | Phase 3 5-40% |
| Demolition, Site | X | | |
| Preparation, Remediation | X | X | |
| Infrastructure Assistance | X | X | X |

Small-Scale Private Development Incentive Program

- Program Focus / Objectives
 - Attract new, high quality, small to medium-scale private development.
 - Spur additional development and private investment.
- Intended Desirable Outcomes

- Increase the tax base and therefore TIF revenue;
- Reduce the amount of vacant/underutilized land; and
- Produce a positive substantial visual impact while reducing blight.

This is a performance-based tax incentive program that is based upon the same combination of existing programs as referenced in the "Large-Scale Private Development Incentive Program." However, in this case, it is recommended that participation be limited to projects with taxable values of less than \$1 million.

Post construction, following placement on the tax rolls, a portion of the TIF generated specifically by the project may be used to reimburse specific private development expenses through a series of annual installments. The type of costs and the percent of total eligible reimbursable costs are as follows:

- Program extends for a 10-year period - Phase I 2009-2014, Phase II 2015-2018, and Phase III 2019-2022.
- Applicants are eligible to be reimbursed up to a maximum of \$100,000 per project.
- Projects receiving funding under this program are not eligible to receive funds from the Large-Scale Private Development Incentive Program.

| Improvements Eligible for Reimbursement - Potential Phased Benefits | | | |
|---|-------------------|-------------------|------------------|
| | Phase 1 50-80% | Phase 2 35-60% | Phase 3 5-40% |
| Demolition, Site | X | | |
| Preparation, Remediation | X | X | |
| Infrastructure Assistance | X | X | X |

Business Expansion/Renovation Incentive Program

- ◆ **Recommendation: Establish a Business Expansion/Renovation Incentive Program.**
 - Program Focus
 - Enhance existing businesses within the CRA.

East Tampa Strategic Action Plan

- Program Objectives
 - Enhance the viability of existing businesses within the CRA.
 - Address the employment needs of East Tampa CRA residents.
 - Provide opportunity for owners and tenants to participate in the revitalization effort.
 - Spur additional development and private investment.
- Intended Desirable Outcomes
 - Increase employment with high quality jobs.
 - Increase property values.
 - Increase the tax base and TIF.
 - Increase the square footage of space available for lease.
 - Reduce the amount of vacant land.
 - Spur additional development and private investment.
 - Retain existing jobs.
- Eligibility Requirements - participant firms must be:
 - An existing business within the CRA that is interested in expanding or renovating their facilities.
 - In compliance with program goals as well as the goals of the Community Redevelopment Plan and Strategic Action Plan.
 - Eligible proposed expansion/renovation activities must result in an established minimum property assessment increase. An expansion to consolidate existing businesses within the CRA does not qualify.
 - Additional criteria as determined.

Revolving Loan Fund

One of the more aggressive employment creation strategies in urban areas is often the most direct way of building wealth and jobs from within the community. Risk capital, even in moderate and middle-income minority neighborhoods, is one of the great challenges skilled and experienced workers face in starting their own businesses. Capital is difficult to come by in almost any community, but the network of local capital providers, family members, and community based investors who provide entrepreneurs with startup funding in majority and immigrant communities is often not present to the same extent in some minority neighborhoods. This dampens the opportunity for new business creation among even the most skilled and well positioned entrepreneurs.

- ◆ **Recommendation: This Plan recommends establishing a modest sized Revolving Loan Fund (risk capital) within East Tampa, which is structured as outlined below.**

Based upon a series of conversations with local and national experts experienced in community investment funding structures we recommend the following structure for an East

Tampa at risk capital investment fund which utilizes TIF in a way that mitigates the risk of the CRA investing in this fund. The structure is intended to insure that TIF funds essentially serve as matching funds for private capital and should include the following key elements:

- The fund should be managed by a board which is made up of major stakeholders including the Partnership, CRA, and Banks/Investors which place capital into the fund.
- While the fund may invest in real estate based project as well as businesses, the ratio of real estate investments to business investment should be maintained at 50/50 to insure adherence to the fund's mission. This ratio helps mitigate risk to the fund by insuring that secured real estate loans offset higher risk unsecured business loans.
- Consistent with other examples around the country, TIF funding ratios should be approximately \$4.00 of private capital for every \$1.00 of TIF for real estate loans and approximately \$2.00 of private capital for \$1.00 of TIF for business loans.
- The East Tampa Community Investment Fund will be an independent community loan fund with limited staff. There are similar funds throughout the State which East Tampa can contract with to provide underwriting and loan management services. Once staff has developed the necessary skills, the fund may bring operational services in-house.
- While the fund will not necessarily have more relaxed underwriting standards (debt coverage and loan-to-value ratios) than typically found in commercial banks, the cost of capital and amortization in relation to risk can be significantly improved as a result of access to certain pools of funding and social capital investors available only to community reinvestment funds. The funds geographic and charter limitations will also force the fund to identify viable businesses within the East Tampa community, attract job creating businesses to the community, and market and outreach to businesses that otherwise may not be aware of lending opportunities for expansion or are not generally organized around obtaining debt even when it would be of value.
- The fund should require that businesses in which it invests provide assurance that it will attempt to hire residents from within East Tampa before recruiting outside of the area.
- Loans should be targeted to businesses and real estate investments in retail, hospitality, business services, and construction as these are key growth and investment areas based upon the market assessment produced in conjunction with this Plan.

East Tampa Strategic Action Plan

- A specific business Plan will have to be developed for the fund, \$75,000. The fund should be capitalized with approximately \$250,000 of TIF funds per year for 5 years.

Transportation Impact Fee Waiver

The City of Tampa Ordinance 9362A, passed in 1986, imposes an impact fee on land development in the city. Fees are based upon the type of development, the development capacity (i.e. increased square feet, number of students, etc.) or other traffic trip generation measure created by the development, and the district in which the development resides. Revenues are used to provide roadway improvements and related infrastructure necessitated by new development.

In October of 2004, Chapter 25 Section 74 was passed which approved the creation of a "No Transportation Impact Fee Zone," within East Tampa. This three year exemption was amended to reinstate the fee waiver for a period commencing on October 19, 2007 through October 20, 2010. The "No Transportation Impact Fee Zone" applies to all development within East Tampa including the designated CRA.



Brownfields Assessment Grants

The City of Tampa's Brownfields Assessment Project for the East Tampa Target Area (ETTA) is a community-wide assessment effort to perform Phase I and II Environmental Site Assessments (ESAs) and a public health monitoring program.

In 2004, the City of Tampa was selected for \$200,000 in EPA Brownfields Assessment Grants to conduct environmental site assessments in targeted redevelopment areas with potential hazardous substances and petroleum contamination. The East Tampa target area was one of the redevelopment areas identified in the grant. In 2007, the ETTA was again selected for a \$400,000 assessment grant. Grant funds may be used to perform Phase I and II assessments in the East Tampa study area.

LAND ASSEMBLAGE

In the CRP, TBE group, Inc. performed an extensive analysis of properties that met criteria indicating that they were consistently delinquent with taxes or have a large number of code violations. The goal of the analysis was not to specifically identify any property for acquisition through *eminent domain*. Rather, it was to provide the Community Redevelopment Agency with some measurable criteria for determining if certain properties are an asset, detriment or opportunity to the area and then lists these properties. The following criteria were established for assistance and/or land acquisition:

- Properties with 12 or more violations within a two-year period.
- Properties that were tax delinquent for two or more years.
- Properties with 25 or more calls for police service in a one year period.

Assembling land has become an increasingly daunting challenge. In 2006, following adoption of the CRP, Governor Jeb Bush signed into law House Bill 1567, which prohibits localities from transferring land from one owner to another through the use of *eminent domain* for 10 years, effectively eliminating condemnations for private commercial development. It also forbids the use of *eminent domain* to eliminate conditions of blight, instead requiring municipalities to use their police powers to address properties that actually pose a danger to public health or safety. At the same time, opportunities for non-*eminent domain* acquisition have become increasingly limited largely due to rapidly escalating land values. The desired outcomes for an effective land assemblage strategy are:

- Increase investment activity within East Tampa through the availability of City-owned land and the ability to mark-down the land cost to desirable private development.
- Reduce the numbers of problematic, unmarketable, unusable, vacant, or under-utilized parcels within the CRA. In turn, this will reduce opportunities for criminal activity and the presence of blight.

East Tampa Strategic Action Plan

- Transform problematic, unmarketable sites into usable, contributing plots of land within the CRA. It is anticipated that the majority of candidate parcels will be small and possibly scattered (non-contiguous). These lots are perhaps best suited for the construction of infill housing or small pocket parks.
- Redevelop vacant or under-utilized parcels, regardless of size. Assembling a large number of small parcels in close proximity to one another can present a significant hurdle to private sector redevelopment. Public sector intervention in the form of parcel assembly can increase the marketability and development potential of those parcels, particularly in areas ripe for development.

The preferred assemblage strategy is contained within the context of a "land cost mark-down," as proposed within the large-scale and small-scale private development incentive programs. Within these programs, approved projects would be eligible to receive a portion of TIF revenue generated specifically by the project as a reimbursement of expenses. However, there are instances where other parcels, not currently being pursued by private investors, should be considered for acquisition by the CRA.

- ◆ **Recommendation: Initiate land assemblage strategy to support additional development opportunities.**

SOCIAL COMPACT DRILLDOWN

In partnership with the City of Tampa Department of Economic and Urban Development, Social Compact applied its Neighborhood Market DrillDown analysis citywide with a particular emphasis on Tampa's Community Redevelopment Areas (CRAs), including East Tampa. (Note: DrillDown study areas are conducted by census block groups and thus may not correspond exactly to CRA boundaries.).

The 2008 Tampa DrillDown serves as an additional source of information that can aid local government, community and business leaders to uncover market strengths and opportunities in the City's underserved neighborhoods, attract investment to these areas, and inform the City's comprehensive economic development agenda going forward.

TAMPA DRILLDOWN HIGHLIGHTS

The DrillDown depicts greater market size, roughly 37,000 more people than reported by Census 2000 in the study area.

- The DrillDown population estimate of 346,037 is 12% higher, roughly 37,000 more people, than the Census 2000 population count of 309,058.

- DrillDown population estimates differ most from Census 2000 in Channelside CRA and Downtown CRA, where DrillDown population estimates are more than double Census 2000 figures.

Higher average household incomes, up 20% from Census 2000 reported incomes, signal greater buying power.

- The DrillDown estimates the average household income of Tampa residents at roughly \$64,000, a 20% increase from the Census 2000 average income of roughly \$53,000. Average household income increased the most in Channelside CRA (54%), Drew Park CRA (53%), Tampa Heights CRA (51%) and Ybor CRA (81%).
- In addition, the average income of individuals who purchased homes in Tampa between 2003 and 2006 (\$98,000) is 86% above the average income of city residents in 2000. Notably, the average income of new homebuyers in Central Park CRA and Tampa Heights CRA is more than four times the average income of neighborhood residents in 2000, and new homebuyers in Channelside CRA and Drew Park CRA report average incomes more than twice the 2000 income of residents in those areas.

Income density in the City of Tampa, estimated at just over \$100,000 per acre, is more than twice the Tampa - St.Petersburg - Clearwater metropolitan statistical area (MSA) average of \$42,000. Downtown CRA, East Tampa CRA, and Ybor CRA all boast income densities more than double the city average. \$500 million in missed aggregate income demonstrates greater market strength throughout the study area.

- The DrillDown aggregate income estimate for the study area, totaling more than \$9 billion, exceeds conventional market estimates by \$500 million. DrillDown analysis reveals an informal economy worth 6% (\$500 million) of the total study area economy, and is considered unrecognized income missed by conventional market estimates.

The DrillDown documents notable market stability, characterized by home ownership and rising home values in the study area.

- The DrillDown estimates that roughly 75% of residential buildings are owner occupied. Homeownership, when measured by building, is 20% above the Census 2000 reported figures, which measure owner occupancy by residential unit. By measuring homeownership at the building level, the DrillDown reveals a greater presence of stakeholders in the study area.

East Tampa Strategic Action Plan

- The DrillDown estimates 25% of residential buildings citywide have undergone some rehabilitation (additions, alterations, and repairs) between 2000 and 2007.
- The DrillDown estimates median home sale value in the City of Tampa at \$214,000, more than twice the Census 2000 reported value of roughly \$100,000.

EAST TAMPA DRILLDOWN KEY FINDINGS

- Identified population at 35,000, which exceeds conventional market estimates by 5,000.
- Identified aggregate neighborhood income at \$465 million, exceeding conventional market estimates by \$51 million.
- Reported that 17.4% of East Tampa residences have undergone some rehabilitation (additions, alterations, and repairs) between 2000 and 2007, indicating neighborhood self investment and market stability.

| BUSINESSES | Total # | Total Revenue | Total # Employees | Estimated Employee Annual Spending Potential |
|----------------|---------|---------------|-------------------|--|
| All Businesses | 1,057 | \$3 Million | 12,138 | x 2,787 / yr = \$33.8 Million in employee spending |

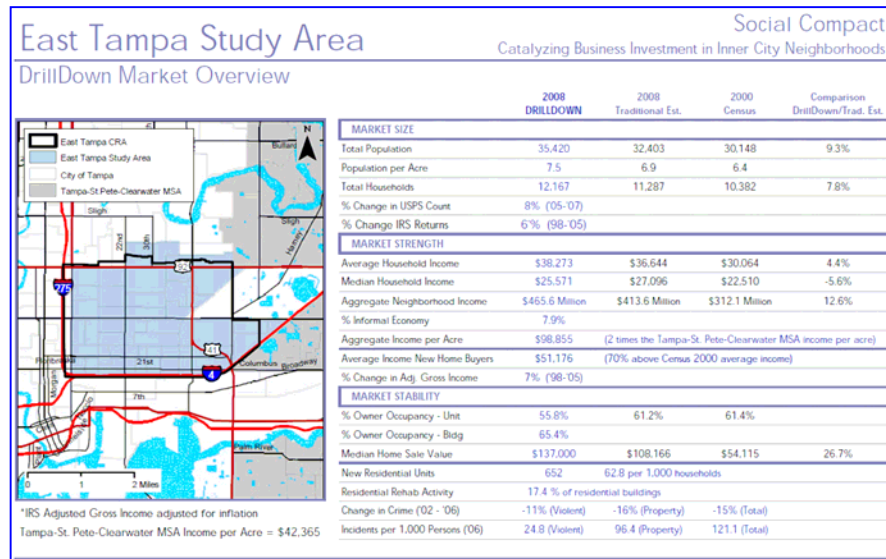
| RETAIL DEMAND | Estimated Revenue | Resident Expenditures | Estimated Leakage | Estimated Sq. Ft. Potential |
|---------------|-------------------|-----------------------|-------------------|-----------------------------|
| All Retail | \$225.0 Million | \$147.5 Million | -\$77.5 Million | |
| Apparel | \$0 Million | \$15.9 Million | \$15.9 Million | 46,909 |
| Grocery | \$61.8 Million | \$33.0 Million | -\$28.8 Million | 0 |
| Restaurants | \$18.4 Million | \$23.0 Million | \$23.0 Million | 98,417 |

| GROCERY DEMAND | Total # | # per 10K HH | Average Distance | Total Expenditures | Total Leakage | Estimated Sq. Ft. Potential |
|---------------------------|---------|--------------|------------------|--------------------|-----------------|-----------------------------|
| All Grocers | 20 | 16.4 | | \$33.0 Million | | |
| Full Service Grocers Only | 2 | 1.6 | 0.83 mi | | -\$28.8 Million | 0 |

| FINANCIAL SERVICES | Total # | # per 10K HH | Average Distance |
|---|---------|--------------|------------------|
| Banks & Credit Unions | 4 | 3.3 | |
| Banks Only | 1 | 0.8 | 1.01 mi |
| Pawnshops, Checkcassers, Payday Lenders | 13 | 10.7 | 0.99 mi |

% of Households lacking credit histories = 14%

EAST TAMPA DRILLDOWN REPORT



TAX INCREMENT FINANCING (TIF)

EAST TAMPA TIF PROJECTIONS

Creating accurate and comprehensive financial projections are critical to effective planning. Credible financial models identify relevant economic issues and put current short and long term economic trends into perspective. Lambert Advisory, working in close collaboration with City staff, developed a ten year projection (through FY19) of TIF revenues. The projections took into account:

- The profile of the types of properties within the East Tampa CRA and their historical assessed values.
- The impacts of the 2007 tax reform (reduced assessments and millage). The 2007 tax reform reduced the FY08 East Tampa TIF revenue by approximately \$750,000.
- The impacts of the 2008 Amendment 1 (increased homestead exemption).
- Economic conditions of 2008/09 and a multi-year recovery period.
- The certified assessed values for FY09.

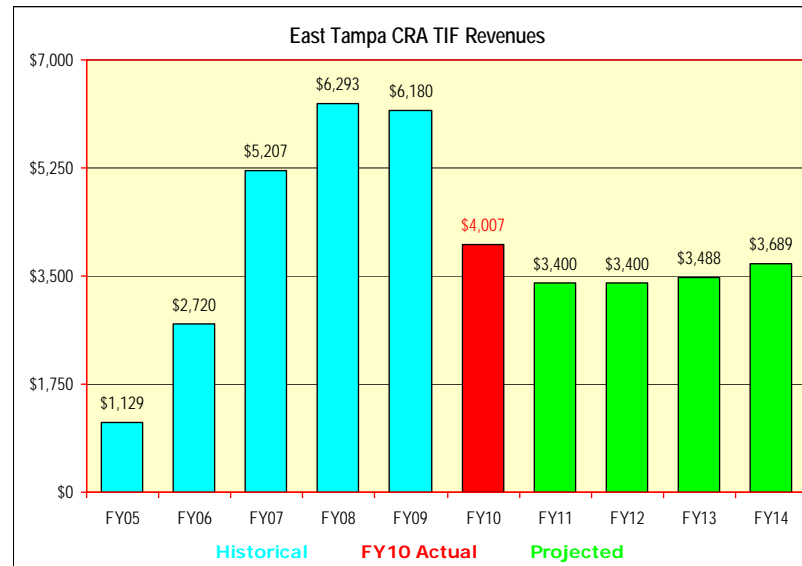
East Tampa Strategic Action Plan

East Tampa - CRA / Property Profile Summary for FY10

| | |
|---|---------------------|
| CRA Base Year / Area (Acres): 2003 | 4,817 |
| Base Year Taxable Assessment: | \$492,472,827 |
| Current Taxable Assessment: | \$853,954,177 |
| Change from Base Year \$ (Increment) / %: | \$361,481,350 74.6% |
| FY10 TIF Revenue (@95%): | \$4,007,220 |

| Property Profile: | Counts | Values | Space (sf) |
|--|--------|---------------|------------|
| Residential | 11,041 | \$574,633,126 | 14,024,320 |
| Homestead | 5,421 | | |
| Non-Homestead | 5,620 | | |
| Commercial/Industrial | 1,184 | \$262,563,905 | 5,135,863 |
| Institutional/Miscellaneous (adjusted) | 1,071 | \$16,727,146 | 4,478,038 |
| Hotel Rooms | 300 | | |
| Meeting Space (sf) | 5,000 | | |

The assumptions used in the TIF revenue projections in this study were reasonable, but conservative and were based on the value of existing properties, without speculation on the value or timing of the catalytic projects proposed earlier in this section. In the "East Tampa CRA TIF Revenues" graph below, you will see the slight decline of FY09 TIF revenue, due primarily to the statewide tax reforms of 2007 and 2008. The FY10 TIF revenue of \$4,007,220, calculated on the "Certified Tax Role" for East Tampa from the Hillsborough County Property Assessor, reflects a substantial decline from FY09, due primarily to the impacts of national and local economic conditions during 2008 and 2009. This Plan and the prioritization of recommended projects focus on the next five years - FY10 to FY14.



PROJECT PRIORITIZATION / IMPLEMENTATION - PAY AS YOU GO

As defined in ss163, CRAs are allowed to issue bonds to pay for infrastructure improvements in the redevelopment area. Payment of the bond debt service is supported by dedicated TIF revenue generated within the CRA. At the initiation of this Plan it was anticipated that a bond financing scenario would be presented to accelerate the programs and capital projects proposed herein. During the research/planning phase of this Plan, it was determined that TIF revenues were growing annually and seemed to be dependable and predictable - a sound foundation for a TIF bond financing strategy.

The impacts of changing economic conditions during 2008 and 2009 have resulted in:

- The substantial decline of FY10 TIF revenue from FY09,
- The anticipation of continued decline in TIF revenue in FY11 (less severe than the FY09 to FY10 decline, but still substantial),
- The expectation of a sluggish recovery of TIF revenue from FY11 to FY14, and
- In 2015 (Year 11 of the CRA) and thereafter, the district retains only 80% of the County TIF allocation versus 100% of the County TIF allocation during the first 10 years of the CRA.

Considering the above conditions and recognizing that there are many community programs that available TIF revenue must continue to support, the possibility of structuring a TIF bond financing program within the study period does not seem viable.

However, it is important to recognize that constructing the capital improvement recommendation presented in this Plan is critical to East Tampa's ability to attract and support new investment. Therefore, this Plan proposes a "pay as you go" approach to construct the critical capital improvements, balanced with the need to continue funding community programs. The multi-year fund sources/use budget proposal is shown in the chart below.

East Tampa Strategic Action Plan

| East Tampa Strategic Action Plan Cumulative Sources / Uses Of Funds FY09 to FY14 (rounded to nearest thousands) | | |
|---|---------------------|---------------|
| Funding Sources | TIF Revenues | |
| | Revenue Sources | % Of Tot |
| TIF Revenues | \$24,164,000 | 93% |
| *Other Revenues | \$1,807,000 | 7% |
| Total Funding Sources | \$25,971,000 | 100% |
| | | |
| Use of Funds | Uses | % of Total |
| Capital Projects | \$12,649,000 | 49% |
| Enhance 22nd St. (23rd to MLK) <small>3/5 years funded</small> | \$7,541,000 | |
| Enhance 22nd St. (I-4 to 23rd) | \$4,608,000 | |
| Hillsborough Ave. & 30th St. Stormwater | \$500,000 | |
| Economic Dev/Land Assemblage | \$2,205,000 | 8% |
| Community Programs | \$8,965,000 | 35% |
| Cord St. & 18th Ave. Improvements (Incentive) | \$550,000 | |
| Housing Rehabilitation | \$1,800,000 | |
| Community Improvement Projects (infrastructure) | \$2,168,000 | |
| Clean City Enhanced Services | \$1,872,000 | |
| Commercial Business Façade | \$1,000,000 | |
| Environmental Detective | \$809,000 | |
| Marketing and Partnership Development | \$212,000 | |
| Maintenance of Community Lakes | \$258,000 | |
| District Street Lighting - Pedestrian | \$296,000 | |
| CRA Management | \$2,152,000 | 8% |
| Total Funding Uses | \$25,971,000 | 100.0% |
| * "Other Revenues" includes City CIP, State, Federal, SWFWMD, and interest earned on unused financing proceeds. | | |

Should future TIF revenues increase or favorable municipal TIF financing be available, the following capital improvement projects are a priority for funding:

- 34th Street Enhancements
- 29th Street Enhancements
- Extend Lake Avenue Enhancements
- Hillsborough Avenue Enhancements

- Melbourne Roadway Enhancements
- Columbus Avenue Re-signalization
- Nebraska Avenue Landscaping

◆ **Recommendation:** Monitor local economic conditions and continue to update the East Tampa TIF revenue projections to determine if a TIF bond financing program becomes feasible in the future.

10) KEY ANALYSIS FINDINGS-SUMMARY

- **Community Support:** The community is eager to encourage private development that helps transform East Tampa into a community of vibrant residential, business, recreational, social and cultural life.
- In addition to TIF, the City has invested significant resources including:
 - More than \$1 million in State Housing Initiatives Partnership and \$1.6 million in Home Investment Partnership funding for affordable housing developments such as Park Terrace Apartments, Meridian Pointe and Centro Place.
 - More than \$2.2 million in Community Development Block Grant funding for Belmont Heights Estates, road resurfacing and redevelopment assistance to local businesses.
 - \$12.8 million in Community Investment Tax and other public resources to fund improvements to Cuscaden Pool, Cyrus Greene Community Center and stormwater projects.
 - \$19 million in major water and wastewater facilities and infrastructure replacements and upgrades.
- **Market Opportunities:** In partnership with the City of Tampa Department of Economic and Urban Development, Social Compact conducted a citywide Market DrillDown analysis with a particular emphasis on the East Tampa CRA. The 2008 DrillDown provided timely and accurate market and demographic information to supplement Claritas and census-based projections. This tool will aid the City and community and business leaders to attract private investment to the area. This resource will also assist in the creation of economic development strategies. Key DrillDown Findings:
 - Identified total area population at 35,000, which exceeds conventional market estimates by 5,000.
 - Identified aggregate neighborhood income of \$465 million, exceeding conventional market estimates by \$51 million.

East Tampa Strategic Action Plan

- Reported that 17.4% of East Tampa residences have undergone some rehabilitation (additions, alterations, and repairs) between 2000 and 2007, indicating neighborhood self-investment and market stability.
- Redevelopment and Land Use: More than 40% of the East Tampa CRA is designated as residential. Successful future redevelopment will be supported by incorporating higher density and/or mixed-use designations, particularly along major corridors, near future mass transit stops, and at development nodes.
- Private Investment: Local investors have indicated a preference for high traffic gateways and transportation corridors for “near-term” investment. In general, investors are attracted to areas and corridors where significant public-sector improvements have been made.
- Capital Improvements:
 - Focus on the areas with high private sector investing and development interest.
 - Focus on improving quality of life and aesthetics within neighborhoods.
 - Support future regional transportation planning.
 - Focus on enhancing the linkage systems such as roadways, parks, pedestrian systems and stormwater systems, such as:
 - Examples of linkage systems targeted for improvement: N. 22nd St, Nebraska, Hillsborough, Lake, 34th, 29th, Columbus, Melburne.
 - N. 22nd St. was identified in the East Tampa Community Redevelopment Plan, and reconfirmed in community workshops in 2008, as a high priority for improvement. It is one of East Tampa’s vital corridors connecting Ybor City, the Crosstown Expressway and I-4 to Hillsborough Avenue. Additionally it has higher bus transit ridership, and serves as a residential collector road.
- Infrastructure:
 - Solid Waste – Illegal dumping is prevalent on vacant land and within the right-of-ways. Removing these eyesores is critical to improving investment appeal.
 - Stormwater – The majority of East Tampa is not prone to flooding. However, stormwater facilities consume large amounts of land and are not aesthetically pleasing. These sites offer opportunities for aesthetic enhancements and community recreational use.
 - Wastewater – The current system possesses adequate capacity for existing development and some level of anticipated redevelopment and increased density. Two wastewater pumping stations are being rehabilitated.
 - Water: The majority of the system is relatively old with greater potential for failure. The Water and Wastewater Departments have long-range capital improvement plans to address these issues.
- Parks and Recreation – Many of the park amenities are dated, fields have highly worn surfaces, and courts and parking areas are in need of resurfacing. Additionally, area walkability and park accessibility is an issue.
- Incentives for Development: As appropriate, TIF and non-TIF supported programs and incentives should be offered in order to offset development costs and to entice businesses to locate to or expand in the area.
- Housing: Steps should be taken to improve the condition of the existing housing stock, increase the number of high quality multi-family housing units, and to put vacant houses and lots into productive use. The Housing and Community Development Division will continue to monitor foreclosures. The Division is also developing a TIF-supported housing rehabilitation program to assist eligible homeowners.
- Job Growth:
 - East Tampa lacks sufficient employment within the CRA boundaries. Strategies should be developed to increase gainful employment opportunities that meet the economic needs of area residents.
 - Enhancing access to major employment centers outside of East Tampa is critical to the prosperity of its residents.
- Staffing Requirement: If the East Tampa CRA can obtain financing for capital improvements, the four major corridor improvement projects will be implemented within a six-year timeframe. Additional Urban Development staff may be necessary to manage the complexities of these multi-year projects.

RECOMMENDATIONS SUPPORTING KEY STRATEGIES

All of the Plan’s recommendations are grouped under each of the key strategies listed below. It should be recognized that many of the recommendations apply to more than one of the strategies. An attempt was made to place the recommendations under the most relevant strategy. The strategy under which the recommendation appears is not particularly important.

East Tampa Strategic Action Plan

STRATEGY 1: INVEST IN NEIGHBORHOODS TO IMPROVE QUALITY OF LIFE AND ENCOURAGE PRODUCTIVE, PRIVATE INVESTMENT.

- ◆ **Recommendation:** The continued voluntary participation and insight of residents and business owners is critical to ensuring that new development remains faithful to the established community pattern and history.
- ◆ **Recommendation:** Continue to provide TIF funding to support the Environmental Crimes Unit until 2014- \$123,000 annually.
- ◆ **Recommendation:** Continue to use TIF to fund Clean City - \$384,000 annually.
- ◆ **Recommendation:** Transform some of the small City/CRA owned sites into pocket parks using TIF for the conversion costs - estimated unit cost excluding land value: park with play structure \$150,000, park without play structure \$50,000.
- ◆ **Recommendation:** Following completion of the pilot pond projects, a portion of the TIF should be used to facilitating future stormwater pond beautifications – estimated cost \$1 million per pond (may vary substantially).
- ◆ **Recommendation:** Alleviate flooding at the intersection of Hillsborough Avenue and 30th Street. The Stormwater Department has requested \$800,000 funding from the Southwest Florida Water Management District (SWFWMD) to be leveraged by TIF funds - \$1,000,000.
- ◆ **Recommendation:** Generally, the City should develop flood mitigation strategies for other closed basin areas.
- ◆ **Recommendation:** A TIF budget should be continued to fund neighborhood improvements on a continual basis to help address resident-requested improvements.
- ◆ **Recommendation:** Continue to strive for more effective methods of dealing with repeat code offenders, such as stiffer fines and accelerated fine increases. This need will be emphasized given the increasing amount of properties in foreclosure owned by out of town banks.
- ◆ **Recommendation:** Continue TIF support of the Housing Rehabilitation Program.
- ◆ **Recommendation:** Utilize housing rehabilitation dollars and acquisition foreclosure dollars to partner with the state approved weatherization program, such as currently administered by Tampa Hillsborough Action Plan, or other state approved partner.
- ◆ **Recommendation:** Housing Division will institute a home maintenance program for homeowners.
- ◆ **Recommendation:** Organize community outreach and support campaigns, coordinated with the ETCRP, to facilitate the acceptance of contextually-sensitive, higher density multi-family developments and town homes.
- ◆ **Recommendation:** Encourage property and business owners and residents to participate in the Community Planning through Form-Based Codes efforts for the Seminole Heights neighborhood and the 40th Street Corridor and urge that the balance of the East Tampa CRA boundary be included in a study for a Community Vision Plan as soon as possible.
- ◆ **Recommendation:** Institute a Property Management Training Program supported by TIF to improve landlords' property management skills - \$20,000 annually.
- ◆ **Recommendation:** As redevelopment occurs, replace older segments of the sewer, particularly if it is currently located on an easement rather than within the roadway.
- ◆ **Recommendation:** Generally, TIF revenue should be used to leverage or expedite other funding sources for wastewater projects within East Tampa.
- ◆ **Recommendation:** As redevelopment occurs, replace older segments of the water distribution system, particularly if it is currently located on property easements rather than within the roadway.
- ◆ **Recommendation:** Any proposed zoning code changes and/or changes in zoning methodologies in the area must model the physical form of the Ybor City Local and National Historic Districts and should be consistent with the historic patterns of development.
- ◆ **Recommendation:** Consider replacing all existing generic neighborhood signs with custom art signs, representative of individual neighborhoods.
- ◆ **Recommendation:** East Tampa neighborhood organizations should participate in the City's Neighborhood Sign Program.
- ◆ **Recommendation:** Continue to educate the community and decision-makers about operation and maintenance costs related to parks.
- ◆ **Recommendation:** It would be beneficial for the ETCRP to form a sub-committee that serves as an official, neighborhood park steward.
- ◆ **Recommendation:** Participation in the City of Tampa Neighborhood Speed Watch Program is highly recommended prior to the installation of any pedestrian enhancement improvement.

East Tampa Strategic Action Plan

STRATEGY 2: IMPROVE THE APPEARANCE AND INVESTMENT APPEAL OF HIGHLY VISIBLE GATEWAYS AND MAJOR CORRIDORS.

- ◆ **Recommendation** - Nebraska Avenue: Nebraska Avenue represents one of the highest utilized public transit corridors within the city. To increase safety, flow of traffic, reduce speeds, and discourage some vehicular use of Nebraska Avenue, the number of lanes along the corridor has been reduced and a continuous center turn lane has been added. Create a more pedestrian friendly environment by enhancing the roadway landscaping - \$200,000.
- ◆ **Recommendation** - Hillsborough Avenue: Appropriate segments of the existing center left turn lane should be converted into landscaped medians. Such an improvement would introduce a measure of access management and safety for the motoring public and provide pedestrians crossing refuge areas. In addition, sidewalk and landscaping enhancements along Hillsborough Avenue would provide a more inviting and walkable environment for pedestrians and public transit users - turn-lane conversion to medians \$1.6 million, median landscaping \$330,000.
- ◆ **Recommendation** - 40th Street: Enhance 40th Street with the addition of roadway and median landscape. There are existing medians and planting strips along this roadway. Although this is an important corridor with the CRA, there is limited potential for pedestrian traffic given the adjacent industrial land use. Consequently, this recommendation is primarily for aesthetic purposes - median landscaping \$150,000, roadway landscaping \$250,000.
- ◆ **Recommendation** - Melburne Boulevard: Enhance Melburne Boulevard with landscape improvements. The Melburne Boulevard corridor presents an excellent opportunity for recreational trail improvements given the locations of parklands adjacent to the corridor and the availability of right of way - \$275,000
- ◆ **Recommendation** - 22nd Street (23rd Avenue to MLK Boulevard): Conceptual designs are currently being prepared for this segment of 22nd Street. Features that will be included are planted medians, crosswalks, sidewalks, landscaping, fencing and sidewalks in the City right-of-way along the west side of the cemetery, and parallel parking. Some non-TIF funding is available for implementation. However, the majority of the planned improvements will be funded by TIF. Consider creating a roundabout in the general area of 21st Street and 21st Avenue to more effectively deal with the interaction of motorists, public transit and pedestrians. Such an improvement could provide an opportunity for more user-friendly public transit stops in the vicinity and increase the viability of neighborhood retail - \$9,000,000
- ◆ **Recommendation** - 22nd Street (I-4 to 23rd Avenue): This segment of 22nd Street is a major gateway into East Tampa and links I-275 to improvements beginning at 21st

Avenue. In conjunction with the I-4/Selmon Expressway connector project, the Florida Department of Transportation (FDOT) is expected to pay for resurfacing this segment of the road. With the exception of the roundabout, the improvements on this segment should match the enhancements described above - \$9,915,000

- ◆ **Recommendation** - Lake Avenue: The adopted CRP recommends that Lake Avenue receive funding for resurfacing, sidewalks, and bike lanes. The current pavement condition is rated poor from I-275 to 22nd Street and from 39th Street to the CRA boundary. Where possible sidewalks have recently been constructed along Lake Avenue, west of 40th Street. There are no sidewalks along Lake Avenue, east of 40th Street to the CRA boundary. Funding should be allocated to repave Lake Avenue. Sidewalks, bike lanes and landscaping should be installed where possible - \$1,800,000.
- ◆ **Recommendation** - 34th Street (Lake Avenue to Hillsborough Avenue): The CRP designates both 34th Street and 29th Street as neighborhood commercial areas. Sidewalk upgrades, crosswalks, landscaping, and lighting should be considered as part of the enhancements - \$10,400,000.
- ◆ **Recommendation** - 29th Street (Lake Avenue to Martin Luther King Jr. Blvd): The CRP designates both 34th Street and 29th Street as neighborhood commercial areas. Sidewalk upgrades, crosswalks, landscaping, and lighting should be considered as part of the enhancements - \$2,625,000.
- ◆ **Recommendation** - Columbus Drive: A significant amount of redevelopment has occurred and is planned for Columbus Drive. Streetscape should be included as part of re-signalizing the roadway - \$950,000.
- ◆ **Recommendation** - Columbus Drive, 7th Avenue, and 19th Avenue: Consider returning Columbus Drive, 17th Avenue, and 19th Avenue to two-way operation. One-way traffic circulation can effectively improve vehicular circulation, but retail, streetscape, and pedestrian access are usually better supported by two-way streets.
- ◆ **Recommendation** - Columbus Drive (14th Street to 40th Street): Given the high level of service and low traffic volume along Columbus Drive from 14th Street to 40th Street, consider returning this roadway segment to two-way operation with streetscape improvements. There is a real opportunity to transform this area from a thoroughfare to a vibrant, urban neighborhood with retail/commercial uses at key nodes. This change will leverage the considerable FDOT investment of relocating homes in this area, improve walkability, and increase the sense of community - \$3,000,000.
- ◆ **Recommendation** - 15th Street (Hillsborough Avenue to Columbus Drive): The CRP identified the need for resurfacing the 15th Street corridor. The current

East Tampa Strategic Action Plan

pavement condition is rated poor the entire length of 15th Street through the CRA. If feasible, bike lanes should be striped in conjunction with resurfacing - \$600,000.

- ◆ **Recommendation** - Osborne Avenue: The CRP recommends that Osborne Avenue receive funding for resurfacing, sidewalks, and bike lanes. The inventory conducted as part of this Plan revealed an existing and connected sidewalk network, but poor to fair pavement conditions from I-275 to 32nd Street. If feasible, roadway should be striped to include bike lanes in conjunction with resurfacing - \$475,000.
- ◆ **Recommendation:** Alleviate low levels of service along 22nd Street with the expansion of left turn lanes at the intersections at Hillsborough Avenue and Dr. Martin Luther King, Jr. Boulevard. Detailed studies should be conducted at these two locations. Overall the roadway level of service within the study area is acceptable, but city traffic counts reveal low levels of service at these intersections - \$415,000.
- ◆ **Recommendation:** Consider burying overhead utilities along prominent neighborhood corridors and major commercial corridors in East Tampa, such as:
 - Hillsborough Avenue - \$4.04 million
 - Nebraska Avenue - \$2.87 million
 - 40th Street - \$3.25 million
 - Columbus Drive - \$4.58 million
 - 22nd Street - \$3.58 million
 - 29th Street - \$2.91 million
 - 34th Street - \$2.91 million
 - Lake Avenue - \$4.12 million
- ◆ **Recommendation:** Monitor local economic conditions and continue to update the East Tampa TIF revenue projections to determine if a TIF bond financing program becomes feasible in the future.
- ◆ **Recommendation:** Solicit design assistance from University of South Florida staff/students and local designers/artists in a creative collaboration. Cost may vary significantly depending on size, material and basic design of signs and gateways - gateway signs/artistic element - \$100,000 each, commercial corridor signs \$700 each, neighborhood street signs \$250 each.
- ◆ **Recommendation:** Create a neighborhood sign/gateway committee as part of the ETCRP. The committee's responsibilities should include the following:
 - Develop design concepts for signs and gateways.
 - Determine location for signs.
 - Obtain approval from individual civic associations on design and sign locations.
 - Provide final review and approval of sign designs prior to fabrication.

- ◆ **Recommendation:** Install 3-foot wide sidewalks along one side of local roads and 5-foot wide sidewalks along one side of arterials in neighborhoods where sidewalks do not currently exist.
- ◆ **Recommendation:** Implement a CRA-wide Pedestrian Plan Study - \$125,000.
- ◆ **Recommendation:** Incorporate bike lanes into roadway projects whenever possible - \$25,000/per mile, not including land acquisition costs is required.
- ◆ **Recommendation:** Provide an annual allocation of funds to construct and maintain greenways and trails in East Tampa - \$25-\$30/LF (off-road trail), \$100,000 annually.
- ◆ **Recommendation:** Increase the emphasis on public art through the future as a means of promoting a positive East Tampa identity and enhancing buildings/open spaces.
- ◆ **Recommendation:** Provide a 2% TIF match of the construction cost of municipal building projects towards public art in East Tampa. These public art contributions may be used in the following ways:
 - Funding quality art and craft elements into the design of buildings and public spaces, including landscaping, way finding, gateways, pedestrian fixtures, furniture, and lighting.
 - Funding educational activities by commissioned artists in local schools, neighborhood meetings, and ETCRP meetings to enhance understanding and increase awareness of the commissioned artworks.
 - Contracting a lead artist to facilitate the process of advocacy, consultation and education of artwork.

STRATEGY 3: PROVIDE INCENTIVES TO STRATEGIC, CATALYTIC PROJECTS.

- ◆ **Recommendation:** Develop and implement private development incentive programs to lower redevelopment costs and attract redevelopment on sites with identifiable infrastructure upgrade requirements.
- ◆ **Recommendation:** Create large scale and small scale new development incentives (TIF sharing).
- ◆ **Recommendation:** Initiate land assemblage strategy to support additional development opportunities.
- ◆ **Recommendation:** Continue investor/developer tours on a periodic basis and maintain a close relationship with the Chamber to sustain business relations and stimulate redevelopment within the CRA.

East Tampa Strategic Action Plan

- ◆ **Recommendation:** Continue meeting with the Chamber on a periodic basis to maintain a close relationship, sustain business relations and stimulate redevelopment within the CRA.

STRATEGY 4: FOSTER BUSINESS GROWTH.

- ◆ **Recommendation:** Business development programs should continue to be funded, at their current levels, unless or until the conditions upon which they are established substantially change over time.
- ◆ **Recommendation:** Establish a Business Expansion/Renovation Incentive Program.
- ◆ **Recommendation:** Establish a Revolving Loan Fund Program.
- ◆ **Recommendation:** Continue to offer and/or market incentive programs that support the preservation of historic structures, including the Federal Historic Preservation Tax Incentive Program, City of Tampa-Hillsborough County Historic Preservation Ad Valorem Tax Exemption Program, and the City of Tampa's Interstate Historic Preservation Trust Fund.

STRATEGY 5: PREPARE FOR LIGHT RAIL, DENSITY AND ASSOCIATED REDEVELOPMENT OPPORTUNITIES.

Short Term

- ◆ **Recommendation:** Consider subsidizing bus passes.
- ◆ **Recommendation:** Collaborate with HART and large employers to develop more direct transportation to the City's job centers to increase numbers of East Tampa residents being hired and reduce the travel time of those employees.
- ◆ **Recommendation:** Continue to improve the public transportation link between East Tampa residents and the employers outside of the CRA boundaries.
- ◆ **Recommendation:** It is strongly recommended by this Plan that a series of mass transit stops be located in East Tampa.

Long Term

- ◆ **Recommendation:** Increase the amount of synergistic, mixed-use developments within East Tampa.
- ◆ **Recommendation:** Support transit oriented development opportunities in East Tampa.

- ◆ **Recommendation:** Land assemblage and/or increases in allowable development density should be considered near the areas of TBARTA recommended mass transit sites to support transit oriented development opportunities.
- ◆ **Recommendation:** The Overlay should be reviewed on an annual basis in order to determine whether it meets the needs of the current residents or needs to be updated. Particular focus is needed on issues where frequent waivers have been requested.