

# *Meeting Workbook*

**Section One – Introductions & Overview**

**Section Two – Plan Strategies & Policy Directions**

**Section Three – Lunch & Speaker**

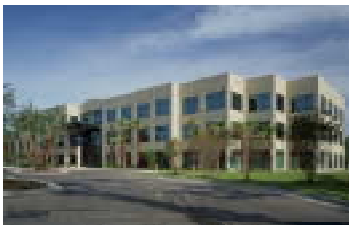
**FRIDAY, OCTOBER 24**

**(7:30 am – 5:30 pm)**

**ST. PETERSBURG HILTON**

**333 First Street South**

**St. Petersburg, Florida**



# **SUMMIT**

## **For the Pinellas Community**

Pinellas County Board Of County Commissioners  
Pinellas County Economic Development  
Pinellas County Community Development  
Pinellas Planning Council

Steering Committee Members

**ECONOMIC  
DEVELOPMENT &  
REDEVELOPMENT  
PLAN**



**MEETING AGENDA**

7:30 – 8:00	Arrival & Registration	
	<b>Section One: Introductions &amp; Overview</b>	
8:00	Welcome & Big Picture	Commissioner Karen Williams Seel - Pinellas County Commission Chairman
8:10	Welcome	Mayor Rick Baker - City of St. Petersburg
8:20	Importance to County Economy	Stephen M. Spratt - Pinellas County Administrator
8:30	Repositioning Our Planning	David Healey, Executive Director - Pinellas County Planning Council
8:35	Building Better Jobs & Community	Buzz David, Director - Pinellas County Economic Development
	<b>Section Two: Plan Strategies and Policy Directions</b>	
8:40	Plan Project Overview	Richard Gehring, Principal - PRIME Interests
9:00	Target Industries and Incentives	William Fruth, President - POLICOM Corporation
9:45	Market, Real Estate, and Housing Strategies	David Taylor, Planning Director - HDR  David Darsey, Vice President - RERC
10:30	Urban Design and Regulatory Codes	James Moore, Community Design Principal - HDR
11:15	Questions & Answers	Commissioner Karen Williams Seel – Pinellas County Commission Chairman



**Section Three: Lunch & Speaker**

12-noon Speaker Introduction

Partner From Planning to Implementation

Richard Heapes, A.I.A.,

- Street-Works

**Section Four: Plan Strategies & Policy Workshop**

1:40 Leadership Overview

Public/Private Leaders

Office Development Employment Center Demands

Steve Meyers, Vice President - Highwoods Properties

St Petersburg – The Most Mature Redeveloping Community

Ronald D. Barton, Director, Economic Development and Property Management, City of St. Petersburg

Regulatory Relief Priorities

John Landon, P.E. - Landon, Moree & Associates

Residential Communities in Redevelopment Areas

J. Michael Cheezum, CEO - JMC Communities

2:20 Strategy & Policy Framework

Commissioner Karen Williams Seel, Pinellas County Commission Chairman

Stephen M. Spratt, Pinellas County Administrator

Richard Gehring, Principal – PRIME Interests

3:00 Strategy & Policy Evaluation & Ranking

Participants

4:45 Participants Reporting

Participants / Steering Committee

5:15 Closing

Commissioner Karen Williams Seel, Pinellas County Commission Chairman



## Section One Materials

### PROJECT SYNOPSIS

Planning for redevelopment presents both opportunities and challenges. Throughout the county, land with high visibility, accessibility, and economic potential lies waiting for new uses; but the redevelopment process can be confusing, time-consuming, and expensive. There are twenty-five local jurisdictions, each with its own set of land development regulations and permitting procedures. Many of those regulations were written at a time when the county had abundant developable land, but they are difficult to implement in a built-out environment. Meanwhile, the county faces competition for economic development from surrounding counties and other southeastern metro areas, where vacant land is abundant and development is perceived as being easier and cheaper.

The purpose of this initiative is to understand and meet these redevelopment challenges, by combining the resources of all twenty-five local governments, together with private developers, members of the business community, homeowner and neighborhood association members, and interested citizens. We must examine the technical aspects of local regulations and procedures. The effort will also explore larger issues, such as promotion of quality design, community and neighborhood planning, and marketing of the county as a place to live and do business. In addition, we need to meet a primary job generation goal to maintain a strong and growing economy. The end result will be a broad, overarching strategy designed to encourage quality job retention and attraction with high-quality redevelopment throughout Pinellas County.

### WELCOME

Commissioner Karen Williams Seel

We are glad you're here. We appreciate your help in setting a direction for the future of Pinellas County. We are working together to address the economic challenges that build out will bring, and are willing to put forth the effort to assure continued prosperity in the future.

Mayor Rick Baker

#### Karen Williams Seel

Ms. Seel was appointed to the Pinellas County Commission by Governor Bush in January 1999. In September 2000 she was elected to fill this position for a four-year term. Prior to this, she served as a Clearwater City Commissioner from 1996 to 1999.

#### Rick Baker

Mr. Baker was elected Mayor of St. Petersburg in 2001. He has practiced corporate and business law for 20 years, serving as president of Fisher and Sauls, P.A., a law firm in St. Petersburg founded in 1936. Mayor Baker has also authored, *Mangroves to Major Leagues*, a historical account of St. Petersburg from 23,000 B.C. to 2000 A.D.



## **IMPORTANCE TO COUNTY ECONOMY**

Mr. Stephen M. Spratt

Pinellas County must continue to sustain a strong economy. If we fail, residents will find themselves burdened with significantly higher costs for services, average incomes will decrease, and quality of life will suffer. But with sound planning, leadership, and cooperation, we can protect our economy while maintaining our high standard of living.

## **REPOSITIONING OUR PLANNING**

Mr. David Healey

Future development activity in Pinellas County will consist largely of some form of redevelopment.

What do we need to do to change our planning focus to address the distinct challenges of redevelopment?

## **BUILDING BETTER JOBS & COMMUNITY**

Mr. Buzz David

Pinellas County is one of the most diversified and attractive employment areas in Florida. "Silicon Bay" is not just a concept to aspire to – it's already here! But in order to continue growing economically, we must retain our existing businesses while attracting new talent and capital.

### **Stephen M. Spratt**

Mr. Spratt joined Pinellas County government as County Administrator in December of 2001. He came to Pinellas after 25 years of distinguished service with Miami-Dade County, serving as Assistant County Manager during the last four years of his tenure there.

### **David Healey**

Mr. Healey is the Executive Director of the Pinellas Planning Council, which is comprised of elected officials representing 25 local jurisdictions and the school board. The Council serves in an advisory capacity to the Board of County Commissioners as the Countywide Planning Authority.

### **Buzz David**

Mr. David is the Director of Pinellas County Economic Development who's mission is to assist existing and new business / industry in creating jobs for the Pinellas Community. Mr. David was recently elected Chairman of the Board of Florida Economic Development Council.



## Section Two Materials

### PROJECT OVERVIEW

This opening presentation is to inform you about where we have been and where we are going. The economic development and redevelopment planning effort has been an important planning program since the Board of County Commissioners and the Pinellas Planning Council recognized the need in 1999. The transition from “greenfield” growth management to “built-out” economic development and redevelopment management will require a major shift in approach, process and decision-making. We have worked through the first phase of the effort, which identified redevelopment issues, and a second phase that explored opportunities for redevelopment and economic development. Now we are working to develop a formal *Economic Development and Redevelopment Plan for the Pinellas Community* to guide future planning efforts. Through this Summit, we will present potential strategies and policies intended for inclusion in the plan, and provide opportunities for public review and ranking.

During the Opportunities Summit held in December 2002, the participants directed their governments to go forward and pursue jobs creation, redevelopment, and quality of design. Today’s program will focus on specifics: how to reach our employment goals, creatively allocate our limited land resources, and reinvent our community over the next two decades. There’s no time to waste – 2023 will be here before you know it.

### TARGET INDUSTRIES AND INCENTIVES

Like every business enterprise, a community needs to focus its marketing efforts on “clients” or companies that are most likely to buy their product and provide the most economic benefit. William F. Fruth will review the process used in developing the Target Industry Study, which focuses on growing primary business sectors that will pay a high wage, and be able to utilize the area’s assets.

Since the targeted industries are some of the most desirable ones, communities around the country are routinely offering these companies incentives to locate in their area. Mr. Fruth will describe the nature of business incentives, and discuss when it is appropriate for Pinellas County to offer a company an inducement to remain in, expand in, or relocate to the area.

#### Richard Gehring, PRIME Interests

Mr. Gehring is Principal of PRIME Interests, Inc., a development management firm with offices in Dunedin. Mr. Gehring is lead consultant for the project team.

#### William Fruth, POLICOM

Mr. Fruth is President of POLICOM Corporation, an independent economic research firm, which specializes in analyzing local and state economies.



## MARKET, REAL ESTATE, AND HOUSING STRATEGIES

### Overview

As the county grows and its economy expands, the demand for land resources will increase. The intent of the Market, Real Estate, and Housing Strategies component is to quantify the demands for land and identify the locations of available real estate. The analysis will identify potential employment center areas, assess the role publicly-owned land might play in redevelopment, test various scenarios for job growth and absorption, create real estate models for financing new development and redevelopment, and address the need for a balance between jobs and housing.

### 20-Year Absorption Scenarios

Currently, 54% of the Pinellas County population participates in the workforce. As the county continues to grow, and younger families replace the retiree population, it is projected that this percentage will increase. By comparison, the workforce in Orlando, which has one of the strongest economies in the state, comprises 75% of the population.

A series of scenarios was calculated that projected employment rates of 65, 70, or 75% within the next 20 years. At 75% employment, the county would acquire a net total of 330,000 new jobs. A comparison of employment demand and land supply reveals that there is enough underutilized land available to allow Pinellas County to redevelop, even at this very high rate of employment.

### Land Demands for New Employment

Over the 20-year planning horizon, using projections based on current employment rates, between 215,000 to 330,000 new primary and secondary jobs could be added to the workforce. Approximately 50,000 of these jobs will fall into the primary category. This job growth will be accompanied by population growth, which could result in a net increase of up to 300,000 new residents during the 20-year period to accommodate the businesses that will create these jobs, there will be a demand for 2,200 to 6,000 acres of developable real estate.

This figure is based on a conservative estimate of 200 square feet per employee, and a floor area ratio (the amount of building square footage divided by that of the land area) of 0.20 for two-thirds of the acreage; and 300 square feet per employee, and a floor area ratio of 1.0 for one-third of the acreage.

#### David Taylor, HDR

Mr. Taylor is the National Planning Director for HDR, a nationally recognized 3,600 employee-owned Architecture / Engineering / Planning firm with offices in Tampa.

#### David Darsey, RERC

Mr. Darsey is Vice President of Real Estate Research Consultants, Inc. with offices in Orlando, and specializes in market and financial analysis.



## Land Supply For New Employment

To determine how this demand might be satisfied, several exercises were conducted to identify the location of available lands.

- The Community Planning for Redevelopment (CPR) Map

Presented during the Opportunities Summit, the *CPR Map* identified real estate opportunity areas of 6,105-acres within the county. These areas were comprised of vacant or inappropriate land uses, underutilized parcels, and “scrapable” sites (those with structures that have reached the end of their useful life). Together, these three categories of land contained 6,105 acres.

- Community Redevelopment and Central Business Districts

In addition, existing Community Redevelopment Districts (CRDs) and Central Business Districts (CBDs) can potentially accommodate future employers. Most CRDs and CBDs define the sites of historic downtowns and town centers. With land use patterns oriented toward pedestrian traffic and transit use, these areas encompass some of the potentially densest and most intense development in Pinellas County.

Nevertheless, many are relatively undeveloped and approximately 550 acres of land within the CRD/CBD areas are available for redevelopment, based on the CPR methodology.

- Public Lands

Another potential supply of real estate that could be tapped is surplus public lands, excluding parks and environmentally sensitive areas. While not all such lands are appropriate for redevelopment, those that are located near existing employment centers, and do not serve an essential public purpose, may be viable candidates. They are valuable assets that can represent a significant level of commitment on the part of local governments. Approximately 345 acres of surplus public lands lie within a half-mile radius of one or more identified employment centers.





Adding the CPR information with the CRD/CBD and surplus public lands acreage, the total of approximately 7,000 acres represents the supply of land available for redevelopment during the 20-year planning period. This total does not take into account ongoing private redevelopment activities, or the conversion of existing buildings to new uses.

### **Potential Employment Areas**

The CPR map was combined with the other geographic data discussed above to create the *Potential Employment Areas Map*. This map identifies 12 distinct areas within the county that are appropriate for significant redevelopment. These areas, ranging in size from 300 acres to 3,000 acres, could be considered the primary focus areas in the county's efforts to attract target industries. These 12 areas are augmented by another set of five potential sites that also could serve as key employment centers.

### **Real Estate Finance Models for Redevelopment**

While vital, having a supply of available land is not the sole factor that determines whether redevelopment will occur. Developers must also be able to turn a profit, which means that the cost of developing the land must be reasonable relative to its value. Typically, costs associated with purchasing, demolishing, and cleaning up an existing property, as well as obtaining approval for a new use that may be opposed by neighbors, are significantly higher than developing a similar project in a "greenfield" location. Local governments wishing to facilitate redevelopment need to provide incentives to minimize this financial gap.

### **The Jobs/Housing Balance**

While this Summit will not present a formal housing plan, the county has commissioned a companion study that recommends the creation of new housing close to employment centers. In order to provide convenient workforce housing, reduce commuting times, and encourage the use of alternative modes of travel such as walking, biking, and transit, the following should be considered: higher densities, public/private land assembly agreements, pooling of tax increment financing for redevelopment, and special districts for urban housing.



## Translating Supply and Demand into Urban Design

Once the supply and demand issues are known, the next step in the plan-making process is to determine where redevelopment should occur, and what form it should take. It is not only the *dimensions* of growth that are important; the *design* of growth must also be considered.

During the first Summit, participants prepared a series of land use strategy maps that were compiled into a single *Composite Summit Map*. The map indicates the areas within the county that are most appropriate for redevelopment, as determined by the consensus opinion of Summit attendees. The exercise allowed the participants to consider not only where redevelopment should occur, but also what form it should take. Concepts such as “urban center,” “town center,” and “regional employment center” emerged to describe the character and function of various redevelopment areas. This information will be used when considering issues of urban design, as discussed in the following section.

## URBAN DESIGN AND REDEVELOPMENT CODES

### Overview

In addition to the maps described above, Summit participants will consider two others. The *Existing Urban Form Policy Map* describes current land use patterns throughout Pinellas County. The *Future Urban Form Policy Map*, while similar, recommends refinements or changes to the existing patterns, in order to better accommodate population and job growth while improving quality of life. These recommendations are based on data from the *CPR Map*, the *Composite Summit Map*, the *Potential Employment Areas Map*, and other sources.

### Development Periods and Patterns

In describing the development patterns found within Pinellas County, it is useful to classify them according to three distinct time frames: Pre-World War II (1900 to 1945), Post-World War II (1946 to 1974), and Contemporary (1975 to the present). While each of these patterns provides a means for residents to live, work, play, and travel from one place to another, there are significant differences in how these needs are met.

For example, the Pre-World War II development pattern is defined by a grid-like pattern of interconnected streets. Integration among uses is high, with residential, commercial, office and other uses coexisting on the same streets or even within the same buildings. Development is generally small-scale

#### James Moore, HDR

Mr. Moore is a Community Design Principal for HDR, a nationally recognized 3,600 employee-owned Architecture / Engineering / Planning firm with offices in Tampa.

and neighborhood-focused. Downtowns and town centers are easily differentiated from surrounding areas, and civic and public elements are prominent. Densities and intensities are relatively high, and streets are oriented toward pedestrian use; as a result, this pattern is generally supportive of mass transit and other alternative transportation.

In Post-World War II development, the grid network gives way to a street hierarchy; residential streets use curvilinear patterns and cul-de-sacs to discourage through traffic, while arterial roads become wider and less pedestrian-friendly. Compared with Pre-World War II development, structures (e.g., retail stores, apartment buildings) tend to be larger, and they devote more land to parking. Land uses are less integrated, with distinct commercial, residential, and other districts, although these still tend to be somewhat small and close together.

In the Contemporary pattern, there is a virtually complete absence of integration among uses, with large commercial centers, office and industrial parks, and other districts that are distinctly separated from residential areas. Rather than neighborhoods, these areas feature large, internally-focused residential developments that outlet only onto major roads or highways; many are gated to prevent entry by non-residents. With land uses spread far apart, and roadways too wide and congested to allow for safe pedestrian or bicycle travel, there is an almost total reliance on automobiles for movement.

These differences may be summarized by the concepts of *mix*, *mass*, and *mesh*:

- *Mix* refers to the variety of uses found within a project, community, or location.
- *Mass* refers to the bulk of the different uses (i.e., residential, retail, office, civic, open space).
- *Mesh* refers to the physical relationships between the different uses.

For all three development patterns, mix and mass tend to be fairly similar. However, the mesh of uses is distinctly different.

### **Future Development Patterns**

For each development pattern, redevelopment will bring opportunities to correct deficiencies and improve existing conditions. The following approaches are recommended:

- *Pre-World War II Development: Urbanize the Urban*
- *Post-World War II Development: Adapt the Post-World War II Pattern to Pre-World War II Conditions*



- *Contemporary Development: Hold the Line on Development Expansion*

In addition, redevelopment that increases the intensity, density, and mix of current land uses should be concentrated in three principal areas:

- The designated potential employment areas depicted on the *Potential Employment Areas Map*.
- The existing designated “centers”—CRDs, CBDs, downtowns, etc.—as depicted on the *Existing Urban Form Policy Map*.
- The new nodes and corridors depicted on the *Future Urban Form Policy Map*, and any others determined significant by the Pinellas Mobility Initiative or other relevant transportation analyses.

While there is some overlap among these three categories, approximately one-third of the redevelopment required to accommodate new employment should be allocated to each. Outside of these principal areas, densities and intensities should be held relatively constant, within the limits of existing comprehensive plans, in order to preserve the overall character of the county.

### **Specific Urban Forms**

In order to create an appropriate mix, mass, and mesh of land uses, redevelopment within the principal areas will take distinct functional and physical forms:

- *Neighborhood Centers*
- *Community Centers*
- *Urban Centers*
- *Districts*
- *Nodes*
- *Corridors*

### **Urban Transportation and Infrastructure**

The mix, mass and mesh of any development or community depend, to a large degree, on the types of transportation available. For example, the earliest, Pre-World War II communities in Pinellas County included cars, but many citizens depended on trolleys, buses, walking, and other modes. Accordingly, the oldest areas of the county are much friendlier to these types of transportation than those built in recent decades, when automobile ownership has become nearly universal.

The automobile remains the dominant mode of transportation in Pinellas County, and mobility depends primarily on a network of at-grade arterial roadways. As currently built, this network works



relatively well at carrying traffic, and provides multiple routes to most destinations. However, the network suffers from a relative lack of limited-access grade-separated highways, which provide the fastest and most efficient method of automobile travel. Currently I-275 and small segments of US 19 and McMullen-Booth Road are the only such facilities, and together they cover only a portion of the county. These transportation characteristics have implications, not only for the mobility of future residents, workers, and visitors, but also for development patterns in general, since each type of facility encourages distinct forms of development, as well as different levels of intensity and density.

The roadway system cannot be expanded indefinitely to keep up with demand. As Pinellas approaches build out, significant additions are unlikely to be made to the existing system, beyond the limited expansion of certain road segments. Therefore, it will be difficult for the county to absorb the anticipated additional residents without investing in some form of high-quality transit. Whatever decision is ultimately made, the type and location of transit—or its absence—will have critical implications for the ability of the county to successfully absorb population increases and, at the same time, increase the overall quality of life.

## ***Section Three Materials***

### **Speaker Introduction**

#### **RICHARD E. HEAPES, A.I.A., Partner – Street-Works, LLC**

A native of Colorado, Mr. Heapes received his formal education at the University of Colorado in Boulder and the University of California at Berkeley, where he received a Masters of Architecture and Masters of Visual Design.

The formative years of his practice were at Skidmore, Owings and Merrill's offices in Denver, Chicago and Washington, DC., and as Founder and Partner-In-Charge of the Main Street Studio at the Washington DC office of Cooper Carry, Inc.. Mr. Heapes has been responsible for directing the planning and design efforts for many public-private, joint-venture, redevelopment efforts, including Mizner Park, the 30-acre redevelopment of downtown Boca Raton, Florida.

Mr. Heapes is now a Partner of Street-Works, a mixed-use development and consulting firm with an office in White Plains, New York. Street-Works is a mixed-use development and consulting firm that is committed to creating and developing great urban places. To this end, we offer nationally recognized expertise on mixed-use development, retail consulting, retail leasing, master planning, design and design management.

His experience with taking "Plans to Implementation" in dozens of communities throughout the United States is a critical discussion that the Pinellas Community faces with the ultimate implementation of its plans.



