



The Drew Park Community Redevelopment Plan

Prepared by

**The City of Tampa
Department of Urban Development
and
The Hillsborough County City-County Planning
Commission**



May 17, 2004



Table of Contents

I	Introduction
II	Boundary Map, Legal Description
III	Statutory Requirements
IV	Public Participation
V	Regulatory Environment
	Adopted Comprehensive Plan and Zoning
VI	Existing Conditions
	Neighborhood Character
	Relationship to Adjacent Neighborhoods
	Existing land Use
	Transportation System
VII	Need for Redevelopment
	Development Environment
	Factors Determining Slum and/or Blighted Conditions
VIII	Redevelopment Plan
	Philosophy
	Redevelopment Plan
	Implementation Measures & Redevelopment Options
	Neighborhood Impact Element
	Capital Improvements
	Affordable Housing
IX	Development
	Development Controls
	Cost of Redevelopment and Funding Sources
	Timing of Redevelopment

•
•
•
•
•
•
•
•



List of Figures

- F.1Community Redevelopment Area Boundary Map**
- F.2..... Community Redevelopment Area Future Land Use Designations**
- F.3..... Community Redevelopment Area Current Zoning Designations**
- F.4.....Existing Land Use**
- F.5..... Community Redevelopment Area Master Plan**
- F.6.....Proposed Collector Road Improvements**
- F.7.....CRA Area Plan Diagram**

I. Introduction

This is a Community Redevelopment Plan (hereinafter referred to as the “Plan”) for the Drew Park Community Redevelopment Area (*See Figure F-1*). When adopted by the Tampa City Council, it will become the general redevelopment guide for Drew Park, and provide direction for capital investment and the use of other public resources by the Agency, and investment by the private sector. It has been at least 80 years since the Drew Park area began to appear on the mental maps of Tampa businessmen, sportsmen and local residents, and nearly 75 years since we know the area first played an active role in Tampa’s history.

The Great Depression officially arrived in Tampa on July 17, 1929. On that day the Citizens Bank and Trust Company failed to open its doors, as did five other local financial institutions. On Monday of that week, news of bank failures elsewhere created panic among Ybor City cigar workers, who created a run on the Bank of Ybor City, which quickly spread to other Tampa Banks. The run continued on Tuesday, and threatened the survival of every bank in Tampa.

Fortunately, the city’s three largest banks, First National, Exchange and First Savings & Trust, acted together, quickly. On orders from the Federal Reserve Bank in Atlanta, Georgia, arrangements were made to borrow \$4,000,000 from a large Jacksonville bank. The money was brought to Tampa by chartered aircraft, landing at Drew Field, Tampa’s grass landing strip airfield. By the next day, the run on local bank assets was over, and the collapse of all local banks averted. While the damage to Citizens Bank and its affiliates was very costly to the community, and prolonged by the stock market crash of October 1929, in some respects the existence of Drew Field had saved the day.

The subsequent history of the Drew Park area has been inextricably intertwined with the continued development of Drew Field, first as one of two local municipal airports, then as Drew Army Airfield during World War II, and later, of course, as Tampa International Airport (TIA), in a series of ambitious and successful redevelopment projects resulting in the world-class facility of today. TIA continues to expand and improve facilities to meet the community’s air travel and air freight needs for the 21st century.

The area surrounding old Drew Field has changed dramatically over the years. In the late 1920’s, the City leased property from John J. Drew, and constructed the first airfield. Nearby land was later acquired to facilitate the development of a flying school, and the aviation business was underway in this somewhat isolated area. In 1933, City fathers purchased the land and a depression-era WPA public works project began improvement of the facility. By 1938, Drew Field had three 7,000-foot asphalt runways, new hangars and night lighting, and was considered the best airfield in Florida.

The onset of World War II in 1939 changed many things in the United States, although we wouldn’t officially enter the war until December 1941. The U.S. Army was very interested in Tampa as a base for both operations and military training, and in 1939 acquired property on the Interbay Peninsula to construct MacDill Air Field. While that construction was underway, Drew Field was also leased to the Army, and quickly became a temporary B-17 Bomber base, as well as an Army Air Corps training facility. Over the five-year period, 1940-1945, as many as 120,000 recruits are estimated to have been stationed at Drew Field. During that period, the Drew Park area was developed extensively, albeit haphazardly, as a military community, including community sewer and water facilities, paved streets and hundreds of military-style buildings, many of which remain in use today.

The end of the War signaled more change for the Drew Park area. In 1946, Drew Field was inactivated by the Army, and turned over to the Federal government. The property was soon converted into a municipal airport, and renamed Tampa International Airport. National Airlines and Eastern Airlines were the first national air carriers to begin using the TIA. The recently created Hillsborough County Aviation Authority assumed management control.



Several years later, the City purchased 720 acres on the east side of the Airport; in the area we now call Drew Park. The property was originally purchased for the civic development of a major amateur sports complex. When that idea was tabled, the City began making parcels available for private development, and the modern era of Drew Park began. Initially, many properties were reused, utilizing existing buildings constructed by the Army. Later, properties were redeveloped, as the City undertook the replacement of sewer and water lines, and other public and institutional uses began to appear in the area.

Investors were originally encouraged to buy lots and develop tourist accommodations, single-family housing and retail businesses, and, over the intervening decades, a broad variety of business interests have found their way to Drew Park. Tampa has also grown significantly since the early 1950's, expanding around the area for miles in every direction. The Drew Park area has seen the continuous expansion of Tampa International Airport and airport-related businesses, the establishment of Hillsborough Community College's Dale Mabry campus, the development of major professional football and baseball facilities, and the growth of Dale Mabry Highway and Hillsborough Avenue into major transportation arteries and commercial centers.

The Drew Park Community Redevelopment Area (CRA) is comprised of approximately 651 acres, and is bound by Tampa Bay Boulevard, North Dale Mabry Highway, Hillsborough Avenue and the Hesperides Street/Lauber Way road alignment (*See Figure F-1*). While located within an area experiencing dramatic economic growth and development, Drew Park shows significant indications of blighted conditions, and the need for special attention from the City of Tampa.

Today, while the area does have a number of healthy businesses, it also contains aging and inadequate infrastructure, an obsolete street system, a significant percentage of deteriorated structures and code compliance problems, and a general lack of the urban amenities necessary to become a healthy, mixed-use urban neighborhood.

The City of Tampa is committed to the process of revitalization and redevelopment within its historical urban boundaries, many parts of which are quite old and require such concerted attention.

The Tampa City Council will base the Plan upon a Finding of Necessity. An analysis of the factors leading to that determination was prepared by the City of Tampa Department of Business and Community Services, and is entitled **Drew Park: Finding of Necessity, May 2004.**

The Community Redevelopment Plan will be graphically represented by a generalized land use plan, supported by a series of recommendations for public and private investment in the Area. The Plan's purpose is to provide a guideline for actions intended to eliminate the blighted conditions, including unsafe, inadequate or obsolete infrastructure, restore a perspective of resident, investor and developer confidence in the area and to provide for affordable housing to residences of low and moderate income. As a result of these efforts, and the resulting economic activity, the City can anticipate additional urban residents, new business development, jobs creation and an enhanced ad valorem tax base in the area.

II. Community Redevelopment Area – Legal Description

That part of the historic boundaries of the Drew Park neighborhood, Sections 4, 5, 8 and 9, Township 29 South, Range 18 East, Hillsborough County, Florida lying within the following to wit:

Beginning at the intersection of the Centerlines of Dale Mabry Highway (S.R. 600) and Tampa Bay Boulevard; thence run Westerly along said Centerline of Tampa Bay Boulevard to its intersection with Easterly boundary of

said Section 8; thence Northerly along said Easterly boundary to the Centerline of Woodlawn Avenue; thence Westerly along said Centerline of Woodlawn Avenue to the Centerline of Lauber Way; thence Northerly along said Centerline of Lauber Way to the Centerline of Ohio Avenue; thence Westerly along said Centerline of Ohio Avenue to the Centerline of Lauber Way; thence Northerly along said Centerline of Lauber Way to the Centerline of Dr. Martin Luther King, Jr. Boulevard; thence Westerly along said Centerline of Dr. Martin Luther King, Jr. Boulevard to the Centerline of Hesperides Street; thence Northerly along said Centerline of Hesperides Street to the Centerline of Crest Avenue; thence Westerly along said Centerline of Crest Avenue to the Centerline of Hesperides Street; thence Northerly along said Centerline of Hesperides Street to the Centerline of Hillsborough Avenue (S.R. 580); thence Easterly along said Centerline of Hillsborough Avenue to the Centerline of Dale Mabry Highway; thence Southerly along said Centerline of Dale Mabry Highway to it's intersection with the Centerline of Tampa Bay Boulevard, said intersection being the Point of Beginning.

III. Statutory Requirements

Any area proposed as a Community Redevelopment Area must meet the standards and requirements of the Community Redevelopment Act, Chapter 163.335-.362, Florida Statutes. The law includes clearly defined steps and legal tests, including a legal description of the area to be designated, a finding of slum or blighted conditions and an affordable housing shortage by the appropriate authority, the preparation of a work program and schedule, and the preparation of a Community Redevelopment Plan.

The Community Redevelopment Plan must be based primarily on the conditions identified in the Finding of Necessity, and propose the methods by which those conditions will be ameliorated. The Plan must also be consistent with the adopted Comprehensive Plan for the Area, or suggest appropriate amendments to the Comprehensive Plan; and be consistent with the existing zoning in the area, or recommend changes both appropriate and consistent with the Comprehensive Plan.

The Plan is intended to propose a general work program and time frame within which public and private resources may be used to accomplish a sufficient degree of rehabilitation, restoration, infrastructure improvement and redevelopment activity. The Plan includes recommendations for the use of public resources within the Community Redevelopment Area, and may include recommendations regarding the acquisition and disposition of land in the area.

The Community Redevelopment Plan for Drew Park has been prepared by the City of Tampa Department of Business and Housing Development, Economic Development and the Hillsborough County City-County Planning Commission, on behalf of the City of Tampa, pursuant to the laws of the State of Florida, upon the foundation of appropriate findings by the Tampa City Council. The purpose of the Plan is to undertake revitalization consistent with the Comprehensive Plan and consensually supported by the residents, business and property owners of the Drew Park Area.

IV. Public Participation

From the onset of the planning process, an open path of communication between community and institutional representatives and the City was established. The public involvement process was generally divided into two phases; the first to address the **Finding of Necessity Report** and the second for the development of the **Community Redevelopment Plan**.

The Public Involvement Process for the Finding of Necessity included the accumulation of statistical information on the proposed study area, the analysis of collected data, and through an interactive educational



approach, informing stakeholders of how decisions were reached, with City staff evaluating community feedback throughout the process. This phase of activity included a community-wide meeting held at Hillsborough Community College's Dale Mabry Campus. At that meeting, a Citizens Advisory Committee was proposed, and established with volunteer participants from Drew Park.

The Public Involvement Process for the Drew Park Community Redevelopment Plan has provided ongoing interaction and valuable input from Drew Park stakeholders. Through the formation of the Citizen's Advisory Committee, continued interaction between the planners and the stakeholders in facilitated valuable consensus building has resulted in a Plan which balances the disparate needs of the community.

Community Wide Meeting

July 10, 2001 6:00 P.M.

Hillsborough Community College, Dale Mabry Campus, Auditorium

The first public workshop in Drew Park for the proposed Community Redevelopment Area was held on July 10, 2001 at the Dale Mabry Campus of Hillsborough Community College. It was an introductory meeting for Area residents, property owners and businesses, and was focused on a review of the Existing Conditions Study underway by the City. A presentation of the status was followed by an explanation of the Community Redevelopment Area process, and the establishment of a Citizens Advisory Committee for the remainder of the Community Redevelopment Area Plan development process.

1. Community Redevelopment Area
 - General Information (What is a Community Redevelopment Area?)
 - Timeframe of the Study
 - Benefits of a Community Redevelopment Area

2. Proposed Community Redevelopment Area
 - Expansion Area
 - Existing Conditions in Study Area

3. Public Involvement Process
 - Importance of Public Involvement
 - Advisory Committee

First Citizen's Advisory Committee Meeting

October 4, 2001, 6:00 P.M.

Hillsborough Community College, Dale Mabry Campus, A/V Meeting Room

The first meeting had approximately 65 committee members in attendance, in addition to City and Planning Commission staff and their consultant, Mr. Michael English. The main goal of the first meeting was to review the issues identified in the Existing Conditions Study prepared by the City staff, identify and prioritize the top five issues, and discuss any additional concerns that may not have been addressed in the study.

1. Purpose of Committee

- Projected Goals
- Schedule of the Community Redevelopment Area Process

2. Summary of Findings (Group Discussion)

- Identify issues not considered in study
- Prioritize Issues

Committee members were each given index cards and asked to list what they considered were the five most important issues, one issue to a card, in addition to any supporting comments they might have. Upon completing their selections, the cards would be collected and mounted on a board under the corresponding issue title listed. A detailed summary of all the comments and issues would be available for all committee members for the next meeting.

Second Citizen's Advisory Committee Meeting

December 4, 2001, 6:00 P.M.

Hillsborough Community College, Dale Mabry Campus, A/V Meeting Room

Members of Planning Commission staff compiled the information collected at the prior meeting, which included a summary of the most important issues facing Drew Park. For this second meeting there was again good representation of the area with over 50 members of the Citizen's Advisory Committee in attendance, in addition to City and Planning Commission staff, their consultant, Mr. Michael English and City Council Member Mary Alvarez, representative for that district. Representatives for the Aviation Authority and Hillsborough Community College were also in attendance. Of all issues brought up for discussion that evening, there were several which dominated the meeting:

- ◆ Property maintenance
- ◆ Zoning
- ◆ Undeveloped property
- ◆ Incompatible land uses
- ◆ Stormwater
- ◆ Transportation
- ◆ Structural conditions
- ◆ Other

It was generally agreed upon that many of the concerns regarding these issues could be addressed though code enforcement. Those issues not addressed by code enforcement were discussed further with committee members proposing potential solutions. They were recorded by staff for integration into the initial draft of the Community redevelopment plan and were distributed at the next committee meeting.



Third Citizen’s Advisory Committee Meeting

March 25, 2002, 6:00 P.M.
Hillsborough Community College

The third and final meeting of the Citizens Advisory Committee was also well attended with City and Planning Commission staff, consultant Michael English and City Council Member Mary Alvarez there to meet with approximately 40 members of the committee. The draft of the Community Redevelopment Plan was distributed to everyone in attendance with Mr. English then walking the committee through the elements of the Plan, taking comments and suggestions as they went along. Comments included:

- ◆ Placing priorities on the infrastructure. City staff stated that the City would identify issues that they could address first.
- ◆ Addition of the Community Investment Tax as a possible funding source
- ◆ Coordination between the City and County regarding the CRA process

The evening’s discussion ended with the Committee supporting the draft of the plan which, after integrating comments from this meeting, would be ready for presentation to Tampa City Council at a future public hearing.

Additional public meetings and CRA Advisory Committee meetings have occurred in the Fall, 2003 and Spring, 2004, as the Finding of Necessity Report and CRA Plan have been updated and prepared for public hearings.

V. Regulatory Environment

Comprehensive Plan and Zoning

The City of Tampa’s adopted Comprehensive Plan has long recognized the unusual, mixed-use character of Drew Park, and its importance to the City as a light industrial and business district.

The Future Land Use Categories for Drew Park (*See Figure F- 2*) generally reflect the land use patterns of the area, and to a great extent, the development history of the area as well. The commercial frontages along most of Hillsborough Avenue and Dale Mabry Highway are designated for *Heavy Commercial (HC-24)* development, a category suitable for intensive commercial land use and office development. Residential land use is permitted, but not encouraged, upon the recognition that heavy commercial land uses and residential land use often find themselves in conflict. Non-residential development can be considered for up to a 1.5 Floor Area Ratio.

Most of the interior of Drew Park, from Martin Luther King Boulevard north, to the HC-24 limits at Crest or Hillsborough Avenues, is designated *Light Industrial (LI)*, a Plan category permitting light manufacturing, assembly, heavy repairs and work shops of various kinds. Residential development is not permitted, which has created non-conformity problems for many of the residential property owners remaining in the area since the LI designation was put in place over a decade ago.

The Hillsborough Community College campus holdings, Legends Field and the various State of Florida-owned parcels just to the west of the baseball complex located within the Community Redevelopment Area boundaries, is all designated *Public/Semi-Public (P/SP)*, a Plan category indication public land ownership or

publicly owned facilities. Both the LI and P/SP Comprehensive Plan Future Land Use categories permit development up to a 1.5 Floor Area Ratio.

The only residential land use designation in the area is *Residential-20 (R-20)*, which covers most of the remaining core residential area in southern Drew Park, and generally bound by Woodlawn Avenue on the south and Orient Street on the north. The edges of this area have been commercialized or industrialized, and are accurately reflected by the HC, LI and P/SP Plan designations. There is a strong commitment by residents of this area to maintain the residential character of this part of the neighborhood in the future, despite the myriad factors adversely affecting the area.

Residential-20 generally encourages single-family residential development, although small-scale multifamily land use is also permitted and certain neighborhood commercial and office uses may be considered at appropriate locations.

The zoning pattern in Drew Park (*See Figure F.3*) accurately reflects the Future Land Use Designations there, and includes Industrial General (IG), Commercial Intensive (CI), General Commercial (CG), several site-specific Planned Development (PD)-zoned parcels and Residential-16 (R-M16). IG and CI are heavy commercial and light industrial zoning districts that permit the fabrication, light assembly, vehicle repair, telecommunication, maintenance depot and similar businesses so prevalent in Drew Park today. In fact, the area is one of the few to be found within the Tampa City limits to encourage the establishment of such businesses, which are essential to the functioning of a city.

The RM-16 zoning is the residential zoning district applied to the predominately single-family residential area designated Residential-20 by the Comprehensive Plan. This zoning district permits primarily single-family homes, duplexes and low density multifamily land uses.

VI. Existing Conditions

The statistics and data summarized and discussed in this section are largely drawn from the City's Finding of Necessity Study referenced earlier in this document. It is the City's Finding of Necessity Report, and public input, that forms the basis for this Community Redevelopment Area Plan, particularly the implementation recommendations.

Neighborhood Character

While the Drew Park area is not as old as many of the neighborhoods which lie closer to downtown Tampa and the area's oldest settlement on the downtown peninsula, it has been an active part of the Tampa's history for over 75 years, when the Drew Airfield became home base for some of aviation's earliest pioneers. Over time, the first grass runways have become Tampa International Airport, one of the finest airports in the world, and the State of Florida, Hillsborough Community College, the Tampa Sports Authority and the New York Yankees have invested hundreds of millions of dollars in the area.

Interestingly, those long-term institutional commitments have, to date, occurred on the edges of the Drew Park Community Redevelopment Area, while the interior of the area has followed another path. When Drew Army Airfield developed during World War II, much of Drew Park was constructed as temporary, wartime facilities comprising the support and residential facilities for the base residents, assigned military personnel, trainees, and civilian employees. It was, at its peak, a community of 25,000 – 30,000, living and working in crowded



conditions and temporary structures for what was assumed would be a relatively brief period of time. Many of the original structures and public infrastructure remain in use today.

The legacy from that period includes a street, storm drainage and underground utility system considered obsolete by today's modern standards, and a history of mixed uses, with industrial, commercial and residential existing side-by-side. Much of the land use pattern in Drew Park also evolved in the 1950's, before zoning was instituted in the City, and then was memorialized by a zoning pattern that attempted to match the land use pattern. Over time, the early predominance of residential development in the center of the area has given way to commercial and light industrial land uses, and adult businesses, which established themselves in the 1960's and 1970's.

The trend to non-residential development in the proposed Community Redevelopment Area was hastened in the early 1980's, when the Comprehensive Plan was amended to LI in the central part of Drew Park, north of Martin Luther King, Jr. Boulevard, in recognition of the non-residential land use trends underway.

The area today is clearly a mix of almost everything (*See Figure F-4, Existing Land Use*). The commercial property bordering Hillsborough Avenue and Dale Mabry Highway is developed in highway commercial uses, generally at a depth of several city blocks. The Airport Authority is transforming the western side of the Community Redevelopment Area, extending Tampa International Airport boundaries eastward from Westshore Boulevard to the Hespisedes Avenue/Lauber Way street alignment. The residential area south of Martin Luther King, Jr. Boulevard and west of Lois Avenue is predominately single-family and relatively stable. Hillsborough Community College and Legends Field anchor the southeastern quadrant of the Area, with expansion plans proposed for adjacent property. The area in the center of the Community Redevelopment Area, north of Martin Luther King, Jr. Boulevard, is completely mixed, but is predominately light industrial in character. It is this area which will be most influenced by the future activity of the Airport, Hillsborough Community College and the improvement of area infrastructure in the future.

Relationship to Adjacent Neighborhoods

Drew Park is a very unusual neighborhood in Tampa, with regard to its lack of contextual connectivity to other residential neighborhood areas. The Community Redevelopment Area is bound by major arterial highways on the north and east and by Tampa International Airport on the west and south; effectively separated from residential areas some distance to the east and south. While Hillsborough Avenue and Dale Mabry Boulevard, and the major collector roads within Drew Park, provide good vehicular access to and from the area for commercial traffic, there is little or no physical, cultural or historical relationship remaining today between Drew Park and any nearby neighborhoods or districts. In many respects, that physical separation from other areas, in conjunction with the pioneering spirit of early aviators and community leaders, and WWII military personnel, has fostered a long standing sense of independence in the area, which has attracted the diverse mix of independent businesses and determined residents who inhabit Drew Park today.

Today, the real potential for connectivity lays in the future relationships of the area with Hillsborough Community College and the western edge of Tampa International Airport acquisition area, and the ability of the residential core area to remain viable and improve as the Community Redevelopment Area continues to evolve.

Existing Land Use

The land use inventory of the Drew Park Community Redevelopment Area is comprised of 914 individual parcels of land and 769 structures, within a land area of approximately one square mile (651 acres). Uses include mixed use, e.g.; industrial/office, office/retail and residential/office, as well as commercial, industrial, institutional/educational, entertainment, residential, adult uses, and vacant property. The City's analysis of existing conditions, **Drew Park Finding of Necessity Report, May 2004**, notes that 61.2% of Drew Park's structures are commercial or industrial, while 30.3% are in residential use. The remaining 8% are either of unknown use or are vacant buildings.

The *commercial/industrial structures* illustrate the diverse character of the area. For example, 30.3% of those structures are devoted to some automotive/truck use, while 24.4% are in office use. The remaining 45.4% includes everything else of a non-residential nature in the Area, including retail, entertainment, service commercial, light assembly, trade shops and small distribution centers.

Table No. 1
Condition of All Area Structures

Condition	No. of structures	% of total
New	23	3.0
Minor	197	25.6
Deteriorated	492	64.0
Dilapidated	33	4.3
Terminal	7	.9
Unknown	17	2.2
Total	769	100.0

Condition of Structures illustrates the blighted conditions that are evident in Drew Park. 69.2% of all the structures in the Community Redevelopment Area are in noteworthy states of disrepair, ranging from Deteriorated to Terminal. It is a telling statistic, for there are also new and well maintained buildings in the Area, but they are clearly in the minority (See Finding of Necessity Report for condition definitions).

Existing land use in the Community Redevelopment Area is mixed, but predominately heavy commercial and light industrial. Residential land uses are scattered throughout the Area, and are basically non-conforming land uses except for the residential neighborhood south of Martin Luther King, Jr. Boulevard. There are also major institutional and educational facilities in the Area, strongly committed to expansion and a long-term future in Drew Park. It is clear that the current spatial configuration of land uses in Drew Park places many of the Area's residential land uses next to many heavy commercial, entertainment, transportation-related and light industrial uses, which has created a common source of land use conflict. There is the need for better buffering standards between existing residential and non-residential land uses, and more scrutiny of non-residential site development activity, which in some cases has exacerbated existing stormwater flooding problems, and intensified the other land use incompatibilities which already exist, as well.



Transportation System

The Transportation system in the Drew Park Community Redevelopment Area is comprised of arterial highways and surface roads. However, the most important transportation element to the future of Drew Park may be air transportation. The expansion of Tampa International Airport on its eastern edge in Drew Park, signals a major commitment by the Hillsborough County Aviation Authority to focus its air cargo operations in this area. This commitment will create significant new development opportunities for Drew Park, as major airfreight carriers locate facilities in this area, and related businesses begin positioning new ancillary facilities in close proximity to the airfreight carriers. Access to Airport facilities for related businesses, and improved access in and out of Drew Park, will enhance the locational attributes of the Area, and stimulate increased interest in redevelopment.

Arterial Highways & Surface Roads

Dale Mabry Highway and Hillsborough Avenue are major arterial highways bordering Drew Park on its eastern and northern edges, respectively, and carry large volumes of traffic through the Tampa area. Hillsborough Avenue has been improved recently; with the addition of through and turning lanes and Dale Mabry is currently undergoing aesthetic improvements and refinement of property access points. These highways allow direct access to Drew Park from I-275, and any part of the City or Region.

Drew Park also is blessed with a strong collector-scale street grid. North-south streets include Westshore Boulevard, which the Aviation Authority will absorb, and replace with a new, four-lane divided roadway following the alignment of Hesperides Street and Lauber Way, and Lois Avenue, which bisects the Area, north to south. The new road, which redefines the western edge of the Drew Park CRA, will be a modern roadway with urban amenities such as sidewalks, street lighting, trees and landscaping and a curb and gutter storm drainage system connected to stormwater collection facilities.

East/West collectors include Tampa Bay Boulevard, on the Area's southern border, Martin Luther King, Jr. Boulevard and Osborne Avenue, all of which provide access through the Area from Dale Mabry Highway to the Area's western edge.

There are a number of north/south and east/west local streets in the Area, which provide a somewhat irregular street grid. In many locations, the local streets were obviously developed during the army airfield days for the convenience of the Army, and will require improvement, relocation or closure in the future.

Parking

Parking would not normally be an issue in the Drew Park area, were it not for the major sports facilities nearby. When Raymond James Stadium is in use, particularly for Tampa Bay Buccaneers football games, or the New York Yankees are playing a Spring Training game at Legends Field, overflow parking in Drew Park, especially along Tampa Bay Boulevard and Martin Luther King, Jr. Boulevard, creates significant congestion, disruption to normal traffic patterns in the Area, and has a negative impact on the residential neighborhood. Solutions to these regular, periodic problems probably do not include the provision of new surface or structured parking facilities, but should include additional traffic management planning and surface transportation improvements by the City, particularly as new development is contemplated in the Area.

VII. Need for Redevelopment

Development Environment

The City of Tampa has benefited from a strong local, regional and national economy for the past decade. Many urban districts and neighborhoods such as the Central Business District, Hyde Park, Davis Islands, Tampa Heights and Ybor City have been beneficiaries to a greater extent than in the recent past, due in large part to the City of Tampa's concerted efforts to stimulate redevelopment in those areas, and a growing national trend toward urban living.

Drew Park has been an important part of the City's daily life for many years, but has never functioned at an optimum level, nor enjoyed the economic benefits that concerted public investment can bring to an area experiencing blighted conditions.

There is significant evidence of blighted conditions within the Community Redevelopment Area boundaries. While the potential for increased market demand for Drew Park property has increased in recent years, as a result of the strong economic activity in the Westshore Business District to the south and west, the industrial/distribution area to the north and the redeveloped sports facilities and dynamic hospital/medical district to the east, most of Drew Park has lagged behind because of obsolete and deteriorating infrastructure and the proliferation of unregulated land uses within the Area.

However, new development activities contemplated for the Area, by several public institutions, will soon begin to provide the impetus for new economic development activity in the Drew Park area, if other public improvements can also be implemented.

Hillsborough Community College's largest campus and highest student enrollment is located in Drew Park. The Hillsborough Community College Dale Mabry Campus is located at Dale Mabry Highway and Tampa Bay Boulevard, directly across from Raymond James Stadium, home of the Tampa Bay Buccaneers. The College has proposed major new development plans for that campus, including the possibility of a culinary institute, an information technology center, hospitality and tourism management teaching facilities, a health, wellness and amateur sports complex, a hotel and conference center and structured parking to serve the new facilities. These concepts could be constructed on the existing campus, property acquired from Borden, Inc. and a part of the property recently acquired from the State of Florida, north of the existing campus.

These new concepts are being investigated in addition to the continued implementation of the College's current Master Plan for the campus, and are intended to dramatically enhance Hillsborough Community College's educational and training range and provide a significant jobs creation strategy for Drew Park and the community.

On the other side of the Community Redevelopment Area, the Hillsborough County Aviation Authority is beginning an update of the 2020 Master Plan for Tampa International Airport, and is implementing a significant commitment on the Airport's eastern edge in Drew Park. For several years, the Aviation Authority has been acquiring additional property in the area. When the acquisition process is completed, the eastern border of the Airport will have moved east from Westshore Boulevard to a new road alignment matching the current road alignments of Hesperides Street and Lauber Way (*See Figure F-1*). The general purpose of the expansion is to provide new cargo and airport support facilities as requested by current or future airport tenants and enhanced access to the Airport for all the major airfreight carriers that serve Tampa International Airport. The airfreight industry, for which TIA is a regional hub, constitutes a large and very important part of the Airport's business, and of the community's commercial activity.



The effort to form a Community Redevelopment Area in Drew Park is timely. It will allow the City and area property owners to capitalize on the public investment already committed to by Hillsborough Community College and Tampa International Airport with leveraged public investment by the Agency, and allow the Area to attract quality private investment to redevelop underutilized properties, and carry Drew Park to a new level of economic prosperity.

Factors Determining Slum and/or Blighted Conditions

The City of Tampa's analysis of conditions in the Area, **Drew Park Finding of Necessity Report, May 2004**, identified a number of specific conditions which contribute to the report's conclusion that blighted conditions exist in Drew Park. The report summarizes those conditions, and recommends the establishment of a Community Redevelopment Area designation in the described Area.

In summary, those conditions, which the City of Tampa staff determined through field survey, include:

- **Structural Conditions** - The condition of structures in the Area. The results indicated that 69.2% of the structures in the Area were in a Deteriorated structural condition, or worse, and 40 structures, or 5% of the total, are in the most severe categories, Dilapidated or Terminal. This is somewhat unusual because nearly 69% of the structures in the Area are constructed of concrete block or metal, while only 24% are made of wood.
- **Age of Structures** – 71% of the buildings in the Area were constructed prior to 1956, and are at least 45 years old. The age, close physical proximity and outdated construction methods of the older structures, in addition to lack of modern renovation attention, has very likely created fire and public safety hazards throughout Drew Park.
- 52% of the 914 structures in the proposed Community Redevelopment Area have either an active **Code Violation** or a history of one. Over the past five years, there have been 2,142 code violations processed by the City, or an average of 428 per year, in the Census Tract Drew Park lies within. Property owner compliance has been good, however, with only 136 currently on the active list.
- Based upon a City survey conducted several years ago, there were 659 reported **Property Maintenance violations** reported in Drew Park last year, or 71.3% of the properties in Drew Park. Such violations included the accumulation of trash, abandoned vehicles and overgrown property conditions. While such violations are considered minor, they are almost always unsightly and constitute an intrusion upon neighbors, and are a consistent indicator of blighted neighborhood conditions.
- **Deterioration of Public Improvements and Infrastructure** – Most of the public utilities, generally excluding wastewater lines which were largely replaced some years ago by the City, have deteriorated, and are in need of replacement .

The Public Water distribution system in the Area ranges in age from 33 to 59 years old, and is vulnerable to leaking and significant water loss. In addition, the use of asbestos products in the manufacture of cement water pipe was typical during that time period. As redevelopment occurs in the Area, the water distribution system should be upgraded.

The City has significantly upgraded the wastewater system over the past 15 years; however, any part of the aged system that was not detected while replacement was underway will need replacement as redevelopment occurs

The Stormwater management system has always been a problem for Drew Park, in part because the Area was low and swampy before it was originally filled and developed years ago. The City did undertake significant improvement to the system in recent years, including the development of an area retention pond, located north of Hillsborough Avenue, to capture much of the neighborhood's stormwater runoff. Many localized flooding problems still exist in the Area, however, causing property damage, localized access problems and considerable consternation for many property owners. Some of these problems are a result of the topographical variation that exists, in some cases, from lot to lot, while others are caused by the open ditch drainage system that is often clogged, inadequately maintained or periodically disconnected by un-permitted fill activity.

Other Utilities are generally available and adequate in the Drew Park, although there is the possibility that new development and redevelopment in the Area could benefit economically from the provision of chilled water from a centrally located chiller plant, providing conditioned air to commercial and multifamily development with long term energy savings and reduced capital costs to the developers. Investigations into the feasibility of this concept, as well as other alternate energy sources and savings should be undertaken; particularly in conjunction with HCC's plans for major new facilities.

The Drew Park internal transportation network is aged, and in need of significant improvement, in conjunction, in many cases, with improvement to the stormwater system. The major streets in the Area, with the exception of Tampa Bay Boulevard, are all two-lane collector roads requiring improvement, while many of the minor streets are deteriorating badly. According to the City's quantitative pavement index, many of the streets in the area have long needed resurfacing, while some are angled, crooked, dead-ended, and should be evaluated for closure.

- **Diversity of property ownership is a problem in the Proposed Community Redevelopment Area Area.** There are 914 individual properties, and approximately 650 landowners, in an area of 651 acres, or an average parcel size of approximately 31,025 square feet (.71 acres). It is a difficult condition for a neighborhood that is primarily commercial in nature, and makes property assembly and redevelopment for commercial development at an economically productive scale quite challenging. In addition, 17% of the property in the area remains undeveloped, and 14% of the structures in the Area are vacant

VIII. Redevelopment Plan

Philosophy

A Community Redevelopment Plan must be based upon the requirements of law, as contained in Chapter 163, Part III, Florida Statutes. The objectives of the Plan are to eliminate the conditions of Blight identified in the Area, achieve an economically and environmentally sustainable level of redevelopment, and restore a safe and pleasant living environment for area residents, visitors and business community and to provide affordable



housing. Assisting an urban neighborhood in achieving such a condition of health will also create new jobs, and stimulate growth of the Area's tax base for the City of Tampa, Hillsborough County and other statutory taxing authorities .

This Plan will focus on leveraging the positive impact of key public sector initiatives by Hillsborough Community College and Tampa International Airport, improving the transportation system, replacing infrastructure and improving the quality of life for current Area residents, property owners and businesses, and visitors to Drew Park. It is intended to provide a facilitative framework for the marketplace; and to allow the Area the flexibility to respond to changing market conditions and priorities. A key concept in this Plan is to protect and improve the core residential area south of Martin Luther King, Jr. Boulevard, while encouraging new, modern office, commercial and light industrial development north of Martin Luther King, Jr. Boulevard.

The Redevelopment Plan

The (Generalized) Redevelopment Plan (See Figure F-5) recognizes the differences in character of the basic sub-areas of Drew Park, and the differing potential for redevelopment.

Sub-Area 1 is the Highway Commercial district that borders Hillsborough Avenue and Dale Mabry Highway, the northern and eastern edges of the Community Redevelopment Area, respectively. It is developed in a mix of retail, service and "Big-Box" commercial uses, automobile dealerships, hotels and motels, and, at the southern end of the Dale Mabry frontage, institutional and professional sports facilities. This sub-area is considered stable in the near and mid-term, in the sense that most of the properties appear to be well-maintained and economically productive, but has the potential for gradual redevelopment in office, commercial, retail and mixed-use projects of considerably more intensity.

Its redevelopment potential also includes the possibility for property assemblage for the packaging and development of large commercial, mixed-use or office uses which require good arterial and interstate access and visual exposure. There is also the possibility of deepening the commercial district in some areas, to accommodate development not permitted by industrial land use categories.

Sub-Area 2 south and west of Sub-area 1, generally bound by W. Crest Avenue, Cortez Avenue, Martin Luther King, Jr. Boulevard, and Lois Avenue. The sub-area is presently characterized by a very broad mix of commercial, industrial and institutional land uses interspersed with non-conforming residential uses, building lots of varying sizes, and an irregular street pattern.

The sub-area currently is home to many businesses that serve residents and other businesses throughout the city, such as fabrication and light assembly, auto and truck repair concerns, and maintenance depots for private utility contractors. Since there are very few city neighborhoods that allow such businesses, Drew Park should remain important to the daily business of the City in that regard. However, many of those buildings housing active businesses were originally constructed as temporary structures during WWII. Many of them have also been expanded haphazardly, and do not conform to modern development standards, which is a source of some conflict with the considerable remaining residential land uses in this sub-area.

Redevelopment potential for this area is the least clear of all of Drew Park's sub- areas, in large part because the Tampa International Airport expansion, and Hillsborough Community College's proposed development and expansion activities are the most physically removed from this area, and consequently will be felt the latest here. However, redevelopment possibilities certainly will include the potential for property assemblage and redevelopment of either commercial or light industrial land uses, or a deepening of the commercial frontages in Sub-Area 1 for retail or mixed-use projects requiring significant acreage. Redevelopment activity in this area, as it will throughout Drew Park, will utilize modern development standards and practices; bringing with it many solutions to localized flooding, access and buffering problems.

Public infrastructure improvement and the City's ability to provide some special incentives for new development will be required to stimulate redevelopment in this sub-area.

Sub-Area 3 essentially circumscribes the York Yankees Legends Field baseball complex, which is home to the New York Yankees Major League Baseball Spring Training season and to the Tampa Yankees, the franchise's minor league team based in Tampa. It is a state-of-the-art facility jointly developed by the Yankees and the Tampa Sports Authority several years ago, and will remain local headquarters for the Yankees into the foreseeable future. If plans for additional development unfold in the future, the Yankees and the Sports Authority will drive them, possibly in conjunction with expansion and redevelopment plans proposed by Hillsborough Community College on nearby State-owned property. Protection of that public/private investment can be enhanced by the City's commitment to the Community Redevelopment Area.

Sub-Area 4a. is the current Hillsborough Community College campus, including the recently acquired processing and distribution facility and the W.T. Edwards hospital property. As previously outlined, Hillsborough Community College has very significant new development plans for the campus, and the properties recently acquired. Those plans could include a health, wellness and amateur sports complex, a hotel and conference center, a culinary institute, an information technology center, hospitality and tourism management facilities, additional teaching/classroom space and structured parking facilities to serve the new development. Hillsborough Community College is in the process of seeking qualified private sector and management partners for each major development concept.

Sub-Area 4b. is comprised of approximately 30 acres, and is owned by multiple agencies and departments of the State of Florida. The area is presently occupied by a variety of State agencies including the Florida Department of Law Enforcement (FLDE), the State Division of Motor Vehicles (DMV), and a Department of Juvenile Justice Correctional Facility. Hillsborough Community College might eventually acquire and redevelop the juvenile detention facility. There are no current plans to seek the relocation of either the FDLE, which occupies a large and relatively new office building, or the DMV, which operates one of its busiest auto driver licensing facilities at that location.

Sub-Area 5 is located north of Martin Luther King, Jr. Boulevard and west of **Sub-area 2**. Sub-area 1 borders it on the north and Tampa International Airport's expansion area on the west. Like Sub-area 2, this sub-area is presently characterized by a very broad mix of commercial, industrial and institutional land uses interspersed with non-conforming residential uses, building lots of varying sizes, and an irregular street pattern. The area also has several 10 acre+ parcels in common ownership by public agencies, including the U.S. Army Reserve (National Guard) and the Hillsborough County School Board, which might be considered for disposition and redevelopment in the future.

The area is also home to many businesses that serve residents and other businesses throughout the city, such as fabrication and light assembly, auto and truck repair concerns, and maintenance depots for private utility contractors. Since there are very few city neighborhoods that allow such businesses, Drew Park is important to the City in that regard. However, many of those businesses in this sub-area are also located in quarters originally constructed as temporary buildings, have expanded haphazardly, and do not conform to modern development standards, which is a source of some conflict with the remaining residential land uses in the sub-area.

However, due to its closer proximity to Tampa International Airport's expansion area, the redevelopment potential for this area appears to be more closely tied to Tampa International Airport's development plans. Redevelopment possibilities in this sub-area include the near-term (1-5 years) potential for property assemblage and redevelopment for Airport-related commercial, office, warehouse/distribution and light industrial land use.

The primary prospects for the Airport's new property with frontage on the airfield are the major airfreight carriers, like Federal Express, which recently completed the first new facility on Airport property at Tampa Bay Boulevard and Lauber Way. The potential tenants for new development in Sub-area 5 are the companies and



businesses that do business with the airfreight companies or are closely tied to them in some way. Infrastructure improvement in the Area, and the City’s ability to provide some special incentives for new development will be important to stimulate redevelopment in this sub-area.

Sub-Area 6 is the core residential area within Drew Park. It remains an affordable, largely single-family residential neighborhood, with consistent boundaries. In a series of public workshops in Drew Park during the preparation of this Plan, it was quite clear that the residents of this area wish to stay in the Area, and strongly supported the capital improvements, code enforcement and zoning protection necessary to strengthen the neighborhood against the inadvertent yet constant pressure of intrusion from adjoining commercial/industrial land uses. This Plan commits to the continuation and protection of this area, which has the potential to become an important residential component of a more modern Drew Park in the future, and providing living quarters in close proximity to a great many more students, faculty and workers than even exist in the area today. Strict code enforcement, community policing activities, housing assistance programs for renovation and new home buyers and similar efforts will be important in this area, if the neighborhood is to survive into the future.

Sub-Area 7 is primarily designated a distinct sub-area to distinguish its commercial character from the residential area it adjoins. Along Martin Luther King, Jr. Boulevard, particularly, it is also an important gateway commercial frontage, which has the potential for quality redevelopment more consistent with Legends Field, HCC development and the other institutional land uses in the area.

The future for Drew Park can be described in Map F.7 which provides a diagram as required by F.S. 163.362 (1). Generally speaking this diagram illustrates the area future land use map which provide for open space, public parks, recreation areas, streets, public utilities and public improvements of any nature in each category.

Redevelopment Activities

There are **three basic sets of services and activities** that will be fundamental to the redevelopment of Drew Park, and to the improvement of the quality of life for Area residents, employees, businesses and property owners.

The first includes comprehensive building and zoning code enforcement services, to reverse the trends of property deterioration, illegal business activity, illegal dumping and similar activity, as evidenced by code violations, property maintenance citations, widespread structural deficiencies and visual inspection. Community policing activities will also be an important effort in changing the perception of the area by residents, business owners and prospective investors.

The second encompasses infrastructure and other public improvements, which includes gateway identification, area signage, road improvements, sidewalks, street lighting, public landscaping, and subsurface utility replacement, particularly to the stormwater management system. These improvements are expensive, but are critical to the quality of life enjoyed by neighborhood residents, property owners and visitors, and to prospective investors and developers considering investment in the Area.

The third set of activities is the incentives and assistance, and a broad range of marketing-oriented efforts, provided by the City to stimulate private sector investment and appropriate redevelopment activity. The goals of this Community Redevelopment Plan are all focused on physical and perceptual improvements to the Area, and redevelopment activity consistent with emerging trends in the Drew Park Area.

Implementation Measures

Facilitating the redevelopment process in Drew Park will require additional public investment to stimulate private investment and remedy the causes of the blighted conditions identified in the City's May, 2004 Finding of Necessity.

The basis of HUD's definition of affordable housing is the condition that no more than 30% of household income be required for housing cost. In Tampa, over 38,000 households allocate more than 30% of their income to housing.

Drew Park is characterized by a broad range of land uses, including residential. Residential uses are scattered throughout Drew Park with a particular concentration of residences in its southern portion. Many structures in the area, including housing units, are vacant/unoccupied. Fourteen percent of the total structures are vacant, with nine percent of the housing units being vacant. One hundred and fifty five (17%) of the properties in the area remain undeveloped. Additionally, sixty nine percent of the structures are deteriorated, dilapidated or terminal. And, over 50% have a history of code violation.

Given the above, there is substantial development potential in Drew Park for additional housing and an apparent need for reinvesting in the existing housing stock. The successful redevelopment of Drew Park should include additional sound, affordable housing.

The establishment of a CRA designation for the District will greatly enhance the Agency's ability to undertake the necessary activities. Subsequent to the designation, the Agency will evaluate a wide variety of Implementation Programs, Projects and Activities in the District, including the following to remedy the identified blighted conditions:

Code Enforcement, Crime Prevention and Program-related Activities:

- **Neighborhood Organization** - The Agency should encourage and support the formation of a neighborhood association within the Area, to include residential and commercial property owners. A neighborhood association is an important element to the improvement and revitalization of the Area; and out of that membership will come a CRA Advisory Committee, which will help guide the timing and priority of neighborhood reinvestment.
- **Crime Prevention** - Crime statistics have identified significant problems in the District. Recent statistics compiled by the Tampa Police Department reveal significant activity in a broad range of crime categories. Crime prevention and community policing programs, such as Crime Prevention Through Environmental Design (CPTED), community mobilization, neighborhood block watch, citizen patrol, foot patrol, neighborhood storefront police stations, field interrogation, and an intensified motorized patrol are an important component of the Area's civic support system, as well as the process of attracting investment interest in redevelopment.
- **Marketing/Public Awareness** - Within the administration of a CRA designation for Drew Park, Agency directed coordination of public and private development interests, regular and concerted marketing and public relation/education activities, and early master planning for the provision of infrastructure, public amenities and public services should be high priorities.
- **Clean Up** - The City NEAT Team's cleanup services, and special Solid Waste Department disposal services should be utilized on a prioritized basis, particularly in conjunction with code enforcement activities, and the illegal dumping of solid waste.

•
•
•
•
•
•
•
•

-
- **Code Violations** - Property maintenance violations oversight should be conducted at an increased level, with particular emphasis on repeat offenders, and those violations that interfere with the rights of adjacent property owners.

Enhanced code enforcement should be a high priority, to identify structures in unsafe or unsound condition, to alleviate adverse unsafe property maintenance conditions, and to prioritize a program of resolving ongoing code violations, such as unpermitted business and/or construction activity.

- **Infill** - Vacant lots and structures should be specifically identified and categorized, and a program developed to encourage their purchase, lease, development or assemblage for an active development entity consistent with the vision for the area.
- **Housing Assistance** - All available City programs providing assistance for housing rehabilitation should be utilized in the core residential area (Sub-area 6), including a concerted public education program about their availability. Priority should be considered for existing residents, particularly the elderly, of the Area. In addition, the Tampa Housing Authority should be consulted, with regard to housing opportunity in the area, and the development of new, affordable housing by the private sector be encouraged.
- **New Business** - The City should consider the activation of the already-designated Foreign Trade Zone area, and undertake the marketing and promotion activities necessary to attract new business to the Area utilizing the benefits of this designation.
- **Intergovernmental Cooperation** - Physical, promotional and co-development opportunities should be investigated on an ongoing basis with the Aviation Authority and HCC.

Infrastructure related:

- **Streets** - Every street in the Area should be evaluated for current condition, and the need for resurfacing. Each street should also be evaluated for current traffic loads, special circulation problems and the possibility of realignment or closure, if appropriate.
- **Sidewalks** - Every street in each expansion sub-area should be identified for the presence or absence of sidewalks, and a comprehensive program developed to repair and maintain existing sidewalks, and to construct new sidewalks where there are presently none; resulting in a complete, pedestrian-oriented sidewalk system throughout the Area.
- **Major Streets** - The major internal collector streets in the Drew Park Area, Tampa Bay Boulevard, Martin Luther King, Jr. Boulevard, Osborne Avenue and the new road to be constructed by the Airport Authority on the Hesperides Street/Lauber Way alignment constitute the transportation framework within the area (*See Figure F- 6*). The new Hesperides/Lauber Way road will be an urban, four-lane divided roadway with turning lanes, curbs and storm gutters, sidewalks, landscaping and street lighting. Modern collector roadway standards should be considered for the Area's collector system, including traffic-calming techniques on the busiest roads and intersections, as improvement plans are developed for them.
- **Hesperides/Lauber Way** - The Airport Authority's new roadway represents a modern road design with adequate capacity for truck and automobile traffic, and will create very attractive

new frontage on both sides of the facility. Consideration should be given to assisting the Aviation Authority in accelerating the redevelopment of the new road, to hasten redevelopment interest in the Area. Consideration should also be given to renaming the Hesperides/Lauber Way alignment, to a name of particular relevance to the Area.

- **Street Lighting** - In conjunction with Tampa Electric Company, the Area should also be carefully inventoried and evaluated regarding street lighting. There are many scattered pockets throughout the Area that are inadequately lit at night, for both pedestrians and motorists. It appears to be a contributing factor to the incidence of illegal dumping and other crime in those areas, as well. A comprehensive program should be undertaken to provide adequate and appropriate street lighting throughout the Area.
- **Water Supply** - The water facilities in the Area should be evaluated and prioritized for upgrading and / or replacement.
- **Chiller Plant** - The potential for a chiller plant, to provide chilled water for air-conditioning to new development in the area, should be investigated in conjunction with HCC and the Aviation Authority.
- **Flooding** - Localized flooding problems have been occurring for years throughout the Drew Park Area. The identification and solution to those problems should be a high priority in the Area, particularly in locations that have the potential or history of flooding structures and prohibiting access to private property. While the City has made significant improvements in recent years, including additional stormwater storage capacity localized flooding remains a problem.

Much of Drew Park is served by an open ditch drainage system, which was developed years ago when the Area was an Army Air Base. An inventory of the Area's open ditch system, particularly where localized flooding regularly occurs, would reveal numerous instances where the ditches are blocked from lack of maintenance, unpermitted filling, or inadvertent discontinuity. In addition, the system of open ditches generally precludes sidewalks, street trees and landscaping, and the potential for certain road improvements. A systematic effort should be undertaken to improve the regular maintenance program for Drew Park's ditch system, as well as for the eventual replacement of all of the open ditches with an enclosed stormwater conveyance system. Such an effort will require the purchase of additional property for stormwater storage capacity, and for stormwater treatment, which will be diminished somewhat by the elimination of open grass ditches. The elimination of the open ditch system will eventually be a crucial element of the Area's transition into a modern urban area. In the interim, an evaluation of the ditch system should be undertaken to be certain the system drains private and public right of way as efficiently as possible.

- **Brownfields** - Drew Park has, throughout its developed history, accommodated a wide range industrial land uses, from the manufacture of military weapons and the maintenance of military equipment during WWII, to the light industrial fabrication businesses that utilize industrial chemicals in the area today. Many of those activities have produced industrial waste, some of which has not been disposed of properly. The City will make every effort, through its *Brownfields* programs, to assist in the proper mitigation of those conditions when they occur during the redevelopment process.
- **Transit** - Hartline should be encouraged to undertake the improvements necessary to transit stops to ensure that each is a well-shaded area, with reasonable protection from inclement weather for transit users. It is important to note that the Drew Park area may eventually be

•
•
•
•
•
•
•
•



served by light rail transit, at such time as the community chooses to fund the system currently being proposed by Hartline.

- **Parks and Recreation** - The Drew Park area recently lost its neighborhood park, which had been located on Airport Authority property and provided by agreement many years ago to the City of Tampa for recreational uses on an interim basis. The Aviation Authority paid for relocation of community facilities to Al Lopez Park, which is located across N. Dale Mabry Highway, just north of Martin Luther King, Jr. Boulevard. The park is not part of the redevelopment area. However, the City should consider the reestablishment of a small, easily accessible neighborhood park (1-2 acres) for the residents of the core residential area. A small park, preferably with some recreational facilities for children, would be an important element in improving the residential viability of that area. If the property currently owned by the State of Florida becomes available for redevelopment, the potential for a small public park site could be included in the redevelopment planning process for that area.

General Redevelopment Options and Incentives

The application of a Community Redevelopment Area designation makes a number of redevelopment tools available to the Community Redevelopment Agency (Agency). The following is a brief description of those redevelopment mechanisms:

- **Property Acquisition** – the law authorizes the Agency to acquire real property through purchase, condemnation or other lawful means, to assist or facilitate the redevelopment process.
- **Property Rehabilitation** – the Agency may rehabilitate, or require to be rehabilitated as part of a lease or sale, any property within the Area.
- **Structure Relocation** – if a property is deemed to be worthy of rehabilitation and is in the path of a redevelopment project, the Agency may authorize the funds necessary to move it to a new location.
- **Cooperation with other public agencies** – the Agency will cooperate and coordinate with other public entities in the implementation of this Plan, in order to optimize the value of the community’s investment in the Area.
- **Property Management** – the Agency may, at its discretion, enter into agreements to ensure the preservation, maintenance and/or operation of real property within the Area.
- **Demolition and Clearance** – the Agency may authorize the demolition, removal or clearance of buildings, structures and other improvements on real property it has purchased within the Area, to aid in the Area’s redevelopment
- **Preparation of Building and Development sites** – the Agency may undertake building and/or site preparation on any real property within the Area, to assist in the redevelopment process.
- **Public Improvements and Infrastructure** – the Agency shall advise the City on the timing and location of public improvements, including surface improvements and subsurface

infrastructure, to be accomplished within the Area. The recommendations shall be consistent with the adopted Comprehensive Plan.

- **Real Property Disposition and Development** – the Agency may sell, or otherwise dispose of, real property within the Area, in accordance with the Community Redevelopment Plan. The property may be disposed of at Fair Value, rather than at the Appraised Value. The documents of conveyance will contain any conditions necessary to safeguard the goals of the Redevelopment Plan.
- **Relocation Policy** – It shall be the policy of the Agency that any persons displaced as a result of redevelopment projects shall be provided services that will ensure they are not unduly inconvenienced by their relocation. In the implementation of this Plan, the Agency will provide fair and equitable treatment to any and all displaced persons; including full opportunity to occupy comparable replacement housing, with regard to cost, location and related aesthetic considerations. The Agency will attempt to minimize the disruptions caused by the relocation, provide maximum choice to those required to relocate, provide whatever ancillary relocation services may be required to those in need of special assistance, such as the elderly or physically challenged, and make a diligent effort to avoid any financial hardship to relocating persons, due to the relocation process. The Agency will observe the same guidelines with businesses and no-profit organizations required to relocate.

Relocation assistance will be provided through the City Department of Business and Housing Development. Such assistance will be provided in a fair, equitable and thorough manner.

Neighborhood Impact Element

The Drew Park Community Redevelopment Area has included a private residential area since the end of World War II. Today, there are approximately 950 households in the Area, and a residential population of about 2100 persons. While many of these Area residents, approximately 700, reside in the predominately residential neighborhood described as Sub-area 6, the balance are scattered throughout the proposed Community Redevelopment Area, north of Martin Luther King, Jr. Boulevard. Although Drew Park is no longer considered primarily a residential area, it is important to recognize the residential development in the Area, and minimize the impact of redevelopment activities on the resident population in the Area to the extent possible.

Resident Population

This Plan recognizes two different components of the Area's residential population; the residents and homeowners in the relatively homogeneous residential area south of Martin Luther King, Jr. Boulevard and west of Lois Avenue (*Sub-area 6*), and the residential uses scattered throughout the remainder of the area. There is a specific commitment to the residential neighborhood to establish safeguards in the Plan for its protection as a residential area and to encourage the provision of capital improvements and other neighborhood improvements to improve the quality of life for the area.

The residents scattered throughout the Area are in a somewhat different situation. The Comprehensive Plan and zoning in this area were amended over a decade ago, with the support of a majority of the property owners in the area at the time, to Light Industrial and Heavy Commercial designations. The logic at the time was to make



these properties more attractive for redevelopment in such non-residential uses. The obvious trade-off was to make the residential uses in place at the time legally non-conforming in nature, which is generally a discouragement to the longevity of residential property use.

The result has been more chaos than the residents imagined. While many residential properties have been sold and converted to non-residential use, many have remained, and have found that co-existence with heavy commercial and light industrial land uses has been difficult. These were probably exacerbated by the number of such uses that have provided inadequate buffering and solid waste disposal facilities. Also, they have extended the hours of business often far into the night, parking illegally on public rights of way.

The Plan does not contemplate returning this part of the Community Redevelopment Area to residential use. However, the City's commitment will be to attempt to minimize the conflicts between residential and non-residential land uses, and undertake a variety of capital and maintenance improvements designed to improve the quality of life for those existing residents for as long as they wish to remain there.

Redevelopment activity in any neighborhood has a mixed impact on the extant population, residential, commercial, industrial and institutional. Such activity generally improves property values in the Area, educates risk-adverse mortgage lenders on the merits of mortgage lending in the Area, and draws the interest of developers, property renovators, and, in the case of Drew Park, new businesses to the neighborhood. Neighborhood associations often form, and neighborhood crime-watch networks become more effective. Community services improve, the crime rate drops, and public facilities are replaced or upgraded.

However, the same activity can cause the process of gentrification to occur; which essentially pushes the economically marginal residents out of the area, into a neighborhood for which there is less demand for housing accommodations. It is a process that affects bargain renters, and homeowners for whom any significant increase in housing costs, such as increased taxes or code violation-related rehabilitation costs, may be a signal to sell and move on.

The City operates an extensive, award-winning housing rehabilitation program for many such circumstances, and can facilitate grants, low interest mortgage loans, deferred payments, and the ability to facilitate movement to adjacent, lower cost neighborhoods. The City of Tampa is committed to providing every assistance available to current Area residents to keep them in their homes, and within the core residential area.

In Community Redevelopment Areas, the policies regarding rehabilitation assistance, or dislocation and relocation needs allow the City significant latitude in providing such assistance. The City is also committed to maintaining a significant supply of affordable housing in the Area.

Adjacent Resident Population

The Drew Park area is isolated from other residential areas by Tampa International Airport Veterans Expressway/Links project property, and two major arterial highways, Hillsborough Avenue and N. Dale Mabry Highway. There are some residents in the area, also sometimes referred to as Drew Park, on the north side of Hillsborough Avenue; and a great many residents in the extended neighborhood area called West Tampa, which lies east of Dale Mabry and Himes Avenue, nearly a mile to the east.

The revitalization of Drew Park should have little effect on these areas, except to the extent that resident of Drew Park may well eventually choose to sell and relocate to one of these areas.

Relocation, Replacement Housing, Affordable Housing

As detailed earlier, the City's policies regarding relocation and replacement housing are clear and comprehensive, and intended to minimize the impact and inconvenience of relocation. The City is prepared to offer every assistance available to mitigate the impacts of any relocation that may be required.

Traffic Circulation

Traffic circulation in the Area is often congested during special events at Raymond James Stadium, Legends Field and Hillsborough Community College. During those peak periods of congestion, the problem is exacerbated by several factors, including the lack of adequate parking facilities for peak periods of parking demand, a neighborhood street pattern utilizing busy business streets, and, modest use of a practical transit alternative for those who otherwise might park outside the Area and ride a shuttle in.

Certainly, additional redevelopment in the Area will create additional travel and parking demand, and place additional stress on the Area's transportation network. To a certain extent, traffic congestion and a shortage of parking is endemic to special events, despite the City's best efforts at traffic management. The answer to such problems are, in large part, transportation improvements as well as continued traffic management efforts by the City and an increased reliance on the use of mass transit for special events.

Environmental Quality

The redevelopment activity envisioned for the Area will be accompanied by a variety of infrastructure improvements that will all contribute to an improvement in environmental quality. Due to Drew Park's history as a military base and light industrial area, there is a generalized concern about Brownfields issues there. The City of Tampa will provide any assistance available under current and future state, federal and local Brownfields programs, to assist in the remediation of those problems as they are specifically identified. Property in the Area, when subsequently redeveloped, will be required to mitigate any ground pollution present. Improvements to water and stormwater systems will improve surface and/or ground water quality. Additional shade trees along street edges and public landscape will improve air quality, and reduce any visual pollution present. Special neighborhood clean-up services and solid waste disposal services will greatly improve the area visually, and reduce the potential for disease; as will the special attention paid to resolving code and property maintenance problems in the Area.

Availability of Community Facilities and Impact on Schools

In addition to the improvements in public services and infrastructure previously discussed, this Plan recommends a new neighborhood public park for residents of the Area. In addition, improvements recommended to the Area's transportation network are designed to accommodate both the current traffic demand, and the additional transportation needs created by continued redevelopment in the area. In addition, these transportation and stormwater management improvements are intended to greatly improve the quality of life for all property owners and residents in the Area.

There is not anticipated to be any negative impact on area public schools; although the K-12 schools which serve residents in the Drew Park area will continue to educate fewer children from the Area, as the residential population very gradually declines. Hillsborough Community College, on the other hand, will benefit greatly



from improvements to the Area, which can only enhance and hasten the quality additions to the campus currently contemplated.

Publicly Funded Capital Improvements

The Community Redevelopment Agency shall make specific recommendations to the City the publicly funded capital improvements and programs to be undertaken within the Area, based upon the needs outlined in the Plan, and the availability of public resources.

The timing of such public improvements will be affected by the recommendations of Area residents and property owners, and the private sector’s interest in redevelopment and private investment, and every effort will be made to utilize the public’s investment as leverage for the redevelopment efforts envisioned by the Plan.

The City of Tampa will retain responsibility for ensuring that all capital improvements in the Area are properly installed and maintained; although development agreements with private development entities may assign physical implementation responsibilities.

Affordable Housing

Drew Park is characterized by a broad range of land uses, including residential. Residential uses are scattered throughout Drew Park with a particular concentration of residences in its southern portion. Many structures in the area, including housing units, are vacant/unoccupied. Fourteen percent of the total structures are vacant, with nine percent of the housing units being vacant. One hundred and fifty five (17%) of the properties in the area remain undeveloped. Additionally, sixty nine percent of the structures are deteriorated, dilapidated or terminal. And, over 50% have a history of code violation. Given these conditions, there is substantial development potential in Drew Park for additional housing and an apparent need for reinvesting in the existing housing stock. The successful redevelopment of Drew Park should include additional sound, affordable housing.

Affordable housing strategies that the City might employ in Drew Park would include programs for low down payment and deferred payment loans; purchase of land and properties; direct developer incentives; expedited building permit processing; infrastructure improvements; and coordination and cooperation with Tampa Housing Authority and other organizations who promote the development of affordable housing.

IX. Development

Development Controls

All development and redevelopment within the Community Redevelopment Area shall be consistent with the adopted Comprehensive Plan, the Community Redevelopment Area Plan, and all other applicable laws, ordinances and regulations. Development reverter clause requiring developers to develop property within specific time frames could be explored as a means to insuring that development occurs in a timely manner.

Any proposals for development on public land shall be reviewed in accordance with applicable legal requirements, and shall be in accordance with this Plan.

Costs of Development and Funding Sources

The **Costs of Development and Redevelopment** in the Area will be ultimately borne jointly by the public and private sectors. The purpose of the Community Redevelopment Area designation is to enable the Agency to provide special assistance in the redevelopment efforts of areas so designated. The ability of the Agency to provide such a broad range of assistance is a key element of risk reduction for the private sector, enabling investment not otherwise possible. The provision of critical public infrastructure will enable the private sector to make much larger private investment, justified by both reduced risk and adequate returns on investment.

There are a number of **Funding Sources** available to the Agency to provide the improvements to the Area contemplated by the Plan, including;

- Tax Increment Revenues
- A Special Assessment
- State Enterprise Zone Tax Credits
- Community Corporate Tax Credits
- City Revenue Bonds
- Industrial Revenue Bonds
- Public / Private Development Agreements
- State and Federal Grants
- City of Tampa General Revenue
- Community Investment Tax

The Community Redevelopment Agency and the City of Tampa will regularly evaluate potential projects, current and prioritized infrastructure needs and available funding sources. Based upon that analysis, available funding sources will be matched with those needs.

Timing of Redevelopment

This Plan has a **30-Year Horizon (2004-2034)** commencing upon its approval, during which substantial redevelopment of the Area is anticipated to be completed. The Tampa City Council may modify the Plan from time to time, in accordance with the provisions of applicable law.

Bibliography

Christopher, W. Scott. *Tampa's People with a Purpose*, Tampa: Greater Tampa Chamber of Commerce, 1993.

Grismer, Karl H. *A History of the City of Tampa and the Tampa Bay Region of Florida*, St. Petersburg: St. Petersburg Printing Co., 1950.

Vance, James E., Jr. *The Continuing City: Urban Morphology in Western Civilization*. The Johns Hopkins University Press, 1990.

•
•
•
•
•
•
•
•

