



# City of Safety Harbor Florida

HOME OF ESPIRITU SANTO MINERAL SPRINGS

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[www.cityofsafetyharbor.com](http://www.cityofsafetyharbor.com)

November 5, 2021

Barry Burton, County Administrator  
Pinellas County  
315 Court Street  
Clearwater, FL 33756-5165

**Subject: Safety Harbor Community Redevelopment District Finding of Necessity Study and Request to Delegate Redevelopment Authority**

Dear Mr. Burton:

This letter is to inform you that the City of Safety Harbor adopted a Finding of Necessity Report for the Safety Harbor Community Redevelopment District (CRD) to extend the sunset date from 2022 to 2032, in accordance with Part III, Chapter 163, Florida Statutes.

Based on the findings of the study, Kimley-Horn determined the Safety Harbor Community Redevelopment District meets the qualifying conditions under Florida Statutes Chapter 163, Part III and Pinellas County's Community Redevelopment Policy as adopted on August 10, 2021. On October 4, 2021, the City of Safety Harbor Community Redevelopment Agency adopted resolution 2021-01 CRA finding the Community Redevelopment District continued to meet the requirements of the Community Redevelopment Act and recommend the extension of the sunset date. In addition, on October 4, 2021, the City Commission adopted Resolution 2021-16 finding the Community Redevelopment District continued to meet the requirements of the Community Redevelopment Act and to extend the sunset date. The City respectfully requests consideration of this Finding of Necessity report by the Pinellas County Board of County Commissioners for the delegation of redevelopment authority. If the delegation is approved, the City will update the Safety Harbor Downtown Master Plan.

Thank you for your consideration of this request. Please contact me if you have any questions, please call me at (727)724-1555 x1403.

Sincerely,

A handwritten signature in blue ink, appearing to read 'Matthew Spoor', is written over a light gray rectangular background.

Matthew Spoor, City Manager

cc: City Commission  
Evan Johnson; Pinellas County Housing and Community Development Department

Attachments: Resolution No. 2021-01 CRA and Resolution 2021-01

**RESOLUTION NO. 2021-01 CRA**

**A RESOLUTION OF THE COMMUNITY REDEVELOPMENT AGENCY FOR THE CITY OF SAFETY HARBOR, FLORIDA, FINDING THE CONTINUED EXISTENCE OF SLUM OR BLIGHTED AREAS AS DEFINED IN THE "COMMUNITY REDEVELOPMENT ACT" OF PART III OF CHAPTER 163, FLORIDA STATUTES, WITHIN THE COMMUNITY REDEVELOPMENT DISTRICT; RECOMMENDING AN AMENDMENT TO THE COMMUNITY REDEVELOPMENT PLAN (ALSO KNOWN AS THE DOWNTOWN MASTER PLAN) TO EXTEND THE TIME CERTAIN FOR COMPLETING ALL REDEVELOPMENT FINANCED BY INCREMENT REVENUES FOR THE COMMUNITY REDEVELOPMENT DISTRICT (SUNSET DATE) FROM 2022 TO 2032; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE**

**WHEREAS**, the City Commission of the City of Safety Harbor, pursuant to Resolution No. 92-25 made a finding of necessity and thereby established a redevelopment area; and

**WHEREAS**, the City Commission of the City of Safety Harbor pursuant to Resolution No. 92-25 created the Community Redevelopment Agency of the City of Safety Harbor (the "Community Redevelopment Agency") and authorized and directed the Community Redevelopment Agency to exercise powers delegated to the City of Safety Harbor by the Board of County Commissioners of Pinellas County, Florida; and

**WHEREAS**, a Delegation of Authority has been received from Pinellas County, pursuant to the Board of County Commissioners Resolution No. 04-214, providing the City with the power to prepare and grant final approval of an amended Community Redevelopment Plan; and

**WHEREAS**, the Community Redevelopment Agency approved a Community Redevelopment Plan by Resolution No. 92-02 CRA and approved modifications by Resolution No. 2008-05 CRA, Resolution No. 2011-01 CRA, and Resolution No. 2019-01 CRA; and

**WHEREAS**, the Community Redevelopment Plan is incorporated by reference into the Safety Harbor Comprehensive Zoning and Land Development Code as the "Downtown Master Plan" as adopted by the City Commission of the City of Safety Harbor pursuant to Ordinance No. 92-23, as amended by Ordinance Nos. 2008-05, 2011-12, and 2019-07; and

**WHEREAS**, the Community Redevelopment Plan (also known as the Downtown Master Plan), provides that the time certain for completing all redevelopment financed by increment revenues for the Community Redevelopment District (sunset date) is 2022; and

**WHEREAS**, the City commissioned a Finding of Necessity Study dated June 2021 for the extension of the Community Redevelopment District sunset date, attached hereto as "Exhibit A" and incorporated herein by reference,

**WHEREAS**, one or more conditions of slum and blight continue to exist within the Community Redevelopment District as defined by Chapter 163, Part III, Florida Statutes, and therefore that the sunset date of the Community Redevelopment District should be extended in order to accomplish the remaining redevelopment and improvement goals.

**NOW, THEREFORE, BE IT RESOLVED BY THE COMMUNITY REDEVELOPMENT AGENCY OF THE CITY OF SAFETY HARBOR, FLORIDA, IN SESSION DULY AND REGULARLY ASSEMBLED, THAT:**

**SECTION 1.** The above recitals are true, correct, and incorporated by reference as the findings of the Community Redevelopment Agency.

**SECTION 2.** The Community Redevelopment Agency hereby recommends that the City Commission consider and make a finding of the continued existence of one or more slum and blighted areas, as defined in the "Community Redevelopment Act" of part III of Chapter 163, Florida Statutes, within the Community Redevelopment District, and for the City Commission to amend the Community Redevelopment Plan (also known as the Downtown Master Plan) to extend the time certain for completing all redevelopment financed by increment revenues for the Community Redevelopment District (sunset date) from 2022 to 2032.

**SECTION 3.** Each provision of this Resolution shall be deemed separate and severable and if any section or part thereof is held to be invalid by a court of competent jurisdiction, the remainder of the Resolution shall not be affected.

**SECTION 4.** This Resolution shall be in full force and effect immediately upon adoption.

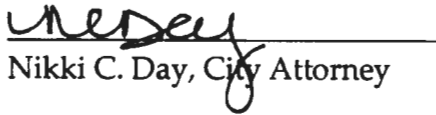
**PASSED AND ADOPTED BY THE COMMUNITY REDEVELOPMENT AGENCY OF THE CITY OF SAFETY HARBOR, FLORIDA THIS 4<sup>th</sup> DAY OF OCTOBER, 2021.**

ATTEST:

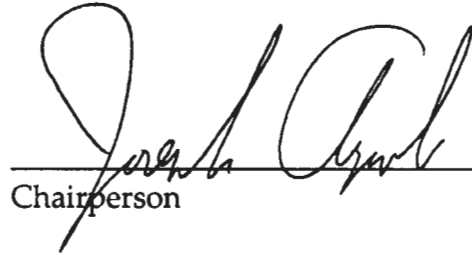


Karen Sammons, CMC, City Clerk

APPROVED AS TO FORM:



Nikki C. Day, City Attorney



Chairperson

EXHIBIT A  
FINDING OF NECESSITY STUDY

**RESOLUTION NO. 2021-16**

**A RESOLUTION OF THE CITY COMMISSION FOR THE CITY OF SAFETY HARBOR, FLORIDA, FINDING THE CONTINUED EXISTENCE OF SLUM OR BLIGHTED AREAS AS DEFINED IN THE "COMMUNITY REDEVELOPMENT ACT" OF PART III OF CHAPTER 163, FLORIDA STATUTES, WITHIN THE COMMUNITY REDEVELOPMENT DISTRICT; AMENDING THE COMMUNITY REDEVELOPMENT PLAN (ALSO KNOWN AS THE DOWNTOWN MASTER PLAN) TO EXTEND THE TIME CERTAIN FOR COMPLETING ALL REDEVELOPMENT FINANCED BY INCREMENT REVENUES FOR THE COMMUNITY REDEVELOPMENT DISTRICT (SUNSET DATE) FROM 2022 TO 2032; PROVIDING FOR SEVERABILITY; AND PROVIDING FOR AN EFFECTIVE DATE**

**WHEREAS**, the City Commission of the City of Safety Harbor, pursuant to Resolution No. 92-25 made a finding of necessity and thereby established a redevelopment area; and

**WHEREAS**, the City Commission of the City of Safety Harbor pursuant to Resolution No. 92-25 created the Community Redevelopment Agency of the City of Safety Harbor (the "Community Redevelopment Agency") and authorized and directed the Community Redevelopment Agency to exercise powers delegated to the City of Safety Harbor by the Board of County Commissioners of Pinellas County, Florida; and

**WHEREAS**, a Delegation of Authority has been received from Pinellas County, pursuant to the Board of County Commissioners Resolution No. 04-214, providing the City with the power to prepare and grant final approval of an amended Community Redevelopment Plan; and

**WHEREAS**, the Community Redevelopment Agency approved a Community Redevelopment Plan by Resolution No. 92-02 CRA and approved modifications by Resolution No. 2008-05 CRA, Resolution No. 2011-01 CRA, and Resolution No. 2019-01 CRA; and

**WHEREAS**, the Community Redevelopment Plan is incorporated by reference into the Safety Harbor Comprehensive Zoning and Land Development Code as the "Downtown Master Plan" as adopted by the City Commission of the City of Safety Harbor pursuant to Ordinance No. 92-23, as amended by Ordinance Nos. 2008-05, 2011-12, and 2019-07; and



**WHEREAS**, the Community Redevelopment Plan (also known as the Downtown Master Plan), provides that the time certain for completing all redevelopment financed by increment revenues for the Community Redevelopment District (sunset date) is 2022; and

**WHEREAS**, the City commissioned a Finding of Necessity Study dated June 2021 for the extension of the Community Redevelopment District sunset date, attached hereto as "Exhibit A" and incorporated herein by reference; and

**WHEREAS**, the City Commission finds that one or more conditions of slum and blight continue to exist within the Community Redevelopment District as defined by Chapter 163, Part III, Florida Statutes, and recommends that the sunset date of the Community Redevelopment District be extended in order to accomplish the remaining redevelopment and improvement goals; and

**WHEREAS**, the City Commission finds that it is necessary appropriate, proper and timely that the sunset date of the existing Community Redevelopment Agency be extended to 2032 to continue to carry out the community redevelopment purposes of the provisions of part III, Chapter 163, Florida Statutes and other resolutions, ordinances and laws that may be utilized to further redevelopment within the Community Redevelopment District and that the amendment to the City's Community Redevelopment Plan recommended by the Community Redevelopment Agency in Resolution No. 2021-01 CRA are warranted and serve a lawful public purpose; and

**WHEREAS**, the City desires to continue to conduct redevelopment activities within the Community Redevelopment District, pursuant to part III, Chapter 163, Florida Statutes; and

**WHEREAS**, notice to the public and taxing authorities has been provided pursuant to section 163.346, Florida Statutes.

**NOW, THEREFORE, BE IT RESOLVED BY THE CITY COMMISSION OF THE CITY OF SAFETY HARBOR, FLORIDA, IN SESSION DULY AND REGULARLY ASSEMBLED, THAT:**

**SECTION 1.** The above recitals are true, correct, and incorporated by reference as the findings of the City.

**SECTION 2.** The City Commission accepts the recommendations of the Community Redevelopment Agency as set forth in Resolution No. 2021-01 CRA.



**SECTION 3.** All provisions of the Community Redevelopment Plan (also known as the Downtown Master Plan) not amended by this Resolution shall remain in full force and effect.

**SECTION 4.** The City Clerk is hereby authorized and directed to mail a certified copy of this Resolution to all "taxing authorities", as defined in part III, Chapter 163, Florida Statutes.

**SECTION 5.** The City of Safety Harbor, does hereby expressly request that the Pinellas County Board of County Commissioners make a similar finding and delegate the Community Redevelopment Agency powers and authority to the City for the modified area contained in the attached exhibits in accordance with the provisions of Section 163.410, (2021) Florida Statutes.

**SECTION 6.** Each provision of this Resolution shall be deemed separate and severable and if any section or part thereof is held to be invalid by a court of competent jurisdiction, the remainder of the Resolution shall not be affected.

**SECTION 7.** This Resolution shall be in full force and effect immediately upon adoption.

**PASSED AND ADOPTED BY THE CITY COMMISSION OF THE CITY OF SAFETY HARBOR, FLORIDA THIS 4<sup>th</sup> DAY OF OCTOBER, 2021.**

*This space intentionally blank. Please see following pages for signatures and exhibit.*

APPROVED AS TO FORM:

Nikki C. Day  
Nikki C. Day, City Attorney

ATTEST:

Karen Sammons  
Karen Sammons, CMC, City Clerk

Joseph A. ...  
Mayor - Commissioner

Mary Jo ...  
Vice Mayor - Commissioner

Clifford ...  
Commissioner

ABSENT  
Commissioner

[Signature]  
Commissioner

EXHIBIT A  
FINDING OF NECESSITY STUDY



# Finding of Necessity Study

*Extension of the Safety Harbor Community Redevelopment District Sunset Date*

July 2021



Prepared for:

**City of Safety Harbor**

Prepared by:

**Kimley»»Horn**

*Expect More. Experience Better.*



# **Finding of Necessity Study**

*Extension of the Safety Harbor Community Redevelopment District Sunset Date*



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# Finding of Necessity Study

Extension of the Safety Harbor Community Redevelopment District Sunset Date



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## Finding of Necessity Study

### Extension of the Safety Harbor Community Redevelopment District Sunset Date



## 1. Executive Summary

The Safety Harbor Community Redevelopment District (CRD) was established in 1992 for the purposes of addressing deteriorating conditions in the City's downtown area in accordance with the Florida State Statutes. In 2009, the CRD boundaries were expanded to address physical and economic deteriorating conditions in additional areas adjacent to the Downtown area. Currently, the CRD is due to sunset in the year 2022. The City of Safety Harbor has undertaken this analysis to substantiate the CRD efforts achieved during the past 11 years and to support a sustained economic partnership with Pinellas County in the continuation of enhanced economic achievement and contributions for creating a healthy community as a CRD in Pinellas County.

The Safety Harbor CRD is an example of how successful partnerships between Pinellas County and local municipalities can be utilized to leverage Tax Increment Financing (TIF) as a focused financing tool for redevelopment. Despite the CRD's success to date, there remains a need for continued redevelopment and improvement efforts to fulfill the CRD's vision, established in 1992 and expanded upon in 2009, to address existing deteriorating conditions in the City's Downtown area. Specifically, there are several capital improvement projects needed to support the vision. This is evidenced by the Finding of Necessity Analysis (FON) results that observed conditions of blight, as defined by Florida Statutes Chapter 163 (Part III, F.S.), within the CRD including:

- The predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation

facilities;

- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness, deterioration of site or other improvements;
- Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality;
- Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area;
- Deterioration of site or other improvements.

Following the FON, an evaluation of the CRD against the Pinellas County CRA evaluation criteria. The results of the Pinellas County criteria analysis also demonstrate the remaining need in the Safety Harbor CRD. Based upon the assessment of the Pinellas County criteria, the CRD scored a total of 23 points out of 100, categorizing it as an Economic Development CRD. An Economic Development CRD is defined by Pinellas County as a CRA that "may experience stagnation, but ultimately, there are opportunities due to diversity of users, inherent local economy and location". The Statutory findings of slum and blight and the County's criteria assessment are detailed in Section 3 and Section 4 of this Study, respectively.

Based on the results of the FON and County criteria assessment, it is recommended that the Safety Harbor CRD sunset date be extended in order to accomplish the remaining redevelopment and improvement goals of the Safety Harbor CRA and accompanying capital improvement projects. These projects are supported by the draft Pinellas County CRA 2021 Policy and Implementation procedures for the use of TIF



## Finding of Necessity Study

### Extension of the Safety Harbor Community Redevelopment District Sunset Date



funding. The extension of CRD's sunset date will allow for the continued promotion of reinvestment, the ongoing rehabilitation of the once deteriorated area, and will provide an opportunity for the area's seamless transition out of the CRA at a later date.

## 2. Project Purpose

The purpose of this Study is to present the case for the extension of the Safety Harbor Community Redevelopment District (CRD) Sunset horizon date for ten years, through 2032. The CRD boundary was established in 1992 for the purpose of creating a Tax Increment Finance (TIF) District, per Chapter 163 (Part III, F.S.) for the generation of revenue for the redevelopment and improvement of conditions within the CRD. The Safety Harbor Community Redevelopment Agency (CRA) is responsible for addressing deteriorating conditions within the CRD. The CRA has been successful at funding improvements with the use of TIF funds, such as park improvements, and grant program for residential and non-residential properties.

This Study documents the successes and remaining needs of the Safety Harbor CRD. Specifically, Section 3, *Safety Harbor Finding of Necessity*, summarizes the FON analysis based on the criteria found in Florida Statute Chapter 163, Part III, F.S. The Section 4, *Pinellas County Community Redevelopment Areas*, summarizes an analysis of the Pinellas County Community Redevelopment Area Policy and Program and Implementation Guidelines.

## a. Safety Harbor CRD Context

### I. Governance

The City of Safety Harbor is in Pinellas County, a Charter County. As a Charter County, Pinellas County delegates powers and authority of CRAs to municipalities. Pinellas County Resolution 92-152 grants the City of Safety Harbor power and authority over the Safety Harbor CRA and resulting CRD. Safety Harbor City Ordinance 92-26 created the CRA constituted with five City Commission members. The City Manager acts as the Executive Director and the City Attorney provides the CRA with legal counsel.

### ii. History

The Safety Harbor CRA was established to address deteriorating conditions in the City's downtown. The establishment of the CRA was in accordance with State Statutes (Chapter 163, Part III, F.S.). Once created, the CRA established a Redevelopment Trust Fund and approved a Redevelopment Plan for the CRD. The original CRD boundary included 108 total acres that generally encompassed the Downtown area bound by 3rd Street N and Dr. MLK Jr Street N to the north, 11th Avenue N and 11th Avenue S to the west, Suwanee Street and 3rd Street S to the south, and the Old Tampa Bay to the east. The CRD boundary was extended to include an additional 48 acres. Figure 1 provides a map of the original and expanded CRD boundaries.



# Finding of Necessity Study

Extension of the Safety Harbor Community Redevelopment District Sunset Date



Figure 1: Safety Harbor CRD Boundaries  
Source: City of Safety Harbor



## Finding of Necessity Study

### Extension of the Safety Harbor Community Redevelopment District Sunset Date



#### Recent Accomplishments

In the past five years, the CRD has built momentum and witnessed redevelopment and economic development successes. The increases in property value and limited availability of vacant lots in the Downtown area demonstrates the success of the CRD to date. A sample of completed projects that demonstrated the CRA's accomplishments and continued improvement of the CRD include:

- **Baranoff Park**
  - Land purchase for the preservation of the Baranoff Oak and creation of a passive park in Downtown.
  - Property purchase debt pay off
  - Purchase and installment of Baranoff Oak Tree branch supports
- **City Parks and Facilities**
  - Installation of LED lighting
- **Downtown Partnership Grants**
  - Continued funding of the Downtown Partnership Grants. In FY 2019-2020, a total of 11 grants are awarded for public art, landscaping, façade, front porch, commercial fence, and interior renovation projects within Downtown
- **Historic Markers Program**
  - Implementation of the historic markers program
- **Library**
  - Design of library expansion
- **Main Street**
  - Brick reconstruction of two brick intersections on Main Street ( 6<sup>th</sup> Avenue & Main Street and 7<sup>th</sup> Avenue & Main Street)
  - Irrigation and landscaping updates

- **Marina Restroom Refurbishment**
  - Renovation of the Safety Harbor Marina restrooms
- **Public Art**
  - "Heart of the Community" public art installation at Baranoff Park.
- **Safety Harbor Mixed Use Project**
  - Development of project agreement incentives
- **Veteran's Memorial Lane**
  - Construction of a 10-foot wide sidewalk connector
- **Veteran's Memorial Plaza**
  - Installation of a commemorative paver project
- **Waterfront Park**
  - Payment of debt to the general fund for the purchase of Waterfront Park
  - Construction of boardwalk, trails, living shoreline, and a shade structure

#### Remaining Projects

Despite these accomplishments, projects remain to be completed that would bring the CRD to its fullest potential and make the eventual sunset of the CRD all the more successful.

Remaining project needs in the CRD include:

- Expansion of the Safety Harbor Public Library
- Reconstruction of curb ramps along Main Street to meet latest design standards
- Pedestrian and bicycle improvements and connections





### 3. Safety Harbor CRD Finding of Necessity

The focus of the Safety Harbor CRD Finding of Necessity (FON) update is to identify conditions that contribute to deteriorating conditions within the CRD community based on the criteria defined in both Florida State Statutes Chapter 163, Part in order to demonstrate the need for the extension of the CRD sunset horizon year from 2022 to 2032. The Chapter 163, Part III criteria is presented below and is followed by the methodology and analysis of the criteria as it currently applies to the Safety Harbor CRD. It should be noted that a FON analysis must be completed to demonstrate factors of blight as part of the Pinellas County criteria evaluation.

#### a. Florida Community Redevelopment Act

##### i. Chapter 163, Part III Overview

Florida State Statutes enable CRAs to address the elimination and prevention of the development or spread of slums and blight, the reduction or prevention of crime, and the provision of affordable housing through undertakings, activities, and projects. Specifically, Chapter 163 Part III, F.S. Community Development defines blighted areas as "an area in which there are a substantial number of deteriorated or deteriorating structures; in which conditions, as indicated by government-maintained statistics or other studies, endanger life or property or are leading to economic distress;" and in which two or more factors of blight are present. The factors of blight and their definitions include the following:

- a) Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or

- b) public transportation facilities.
- b) Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions.
- c) Faulty lot layout in relation to size, adequacy, accessibility, or usefulness.
- d) Unsanitary or unsafe conditions.
- e) Deterioration of site or other improvements.
- f) Inadequate and outdated building density patterns.
- g) Falling lease rates per square foot of office, commercial, or industrial space compared to the remainder of the county or municipality.
- h) Tax or special assessment delinquency exceeding the fair value of the land.
- i) Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality.
- j) Incidence of crime in the area higher than in the remainder of the county or municipality.
- k) Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality.
- l) A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality.
- m) Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or



## Finding of Necessity Study

### Extension of the Safety Harbor Community Redevelopment District Sunset Date



hazardous area. To have an effective redevelopment; need affective aggregation.

- n) Governmentally owned property with adverse environmental conditions caused by a public or private entity.
- o) A substantial number or percentage of properties damaged by sinkhole activity which have not been adequately repaired or stabilized.

Chapter 163 Part III, F.S. also defines slum areas as "having physical or economic conditions conducive to disease, infant mortality, juvenile delinquency, poverty, or crime because there is a predominance of buildings or improvements, whether residential or nonresidential, which are impaired by reason of dilapidation, deterioration, age, or obsolescence."

The defined factors that contribute to include:

- a) Inadequate provision for ventilation, light, air, sanitation, or open spaces;
- b) High density of population, compared to the population density of adjacent areas within the county or municipality; and overcrowding, as indicated by government-maintained statistics or other studies and the requirements of the Florida Building Code; or
- c) The existence of conditions that endanger life or property by fire or other causes.

### b. Methodology and Data Collection

An inventory of existing conditions and characteristics of the CRD was performed through windshield surveys, site visits, and analysis of readily available data. The information garnered from the windshield surveys, site visits, and available

data was used to evaluate existing conditions and trends within the community. The data collected and reviewed for the FON includes the following:

- City Future Land Use and Zoning Data;
- Pinellas County Property Appraiser Data;
- Downtown Master Plans;
- Pavement Conditions Study;
- Code Enforcement and Building Department Data;
- Crime Statistics;
- Fire Rescue calls;
- Roadway Classification Data;
- Tax Increment Financing Projections; and
- Parking and Transportation Data

### c. Analysis

This section documents the results of the CRD existing conditions review and FON analysis. The section is organized as follows:

- Existing Land Use;
- Future Land Use and Zoning;
- Parcel Layout;
- Property Values;
- Ownership Diversity;
- Age of Housing Stock;
- Transportation and Mobility; and
- Fire Department Calls

Based on the existing conditions analysis, the following five observed conditions of blight within the CRA are documented in the FON analysis:

- Predominance of defective or inadequate



## Finding of Necessity Study

Extension of the Safety Harbor Community Redevelopment District Sunset Date



- street layout, parking facilities, roadways, bridges, or public transportation facilities.
- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness.
- Deterioration of site or other improvements.
- Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality.
- Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area. To have an effective redevelopment; need affective aggregation.

### i. Existing Land Use

The 637 parcels identified within the CRD feature a range of uses and regulatory criteria. According to parcel data provided by the City of Safety Harbor and the Pinellas County Property Appraiser, the CRD consists of 15 generalized existing land use categories. According to Department of Revenue (DOR) codes found within the CRD 2020 parcel data, provided by the City of Safety Harbor, the predominant land use is Single Family Residential. Collectively, Single Family Residential parcels total approximately 57 acres which equates to approximately 29 percent of the total CRD boundary area. The next largest land uses within the CRD are Multi-Family Residential and Commercial comprising approximately 29 acres (15 percent) and approximately 27 acres (13 percent); respectively. **Table 1** presents the existing land use distribution by generalized existing land use category and **Figure 2** provides a map of the existing land use in the CRD.

Table 1: Existing Land Use

Generalized Existing Land Use Category	Parcel Count	Acres*	Percent of CRD Parcel Acreage
Commercial	47	27.11	13.82%
Industrial	29	12.77	6.51%
Institutional	17	10.18	5.19%
Mixed-Use	7	1.17	0.60%
Multi-Family Residential	75	29.93	15.26%
Office	44	15.79	8.05%
Park	3	10.26	5.23%
Planned Unit Development	12	0.80	0.41%
Right of Way / Utilities	5	6.61	3.37%
Single Family Residential	332	56.76	28.94%
Vacant Commercial	20	13.15	6.70%
Vacant Industrial	5	0.80	0.41%
Vacant Institutional	1	0.57	0.29%
Vacant Residential	38	6.56	3.34%
Other	2	3.69	1.88%
<b>Total</b>	<b>637</b>	<b>196.15*</b>	<b>100%</b>

\*Total acreage is more than 156.52 acres due to instances of overlapping parcels and instances of parcel boundaries extending beyond the CRD boundary at the east side of the CRD

Source: City of Safety Harbor and Pinellas County Property Appraiser



# Finding of Necessity Study

## Extension of the Safety Harbor Community Redevelopment District Sunset Date

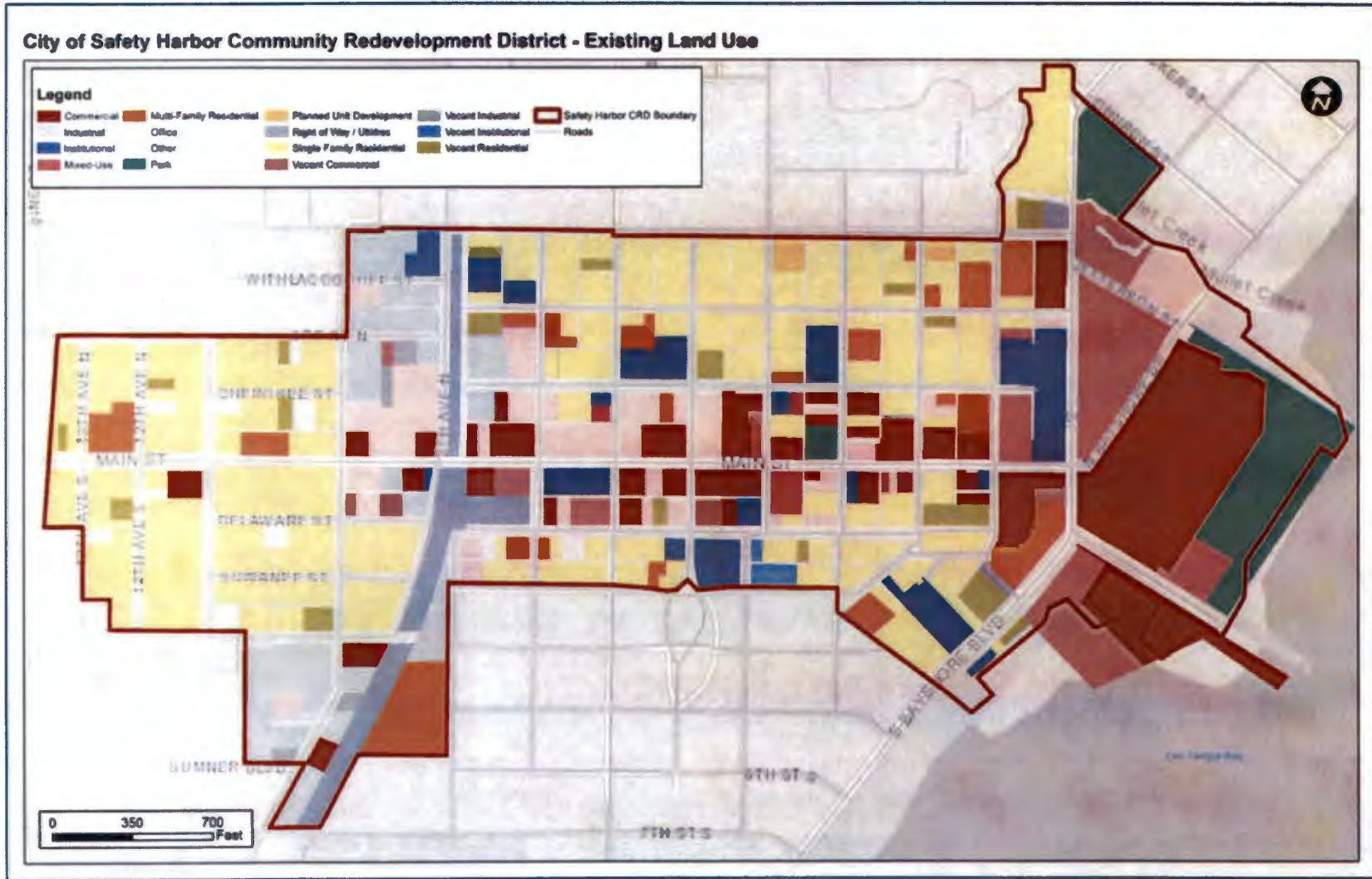


Figure 2: Existing Land Use Map  
Source: Pinellas County Property Appraiser



## Finding of Necessity Study

Extension of the Safety Harbor Community Redevelopment District Sunset Date



### ii. Future Land Use and Zoning

There is only one Future Land Use (FLU) designation within the CRD, the Community Redevelopment District designation (Figure 3). The allowable density within the CRD is based on the adopted Special Area Plan. The Special Area Plan identifies 11 zoning districts, or character districts, under the CRD FLU category that regulate density, Floor Area Ratio (FAR), and allowable uses within the CRD. The character districts within the CRD are described below and mapped in Figure 4:

- **Neighborhoods (TND-1 and TND-2)** – primarily residential uses with permitted secondary uses including residential equivalent, public/semi-public, and ancillary home-based business use.
- **Mixed-Use Districts (CTC and MSM)** – primary uses in the Main Street Marketplace (MSM) and Community Town Center (CTC) include residential (no ground floor units shall be allowed to front Main Street), residential equivalent, transient accommodations, public/semi-public, retail, office, and personal service/office support and commercial/business service.
- **Service Corridor (SC-1 and SC-2)** – primary uses in SC-1 include residential (no ground floor units shall be allowed to front Main Street), retail, office, personal service/office support, commercial/business service, and light industrial uses. Primary uses in SC-2 include light industrial and warehouse, commercial/business service, and transportation/utilities uses.
- **Waterfront Village (WV)** – primary uses include residential, residential equivalent, transient accommodations, retail, office, and personal service/office support. Conditional use approval may be required for the change to a non-residential use. Redevelopment on sites greater than 20,000 square feet require review and approval procedures through the Planning and Zoning director.
- **Creekside Conservation (CC)** – primary uses include residential, residential equivalent, transient accommodations, retail, office, personal service/office support, and public/semipublic. Secondary uses of retail located east of Philippe Parkway may be permitted with a conditional use approval by the City Commission on a case-by-case basis.
- **Public (P)** - primary uses include public/semipublic uses and secondary uses include retail.
- **Local Historic Landmark (LHL)** – primary uses include residential, residential equivalent, transient accommodations, office, personal service/office support, and public/semipublic.
- **Destination Resort (DR)** – primary uses include transient accommodations, retail, office, personal service/office support, commercial recreation, and residential uses.



# Finding of Necessity Study

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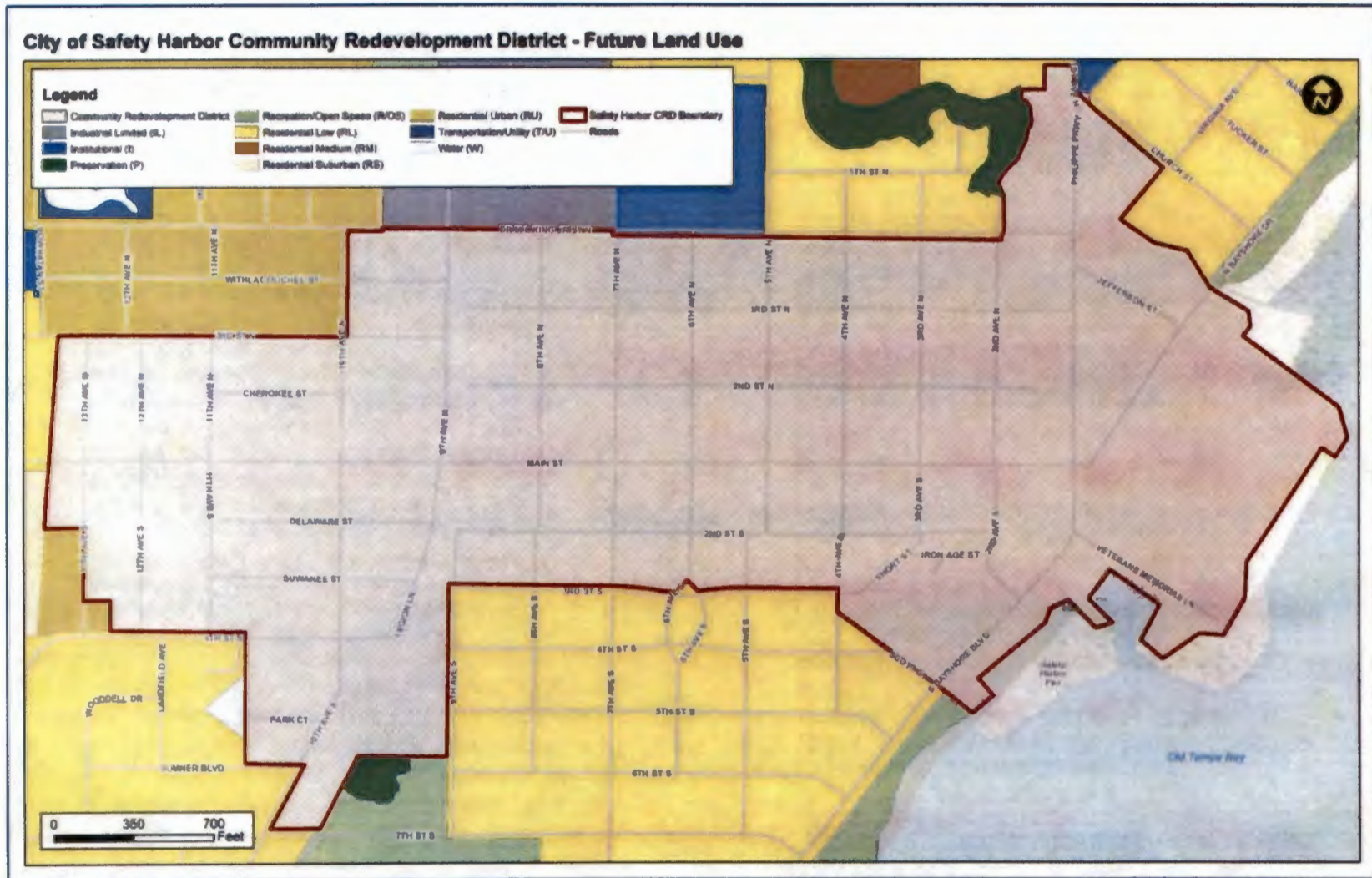


Figure 3: Future Land Use Map  
Source: City of Safety Harbor

# Finding of Necessity Study

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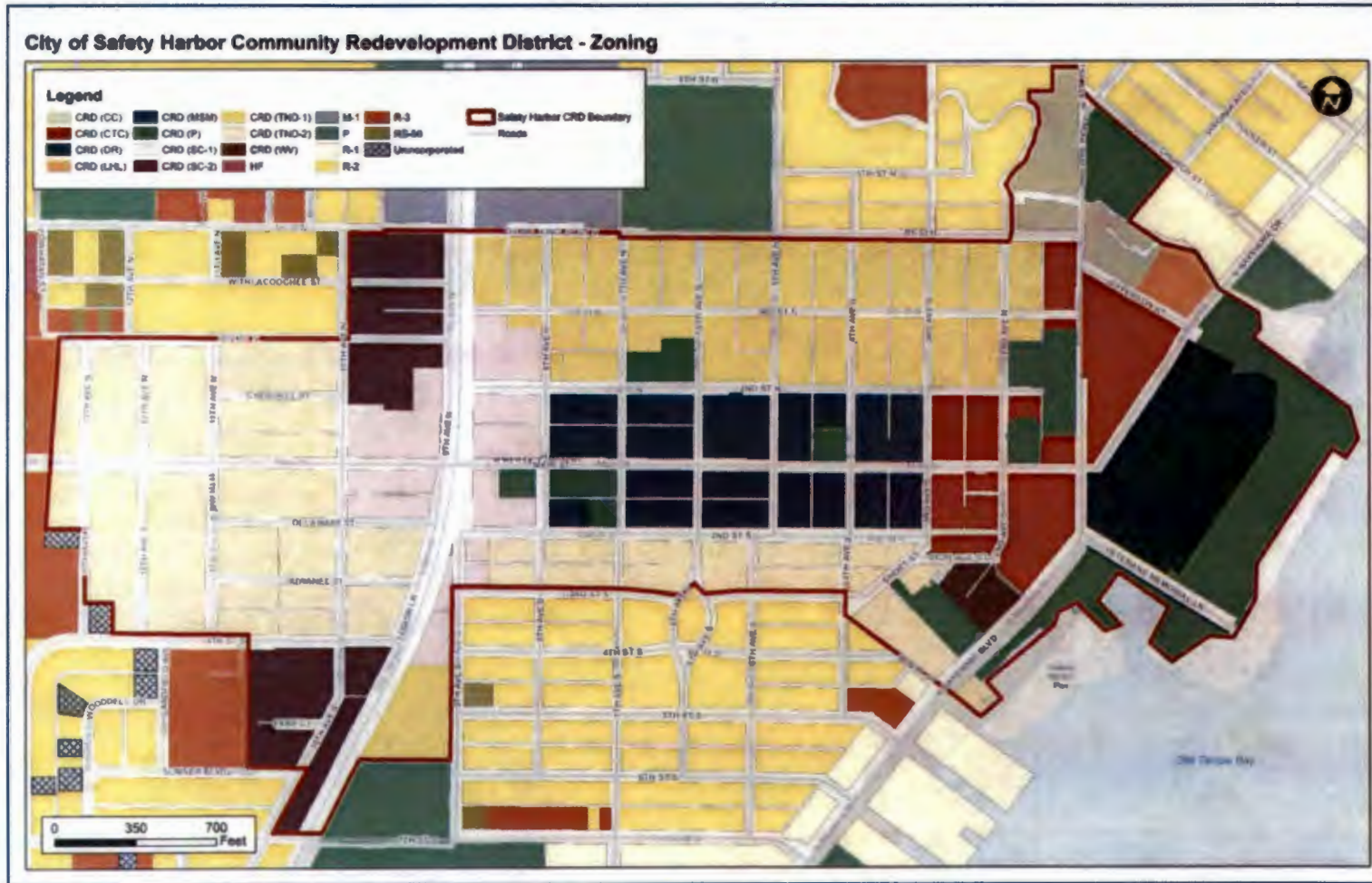


Figure 4: Zoning Character Districts Map  
Source: City of Safety Harbor



## Finding of Necessity Study

Extension of the Safety Harbor Community Redevelopment District Sunset Date

### iii. Parcel Layout

The 637 parcels located within the CRD vary widely in size as described below and shown in Figure 6:

- 457 parcels are less than 0.25 acres in size (72 percent of total parcels)
- 121 parcels are between 0.26 and 0.50 acres in size (19 percent of total parcels)
- 38 parcels are between 0.51 and 1.00 acres in size (six percent of total parcels)
- 21 parcels are greater than 1.00 acre in size (three percent of total parcels)

The abundance of small parcels within the CRD is generally unable to support development and redevelopment due to inability to meet lot size and parking requirement minimums, as well as provide space for sufficient stormwater and wastewater on-site facilities. The abundance of small parcels can also hinder redevelopment within the CRD due the need to assemble many small parcels. Redevelopment of select small parcels, with or without assemblage, can create undevelopable gaps in potential corridors or areas within the CRD.

**FINDING:** The availability of small sized parcels in the CRD contributes to the blight criteria of: *Faulty lot layout in relation to size, adequacy, accessibility, or usefulness size.*

### iv. Property Values

Assessed values for the entire CRD and for the entire city of Safety Harbor were obtained from the City of Safety Harbor for the fiscal years (FY) between 2010/2011 and 2020/2021. As detailed in Table 2, the total assessed value within the CRD

has generally increased between FY 2010/2011 and FY 2020/2021, with the exception of the fiscal years of FY 2011/2012 when the CRD experienced a negative percent change in assessed value, following the Great Recession. Prior to FY 2019/2020 and FY 2020/2021 the CRD experienced modest increase in assessed value since its establishment. However, in the most recent fiscal years (FY 2019/2020 and FY2020/2021), the CRD has experienced above average growth in total assessed value due to successful redevelopment projects in the Downtown area. The assessed value of the entire City of Safety Harbor has increased at a relatively consistently rate during the same period of time.

Table 2: Assessed Value Trends

Fiscal Year	CRD Assessed Value	CRD Percent Change	Citywide Assessed Value	Citywide Percent Change
2010/2011	\$70,973,999	--	\$989,829,396	--
2011/2012	\$67,065,996	-5.51%	\$958,447,198	-3.17%
2012/2013	\$64,737,606	-3.47%	\$948,213,280	-1.07%
2013/2014	\$65,922,878	1.83%	\$966,672,163	1.95%
2014/2015	\$69,657,478	5.67%	\$1,019,708,417	5.49%
2015/2016	\$74,219,210	6.55%	\$1,068,026,67	4.74%
2016/2017	\$80,864,937	8.95%	\$1,131,095,900	5.91%
2017/2018	\$87,648,579	8.39%	\$1,209,169,288	6.90%
2018/2019	\$95,502,136	8.96%	\$1,296,325,600	7.21%
2019/2020	\$134,340,306	40.67%	\$1,365,025,761	5.30%
2020/2021	\$152,847,006	13.78%	\$1,480,023,170	8.42%

Source: City of Safety Harbor



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## Extension of the Safety Harbor Community Redevelopment District Sunset Date

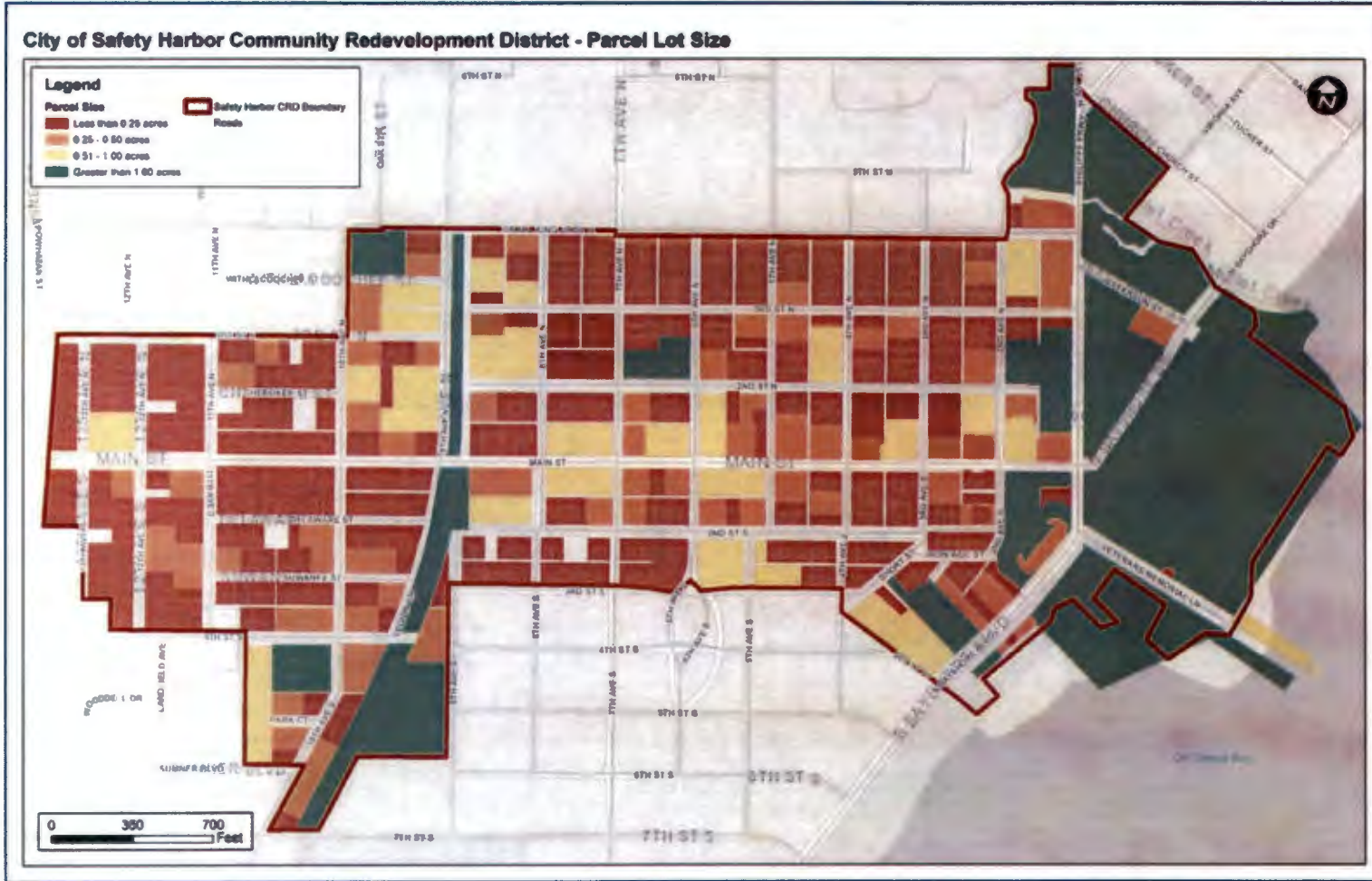


Figure 5: Parcel Lot Size Map  
Source: Pinellas County Property Appraiser

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### v. Ownership Diversity

Areas in need of redevelopment are often disadvantaged by a diversity of ownership on blocks and areas where redevelopment is desired. Generally, individual owners of relatively small parcels of land are unable to realize the maximum development potential of their individual parcel due to its small size. There are approximately 530 individual owners listed for the 637 parcels located within the CRD. The high diversification of ownership can hinder redevelopment within the CRD as parcel assemblage is more difficult due to the multiple number of owners involved in transactions.

**FINDING:** The high number of individual parcel owners in the CRD contributes to the observation of the following blight condition: *diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area.*

### vi. Age of Housing Stock

The effects of building age, especially coupled with deficient maintenance, can result in deteriorated and dilapidated structures over time. Building structure age is not necessarily a condition of blight, but it can contribute to blighted conditions if buildings are not properly maintained as they age. Generally, buildings and structures require increases maintenance as they reach twenty to thirty years old. Based on Pinellas Property Appraiser data, 313 CRD parcels have structures built before 1980, amounting to approximately 49 percent of the parcels in the CRD. It is assumed that most of the older structures within the CRD have been renovated and repaired since first being built due to the small number of code violations recorded in the CRD. Nonetheless, structures remain that are in need of repair and modification in order meet current code requirements (Figure 6). Figure 7 provides a map of structure age by parcels within the CRD.

**FINDING:** *Deterioration of site or other improvements.*



Figure 6: Older Residential Structure Located in the CRD  
Source: Kimley-Horn



# Finding of Necessity Study

## Extension of the Safety Harbor Community Redevelopment District Sunset Date

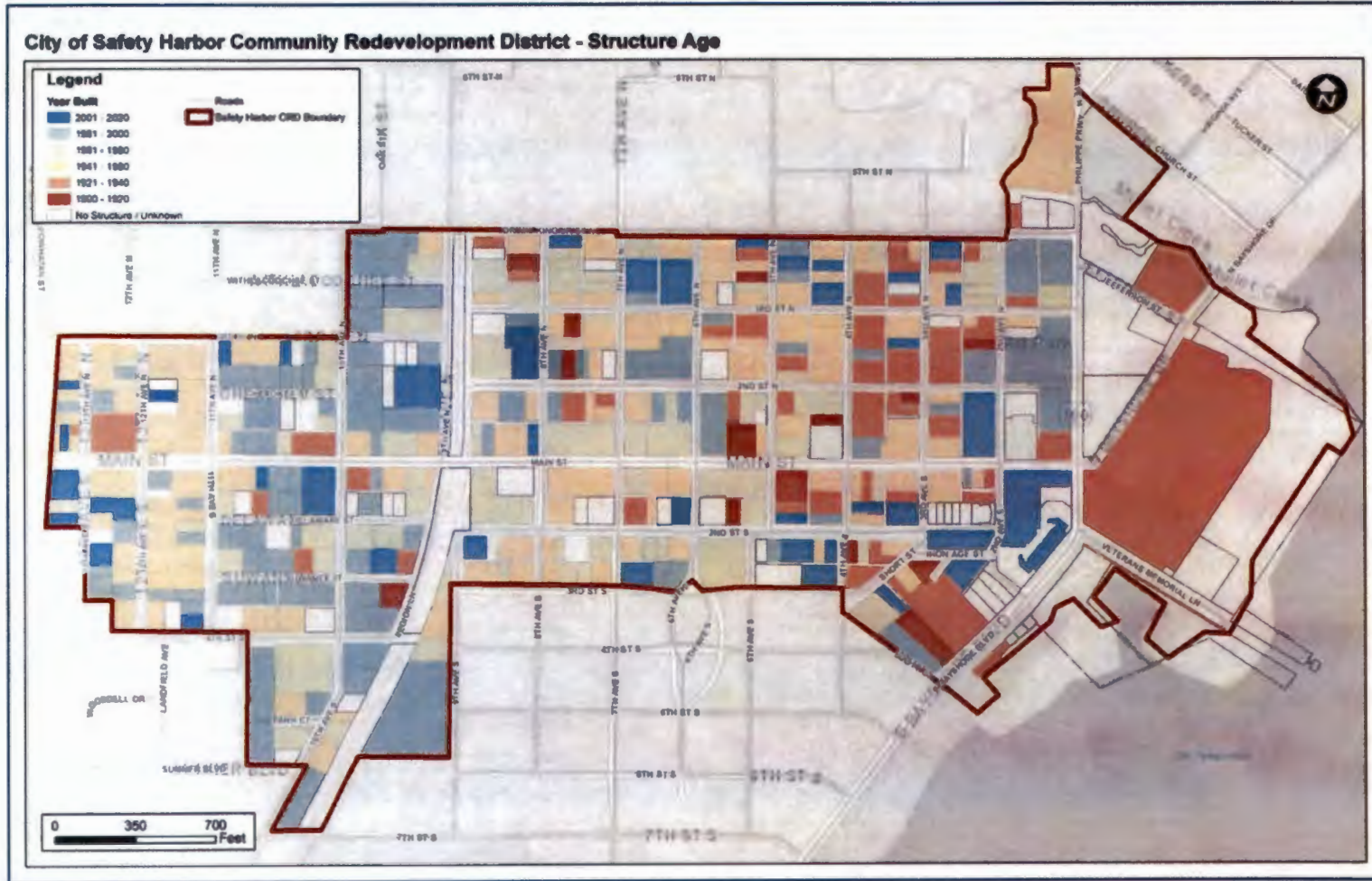


Figure 7: Building Structure Age Map  
Source: City of Safety Harbor

## Finding of Necessity Study

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### vii. Transportation and Mobility

#### Roadways

The roadways within the CRD are predominantly City-owned streets, except for a small western portion of Main Street owned by Pinellas County. The street layout within the CRD is primarily a traditional grid network with walkable block sizes at approximately 300 feet by 300 feet, particularly in Downtown. The street network east of 9<sup>th</sup> Avenue N/CSX railroad tracks is more traditional with smaller block sizes, whereas streets west of 9<sup>th</sup> Avenue N/CSX railroad tracks have larger block sizes while maintaining a general grid network. The largest barrier to connectivity is the CSX railroad tracks, which divide the western portion of the CRD from the main Downtown area and adjacent neighborhoods. There are limited crossings at the railroads tracks with crossings at Dr. Martin Luther King Jr. Street N, Main Street, and 7<sup>th</sup> Street S within the CRD.

The pavement conditions within the CRD range from satisfactory to very poor based on the City of Safety Harbor's 2020 Pavement Conditions Study (Figure 9). Most of the streets, primarily the neighborhood streets, are in fair, poor, and very poor conditions. Specifically, 33 percent of the roadway segments within the CRD are rated as either poor or very poor. A small section of the CRD consists of brick streets. Main Street, 4<sup>th</sup> Avenue North, and Bayshore Boulevard are in satisfactory condition.

Observed findings from the site visit and windshield surveying on April 29, 2021 support the need for pavement improvements within the CRD. For example, portions of pavement along Philippe Parkway are in need of repair, as shown in Figure 8.



Figure 8: Pavement in Need of Repair on Philippe Parkway  
Source: Kimley-Horn



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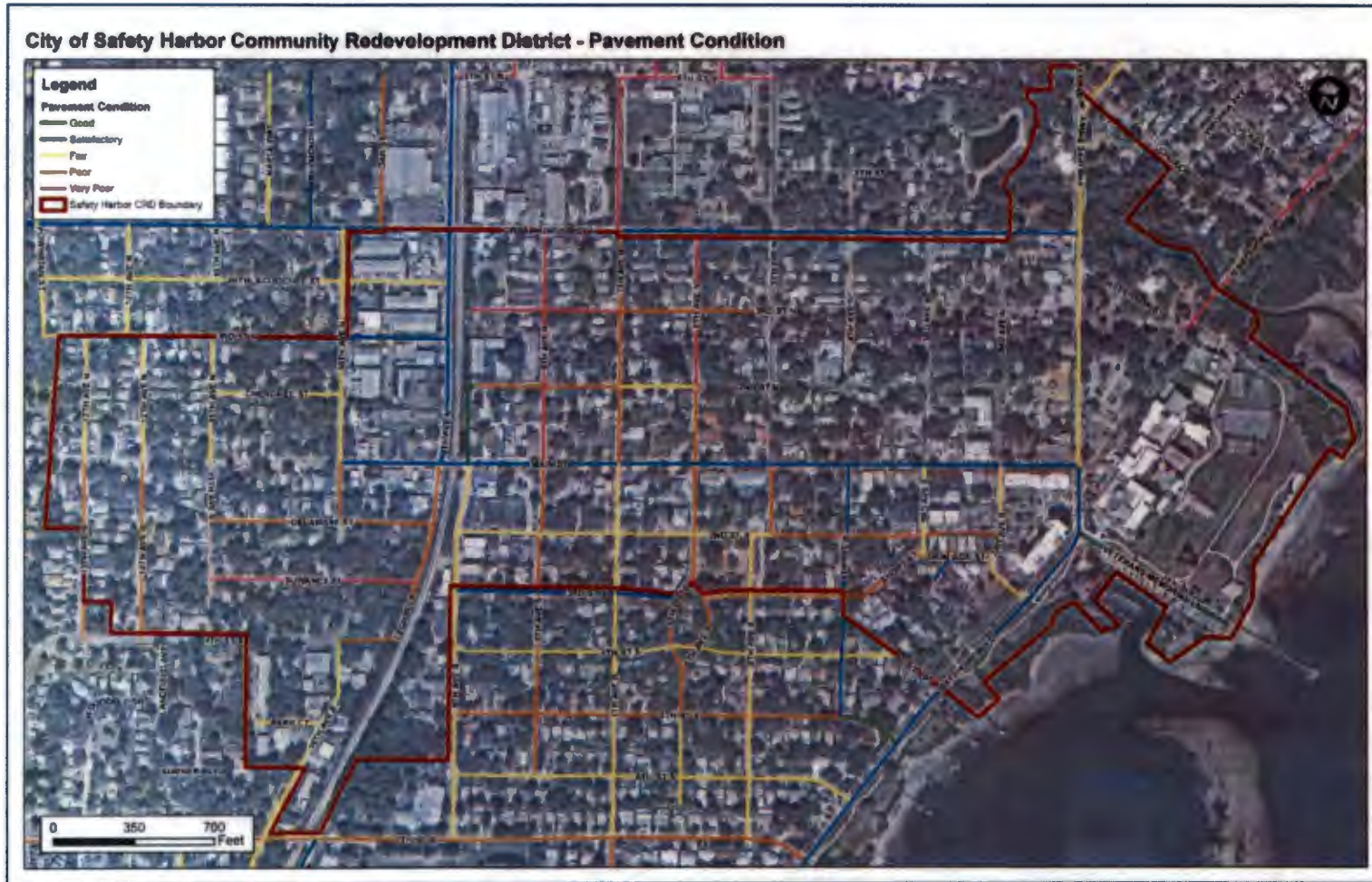


Figure 9: Pavement Conditions Map  
Source: City of Safety Harbor



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### *Pedestrian and Bicycle Facilities*

The CRD has a generally well-connected sidewalk network, especially along Main Street and within the Downtown area. Although sidewalks are well connected in the Downtown area, there are needs for sidewalk improvements, specifically related to pavement conditions, accessibility, and separation from the roadway (Figure 10). Various locations of sidewalk need crack repair and repaving. The accessibility of the sidewalks throughout the CRD needs improvement or maintenance in specific locations to comply with current design standards. The intersections along Main Street between S Bayshore Boulevard and the CSX railroad need updating to meet the latest design standards with separated directional paths and detectable warnings for each pedestrian crossing location at the intersections. The current, outdated intersection layout is exemplified in Figure 11, where the pedestrian crossing locations are not delineated. The lack of delineation presents safety issues for pedestrians crossing at intersections. A map of the existing sidewalk network in the CRD is provided in Figure 12.

Bicycle facilities in the CRD are not as readily available nor as well connected as pedestrian facilities in the CRD. Most roads in the CRD lack bicycle facilities, as shown in Figure 13. Bicycles can travel on low-speed roads within the CRD, but separated bicycle facilities are limited. Separated and dedicated space for bicycle facilities improve safety for bicyclists and as well as vehicles on the roadway by reducing instances for conflict between the two modes. Within the CRD there is a multi-use trail, the Bayshore Boulevard Trail, located on the most eastern boundary of the CRD. The trail provides a regional connection to the Courtney Campbell Trail and Ream

Wilson Trail, both located outside of the CRD boundary. The overall lack of bicycle facilities within the CRD creates barriers for the community by limiting safe mobility for bicyclists and does not encourage bicycle travel to and within the CRD. However, an opportunity exists to improve the bicycle network within the CRD when streets that are in fair, poor, or very poor condition are resurfaced or improved. The City of Safety Harbor will be initiating a bicycle and pedestrian master plan later this year. It is anticipated that the master plan will expand upon identified bicycle and pedestrian needs and provide recommendations for solving the present issues.



Figure 10: Sidewalk Lacking Separation from the Roadway  
Source: Kimley-Horn



Figure 11: Outdated Curb Ramp Standards on Main Street  
Source: Kimley-Horn



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**City of Safety Harbor Community Redevelopment District - Existing Sidewalk Facilities**



Figure 12: Sidewalk Map  
Source: City of Safety Harbor, Pinellas County



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Figure 13: Existing Bicycle Facilities Map  
Source: City of Safety Harbor; Forward Pinellas



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#### Parking

Public parking facilities, both on- and off-street, are readily available within the CRD. Along Main Street and within the Downtown area, on-street parking and off-street parking is available and easily accessible to and from area destinations. In areas further removed from Main Street, such as west of the CSX railroad within the industrial use area and east of 2<sup>nd</sup> Avenue N, private parking lots are expansive and lack complete and safe pedestrian connections (Figure 14). Windshield surveys and site visits revealed that parking lots are deficient in one or more of the following manners: large driveway widths and cracked pavement in need of resurfacing. Figure 15 depicts the availability of public parking within the CRD.



Figure 14: Parking Lot with a Large Driveway Width in the CRD  
Source: Kimley-Horn



Figure 15: Safety Harbor CRD Parking Map  
Source: City of Safety Harbor

#### Public Transportation

Public transportation service in the CRD is provided by the Pinellas Suncoast Transit Authority (PSTA). PSTA currently operates one fixed-route, Route 814, within the CRD. Figure 16 and Figure 17 illustrate the conditions of some bus shelters and stops within the CRD. Route 814 provides connections between Countryside Mall and Philippe Park. The Countryside Mall stop is a transfer location that provides connections between nine routes, including Route 814. Route 814 is in operation on weekdays and Saturdays, between the hours of 7:15 AM and 6:17 PM. A map showing the limited transit service in the CRD is provided in Figure 18.

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Figure 16: Bus Shelter Located on Main Street within the CRD  
Source: Kimley-Horn



Figure 17: Bus Stop Located on Philippe Parkway in the CRD  
Source: Kimley-Horn



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Figure 18: Transit Route Map  
Source: Pinellas Suncoast Transit Authority



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### Connectivity

Overall, there is adequate connectivity within the CRD across all modes of travel. The pedestrian network within the CRD is well connected into Downtown and the surrounding neighborhoods. However, there are still specific pedestrian facility improvements to be made to make the pedestrian network compliant with current design standards. The largest barrier for connectivity is the CSX railroad corridor on the western portion of the CRD. The CSX railroad limits crossing opportunities for pedestrians, bicyclists, and motorists to three roadways. A second barrier to connectivity is the lack of bicycle facilities to and within the CRD. The third barrier is the limited public transit options within the CRD, with only one PSTA route servicing Main Street through the CRD boundary.

**FINDING:** Collectively the transportation and connectivity existing conditions contribute to the observation of the following blight condition: *predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities.*

### viii. Fire Department Calls

A comparative analysis of fire department calls over the past five years from the City of Safety Harbor reveals fire service calls from within the CRD are proportionately higher than the remainder of the City (Table 3). The CRD equals 4.9 percent of the City of Safety Harbor's total acreage and averaged 11.9 percent of the total Citywide fire calls over the past five years. The five-year average of calls per acre from within the CRD is 2.02, which is 2.4 times higher than the five-year average for Citywide calls per acre.

**FINDING:** The proportionately high amount of fire calls within the CRD contributes to the observation of the following blight condition: *fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality.*

Table 3: Fire Calls Comparison

Year	CRD Total Calls	Citywide Total Calls	Calls per Acre - CRD	Calls per Acre - Citywide
2016	322	2615	2.06	0.82
2017	318	2678	2.03	0.84
2018	318	2606	2.03	0.82
2019	374	2911	2.39	0.92
2020	248	2467	1.58	0.78
Five-Year Average	316	2655	2.02	0.83

Source: City of Safety Harbor

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### d. Findings of Necessity Summary

As documented by the above FON analysis, Statutory conditions of blight were observed within the CRD. A summary of the FON results is presented in Table 4. Overall, five conditions of blight out of the twelve identified in State Statutes

were observed in the CRD. In addition to the observed conditions of blight, one condition of blight is suspected based on the findings of the April 29, 2021 site visit and windshield surveying.

Table 4: Finding of Necessity Summary

Florida Statute Reference and Definition  Condition and Definition of Blight	Observation of Conditions			
	Observed	Not Observed	Suspected	Not Suspected
a - Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities.	✓	-	-	-
b - Aggregate assessed values of real property in the area for ad valorem tax purposes have failed to show any appreciable increase over the 5 years prior to the finding of such conditions.	-	✓	-	-
c - Faulty lot layout in relation to size, adequacy, accessibility, or usefulness.	✓	-	-	-
d - Unsanitary or unsafe conditions.	-	-	✓	-
e - Deterioration of site or other improvements.	✓	-	-	-
f - Inadequate and outdated building density patterns.	-	✓	-	-
g - Falling lease rates per square foot of office, commercial, or industrial space compared to the remainder of the county or municipality.	-	-	-	✓
h - Tax or special assessment delinquency exceeding the fair value of the land.	-	-	-	✓
i - Residential and commercial vacancy rates higher in the area than in the remainder of the county or municipality.	-	-	-	✓
j - Incidence of crime in the area higher than in the remainder of the county or municipality.	-	-	-	✓
k - Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality.	✓	-	-	-
l - A greater number of violations of the Florida Building Code in the area than the number of violations recorded in the remainder of the county or municipality.	-	-	-	✓



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Florida Statute Reference and Definition	Observation of Conditions			
<b>m - Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area. To have an effective redevelopment; need affective aggregation.</b>	✓	-	-	-
<b>n - Governmentally owned property with adverse environmental conditions caused by a public or private entity.</b>	-	-	-	✓
<b>o - A substantial number or percentage of properties damaged by sinkhole activity which have not been adequately repaired or stabilized.</b>	-	-	-	✓
<b>Total Observations of Blighted Conditions</b>	<b>5</b>	<b>2</b>	<b>1</b>	<b>7</b>



#### **4. Pinellas County Community Redevelopment Areas**

As a Charter County, Pinellas County maintains oversight of CRAs in both unincorporated and incorporated areas of the County. The City of Safety Harbor must receive delegation from Pinellas County to exercise the authorities granted by Chapter 163, Part III, Florida Statutes (which it has previously received), and in this case extend the sunset horizon date of the existing CRD. Pinellas County has established policies and procedures that determine CRA eligibility and guide county funding priorities for CRAs in Pinellas County. The following sections discuss the County's redevelopment policies and procedures that supplement the Florida statutory redevelopment process and CRA evaluation criteria.

##### **a. Adopted Policy and Procedural Updates**

In October of 2016, the Pinellas County Board of County Commissioners (BOCC) tasked County staff with developing a Community Redevelopment Area (CRA) Policy for the purpose of evaluating and prioritizing the County's CRAs for funding with County Tax Increment Financing (TIF) funds. The adopted CRA policy allows Pinellas County to determine the level of funding CRAs in the County receive depending upon the prioritization of areas with economic and social distress. Table 5 identifies the CRA types and level of funding by CRA type for County prioritization. The Safety Harbor CRD is classified as an Economic Development CRA type. The current CRA Policy prioritizes County funding support for areas within identified At-Risk Zones. Updates to the CRA Policy have recently been made and are anticipated to be adopted by the BOCC in June 2021. The updated Policy builds upon the current policy to better address distressed communities and prioritize County funding to those areas. The updated policy is provided in Table 5.



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Table 5: Pinellas County CRA Types and Contribution Levels

CRA Type	Goal	Definition	Max Duration	Max County Funding	Scoring Threshold
<b>Urban Revitalization</b>	Removal of blight through community revitalization	The most distressed areas, where poverty is endemic and where other programs (namely CDBG) have targeted funding. Prevalence of low-and moderate-income persons.	up to 20 years, 10 year review	70% base, up to 95% with priority match	75 > points
<b>Community Renewal</b>	Redevelopment by improving building stock and strengthening the neighborhood economy	Experiencing ongoing hurdles, and investment/redevelopment has not kept pace, but not as bad as UR areas.	up to 20 years, 10 year review	50% base, up to 75% with priority match	45 – 74 points
<b>Economic Development</b>	Enhancement for local community and regional economic opportunity	May experience stagnation, but ultimately, there are opportunities due to diversity of uses, inherent local economy and location	up to 10years, 5 year review	50%	< 44 points

Source: Pinellas County

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### b. Pinellas County Criteria Summary

A summary of the Safety Harbor CRD scoring based on the Pinellas County criteria is provided in Table 6. The CRD scores points for the following criteria:

#### Demonstrated Need

- Demonstrated Blight Factors
- Percentage with Coastal High Hazard Area

#### Employment & Economic Development

- Employment Density
- Activity Centers or Targeted Employment Areas

#### Housing Affordability

- No points were earned for this category.

#### Mobility

- No points were earned for this category.

Table 6: Pinellas County Criteria and Points

Category	Possible Points	Safety Harbor CRD Points
<b>Demonstrated Need (45 Points)</b>		
Percent of Households Below Poverty	10	0
Median Household Income	15	0
Percent of Area Qualified for CDBG	5	0
Demonstrated Blight Factors	10	10
Percentage within Coastal High Hazard Area	5	5
<b>Employment &amp; Economic Development (20 Points)</b>		
Employment Density	5	3
Unemployment (Civillian Population)	10	0
Tax Value Trend	5	0
Activity Centers or Targeted Employment Areas	5	5
<b>Housing Affordability (25 Points)</b>		
Percentage of Households that are Housing Cost Burdened	10	0
Median Residential Values	15	0
<b>Mobility (5 Points)</b>		
Location within a ¼ Mile of Premium, Primary, and Secondary Corridors	5	0
<b>Total Points</b>	<b>100</b>	<b>23</b>



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## c. Detailed Analysis

### I. Demonstrated Need

The Demonstrated Need category is intended to prioritize “areas in need” due to blighted conditions, as defined in Florida Statute 163.340. The criteria under the Demonstrated Need category includes:

- Percent of Households Below Poverty
- Median Household Income
- Percent of Area Qualified for CDBG
- Demonstrated Blight Factors
- Percentage within Coastal High Hazard Area

Note: The Demonstrated Blight Factors information and analysis has been prepared and considered previously as part of the Statutory considerations provided in *Section 3: Safety Harbor Finding of Necessity*.

#### Percent of Households Below Poverty

The CRD household poverty rate is 49.05 percent of that of the County household poverty rate (Table 7).

**Score:** The Safety Harbor CRD earns 0 points for this category.

Table 7: Households Below Poverty Level Comparison

	CRD	County	Score
Percent of Households Below Poverty Level	5.74%	11.71%	.49

Source: ACS 5-Year Estimates, 2019

#### Median Household Income

The median household income in the CRD is greater than the median household income of the County (Table 8).

**Score:** The CRD earns 0 points for this category.

Table 8: Median Household Income Comparison

	CRD	County	Score
Median Household Income	\$75,402	\$54,090	139%

Source: ACS 5-Year Estimates, 2019

#### Percent of Area Qualified for CDBG

The CRD is comprised of five Census Block Groups (

## **Finding of Necessity Study**

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**Table 9).** Only one Block Group, Block Group 2, qualifies for CDBG eligibility. The area of Block Group 2 that is located within the CRD equates to approximately 12 percent of the total CRD. The 12 percent area is less than the 25 percent benchmark for this category.

**Score:** The CRD earns 0 points for this category.



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Table 9: CDBG Eligibility by Census Tract

Census Tract / Block Group	CDBG Eligibility
268.16 Block Group 1	No
268.16 Block Group 2	Yes
268.16 Block Group 3	No
268.16 Block Group 4	No
268.16 Block Group 4	No

Source: U.S. Department of Housing and Urban Development

### Demonstrated Blight Factors

As documented above in the Safety Harbor Finding of Necessity section (Section 3), the 5 following observed and 1 suspected conditions of blight are present within the CRD:

- Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;
- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness;
- Deterioration of site or other improvements;
- Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality;
- Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area. To have an effective redevelopment; need affective aggregation; and

- Unsanitary or unsafe conditions.

The above conditions of blight were witnessed during a site visit and windshield survey of the CRD on April 29, 2021. The figures below provide visual examples of evidence of the conditions of blight within the CRD.

**Score:** The CRD earns 10 points for this category.



Figure 19: Deterioration of Site Conditions within the CRD  
Source: Kimley-Horn



Figure 20: Faulty Lot Layout within the CRD  
Source: Nearmap

## Finding of Necessity Study

### Extension of the Safety Harbor Community Redevelopment District Sunset Date

#### Coastal High Hazard Area

Approximately 14 percent of the CRD is located within the Coastal High Hazard Area (CHHA). CHHA is land that will be impacted by storm surge from a Category One hurricane, as shown in Figure 21.

**Score:** The CRD earns 5 points for this category.

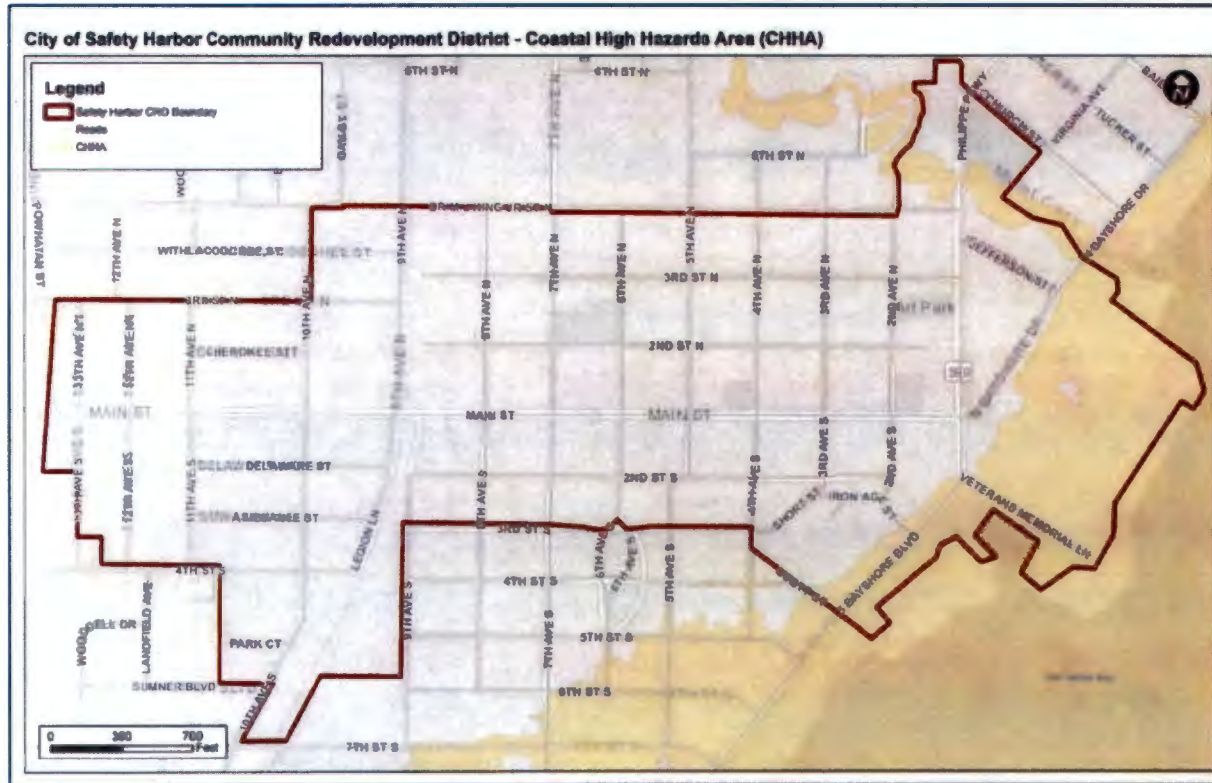


Figure 21: Coastal High Hazard Map  
Source: Pinellas County



## Finding of Necessity Study

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### II. Employment & Economic Development

The Employment & Economic Development category is intended to prioritize the increase in quality employment, particularly in targeted industries. The criteria under the Employment & Economic category includes:

- Employment Density
- Unemployment (Civilian Population)
- Tax Value Trend
- Activity Centers or Targeted Employment Areas

#### Employment Density

Based on the 2018 LEHD On the Map data, the total number of jobs within the CRD is 1,349. This equates to 5.27 employees per acre. The 5.27 employees per acre falls within the range of 5 to 10 five employees per acre.

**Score:** The CRD earns 3 points for this category.

#### Unemployment (Civilian Population)

Based on civilian labor force data obtained from 2019 ACS 5-Year Estimates, the CRD has a lower civilian unemployment rate than Pinellas County (Table 10). The CRD civilian unemployment rate is less than 1.1 times the County's civilian unemployment rate.

**Score:** The CRD earns 0 points for this category.

Table 10: Civilian Unemployment Rate Comparison

	CRD	County	Score
Civilian Unemployment Rate	5.12%	5.38%	0.95

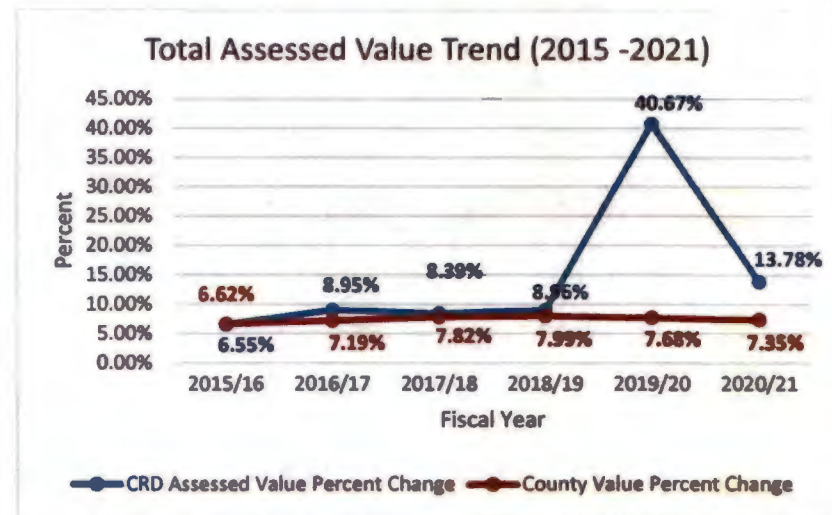
Source: ACS 5-Year Estimates, 2019

#### Tax Value Trends

As documented above in the FON analysis, the CRD has experienced an annual increase in total assessed value. Compared to the County, the CRD taxable value has grown at a faster rate than the County for the last 5 years (2015 – 2020) (Figure 22).

**Score:** The CRD earns 0 points for this category.

Figure 22: Total Assessed Value Trends



Source: City of Safety Harbor and Florida Department of Revenue

## Finding of Necessity Study

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#### Activity Centers or Targeted Employment Areas

Per the Forward Pinellas Countywide Plan Rules, Activity Centers are areas of the county "identified and planned for in a special and detailed manner, based on unique location, intended use, appropriate density/intensity, and pertinent

planning considerations." The CRD is an Activity Center, shown in blue in Figure 23.

**Score:** The CRD earns 5 points for this category.

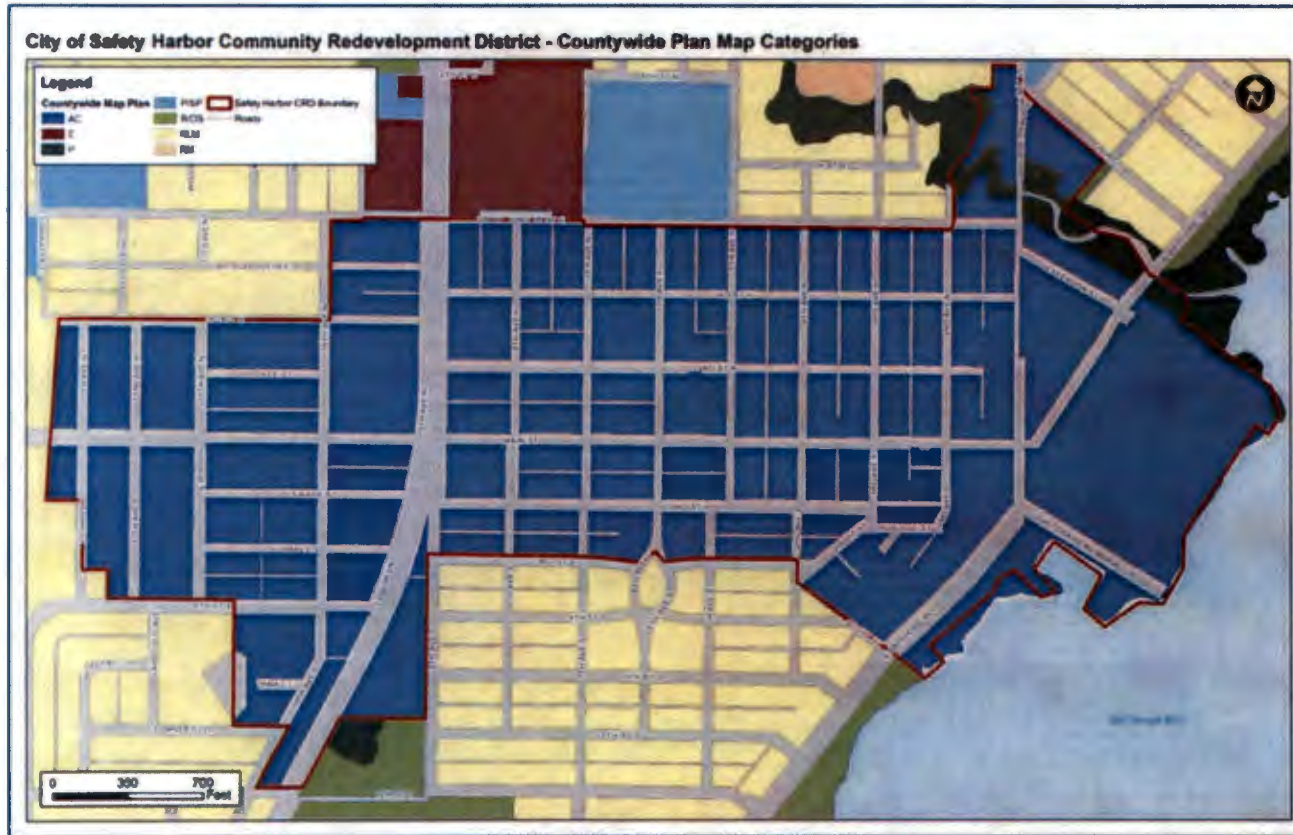


Figure 23: Countywide Map Plan Categories  
Source: Forward Pinellas



## Finding of Necessity Study

Extension of the Safety Harbor Community Redevelopment District Sunset Date



### iii. Housing Affordability

The Housing Affordability category is intended to prioritize the creation, preservation, or improvement of income-restricted affordable housing units, as well as the prevention of the displacement of residents. The criteria under the Housing Affordability category includes:

- Percentage of Households that are Housing Cost Burdened
- Median Residential Values

#### Percentage of Households that are Housing Cost Burdened

The CRD has a smaller percentage of households that are housing cost burdened than the County (Table 11).

**Score:** The CRD earns **0** points for this category.

Table 11: Housing Cost Burden Comparison

	CRD	County	Score
Percentage of Households that are Housing Cost Burden	30.36%	33.69%	<b>0.90</b>

Source: ACS 5-Year Estimates, 2019

#### Median Residential Values

The median residential values in the CRD are higher than the median residential values in the County (Table 12). The CRD median residential values are 132 percent greater than the County median residential value.

**Score:** The CRD earns the CRD **0** points for this category.

Table 12: Median Residential Value Comparison

	CRD	County	Score
Median Home Value	\$265,586	\$201,200	<b>132%</b>

Source: ACS 5-Year Estimates, 2019

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### iv. Mobility

The Mobility category is intended to prioritize the improvement of transit, walking, and biking options, as well as access of transit. The criteria under the Mobility category includes:

- Location within a ¼ Mile of Premium, Primary, and Secondary Corridors

*Location within a ¼ Mile of Premium, Primary, and Secondary Corridors*

Forward Pinellas defines Premium, Primary, and Secondary multimodal corridors in the Countywide Plan Strategies. The definition of these corridors are as follows:

- **Premium Transit Corridors:** used to recognize corridors identified with existing or planned high-capacity, high-frequency transit service such as bus rapid transit or light rail.
- **Primary Corridors:** used to recognize corridors identified as appropriate for investment in high-frequency, limited-stop transit, which may provide local or regional connectivity.
- **Secondary Corridors:** used to recognize corridors identified as appropriate for investment in improved frequency, which may provide local or regional connectivity.

The multimodal corridors are located on roadway corridors where significant future transit investment is planned. The CRD is not located within a quarter-mile of a Premium, Primary, or Secondary multimodal corridor. The Forward Pinellas Land Use Strategy Map depicts Premium, Primary,

and Secondary corridor locations (Figure 24). The general area of the CRD is identified on the map in the red box.

**Score:** The CRD earns 0 points for this category.



Figure 24: Future Transit Corridors  
Source: Forward Pinellas





**5. Tax Increment Finance (TIF) Fund**

One of the primary funding mechanisms for redevelopment activities in the State of Florida is tax increment revenue. This tool can be used to finance capital improvements through the issuance of bonds or the acquisition of commercial loans. Tax increment financing (TIF) directs all future increases in Safety Harbor and Pinellas County property tax revenues generated within a defined district into a special redevelopment trust fund. The increased revenue, known as the “increment”, can then be used to fund eligible redevelopment projects within the boundaries of the TIF district.

The original Trust Fund was established using 1991 as the base year through City Ordinance No. 92-24 and approved by Pinellas County through Ordinance No. 92-60. The base value established at that time was \$31,944,080. The duration of the redevelopment program and trust fund was determined to be 30 years or until the year 2022, representing the termination date of the program. Based on the results of this FON study and updated Pinellas County Criteria, projections presented in this section assume the sunset date be extended from 2022 to 2032 as a way to accomplish the remaining redevelopment and improvement goals of the Safety Harbor CRA.

**a. Trend Analysis**

Using a base year of 1991, the Safety Harbor Redevelopment program now has a 30-year history of generating tax increment revenues. This information is helpful in establishing growth trends in the tax base, which can then be used as a basis for making future revenue projections. The average annual growth rate for the history of the program was 6.6

percent (Table 13). Initial revenues were very low and increased in a gradual fashion as community redevelopment activities began to build.

*Table 13: Taxable Value Trend Analysis*

Year	Taxable Value	Annual % Change
1991	\$31,944,080	-
1992	\$30,889,980	-3.3%
1993	\$31,703,960	2.6%
1994	\$31,399,900	-1.0%
1995	\$31,948,800	1.7%
1996	\$32,469,300	1.6%
1997	\$32,767,700	0.9%
1998	\$32,428,900	-1.0%
1999	\$35,094,600	8.2%
2000	\$37,259,100	6.2%
2001	\$39,841,500	6.9%
2002	\$42,976,900	7.9%
2003	\$47,566,400	10.7%
2004	\$58,489,600	23.0%
2005	\$71,495,700	22.2%
2006	\$85,140,784	19.1%
2007	\$98,358,544	15.5%
2008	\$98,500,326	0.1%
2009	\$86,109,793	-12.6%

## Finding of Necessity Study

Extension of the Safety Harbor Community Redevelopment District Sunset Date



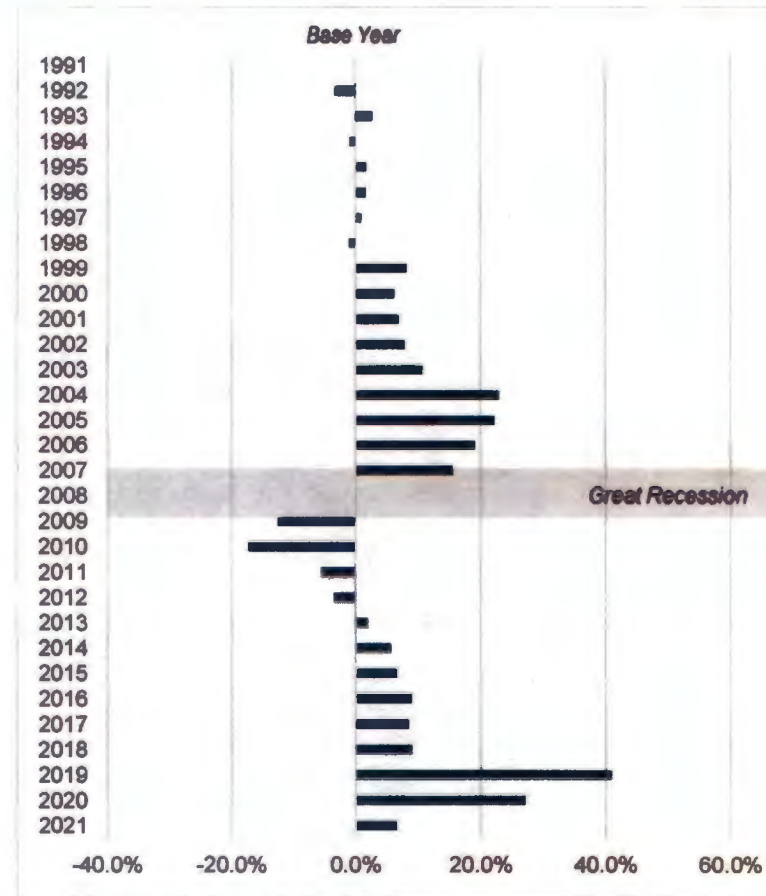
Year	Taxable Value	Annual % Change
2010	\$71,194,220	-17.3%
2011	\$67,259,631	-5.5%
2012	\$64,925,349	-3.5%
2013	\$66,163,499	1.9%
2014	\$69,850,681	5.6%
2015	\$74,462,845	6.6%
2016	\$81,109,798	8.9%
2017	\$87,924,537	8.4%
2018	\$95,783,512	8.9%
2019	\$134,964,908	40.9%
2020	\$171,546,616	27.1%
2021*	\$182,776,172	6.5%

\*Based on 2021 estimate provided from Pinellas County

Source: City of Safety Harbor, Pinellas County

Increase in taxable value accelerated until the 2007-2009 Great Recession and subsequent recovery. Momentum increased beginning in 2014 and has remained consistent through the 2020-2021 fiscal year (Figure 25). It should be noted that the significant increase in 2019/2020 is directly related to the completion of a recent condominium project in the CRD, one of the largest major private investments to occur in recent history.

Figure 25: Taxable Value Annual Percentage Change



Source: City of Safety Harbor, Pinellas County

As previously noted, the average annual growth rate for the 30-year history of the Safety Harbor TIF program has been 6.1 percent. Annual changes have varied widely, influenced by local development activity and regional and



## Finding of Necessity Study

### Extension of the Safety Harbor Community Redevelopment District Sunset Date

national economic health. For the nearly three-decade period, the 1990s experienced an average increase of 1.2 percent, the 2000s averaged 9.9 percent, following robust growth between 2003 and 2007, and the 2010s measured an average of 5.5 percent (Figure 26).

Figure 26: Average Taxable Value Change by Decade



Source: City of Safety Harbor, Pinellas County

## b. Revenue Projections

Taxable value projections for the Safety Harbor TIF district are provided for the next ten years, the assumed period of extension. The following assumptions were made in projecting future revenue:

- The TIF capture is based on the initial assessed value set in 1991 for the TIF District of \$31,944,080.

- The annual growth rate for taxable value in the Safety Harbor TIF district considers previous increases during typical years. This analysis relies on a 2.5 percent growth rate, lower than the 6.6 percent 30-year average in order to present a conservative projection.
- The Harbour Pointe West mixed-use project located on 2nd Street South that includes townhouses and commercial space is currently under construction and is assumed to be completed by year-end 2021. The impact of this project is included in the forecast above the standard 2.5 percent increase.
- Other potential development projects in the CRD were deemed too speculative to definitively include in the analysis.

The taxable value in the Safety Harbor CRD is projected to reach approximately \$235 million by 2032 (Figure 27 and Table 14). Future revenue streams will be based on the agreed upon contributions by Pinellas County and the City of Safety Harbor. Currently, both entities contribute 95 percent of the tax increment within the CRD to the redevelopment trust fund, pursuant to Sec. 163.387(3)(b) of Florida Statutes. Future contributions are currently undecided and will be based on negotiations between Pinellas County and Safety Harbor and will likely take into account the County's new *CRA Policy and Process Implementation* guidelines.

# Finding of Necessity Study

Extension of the Safety Harbor Community Redevelopment District Sunset Date

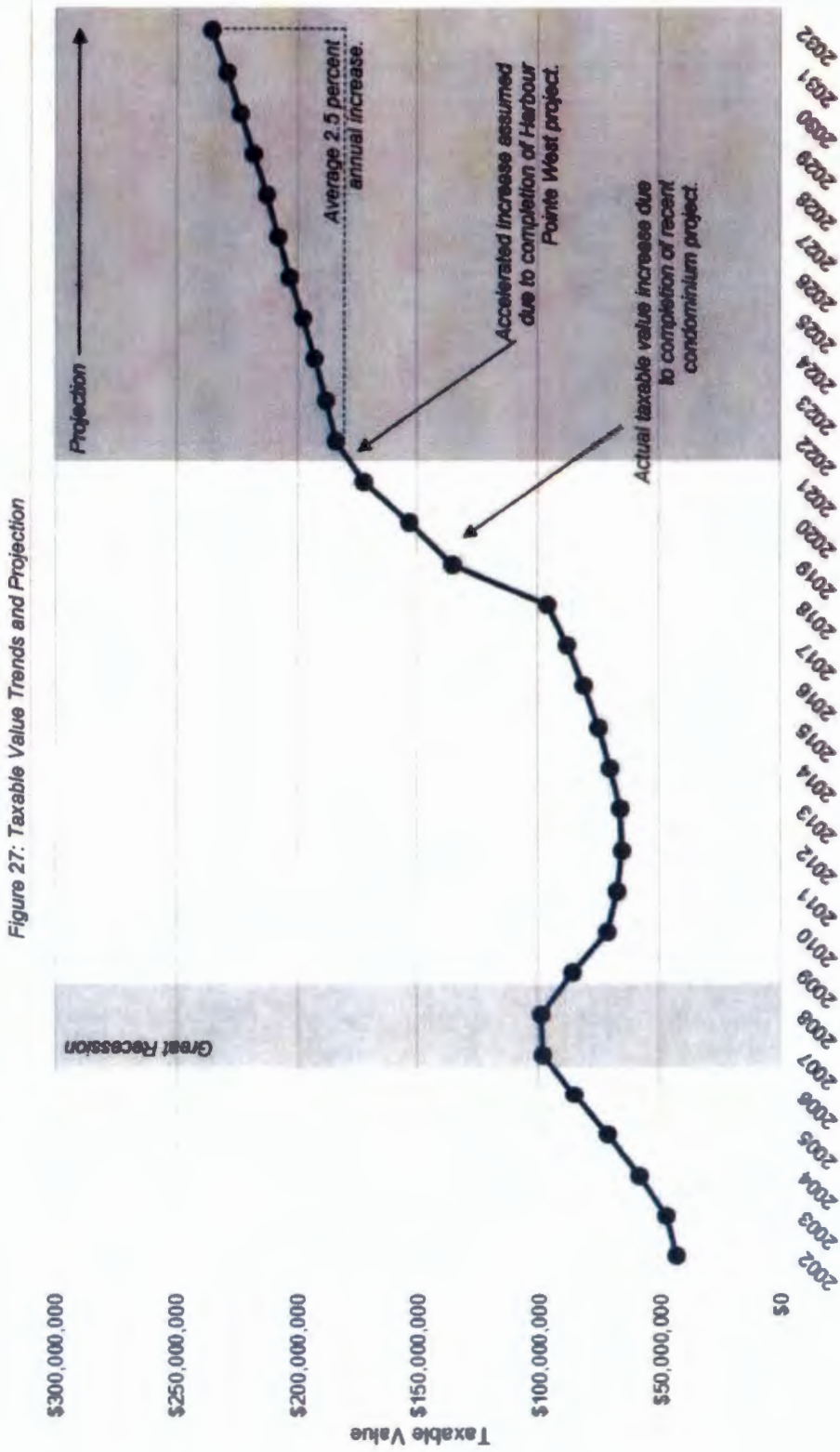


Figure 27: Taxable Value Trends and Projection

Source: City of Safety Harbor, Pinellas County



## Finding of Necessity Study

Extension of the Safety Harbor Community Redevelopment District Sunset Date



Table 14: Tax Increment Finance Revenue Projections

Fiscal Year	City			County		
	Taxable Value	Base Year Value	Increment Value	Taxable Value	Base Year Value	Increment Value
2021/22	\$ 171,856,616	\$ 31,944,080	\$ 139,912,536	\$ 172,404,629	\$ 31,944,080	\$ 140,460,549
2022/23	\$ 183,199,153	\$ 31,944,080	\$ 151,255,073	\$ 183,783,335	\$ 31,944,080	\$ 151,839,255
2023/24	\$ 187,779,131	\$ 31,944,080	\$ 155,835,051	\$ 188,377,918	\$ 31,944,080	\$ 156,433,838
2024/25	\$ 192,473,610	\$ 31,944,080	\$ 160,529,530	\$ 193,087,366	\$ 31,944,080	\$ 161,143,286
2025/26	\$ 197,285,450	\$ 31,944,080	\$ 165,341,370	\$ 197,914,550	\$ 31,944,080	\$ 165,970,470
2026/27	\$ 202,217,586	\$ 31,944,080	\$ 170,273,506	\$ 202,862,414	\$ 31,944,080	\$ 170,918,334
2027/28	\$ 207,273,026	\$ 31,944,080	\$ 175,328,946	\$ 207,933,974	\$ 31,944,080	\$ 175,989,894
2028/29	\$ 212,454,852	\$ 31,944,080	\$ 180,510,772	\$ 213,132,323	\$ 31,944,080	\$ 181,188,243
2029/30	\$ 217,766,223	\$ 31,944,080	\$ 185,822,143	\$ 218,460,631	\$ 31,944,080	\$ 186,516,551
2030/31	\$ 223,210,378	\$ 31,944,080	\$ 191,266,298	\$ 223,922,147	\$ 31,944,080	\$ 191,978,067
2031/32	\$ 228,790,638	\$ 31,944,080	\$ 196,846,558	\$ 229,520,201	\$ 31,944,080	\$ 197,576,121
2032/33	\$ 234,510,404	\$ 31,944,080	\$ 202,566,324	\$ 235,258,206	\$ 31,944,080	\$ 203,314,126

Source: City of Safety Harbor, Pinellas County, Kimley-Horn



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### 6. Conclusion

The Safety Harbor CRD is an example of how successful partnerships between Pinellas County and local municipalities can work together to utilize Tax Increment Financing (TIF) as a focused financing tool for redevelopment. As demonstrated by the results of both the Finding of Necessity and Pinellas County CRA Criteria analysis, the Safety Harbor CRD is a good example of positive community redevelopment and growth since its inception in 1992, however, there is more work to be completed to realize the redevelopment vision for the area. The needs are supported by the Finding of Necessity Analysis results that demonstrated five observed conditions of blight within the CRD including:

- Predominance of defective or inadequate street layout, parking facilities, roadways, bridges, or public transportation facilities;
- Faulty lot layout in relation to size, adequacy, accessibility, or usefulness, deterioration of site or other improvements;
- Fire and emergency medical service calls to the area proportionately higher than in the remainder of the county or municipality; and
- Diversity of ownership or defective or unusual conditions of title which prevent the free alienability of land within the deteriorated or hazardous area; and
- Deterioration of site or other improvements.

The results of the Pinellas County Criteria also demonstrate the remaining need in the CRD. Based upon the assessment of the Pinellas County criteria, the CRD scored a total of 23 points out of 100.

Based on the results of the FON and Pinellas County Criteria, it is recommended that the CRD sunset horizon date be extended from 2022 to 2032 in order to accomplish the remaining redevelopment and improvement goals of the Safety Harbor CRA. Achieving these goals and maintaining a continued focus on redevelopment will not only benefit the CRD, but also the City of Safety Harbor, the northwest portion of Pinellas County, and Pinellas County as a whole. Benefits to these areas are two-fold. Benefits are tangible, such as the reuse of existing properties to a higher and better standard, community appearance (such as stormwater enhancements, parking improvements, and library expansion), and revenue to both the City and County. Benefits to the community are also intangible, such as an increased sense of community pride and increased community involvement that contributes to a healthy community.

The extension of CRD's sunset date will allow for a holistic rehabilitation of the Downtown and adjacent areas that were once deteriorating and continue the momentum that has occurred since the inception. It will also allow for the City to continue to partner with Pinellas County to realize needed capital improvements, which are consistent with the City's vision as well as the draft Pinellas County CRA policies. While the CRD has demonstrated accomplishments in achieving the vision and intent of CRA implementation, extending the sunset date will ensure the area's seamless transition out of the CRA and seal its legacy as a success story.