



Ybor City 2 Community Redevelopment Area Plan

Prepared by:

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

May 17, 2004

The full document can be viewed at:
http://www.tampagov.net/dept_economic_development/documents/CRA_Plans.asp

IX.....Development
Development Controls
Redevelopment Funding Sources
Timing of Redevelopment

List of Maps

Map.1..... Area Context Map
Map.2..... CRA Area Boundary Map
Map.3..... CRA Plan
Map.4.....Future Land Use Categories
Map.5..... Zoning Districts
Map.6..... Ybor City Historic Districts



I. Introduction

In 1885, Gavino Gutierrez, a New York City importer, heard a rumor from a client who produced guava paste and jellies that guava trees grew in abundance, almost wild, in Tampa, Florida; and asked him to check out the rumor. The guava story proved to be overstated, but Mr. Gutierrez was quite impressed with Tampa as an investment opportunity, and upon continuing his field trip to Key West, relayed his enthusiasm to several cigar manufacturers, including Vincente Martinez Ybor.

So began the genesis of Ybor City, and Tampa's great journey into a profound multicultural history. It is well-known history that Mr. Ybor and several colleagues, including his partner, Edward Manrara, Serafin Sanchez and Ignacio Haya, subsequently came to Tampa, and, with the cooperation of the Tampa Board of Trade, made the first 40 acre purchase of land in the swampy area northeast of town, to construct the first part of what would become Ybor City.

Mr. Ybor developed, with the assistance of Gavino Gutierrez, a master plan for Ybor City, which was modeled after other American industry-related new towns. The Master Plan was intended to provide for all of the needs of its future residents. Within a short time, cigar factories, homes and support facilities were in place, and a steam-powered streetcar on narrow gauge rail was in operation, connecting Ybor City with the City of Tampa. In 1897, Tampa exported over 90 million cigars; by 1907, that number had risen to over 285 million, produced by 165 factories.

The subsequent history of Ybor City has been a rich and exciting journey, encompassing victory and defeat, success and failure. The multicultural texture of Tampa was strongly influenced by the Spanish, Cuban and Italian migration to Ybor City in the late 1800's and early-mid 1900's, in addition to the cultural influences contributed by the dynamic growth of the surrounding Tampa Bay area during the same period.

Ybor City grew from a swampy, alligator-infested tidal wetland into a booming, self-contained community of 30,000 residents, and the Cigar Manufacturing Capital of the World, in 30 short years. However, several key events conspired to eventually blunt Ybor City's early success. The 1930's and 1940's brought the decline of the American cigar industry, robbing the community of jobs and national reputation. Later, in the early 1950's, the construction of Interstate 4 cut through the heart of Ybor City, further eroding the Area's fabric and economic vitality. By the early 1960's, Ybor City's glory years were long past, and federally funded Urban Renewal was summoned to demolish nearly 70 acres of older buildings, much of the physical fabric of the community.

Since then, the need for redevelopment of Ybor City has been obvious. Area revitalization has been the subject of prolonged debate and effort, and the preservation of both the remaining significant buildings, and the cultural values of the complex community that created and lived in Ybor City for over 100 years, has been a primary goal.

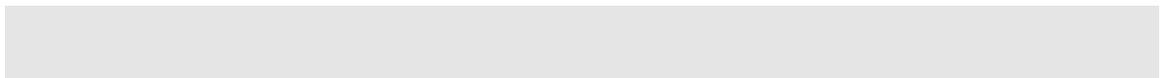
This is a **Community Redevelopment Plan** (hereinafter referred to as the "**Plan**") for the **Ybor City 2 Community Redevelopment Area** (See Map No.2). When adopted by the Tampa City Council, it will become the general redevelopment guide for these areas of Ybor City, and provide direction for capital investment and the use of other public resources by the Community Redevelopment Agency, and investment by the private sector.

The Ybor City 2 CRA Plan encompasses two geographical areas contiguous to the existing Ybor City CRA 1. The reason to establish the Ybor City 2 area is to address to remedy the conditions of blight present in the historic neighborhoods surrounding the Ybor City core area. The City of Tampa is committed to the process of revitalization and redevelopment within its urban core, which includes the Central Business District, the Channel District, Tampa Heights and Ybor City (See Map No. 1); all of which were initially developed over 100 years ago.

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 Housing Development, and is entitled **Ybor City 2: Finding of Necessity Report, May 2004.**

The Plan recognizes the unique historical, architectural and cultural character of Ybor City, the National Historic District designation, the local historic district designation, and the influence of the Barrio Latino Commission on the redevelopment process in the area.

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 blighting conditions, including unsafe, inadequate or obsolete infrastructure, and to restore a perspective of resident, investor and developer confidence in the area and to provide for affordable housing for residents of low or moderate income, including the elderly. As a result of these efforts, and the resultant economic activity, the City can anticipate additional urban residents, jobs creation and an enhanced ad valorem tax base in the area.



•
•
•
•
•
•
•
•



II. Legal Description for Ybor City 2 CRA

That part of Sections 17, and 18, Township 29 South, Range 19 East, all lying within the City of Tampa, Hillsborough County, Florida, lying within the following described boundaries to wit:

Beginning at the intersection of the Centerline of Interstate Highway 4 (State Road 400), and the Centerline of 26th Street, as shown on State of Florida – State Road Department Interstate Expressway No. 4, Section No. 10190-2417-41-14 of State Road No. 400, Hillsborough County, State of Florida State Road Department Right of Way Map; run thence Southerly along said Centerline of 26th Street, to its intersection with the Centerline of Adamo Drive; thence Westerly along said Centerline of Adamo Drive, to its intersection with the Southerly projection of the Centerline of that vacated portion of 20th Street; thence Northerly along said Centerline of said vacated portion of 20th Street, to its intersection with the Centerline of 2nd Avenue; thence Westerly along said Centerline of 2nd Avenue, to its intersection with the Centerline of 18th Street; thence Northerly along said Centerline of 18th Street, to its intersection with the Easterly projection of the Centerline of the alley in Block 65 of YBOR AND CO'S SUBDIVISION a subdivision as recorded in Plat Book 1, Page 22 of the public records of Hillsborough County, Florida; thence Westerly along said Easterly projection of Centerline and its Westerly projection to and along the Centerline of the alley in Block 60 of said YBOR AND CO'S SUBDIVISION, and its Westerly projection to the Centerline of the alley in Block 60 of PLAN of J.T. LESLEY'S ADDITION TO EAST TAMPA, a subdivision of record as recorded in Plat Book 1, Page 12 of the public records of Hillsborough County, Florida; thence Westerly along said Centerline and its Westerly projection to and along the Centerline of the alley in Block 43 of said PLAN OF J.T. LESLEY'S ADDITION TO EAST TAMPA, to its intersection with the Centerline of a vacated alley lying in Block 38 of LESLEY'S SUBDIVISION, a subdivision as recorded in Plat Book 1, Page 8, of the public records of Hillsborough County, Florida; thence Westerly along the Centerline of said vacated alley in Block 38, to its intersection with the Northerly projection of the Westerly boundary of Lot 8 of said Block 38; thence Southerly along said Northerly projection and Westerly boundary of Lot 8 and its Southerly projection, to its intersection with the Centerline of 3rd Avenue; thence Westerly along said Centerline of 3rd Avenue, to its intersection with the Centerline of Avenida Republica De Cuba (14th Street); thence Southerly along said Centerline of Avenida Republica De Cuba, to its intersection with the Centerline of 2nd Avenue; thence Westerly along said Centerline of 2nd Avenue, to its intersection with the Centerline of Channelside Drive (13th Street); thence Northerly along said Centerline of Channelside Drive, to its intersection with the Centerline of 3rd Avenue; thence Westerly along said Centerline of 3rd Avenue, to its intersection with the Centerline of the CSX Railroad, as shown in said LESLEY'S SUBDIVISION; thence Northeasterly along said Centerline of the CSX Railroad to its intersection with the Centerline of 6th Avenue; thence Easterly along said Centerline of 6th Avenue, to its intersection with the Centerline of 22nd Street; thence Northerly along said Centerline of 22nd Street, to its intersection with the Centerline of said Interstate Highway 4 (State Road 400); thence Easterly along said Interstate Highway 4 (State Road 400), to its intersection with the Centerline of 26th Street, said intersection being the Point of Beginning.

TOGETHER WITH

That part of Section 18, Township 29 South, Range 19 East, lying within the City of Tampa, Hillsborough County, Florida, lying within the following described boundaries to wit:

Beginning at the intersection of the Centerline of Interstate Highway 4 (State Road 400), and the Centerline of 15th Street, as shown on State of Florida – State Road Department Interstate Expressway No. 4, Section No. 10190-2417-41-14 of State Road No. 400, Hillsborough County, State of Florida State Road Department Right of Way Map; run thence Southerly along said Centerline of 15th Street, to its intersection with the Centerline of Nick Nuccio Parkway; thence Southwesterly and Southerly along said Centerline of Nick Nuccio Parkway, to its intersection with the Centerline of Palm Avenue (10th Avenue); thence Westerly along said Centerline of Palm Avenue, to its intersection with the Centerline of Nebraska Avenue; thence Northerly along said Centerline of Nebraska Avenue, to its intersection with the Centerline of said Interstate Highway 4 (State Road 400); thence Easterly along said Interstate Highway 4 (State Road 400), to its intersection with the Centerline of 15th Street, 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 including the shortage of affordable housing by the appropriate authority, the preparation of a work program and schedule, and the preparation of a Community Redevelopment Plan.

The CRA Plan must be based, in part, on the conditions identified in the Finding of Necessity Report, 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 CRA, and may include recommendations regarding the acquisition and disposition of land in the area.

The Ybor City 2 CRA Plan was prepared by The Hillsborough County City-County Planning Commission, City of Tampa's Department of Urban Development and pursuant to the laws of the State of Florida. The Plan was developed as a means to help remedy the Ybor City 2 area of slum and/or blighted conditions as documented in a Finding of Necessity Report and included by Resolution and public testimony before the Tampa City Council. The purpose in adopting this Plan is to address redevelopment efforts needed to revitalize the historic neighborhoods surrounding the Ybor City 1 area and remedy the conditions of blight.

IV. Public Participation

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



The Public Involvement Process for the Finding of Necessity Report included the accumulation of statistical information on the proposed study area, fieldwork and analysis, and through an interactive educational approach, meeting with stakeholders for input and to discuss how decisions were reached, with City staff evaluating community feedback throughout the process. This phase of activity culminated with two community-wide meetings held at HCC's Ybor Campus.

The Public Involvement Process for the Community Redevelopment Plan had the benefit of the ongoing interaction and development of familiarization between the stakeholders and the City from the first phase (Finding of Necessity process). Through the formation of a Citizen's Advisory Committee, continued interaction between the planners and the stakeholders in this phase facilitated valuable consensus building, and resulted in a Plan that incorporated many important contributions from the community.

Community Wide Meetings

September 12 and September 13, 2000, 6:00 P.M.
Hillsborough Community College, Ybor Campus, Ybor Room

Members of City of Tampa planning staff, through the Ybor City Development Corporation (YCDC), and Hillsborough County City-County Planning Commission staff met over two days with over 100 property owners, business owners and residents from the areas of Ybor City considered for inclusion into the Community Redevelopment Area. Over 1200 meeting notices were mailed to area property owners. The following information was provided and discussed:

- 1. Community Redevelopment Area
 - General Information (What is a CRA?)
 - Timeframe of the Study
 - Benefits of a CRA
- 2. Status of the Current Community
 - Redevelopment Area
 - Existing Boundaries
 - TIF Revenues
- 3. Proposed Community Redevelopment Area
 - Expansion Area
 - Existing Conditions in Study Area
- 4. Public Involvement Process
 - Importance of Public Involvement
 - Advisory Committee

Staff actively solicited volunteers at both meetings to be part of the Citizens Advisory Committee. Over thirty (30) volunteers signed up to be members, from which the committee's membership was established.

First Citizen's Advisory Committee Meeting

October 26, 2000, 6:00 P.M.

German/American Club

The first meeting had 23 committee members in attendance, in addition to YCDC and Planning Commission staff and their consultant, Mr. Michael English. The main goal of the first meeting was to review the issues facing the expansion areas as outlined in the Existing Conditions Study prepared by the YCDC staff, identify and prioritize the top five issues, and discuss any issues that may not have been addressed in the study.

1. Purpose of Committee
 - Projected Goals
 - Schedule of the CRA 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 13, 2000, 6:00 P.M.

German/American Club

The notice sent to committee members stressed the importance of attending this meeting, because their decisions would play an integral part in the creation of the Community Redevelopment Plan. A matrix of all the issues and corresponding comments was presented, and used as a guide to address problems and discuss potential solutions.

As the main agenda item, the top five issues selected by the Committee members at the previous meeting were discussed in greater detail:

- Crime
- Property Maintenance
- Infrastructure
- Traffic
- Code Violations

1. Purpose of Committee

•
•
•
•
•
•
•
•

- Projected Goals
- Schedule of the CRA Process

2. Group Discussion

- Revisit issues identified at last meeting
- Discuss potential solutions

In going through the matrix, committee members summarized all of the comments under each issue into solution statements. Several other issues were added to the top five, that members felt needed to be addressed. The final major issue categories decided upon were:

- Crime
- Property Maintenance
- Zoning
- Code Enforcement
- Traffic
- Parking
- Infrastructure

Between this meeting and the final meeting, planned for the early spring, a draft of the Community Redevelopment Plan would be created and sent to all committee members for their review.

Third Citizen's Advisory Committee Meeting

April 4, 2001, 6:00 P.M.
German/American Club

A draft of the Community Redevelopment Plan, prepared by Planning Commission staff was sent to all committee members for their review approximately one week prior to the meeting. Input was also provided by the YCDC staff and City Senior Administration prior to the draft going out to committee members. The entire plan was reviewed and found to be generally favorable by committee members. Final comments were taken into consideration for input into a final document for presentation to the City.

Additional/Future Public Involvement

In March and April of 2004, the Ybor City Development Corporation's Comprehensive Planning Committee met to review and comment on the draft Findings of Necessity Report and Ybor City 2 Community Redevelopment Area (CRA) Plan. Both documents have been updated in preparation for the public hearings. On May 3, 2004, the City of Tampa's Ybor City Development Corporation, hosted a CRA community meeting and invited all of the affected property owners in the Area.

The general public will continue to have ample opportunity to listen to and provide public comment at public hearings held before City Council before final adoption of the Community Redevelopment Plan; and Ybor residents, property owners, business owners and other interested parties will continue to be invited to provide input and recommendations as the Plan is implemented.

V. Regulatory Environment

Existing Community Redevelopment Plan

The existing CRA Plan has been in force since 1988. It encompasses an area generally bound by Interstate 4 and Palm Avenue on the north, N. 22nd Street on the east, E. 6th Avenue and Nuccio Parkway on the south, and an irregular western boundary which includes Nuccio Parkway, E. 7th Avenue and Nebraska Avenue. The Plan was based upon a Finding of Necessity analysis that recognized that Ybor City developed long-standing conditions of blight, and was contributing little to the community's tax or employment base.

There were a number of indicators identifying general economic distress, including vacant structures, undeveloped lots and blocks, and a high incidence of code violations. Based upon the Urban Village concept and designation in the City's adopted Comprehensive Plan, the CRA Plan emphasized new residential, retail commercial, hotel and office development, and additional parking facilities. The Plan placed emphasis on "human scale" urban design considerations, and the addition of public open space throughout the district. The CRA Plan also placed great importance on the existing architectural and historical buildings and landmarks, and encouraged the development of gateway identification to the Historic District.

While not anticipating the development of the historic streetcar system, the Plan did suggest the need for more definitive linkages between downtown Tampa and Ybor City, perhaps using a "greenway" system to encourage pedestrian and bicyclist access between the areas. The Tampa Greenways & Trails Master Plan, adopted by City Council in February 2001 designates proposed on-road bicycle lanes/route and off-road multi-purpose paths within the Redevelopment area. These are part of the McKay Bay Greenway. These include:

Proposed Off-Road Multi-purpose Paths

- North side of Adamo Drive between Channelside Drive and 34th Street (note: segment between 21st Street and 22nd Street under construction);
- Nuccio Parkway between Nebraska Avenue and Channelside Drive;

On-Road Trails/Paths

- 4th Avenue between Channelside Drive and 34th Street)

A reference to the Hillsborough County Comprehensive Bicycle Plan (adopted November 2001) also should be made, identifying proposed bikeways, bike lanes and bike routes within the CRA.

The need for special support for redevelopment in Ybor City remains. For over a decade after the enactment of the Ybor City 1 CRA Plan, redevelopment activity was very difficult to stimulate. Real results have only been realized in the past four to five years, creating a fragile and hard-



earned momentum which will continue to require the special tools and civic attention available with a CRA designation, for many years to come. The Ybor City 2 CRA Plan is expanding into two areas that are contiguous to the existing CRA, to encompass parts of Ybor City not covered by the current Plan (See Map No.2).

Comprehensive Plan

The City of Tampa's adopted Comprehensive Plan has long recognized the unique character of Ybor City, and its importance to the City, as a cultural resource and urban entertainment, mixed use and residential district. The Comprehensive Plan recognizes the Ybor City area as a Regional Attractor, which defines the area as a major tourist destination of interest to visitors of regional, national and international originations. It also designates Ybor City one of five Urban Villages in the City, recognizing its unique and distinctive character, and the colorful and powerful role it has played in Tampa's past.

The Urban Village concept anticipates that Ybor City will redevelop as both a living and working environment, while remaining respectful of the area's historical character. Ybor City is also unique in Tampa, for its National Historic Landmark District designation by the United States Department of the Interior, in addition to its National Register Historic District designation by the United States Department of the Interior, and local Historic District designation by the Tampa City Council. The Barrio Latino Commission was formed in 1975, by state law, to oversee the quality of redevelopment in Ybor City, paying particular care to the architectural and urban design quality of new projects and renovations, in the context of historical continuity.

The Future Land Use Categories for Ybor City (See Map No.4) reflect the vision for Ybor City's Urban Village designation, encouraging mixed-use development, urban densities and intensities, and the potential population and visitor base necessary to justify rail transit services connecting Ybor City with the Central Business District.

The Plan also recognized the inclusion of Ybor City in The City's Enterprise Zone designation in 1994, and the Transportation Concurrency Exception Area (TCEA) in 1998. In both cases, the principal goal of such designations is to incentivize economic development, private sector real estate investment, jobs creation and the general relief of economic distress. The existence of pervasive poverty, increasing crime rates and a declining tax base were identified in Ybor City many years ago, and were well recognized by the Comprehensive Plan.

The Future Land Use categories in place in the study area include multifamily residential, commercial, mixed-use and industrial. Subsequent to the adoption of this Plan, an evaluation of the current future land use categories in the Area should be undertaken to determine their appropriateness for future development.

Objective 5.2 of the **Recreation and Open Space Element of the City of Tampa's Comprehensive Plan** adopted January 28, 1998 states that the City will "by 2015, expand the greenways corridor to include a system of greenways throughout the City and along the city's waterfront areas". Policy 5.2.3 further states "provide a greenway around McKay Bay and connect up with the Downtown area".

Zoning

The Ybor City 2 area is currently zoned with a combination of Ybor City zoning districts (YC-1 through YC-7) and the City of Tampa zoning districts generally used in the remainder of the City. The zoning districts applied in the area (See Map No.5) include multifamily residential, commercial, mixed-use and industrial. While the zoning and land use categories are generally consistent in the Area, they should be reevaluated together after the adoption of the CRA Plan, with respect to the redevelopment goals for the Area articulated in the Plan.

The zoning districts, YC-1,2,3,4,5,6 and 7, represent specific, zoning for the commercial core, single and multi-family residential, Hillsborough Community College property, mixed-use development, general commercial, community commercial, and mixed-use, respectively. Each district is designed to guide certain kinds of development, with varying densities, intensities and lot requirements.

In addition, those areas within the Ybor City 2 area that are not zoned with a YC zoning district should be considered for rezoning to an appropriate YC District. If there are specific properties that do not lend themselves to any of the existing YC districts, consideration should be given to the creation of an additional zoning category within the YC zoning district series.

Barrio Latino Commission

The Barrio Latino Commission was established to review all special use, rezoning and right-of-way applications within the Ybor City Historic District. The Commission's recommendations are forwarded to the Tampa City Council, the elected body having final decision responsibility on those applications. The Commission serves as the architectural review board for the historic district, and may undertake local historic designations and other preservation activities as it sees fit.

Ybor City's Barrio Latino Historic District was established as a separate use district in 1985, with a special series of zoning districts, designed to encourage development consistent with the existing historic fabric of the area, while allowing the more intense commercial and mixed-use redevelopment envisioned by the Comprehensive Plan (see Map No. 6).

The Ybor City 2 area is within the boundaries of the local historic district, and subject to the rules and guidelines of the Barrio Latino Commission. According to the Tampa City Code, the purpose of the Ybor City Historic District is to promote and preserve the historic district and its landmarks for the educational, cultural, economic and general welfare of the public through the preservation, protection and regulation of buildings, sites, monuments, structures and other areas of historic interest of importance within the Ybor City area. It is also the mission of the District to safeguard the heritage of the City by preserving and regulating the District and its landmarks which reflect elements of Ybor City's history; to preserve and enhance environmental quality and safety within the District; to strengthen the City's economic base by the stimulation of the tourist industry; to establish, stabilize and improve property values; and to foster economic growth and managed growth.

The Barrio Latino Commission (BLC) was established to serve as the architectural review board for the District, and to have as its central purpose the review and approval of exterior alterations to existing structures and new construction. In order to fulfill this mandate, the BLC confers Certificates of Appropriateness for such work proposed in the District, and clear guidelines for property owners and others who wish to restore, rehabilitate, construct, move or demolish a structure. The Ybor City Design Guidelines were created for the entire District, and apply to commercial, residential and industrial land uses.

•
•
•
•
•
•
•
•



VI. Existing Conditions

Neighborhood Character

The character of Ybor City is a rich and complex one, evolving over a 125-year period. The history, tradition and cultural values of the many cultural groups who inhabited Ybor City have become interwoven over time into the flavor and reputation of Tampa, Hillsborough County, and the Tampa Bay Region. It is largely due to the breadth and depth of the immigrant influence in Ybor City in the late 1800's and early 1900's that it received the National Historic Landmark District designation from the US Department of the Interior in 1990. Ybor City was viewed as a microcosm of the American immigrant experience, and a very unusual example at the time for a southern city.

Today, while many of the important buildings and historical markers remain to remind us of Ybor City's past, most of the families who once lived there, and their descendents, have moved to more affluent neighborhoods in Tampa, or to other communities. The process of time, economic opportunity, and American migration patterns have led Ybor City through the same journey experienced by the great ethnic neighborhoods of the northeast and Midwest; a journey of rise and fall, and rebirth.

We are fortunate that the African-American, Cuban, Italian and Spanish ties established during Ybor City's development remain vigorously intact today; and that local residents, preservationists, historians, government officials and business community preserve so much of the area's cultural heritage.

Ybor City 2 includes two neighborhood areas adjacent to Ybor City 1 CRA; one to the north/northwest and the other to the south/southeast. The area is contiguous to its borders (see Figure F.2). The north/northwest area is bordered by Interstate 4 on the north, Nebraska Avenue on the west, Palm Avenue on the south and Nick Nuccio Parkway on the east. This area is quite mixed, but is predominately residential in character. There is the historic German-American Club on along Nebraska Avenue, which is owned by the City and houses several City departments, and new offices for the Children's Board of Hillsborough County under construction on the Palm Avenue frontage. The area has been negatively impacted by its proximity to I-4, and is showing little benefit to date from the redevelopment efforts underway to the south.

The south/southwest area, the second area, is situated just south of Ybor City 1 CRA, and has a somewhat irregular boundary. It is bounded on the north by 6th Avenue/CSX Railroad from Nick Nuccio Parkway and 22nd Street then goes north to Interstate 4, east to 26th Street, south to Adamo Drive, and stepping back up to Nuccio Parkway. The area south of 6th Avenue is mixed in character, with single and multifamily uses, as well as commercial and industrial development. There are a number of historic structures in this area, including a significant number of original cottages and cigar-related commercial buildings. While there is quite viable commercial development in the area, there is also a strong movement, from both investors and owner-occupants, to revive the residential character in the area. A community park is in the planning stages for the corner of 12th Avenue and 26th Street. Plans include a basketball court and a playground.

The area east of 22nd Street, from Interstate 4 south to Adamo Drive, is largely residential in character, although there is some non-residential development on both 4th and 7th Avenues.

While this area does contain a number of historic structures, there are a significant percentage of vacant lots in this area, and a number of indices that indicate blighted conditions.

It is important to note that Ybor City 2 are the *edge neighborhoods* of Ybor City's historic core, and are in real need of the special tools available with a CRA designation, if they are to be reclaimed as attractive, viable urban neighborhoods capable of preserving historic fabric and providing safe, economically attractive living environments for its residents.

Relationship to Adjacent Neighborhoods

When Ybor City first developed, it was quite removed from downtown Tampa. The original, steam-powered streetcar system that connected the two communities initially crossed open land. Over time, the areas grew together, as both Ybor City and Tampa developed. Many of the adjoining neighborhood areas were originally considered a part of Ybor City.

Today, Ybor City adjoins Tampa Heights on the west, the Channel District on the south, the La Paloma and Ybor Heights neighborhoods on the north and a mixed residential and commercial neighborhood to the east. Tampa's downtown lies south and west of Ybor City (See Map No.1).

Ybor City's relationship with adjacent areas is complex and interdependent, in the sense that all are inner-city areas struggling with the challenges of redevelopment and renovation. Revival of urban core areas is expensive and time-consuming. The progress of each neighborhood is dependent upon the success of its neighbors, as well as the goodwill and sponsorship of public and private property owners. The City of Tampa has made great progress in the past decade in the downtown area and in Ybor City, and has recently begun focusing resources on Tampa Heights and the Channel District as well.

Perhaps no community commitment is more symbolic than the TECO Line Streetcar System, a fixed-rail transit system linking the downtown with the Channel District and Ybor City. As will be discussed in greater detail later in this document, the streetcar system is the community's first attempt to recreate the rail linkages that once joined all of Tampa's neighborhoods with the downtown area.

The streetcar alignment between the downtown peninsula's southern waterfront and Ybor City was chosen first because it represented the most urban and dynamic part of Tampa's redevelopment efforts in the 1990's; and thus gave the streetcar the greatest opportunity as an immediate economic development stimulus and visitor amenity.

As Tampa Heights and the Channel District continue to show improvement, and that success begins to have a positive affect on La Paloma/Ybor Heights and the area east of Ybor City's historic core, the need for extensions of the streetcar system may become evident, and economically viable.

The area where Ybor City blends into Tampa Heights is important to the future of both neighborhoods, and to the downtown area; a fact well-recognized by the City, as evidenced by the Heights Project, which has resulted in significant residential and commercial redevelopment activity in that area.

There remains much to do, including the improvement or redevelopment of a very deteriorated public housing area, the redevelopment of the area around Tampa Union Station, the



community's restored historic train station, and the economic reclamation of both the northern Central Business District and the downtown business area north of the Interstate.

Existing Land Use

Existing land use in Ybor City is a mixture of old and new, magnificent historic structures and deteriorated commercial and residential structures, and vacant lots used for parking and illegal dumping. The core of the Historic District is anchored by the landmark structures constructed during Ybor City's heyday; including the five remaining historic, social club buildings, Centro Espanol, the Italian Club, the Cuban Club, Marti Maceo Club and Centro Asturiano. Each structure has undergone extensive renovation in recent years, and each is still owned by the original mutual aid society that built it.

In addition to the social club buildings, Ybor Square, an original cigar factory, has undergone its second major renovation, the historic Ferlita Bakery has become the Ybor City State Museum, the Union de Marti-Maceo, the 6th historic social club, remains active in Ybor City, although not in their original building, and the Columbia Restaurant, one of Tampa's most famous landmarks, has been in continuous existence for over 100 years. In many important respects, it is the continued existence of these historic buildings and organizations that lend irreplaceable character and fabric to the new Ybor City which has begun to emerge in recent years.

Most of the new development in the area has occurred in the core of Ybor City, such as Centro Ybor, Hillsborough Community College's (HCC) new facilities, Ybor Station, the streetcar system's car barn, and Camden/Ybor City, new luxury rental housing by Camden Properties; or on various City properties between 13th Street and Nebraska Avenue.

Redevelopment success is much more limited in the Ybor City 2 area, however. While there are historically significant structures, including numerous residential structures, the Phillip Shore Elementary School, the Corral Wodiska Building, and the Lozano Building, the area is largely comprised of residential structures, vacant lots, aging industrial and heavy commercial land uses. The exception to this condition is

the

**Table No. 1
Condition of Structures**

Condition	No. of structures	% of total
New	10	2.1
Minor	31	6.4
Deteriorated	412	84.8
Dilapidated	19	3.9
Terminal	8	1.6
Condemned	6	1.2
Total	486	100.0

emergence of scattered new residential development south of 6th Avenue, signaling a new interest in upscale homeownership in the Area. It is a very positive trend, and is consistent with

the vision for the area expressed by many area residents and property owners during the development of this plan.

Historically, the new CRA area is a mixed-use neighborhood, with commercial, retail, residential and industrial land uses existing side by side, in some cases incompatibly. While encouraging the continued mixed-use character of the area is a high priority, ameliorating the historical conflicts that still exist within the existing land use patterns is also important, particularly if new residential is a high priority.

There remains a significant percentage of vacant land parcels (28%), and a high percentage of structures in deteriorated condition or worse (91.5%), (see Table 1). Property maintenance remains a problem throughout the area, as well, as does the average age of existing structures and existing sewer, water and stormwater infrastructure.

Transportation System Elements

Expressways

Ybor City has been strongly influenced by Interstate 4 since the facility was first constructed in the early 1960's. At that time, the new interstate cut through Ybor City, separating the northern area from the body of the neighborhood to the south, which caused both relocation and neighborhood decline. The areas adjacent to Interstate 4 have never really recovered from that trauma.

There are currently access ramps to the Interstate at 21st and 22nd Streets. The plan for major expansion to the Interstate, the Tampa Interstate Study, proposes taking additional right-of-way from both sides of the existing right-of-way, and constructing major access improvements in the Ybor City area; including enhancement to the 21st and 22nd Streets access ramps. In addition, there will be new access roads and noise barriers constructed within the Ybor City segment of construction. The timing of the proposed improvements is some years away.

The Leroy Selmon Expressway, which connects downtown Tampa and the Brandon area, does not directly touch Ybor City, but does have an Ybor City exit, at 20th Street just south of State Road 60. The Tampa/Hillsborough County Expressway Authority is currently in the construction phase of a major project to add an elevated, three-lane express facility to the Selmon Expressway. It will allow commuters to move directly from Brandon to downtown Tampa, without interim tollbooths or access ramps. The lanes will be reversible, to accommodate peak hour traffic, morning and evening. The new facility will have a nominal effect on Ybor City, other than allowing commuters and others to make the trip in or out more quickly.

Surface Roads

Surface access into and through Ybor City includes a number of busy collector and arterial-level roadways, and local streets. North/south streets include Nick C.Nuccio Parkway, which provides access from downtown to Ybor City from the southwest, and the 21st and 22nd Streets one-way pair, which provide access through Ybor City, and access for the Port of Tampa and related commerce, to Interstate 4. Most of the other north/south streets are local streets, primarily serving the Ybor City neighborhood.

East/west access includes State Road 60, which defines the southern border of Ybor City, 4th Avenue, a local collector road, 7th Avenue, the principal commercial street in the commercial core



of Ybor, and Palm Avenue, a collector street on the north side of the commercial core, connecting Tampa Heights and Ybor City. The remaining east/west roads are local streets serving the neighborhoods. Most of the local streets are narrow, brick streets, with limited on-street parking. Parking, congestion and maintenance problems have been identified on many of the Area's local streets.

Parking

Parking facilities are in constant and growing demand, and in perennial short supply in Ybor City. The neighborhoods that surround the core entertainment area of Ybor City are negatively impacted when the demand for parking overflows into their neighborhood. The Ybor City 2 Area serves as an overflow parking area and does not have the parking supply nor facilities to handle such demand. Furthermore, the use is intrusive and non-compatible with the neighborhood and has historically caused conflicts between residents and visitors. Until recently, most of the parking for patrons of Ybor City businesses has been provided by the rental of surface parking lots on undeveloped parcels in the general Ybor area. As Ybor's success has grown as an entertainment district over the past decade, it became apparent that surface parking would not suffice as many of the formerly vacant lots and blocks have undergone physical development.

To help alleviate the parking demand, the City constructed the Centro Ybor Parking Garage, a 1,200-space parking garage at 6th Avenue and 16th Street. However, parking remains a weekend evening and special event-problem in the Area, both for neighborhood residents and visitors. In addition, the influx of residential development into the Area has created an additional demand for parking, making on street parking even more scarce. Bicycle parking in the Area is also a need. Parking solutions will be addressed later in this Plan document.

Streetcar System

A 2.5-mile vintage electric streetcar system, the TECO Line Streetcar System, linking the Tampa Convention Center, the Waterside Marriott and the CBD with the Channel District and Ybor City, opened for revenue service in October 2002. The system's alignment, beginning at the Southern Transportation Plaza, is along Ice Palace and Channelside Drives through the downtown waterfront area and the Channel District. Upon entering Ybor City, the tracks follow the 13th Street alignment to 8th Avenue, and then turn east to the system's eastern terminus at 20th Street.

The streetcar system provides a new fixed-rail transit link connecting the Central Business District, the Channel District and Ybor City. The system's capital cost was funded by public investment from the City of Tampa, Hart and both state and federal funding sources. It has been viewed from the outset as a powerful economic redevelopment tool, as well as an important addition to the City's emerging reputation as an urban tourist destination.

It provides regular, daily streetcar service through the community's urban core, utilizing a fleet of eight historic-quality, streetcar replicas, allowing both visitors and area residents to travel throughout the area without using an automobile. A private, not-for-profit corporation, Tampa Historic Streetcar, Inc., operates the system, utilizing streetcars and capital infrastructure provided by the City and HART.

Operating costs for the system are presently provided by a unique combination of revenue sources, including fare box and advertising revenues, a special assessment district including private property within the CBD, the Channel District and Ybor City, and interest income from a special endowment fund created for that purpose. Naming fees from private corporations, for the

system name, the eight streetcars and the initial 12 streetcar stops, and contributions from the Port Authority and Harbour Island, will fund the endowment.

Greenways/ Trails

The Tampa Greenways & Trails Master Plan, adopted by City Council in February 2001 designates proposed on-road bicycle lanes/route and off-road multi-purpose paths within the Redevelopment area. These are part of the McKay Bay Greenway. Additional non-vehicular linkages are needed to connect Ybor City to McKay Bay Nature Park, the Channelside District and Downtown. Additionally the festival atmosphere of Ybor City as an entertainment center draws significant pedestrian traffic. Improved and new sidewalks are needed.

Pedestrian/Bicycle Access

There are no improved bicycle lanes, bicycle routes or off-road multi-purpose pathways within the CRA. In the Ybor City 2 area, there is a need for the restriping of appropriate roadways to accommodate bicycle lanes and/or need for bicycle route signage.

VII. Need for Redevelopment

Development Environment

The City of Tampa has enjoyed the benefits of a strong local, regional and national economy for the past five years. Urban 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, thanks in large part to the City of Tampa's concerted efforts to stimulate redevelopment in those areas.

The local climate for continued reinvestment in those areas remains strong but, in the case of the CBD, Tampa Heights and Ybor City, most probable if the City continues to provide the financial leverage and development incentives to the private sector which have been available in the past; and the infrastructure improvements necessary to create attractive urban neighborhoods.

In Ybor City, the Core area delineated by the existing CRA boundaries has benefited from a variety of incentives to facilitate significant restoration of historic buildings, new retail, office, hotel and housing development, and new HCC facilities. However, the recent period of prosperity has not become a pervasive characteristic, nor yet allowed even the core of Ybor City to achieve a self-sustaining level of economic activity.

While there is strong evidence of blighted conditions within the proposed Ybor City 2 CRA boundaries, there is evidence that the progress within the existing CRA has begun to have a some positive effect on the proposed CRA, particularly the area south of 6th Avenue; a signal that concerted support for redevelopment in the proposed area is timely.



Factors Determining Slum and/or Blighted Conditions

The City of Tampa’s analysis of conditions in the Area, **Ybor City 2: Finding of Necessity, May 2004**, identified a number of specific conditions which contribute to the report’s conclusion that blighted conditions exist in the Ybor City 2 study area. The report summarized those conditions, and recommends the establishment of a CRA designation for the Ybor City 2 study area.

In summary, those conditions include:

- **Structural Conditions** - The condition of structures in the Area were identified by City staff, through survey. The results indicated that 91.5% of the structures in the Area were in a Deteriorated structural condition, or worse.
- **Age of Structures** – 67% of the buildings in the Area was constructed prior to 1946. The age, close physical proximity and outdated, wood construction methods of the older structures, in addition to lack of modern renovation attention, has created fire and public safety hazards throughout the Ybor City 2 area.
- 72% of the 486 structures in Ybor City 2 have either an active **Code Violation** or a recent history of one. While many of those violations fall into the historical category, it is a meaningful indicator of blighted conditions.
- **Deterioration of Public and Private Improvements and Infrastructure** – Because the Ybor City 2 area is a very old neighborhood area by Tampa standards, replacing and upgrading the infrastructure system is an expensive and time-consuming process.

Infrastructure - The components which will require extensive replacement or improvement in the Area include water distribution mains and service connections, fire protection systems in existing, unrenovated structures, sanitary sewer distribution lines, stormwater management facilities, additional street lighting, improved solid waste disposal and collection, and additional public park and open space.

Transportation and parking are also an ongoing, and increasing problem in the Area. During the peak periods of visitation to Ybor City, on weekends, evenings and frequent special events and celebrations, there is significant traffic congestion and parking demand beyond area supply. The situation is exacerbated by the relatively few principal vehicular entry points into the Area, the lack of peak period traffic capacity of Interstate 4, and the narrow, under-maintained local street system in the Area. The congestion results in overflow into the residential areas to the south and east of the Historical district core area, creating conflicts with Area residents and the widespread use of illegal, unimproved surface parking lots. Pedestrian access is also somewhat difficult in many parts of the neighborhood because of either inadequately maintained sidewalks, or no sidewalks at all.

- **Nonconformities** - There are a significant number of small lots in the Area that are nonconforming with respect to minimum lot size required by zoning, and thus

undevelopable. It is a condition that inhibits small-scale redevelopment by prohibiting individual lot owners from constructing new residences. In addition, diversity of ownership on many of the blocks in the Area further inhibits the potential for redevelopment.

- **Diminished taxable value** is both a symptom of economic decline and a dilemma for the government jurisdictions responsible for providing public services to an area. The Ybor City 2 area has suffered from a declining ad valorem tax base for many years, currently contributing less than 1% of the city's tax base; and consequently, has been a net drain on the City's resources.
- **A significant incidence of deficient property maintenance** is an indicator of economic distress. 17% of the total properties within the Amended Area currently have one or more identified property maintenance conditions, and many have a history of repeated violations.
- 11% of the properties within the Amended Area have property taxes delinquent for a minimum of one year, or more, according to the Property Appraiser. A **significant incidence of delinquent tax payment** is an indicator of economic distress. Most of the delinquencies are associated with single-family homes or vacant lots, which could inhibit the process of residential rehabilitation or infill development.
- **Nearly 40% of the residential lots** in the Area are undeveloped.
- There is a **significant incidence of crime** in the Ybor City 2 area, and, in the most recent years, total crimes continue to exceed the citywide percentage. Crime reporting for the Area is tallied by Tampa Police Department Grids 127, 128 and 129. In the past three years, the most significant crimes in the Area are drugs/narcotics (up 48%) and prostitution (up 75%). The incidence of crime is generally a problem in urban, center-city neighborhoods, particularly when an area draws a visitor-oriented entertainment district like Ybor City.

Many of the special services provided for the safety and security of Ybor City residents and visitors has been funded by revenues generated by Ybor City 1 CRA's Tax Increment Fund. As the Ybor City 2 area undergoes redevelopment and restoration, enhanced security and crime prevention services will remain a high priority.



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 sustainable level of redevelopment, and restore a safe and pleasant living environment for area residents, visitors and business community. Returning an urban neighborhood to such a condition of health will also create new jobs, stimulate growth of the Area's tax base, and spill the potential for similar results into adjacent neighborhoods.

A review of the existing Ybor City CRA Plan is the starting point for the Ybor City 2 Plan. The recent Finding of Necessity analysis indicates that the Ybor City 2 study area has not enjoyed the same reinvestment interest or prosperity as the existing CRA. The study area has clearly not attained a level of economic viability or sustainability, and so requires the assistance and support provided by a CRA designation, and the concomitant efforts of the City of Tampa and the private sector.

The Ybor City 2 Plan will focus on residential revitalization and development, replacement of infrastructure, new community amenities, and improving the quality of life for Area residents and property owners, as well as businesses and visitors to Ybor City. It is intended to provide a facilitative framework for the marketplace; and to allow the City of Tampa the flexibility to respond to changing market conditions and priorities for the Area. A key goal in this Plan is to preserve and enhance the residential land uses in the Area, and to encourage continued infill in those areas that is compatible with the existing neighborhoods.

The Redevelopment Plan

The Redevelopment Plan (See Map No.3) recognizes the distinct character and special needs of Ybor City 2, which is described as two general neighborhood areas surrounding Ybor City's mixed use, entertainment district core. As a result, the **Ybor City 2 Plan will address needs that differ from the historical core, but also address the common needs shared by both.** Each neighborhood area has a somewhat different character, but some unique priorities.

Ybor City 1 CRA Plan

We anticipate that Ybor City 1 CRA area will continue to redevelop as a major entertainment and visitor venue. The Ybor City 1 CRA Plan recognizes the need for additional hotels, additional low-rise, high-density residential development, office development, and enhanced services for visitors and residents, including completion of the current plan for ceremonial gateways into the Area. In March 2003, the City of Tampa, Hillsborough County and the Community Redevelopment Agency of the City of Tampa entered into an inter-local agreement. Part of that agreement allowed the Plan to be amended to extend the date of expiration from 2003 to 2015. Therefore, the Ybor City 1 CRA plan will be continuing its redevelopment efforts for another 12 years.

Ybor City 2's North/Northwest Neighborhood Area

This neighborhood is located just west of the historic Core area, across N. 13th Street. The area is small, and is bound on the north by Interstate 4, and on the south by Palm Avenue, south of which lie two corporate office facilities, TECO Service Center and the K-Force Corporate Center. The vision for the area is new market-rate housing, residential renovation where possible, additional institutional development, and the preservation of the remaining historic structures and facilities in the area. The proximity of other recent development, and the streetcar system, will encourage redevelopment of this area.

Ybor City 2's South/Southwest Neighborhood Area

This neighborhood lies south of the CSX railroad tracks and 6th Avenue. It is an area with a solid core of residential uses, some neighborhood-serving retail, a long-standing collection of commercial / industrial uses, and a significant number of historic structures, many of which are already renovated and in use. There is a strong desire on the part of residential property owners to strengthen that character and enhance the residential component of the area, while recognizing that the mixed-use character of the area will remain for many years. There is the potential for new medium density development, live-work accommodations, and neighborhood commercial development. The proximity of the new streetcar system will enhance the development and redevelopment potential of the area.

An additional part of this neighborhood lies east of 22nd Street, and is bisected by 7th Avenue. North of 7th Avenue, the neighborhood is largely residential, with a significant number of undeveloped parcels and lots. South of 7th Avenue, residential land use is interspersed with commercial and industrial uses. There is a strong desire on the part of current residents to upgrade the neighborhood, and strengthen its residential character. There is also the potential for significant residential infill, of both single and multi-family development.

The needs for the Ybor City 2 area can be organized into **three basic sets of services**:

The first includes additional crime prevention and comprehensive code enforcement services to combat the pervasive effects of crime, and the perception of crime, in the Area, and to halt the trend of property deterioration as evidenced by code violations, property maintenance citations and widespread structural deficiencies.

The second encompasses public infrastructure and other public improvements, which includes gateway identification, streets, sidewalks, street lighting, public landscaping, special maintenance, stormwater management and subsurface utility replacement. These improvements are expensive, but are important 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 provided by the City to stimulate private sector investment and appropriate redevelopment activity. The goals of this CRA Plan are all focused on the restoration and redevelopment of the Ybor City 2 Area.

The broad vision for Ybor City that was established many years ago, to become again a vital, multicultural Urban Village, a premier evening entertainment district and a major destination for



national and international visitors has been advanced dramatically in recent years, has broadened further as interest in urban living and has evolved in Tampa over the past decade.

The Ybor City 2 CRA recognizes the unique value and synergy of its proximity to the historic core/entertainment district contiguous with the Area, but will be primarily focused on the reestablishment of a viable, safe and attractive urban living environment for current and future residents.

Implementation Measures

Within the Ybor City 2 Area, the following **Implementation Measures** should be undertaken subsequent to the adoption of the Plan:

- **Appropriate gateway identification** should be designed and constructed at key entry points of the Area. Consideration should be given to the Interstate 4 / 21st & 22nd Streets interchange, 7th Avenue at 26th Street, Nebraska Avenue, and Adamo Drive at Channelside Drive, 21st/22nd Streets and 26th Street.
- **Appropriate streetscape design**, sympathetic to the envisioned character of the area, should be undertaken and eventually implemented on every street within the Area. Ybor City's Master signage program should be extended throughout the Area.
- The City and the Ybor City Development Corporation should consider sponsoring the **development of a childcare center** for the use of Area residents, workers and students.
- **Essential infrastructure** should continue to be improved or replaced in the Area. Sewer, water, stormwater facilities and other basic public infrastructure improvements are presently incomplete.
- **Crime Prevention** - Crime statistics have identified significant problems in the Ybor City 2 area. 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), 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 Ybor City 2, City-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.
- **Special crime patrol** and crime prevention services should be continued, and enhanced, if possible.

- **Enhanced code enforcement** should be a high priority, to identify structures in unsafe or unsound condition, to alleviate adverse property maintenance conditions, and to prioritize a program of resolving ongoing code violations.
- **Vacant lots and structures** should be specifically identified and categorized, and a program developed to encourage their purchase, lease, development or assemblage to an active development entity. Where it is determined that there are specific regulatory reasons why property has not been developed, such as a zoning which has made the property non-conforming or undevelopable, regulatory solutions should be implemented.
- **All available City programs** providing assistance for housing rehabilitation should be targeted in the CRA areas, including a concerted public education program. Priority should be considered for existing residents in the Area, particularly the elderly and those of low or moderate income. A similar effort should be undertaken for small business owners, and first-time home buyers.
- **A special effort** should be made to facilitate the renovation and reuse of any viable historic structures within the Area. While most of the historic buildings are in the Core, there are many in this area as well.
- **Every street** in the Area should be evaluated for **physical current condition**, and the need for resurfacing. If the street is currently brick, every effort should be made to maintain the brick surface in the future. Each street should also be evaluated for its current traffic loads, special circulation problems and peak hour traffic, and considered for appropriate traffic calming techniques.
- **Every street** in the 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. Off-road, on-road bike trails and routes identified in the Tampa Greenways and Trails Master Plan and the Hillsborough County Comprehensive Bicycle Plan should be implemented. Existing streets deemed suitable should be developed.
- 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. According to interviews with representatives of the Tampa Police Department and Area residents, it is a contributing factor to the incidence of crime in those areas, as well. A comprehensive program should be undertaken to provide adequate and appropriate street lighting throughout the Area.
- **The wastewater and water facilities** in the Area should be evaluated and prioritized for upgrading and/or replacement. The Agency should encourage the responsible departments to prioritize those infrastructure improvements on the basis of the goals and objectives of the Plan.
- **Localized flooding problems** have been occurring for years in parts of the Ybor City 2 area. The identification and prioritization of those problems should be



made on the basis of severity and longevity, and a stormwater management program developed by the Agency.

- **Hartline** should be encouraged to undertake the improvements necessary to bus stops to ensure that each is a well-shaded area, with reasonable protection from inclement weather for transit users.
- **A Corridor streetscape program** should be designed and undertaken on Nebraska Avenue, to the benefit of the entire Ybor City area. A streetscape/beautification program on Nebraska Avenue will not only create identity for the adjacent neighborhoods, but also allow visual and pedestrian linkages to evolve connecting Union Station with two other landmark buildings, the Centro Asturiano and the German-American Club.

A similar corridor streetscape program should be implemented along the 21st / 22nd Streets Corridor. It is a major gateway to both Ybor City, and the City of Tampa, and is presently an unattractive commercial corridor for motorists and pedestrians alike. Such beautification programs there and on Nebraska Avenue should be explored as joint efforts with the Florida Department of Transportation.

- While Centennial Park provides a fine public park and ceremonial gathering place for the Core area, the Ybor City 2 area lacks neighborhood parks. **Small neighborhood parks** (1-2 acres), preferably with carefully programmed recreational facilities and community meeting space, are an important element in improving the residential viability of these areas, and encouraging redevelopment and residential infill activity. Sub-area B, particularly, will benefit from the timely provision of such facilities.

A development program should be undertaken by the Agency to identify the potential for the provision of neighborhood parks in these areas; and every effort should be made to incorporate the specific needs of the surrounding neighborhood in the development of those plans. Consideration should be given to the provision of fruit trees in the new parks, such as papaya, mango and the various citrus trees that were once common in Ybor City.

- The Area should be evaluated for **zoning inconsistencies and non-conformities**. It appears to be the case that the Area contains many lots that are not developable under current zoning guidelines.
- The Area should be evaluated for the implementation of bicycle lanes and/or bicycle routes where appropriate

General Redevelopment Options

The application of a Community Redevelopment Area designation makes several redevelopment tools available to the Community Redevelopment Agency (Agency), in this case, the Tampa City Council and City Administration. 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 CRA 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 non-profit organizations required to relocate.

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

Neighborhood Impact Element

The Ybor City 2 CRA has been a mixed-use, residential area in Tampa since 1885. Today, approximately 342 parcels of land in the Area, nearly 27% of the total land area, are devoted to residential land use. The Area is home to approximately 1,050 residents. Cultural and ethnic diversity, long a trademark of the Ybor City area, remains a noteworthy characteristic, including Hispanic, African-American and White ethnic groups. The addition of new housing accommodations in the CRA is a primary goal of the Redevelopment Plan. It is important, however, to recognize and minimize the impact of redevelopment activities on the resident population in the Area.

Resident Population

Redevelopment activity in any neighborhood has a mixed impact on the extant population. 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 new urban residents to the neighborhood. Neighborhood associations form or strengthen, 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 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 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

Ybor City, because of its unique historical, locational and physical characteristics, is the anchor neighborhood for the urban neighborhoods around it. Tampa Heights, La Paloma, East Tampa, Palmetto Beach and the Channel District are all depressed urban neighborhoods, and will benefit greatly from the revitalization of the Ybor City 2 Community Redevelopment Area.

The revitalization of Ybor City will spill over into each of these neighboring areas, in terms of new interest from urban residents, lenders and investors, jobs creation for the current residents of these neighborhoods, and improvements in public facilities and infrastructure sorely needed in those areas, as well.

New residents and businesses, and economic activity, in Ybor City will also create new confidence in the inner city, an important consequence of the public commitment to the Area. Provided that the City's redevelopment process is sensitive to the short-term and ongoing impacts of the process on adjacent areas, there should be no real downside to adjacent neighborhood residents of the redevelopment efforts in Ybor City.

Relocation, Replacement Housing and 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. Affordable housing is addressed in the next section of this report.

Traffic Circulation

Traffic circulation in the Ybor City 2 Area is often congested on weekends, evenings and during special event. 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 historically narrow streets, and, except for the largest special events, the lack 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. However, additional residential development is a primary goal of this Plan, which generates relatively few trips, particularly at peak periods for Ybor City; and to a certain extent, traffic congestion and a shortage of parking is endemic to dense and successful urban areas, and the answer to such problems is not necessarily to continue building new capacity.

However, the City and its partners in Ybor City, including HART, the Florida Department of Transportation (FDOT) and Hillsborough Community College, are addressing the problem in a number of creative ways, including:

- The City presently invests significant resources in traffic management activities in Ybor City, during peak periods. Those activities are considered a major and ongoing commitment of the Tampa Police Department, and the City's Department of Public Works and Transportation Department.

•
•
•
•
•
•
•
•

- New structured parking facilities recently opened by the City on 16th Street at 6th Avenue, and a second facility, jointly funded by the City and HCC, just west of Ybor Square. A third parking structure is in the planning stage, for a location near the eastern terminus of the streetcar line. The provision of quality parking facilities is critical to improving access to Ybor City.
- The provision of safe pedestrian and bicycle access between the Ybor City core to adjacent neighborhoods, the Channelside District and downtown areas will lessen auto-dependency during special event/festival periods. Creation of a pedestrian and bike friendly environment will encourage use of alternative transportation to the area. Safe routes to schools from neighborhoods and to parks improve area youth's health and is a deterrent to today's trend of obesity in younger age groups.
- FDOT's improvement plans for Interstate 4 include significant improvement to the current Ybor City access ramps at 21st and 22nd Streets, which will greatly improve access into the Area.
- A significant improvement in access into and through Ybor City is the TECO Line Streetcar System, which connects downtown Tampa's waterfront with Ybor City. The 2.5-mile system provides convenient and timely transit access into Ybor City all the time, and allows visitors to park anywhere along the streetcar line, and ride into the Area. The streetcar system provides relief to both the streets and parking facilities in the Area, and will eventually carry workers and area residents to and from Ybor City.

Current and suggested improvements in transportation facilities in the Ybor City area should improve conditions for current and future residents, as well as provide special amenities, such as the streetcar system, which is unique to Ybor City, downtown and the Channel District. The streetcar system should be extended along 8th Avenue from 20th to 26th Street to include this residential neighborhood.

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. The streetcar system will reduce some auto traffic and parking demand, and provide a positive contribution to air quality in the Area. All currently vacant property, which is subsequently redeveloped, will mitigate any ground pollution present. Improvements to sanitary sewer, water and stormwater systems will improve surface and / or ground water quality. Additional shade trees, public parks and public landscape will improve air quality, provide new recreational opportunities and reduce any visual pollution present. Any special neighborhood clean-up services or solid waste disposal services will improve the area, 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 public park and community meeting area for residents of the Area. In addition, improvements recommended to the Area's transportation network are designed to

accommodate both the current demand, and the additional transportation demands created by the continued redevelopment in the area.

The residential development recommended in the Plan includes the potential for single and multifamily housing, which may be attractive to families with children. It is unlikely, however, that the infill residential development anticipated by the Plan will place a significant burden upon the Hillsborough County School System. On the other hand, the continued redevelopment of Ybor City should have a positive effect on Phillip Shore Elementary, a Hillsborough County magnet school; and on the student enrollment at HCC's Ybor City Campus, which HCC officials view as a positive consequence of redevelopment.

Publicly Funded Capital Improvements

The Community Redevelopment Agency shall recommend to the City the publicly funded capital improvements 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 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

Ybor City 2 is part of the Ybor City Historic District and generally characterized as a mixed use district with the predominate land use being residential and vacant lots. A majority of the structures in the area (92%) are deteriorated, dilapidated terminal or condemned and 67% of those structures are historic, built prior to 1946. This indicates that the existing housing stock is in poor condition. As the area redevelops, the city wishes to encourage the affordable housing opportunities.

There is evidence to suggest that a shortage of affordable "sound" housing to residents of low or moderate income, including the elderly, exists in the Area and City of Tampa. 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.

•
•
•
•
•
•
•
•

IX. Development

Development Controls

All development and redevelopment within the Community Redevelopment Area shall be consistent with the adopted Comprehensive Plan, the CRA Plan, and all other applicable laws, ordinances and regulations.

At this time, it is anticipated that no special limitations shall apply to development undertaken within the Area other than those already in place, including those development regulations and design guidelines administered by the Barrio Latino Commission. Development reverter clauses requiring developers to develop property within specific timeframes could be explored as a means to insuring that development occurs in a timely manner.

A recommendation does exist within this Plan to evaluate the zoning and future land use designations throughout the Area. Any changes contemplated in these matters would be required to be consistent with the Policies, Goals and Objectives of the Comprehensive Plan, or to recommend other amendments to the Comprehensive Plan, as well.

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

Redevelopment Funding Sources

Redevelopment costs in the Area will be borne jointly by the public and private sectors. The purpose of the CRA designation is to enable the City to provide special assistance in the redevelopment efforts of areas so designated. The ability of the City 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 City to provide the improvements to the Area contemplated by the Plan, including;

- A Special Assessment District
- A Special Taxing District
- State Enterprise Zone Tax Credits
- Community Corporate Tax Credits
- City Revenue Bonds
- A Tax Increment Finance District
- Industrial Revenue Bonds



- Public / Private Development Agreements
- State and Federal Grants
- City of Tampa General Revenue

The Community Redevelopment Agency, the Ybor City Development Corporation, citizens of the Area, 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, as amended, has a **30-Year Horizon (2004-2034)**, during which substantial redevelopment of the Ybor City 2 Area is anticipated to be completed. The Tampa City Council may modify the Plan from time to time, in accordance with the appropriate provisions of local and state law.

Bibliography

A Centennial History of Tampa Bay, Volume 7, Number 2 1985. Tampa: University of South Florida, 1985

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

Mormino, Gary P. and George E. Pozzetta. *The Immigrant World of Ybor City: Italians and Their Latin Neighbors in Tampa, 1885-1985*. The University of Illinois Press, 1990.

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