



Active Recreation in Unincorporated Areas

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Active Recreation in Unincorporated Areas



Background Information

- **Historical Focus:** Resource-based leisure activities such as picnicking, water access, hiking trails, and nature preservation rather than active recreation such as adult and youth sports programming or construction and maintenance of facilities.
- **FY2003 to FY2007:** Countywide Unincorporated Recreation MSTU (1/4 mill levy) implemented from FY2003 to FY2007 provided annual program budget of approximately \$2.0M. \$6.6M allocated to grants-in-aid for capital projects and operating expenses to 30 area recreation providers, and additional \$1.7M provided direct reimbursement to unincorporated residents to participate in municipal recreation programs over life of the program.
- **FY2008 to Present:** Assistance has been limited to individual CIP projects, BCC MSTU projects, and GF support (FY2016 to present) to CBLL, SYAA, and SJWAA

Active Recreation in Unincorporated Areas



Pinellas County Unincorporated Recreation Partners:

- Palm Harbor Community Services Agency (PHCSA)
- East Lake Youth Sports Association (PHCSA member)
- Seminole Junior Warhawks
- Cross Bayou Little League
- Seminole Youth Athletic Association
- Tierra Verde Community Association (TVCA)

Additionally, the County has financially assisted other recreation providers, including:

- Suncoast and Greater St. Petersburg YMCAs
- Feather Sound Community Services District
- Lealman PAL
- Highpoint Neighborhood Youth Empowerment Center

CSA Palm Harbor Parks and Recreation

- Provides full-service recreation offerings for youth, adult and senior populations
- Funded primarily through dedicated ¼ mill PHCSA MSTU, generating approx. \$1.2M annually
- Other County Funding
 - \$1.04M Rec MSTU Grants (FY03-07)
 - \$1.0M CIP (Sports Lighting Upgrade FY12-13)
 - \$119,400 BCC MSTU Projects (FY16 –FY21)
- Proposed Penny IV Projects
 - PHCSA Recreation Center (\$10M)

East Lake Youth Sports Association

- Provides youth baseball, softball, football, soccer and lacrosse programs
- Funded primarily through dedicated ¼ mill East Lake MSTU, generating approx. \$775K annually
- 2,754 participants (FY19)
- Other County Funding:
 - \$1.15M Rec MSTU Grants (FY04-FY08)
 - \$1.1M CIP (FY12 Meadows Soccer Complex)
 - \$120,500 BCC MSTU Projects (FY16-FY21)
- Proposed Penny IV Projects
 - \$1.175M for office/concession/restroom facility

Seminole Junior Warhawks

- Operates through County license agreement at Walsingham Park
- Provides youth baseball and soccer programs through Cal Ripken Baseball and Florida Celtic Soccer
- \$60K Estimated Annual Operating and Maintenance Expenses
- 1,652 participants (FY19)
 - 52% Unincorporated vs. 48% Municipal
- County Funding History:
 - \$670,426 Rec MSTU Grants (FY03-07)
 - \$152,175 CIP (FY03-04)
 - \$233,334 GF Support (FY16-21)
 - \$66,995 BCC MSTU Projects FY16-FY21 (lightning detection, fence repair, safety netting, land grading)

Cross Bayou Little League

- Operates through County license agreement at Lake Seminole Park
- Provides youth baseball and softball within Little League organization
- \$62K Estimated Annual Operating and Maintenance Expenses
- 96 participants (FY19)
 - 66% Unincorporated vs. 34% Municipal
- County Funding History:
 - \$331,490 Rec MSTU Grants (FY03-07)
 - \$155,556 GF Support (FY16-21)
 - \$45,000 BCC MSTU Projects (FY17: electrical repair, roof replacement)

Seminole Youth Athletic Association

- Operates on property acquired in May 1981 for \$380,000 by the Greater Seminole Area Recreation District, which was created by the Florida Legislature and voters by referendum in 1980
- Provides youth baseball, softball, football, cheerleading and soccer programs
- FY19 Participation numbers and residency information was requested but not disclosed
- County Funding History:
 - \$201,606 Rec MSTU Grants (FY03, 05)
 - \$211,110 GF Support (FY16-21)
 - \$37,350 BCC MSTU Projects (FY2017 for lightning detection, lighting repairs, bleacher covers, safety netting)

Active Recreation in Unincorporated Areas



Ridgecrest Community

- Recreation primarily provided through Ridgecrest YMCA/Omni Center
- County has provided Ridgecrest YMCA approximately \$4.8M in operational expenses and an additional \$990K in renovations and repairs through CDBG
- Largo for Youth, which provides tackle football and cheer programs received one-time BCC MSTU grant of \$7,300 for player equipment in FY20

Tierra Verde Community Association

- Operates on County owned land through license agreement
- Includes baseball field, tennis courts and playground
- County Funding History:
 - \$40,000 Rec MSTU Grant (FY04)
 - \$463,525 CIP (FY03-05)
 - \$82,500 BCC MSTU Projects (FY18-FY21: playground and tennis court resurfacing, bleachers, LED sign)

Active Recreation Efforts Currently Underway

Raymond H. Neri Community Park Design

- Provide opportunities for youth recreation through hardcourt and sports field development
- Currently in design and engineering

Highpoint Recreation Complex Design

- Collaborate with Pinellas County Schools to provide youth sports facilities in the Highpoint area
- Currently in design and engineering

Unincorporated Seminole Youth Sports Facilities Master Plan

- \$286,000 BP funding to masterplan upgrade and renovation of youth sports facilities, provide more efficient delivery of services, and eliminate service duplication

Raymond H. Neri Park

Park Elements Include:

- Multi-purpose Field
- Children's Playgrounds for ages 2 to 12
- Fitness Challenge Course
- Restroom Facility
- Dog Park (Large and Small)
- Covered Pavilions
- Future Connection to Joe's Creek Greenway Trail
- Parking
- Space for Future Park Elements



Raymond H. Neri Park

- Public Information Meeting Held in May 2019
- Development of 90% Design Plans are Currently Underway
- Final Design Scheduled for Spring 2022
- Anticipated Construction to Begin Fall 2022
- \$3.6M Penny IV funds for design and construction
- Additional funding for improvements being pursued through grant opportunities



Multi-purpose Field



Adult Challenge Course



Dog Park

Highpoint Community Park

Park Elements Include:

- Multi-purpose Fields (2)
- Children's Playground
- Basketball Courts (2)
- Restroom Facility and Picnic Shelter
- Multi-use Path
- Parking Improvements



Highpoint Community Park



- Currently at 30% Design Phase
- Estimated Design Completion FY22
- Construction Proposed for FY23
- \$3.25M from Penny IV for project costs
- Continue to Seek Interlocal Agreement with Other Agencies for Programming and O&M Costs

RSH and Sports Facilities Advisory, Phase 1 Scope

- Needs Assessment: Consultants performed market analysis and looked at current and expected future field utilization at each location
- Facilities Program: Analyzed current facilities and performed space analysis and determined none of the existing facilities could adequately address utilization at one location for each of the various sports. Recommended regional approach to address field needs, as well as promoting sports tourism
- Concept Plans: Prescribes network of facility locations to host number of fields determined through Needs Assessment

Concept Plan Considerations

- Field Maintenance and Quality
- Adequate Parking
- Storm Water Management
- Player and Spectator Safety
- Restrooms
- Food & Beverage Service
- Design Standards
- Sports Tourism

Concept Plan Challenges

- No single site can accommodate all of the field needs of the community while accounting for the previous considerations
- Some of the existing sites/fields are underutilized
- The current sites cannot support all of soccer needs or all of the baseball/softball needs at one site with a mix of field types

Unincorporated Seminole Recreation Master Plan

Seminole Junior Warhawks Athletic Association



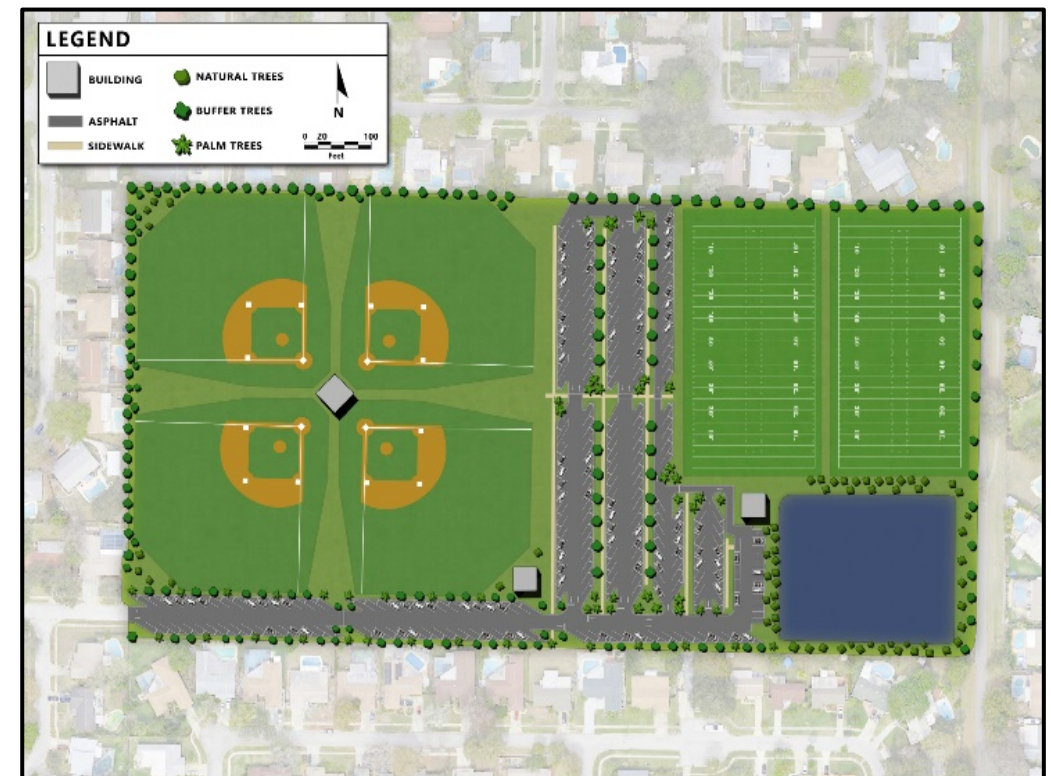
Unincorporated Seminole Recreation Master Plan

Cross Bayou Little League



Unincorporated Seminole Recreation Master Plan

Seminole Youth Athletic Association



Current Project Status:

Meetings Held with Youth Sports Providers (SJWAA, SYAA, and CBLL)

- Concern from providers that “sharing” of facilities will impact their participation
- Fear loss of community identity and organizational history for their programs and being “swallowed up” by larger or consolidated programming
- Most providers feel their immediate needs relate to operational and maintenance costs and intermediate repairs/improvements, versus large scale capital improvements

Unincorporated Seminole Recreation Master Plan



Concept Plans have Estimated Cost of \$26M; Penny IV proposes \$17M toward Improvements

- Current facilities don't meet building development codes, stormwater rules, etc. which exacerbates costs to refurbish/renovate
- Concept plans recommend addition of some synthetic turf fields to increase playability/flexibility, access associated with weather, and capacity limitations associated with natural grass/clay fields

Preliminary Discussions with Greater Seminole Recreation District (GSRD) and City of Seminole representatives

- GSRD has notified County of their intent to file for dissolution
- Continue communications with City of Seminole on potential partnership

RSH and Sports Facilities Advisory, Phase 2 Scope:

- Assess changes in facility and field utilization since Phase I analysis (stakeholders and other groups) as it relates to Covid and other impacts to utilization
- Assess athletic participation and population trends within physical boundaries of stakeholder market
- Analyze market potential and additional needs of athletic facilities and stakeholders
- Recommend operations and management structure improvements to promote efficiencies and accountability for equitable recreation service provision within unincorporated Seminole

Unincorporated Seminole Recreation Master Plan



RSH/SFA Recommendations

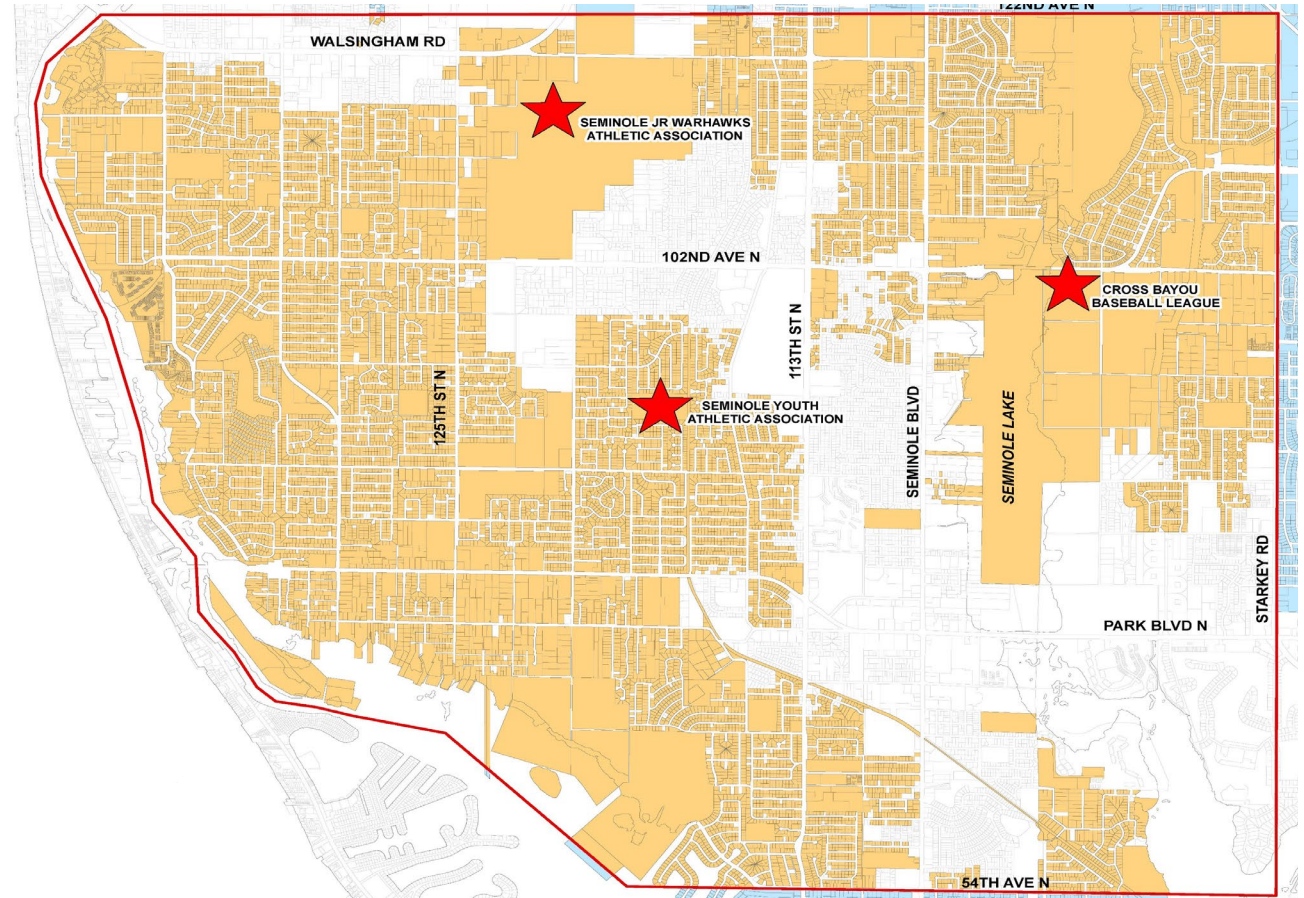
- Align County's role in active vs. passive recreation service provision with Strategic Initiatives
- Establish and ensure that maintenance and operational standards for athletic fields and user groups are supported and enforced
 - Implement field maintenance standards and facility LOS recommendations (Develop CAPRA 7.5 compliant – Maintenance & Operations Management Standards)
 - Establish and implement athletic field/league permitting, allocation, and use policy
 - Establish governance structure for oversight, operations, reporting, and management efficiency
- Analyze MSTU –Special Assessment for Unincorporated Recreation
 - Determine boundary area/map of properties included in proposed MSTU area
 - Prepare taxable value analysis; investigate graduated approach to funding
 - Establish allocation of funding requirements and composition of advisory group consisting of representatives from the partner and stakeholder groups

Unincorporated Seminole Recreation Master Plan



Sample Unincorporated Seminole MSTU District

Scenario 1: Unincorporated Seminole Potential MSTU Review		
FY2019/20 Total Taxable Value	MSTU Millage Rate	Total MSTU Revenue
\$3,154,994,842	0.1	\$315,499
Scenario 2: Unincorporated Seminole Potential MSTU Review		
FY2019/20 Total Taxable Value	MSTU Millage Rate	Total MSTU Revenue
\$3,154,994,842	0.2	\$630,999
Scenario 3: Unincorporated Seminole Potential MSTU Review		
FY2019/20 Total Taxable Value	MSTU Millage Rate	Total MSTU Revenue
\$3,154,994,842	0.25	\$788,749



Active Recreation in Unincorporated Areas



Defining the County's Role

- County managed vs. County licensed facilities
- Municipal Partnerships
- Partnerships with Schools and Non-profits
- Relationship with Youth Sports Providers
- Relationship with Youth Sports Organizations

Funding

- Special taxing districts/MSTU
- Penny for Pinellas
- General Fund Support
- Participant-based funding

Addressing Inequities Among Unincorporated Areas

- Funding Capacity
- Access to Facilities
- Ability to Expand Services / Space Limitations
- Addressing Unincorporated Residents Outside of Defined Communities

Conclusions:

Pinellas County uses several methods and approaches to provide active youth recreation in unincorporated areas. These include MSTUs and other funding supplements to offset operating and facility repair costs, and provision of real property. We find:

- The County is not resourced to be directly involved in an active recreation provider role
- Current Recreation MSTU systems are working well when supplemented with capital support
- Projects for communities of need have been prioritized, funded and are moving forward
- The historical Unincorporated Seminole model must be revisited to resolve levels of service issues, conditions of facilities and ensure consistent programming approaches
- Priority focus for funding and facility use should be on youth outdoor recreational level sports programs

Recommended Next Steps:

- Support GSRD Dissolution and Property Transfer to County currently operated and maintained through agreement with SYAA
- Complete Analysis for Unincorporated Seminole MSTU
 - Propose MSTU Boundary which incorporates entire unincorporated Seminole area
 - Determine method for MSTU approval and finalize materials for selected approach
 - Seek a single director or operating entity to oversee facilities and programming at existing or combined County owned facilities
- Develop a needs-based Capital Improvement Program for Active Recreation in Unincorporated Areas for current projects and future Penny and/or ARPA projects