

linking
lealman
**COMPLETE
STREETS**
CONCEPT PLANNING
2016 FORWARD PINELLAS GRANT APPLICATION



linking lealman

Conceptual Planning
for Catalyzing
Complete Streets
Improvements in the
Lealman Community
Redevelopment
Area, Unincorporated
Pinellas County.

Project At A Glance

Pinellas County Planning is requesting \$50,000 in Forward Pinellas Complete Streets Program matching funds for concept planning on the 54th Avenue east-west corridor within the Lealman Community Redevelopment Area (CRA) in Unincorporated Pinellas County. This transformative project is anticipated to explore complete streets concepts to enhance safety and boost the level of service for all modes of transportation including motor vehicle, bike, public transit, and pedestrians. Additionally, elements of 'green infrastructure' would be incorporated throughout the corridor, creating a healthier urban environment that leverages existing and proposed recreational amenities like Joe's Creek Greenway Park, the Pinellas Trail east-west extension, and proposed pedestrian improvements along 40th Street North, between 58th Avenue North and 54th Avenue North. With broad support from local stakeholders, this important project will service as a catalyst for positive incremental redevelopment within the Lealman CRA Innovation District and ultimately provide the best possible quality of life for a diverse community.

The 'Linking Lealman' project would integrate design concepts for future multimodal transportation improvements, connecting residents and commuters to an increasingly viable 'main street' commercial corridor. Under this application request, conceptual planning is proposed for 54th Avenue North, between 34th Street North and 49th Street North.

If funded, conceptual plans created during this phase of the project will generate 'ladders of opportunity' that will bolster economic growth and stability by providing accessible and efficient connections between residences, schools, parks and recreation facilities, public transportation, and a growing local commercial presence. This application is anticipated to be the first of a multi-phase (Design and Construction) project, with the second phase to commence during FY2018/2019, following an estimated 6 month planning period.



APPLICATION

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KEY PROJECT INFORMATION

Project Type	Road, Bike/Pedestrian Complete Streets
Project Location	Unincorporated Pinellas County, Lealman CRA
Urban/Rural Area	Urban - Community Redevelopment Area
Miles of Route	1.2 ± miles
Area Website	www.pinellascounty.org/cra/lealman
Funding Amount Requested	\$50,000
Concept Planning Completion Date	March 2018

POINTS OF CONTACT

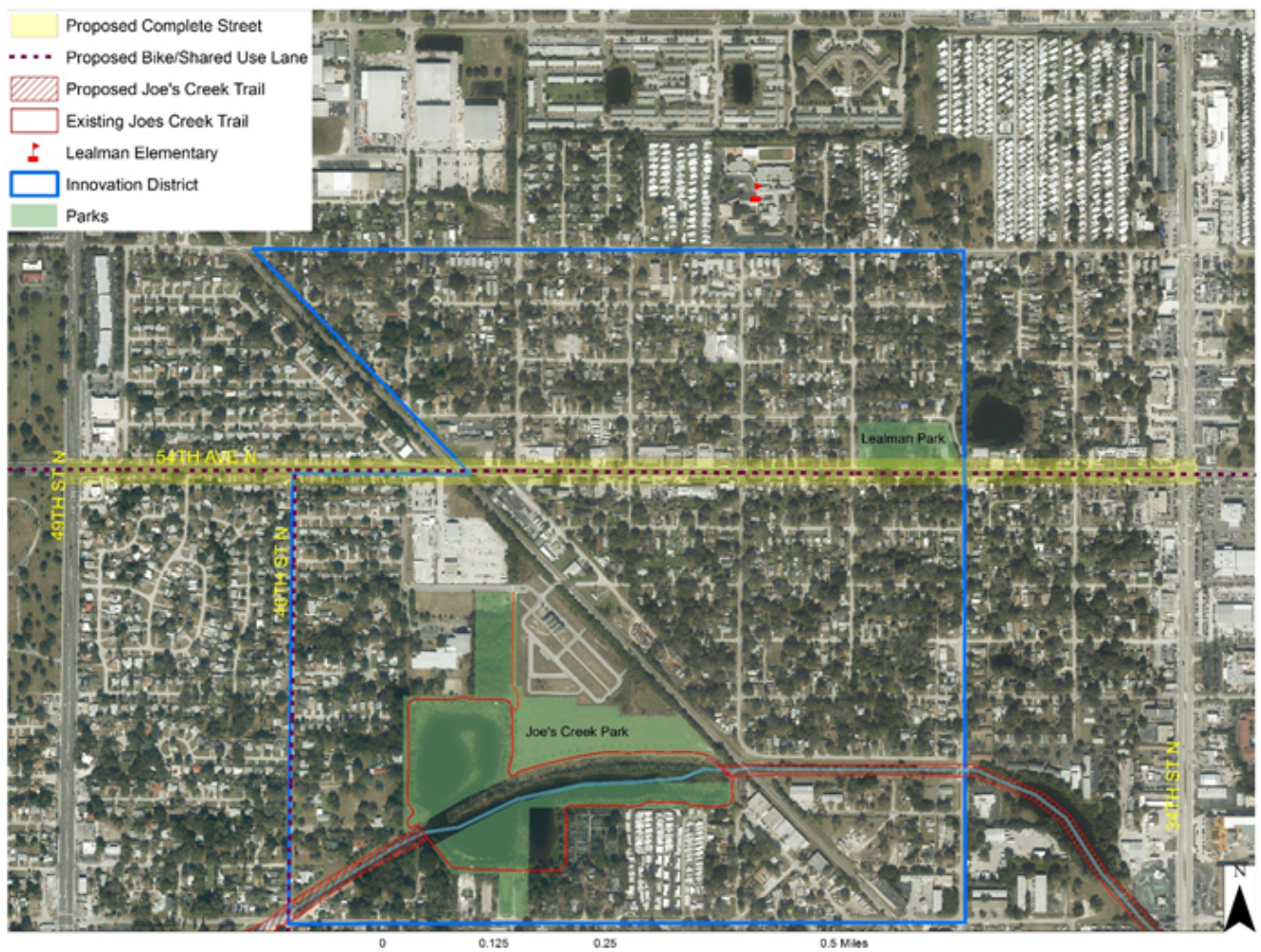
Rachel Booth
Redevelopment Planning Manager
Pinellas County Planning
310 Court Street
Clearwater, FL 33756
Phone 727.464.5054
Email rbooth@pinellascounty.org

Project Planner
Caroline Lanford
Principal Planner
Pinellas County Planning
310 Court Street
Clearwater, FL 33756
Phone 727.464.4356
Email clanford@pinellascounty.org

Project Location

The study corridor is located on 54th Avenue North (54th Ave. N) between 49th Street North (49th St. N) to the west and US 19 (34th St. N) to the east in the Lealman Community Revitalization Area (CRA), as shown in Figure 1. The corridor is approximately 1.25 miles long.

Figure 1 . Study Area



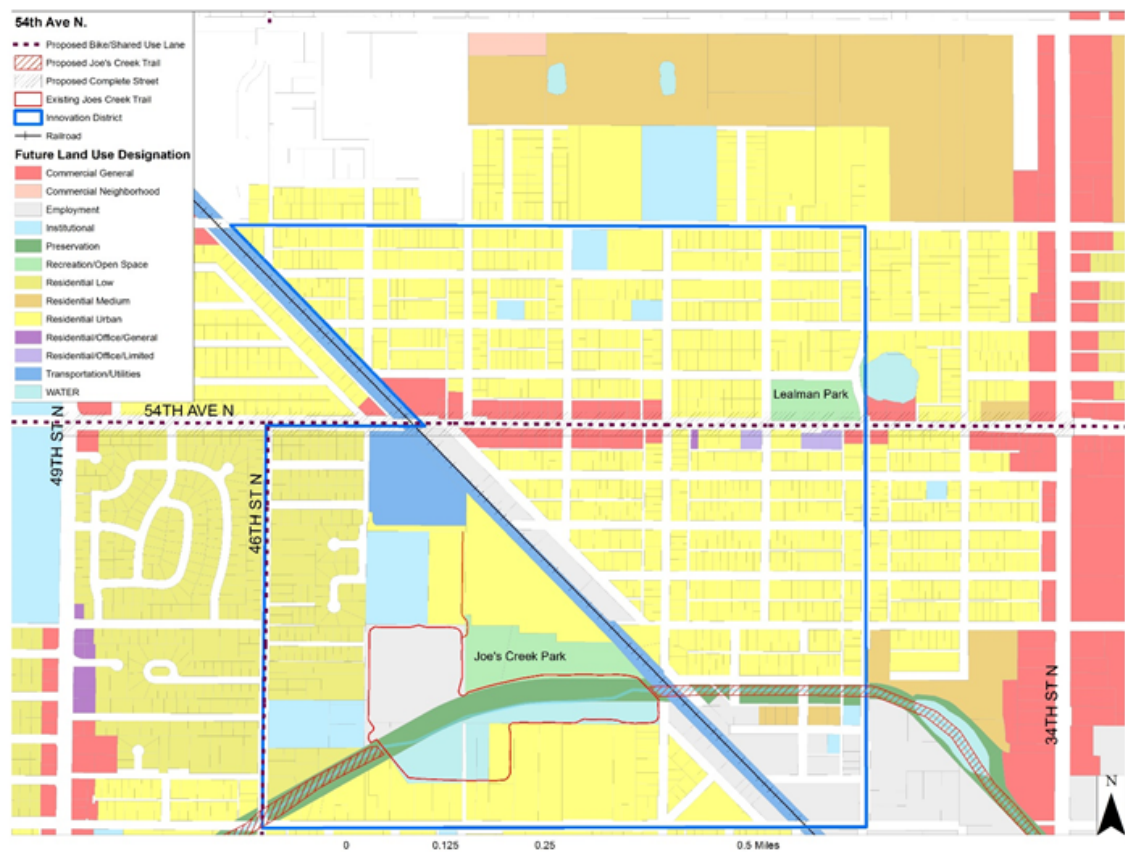
Project Location

54th Ave. N is a four lane minor arterial under the jurisdiction of Pinellas County. 49th St. N and 34th St. N are primary arterials serving both regional and local traffic, and 54th Ave. N serves as an important connector between these two corridors. An active CSX railroad track divides the study corridor. Between 49th St. N and the CSX railroad track, 54th Ave. N has designated left turn lanes. East of the CSX line, 54th Ave. N is an undivided facility to the 34th St. N intersection, which has a designated left turn lane. The posted speed limit on 54th Ave. N is 40 miles per hour (mph). In 2015, the Annual Average Daily Traffic (AADT) on 54th Ave. N was 16,500 just west of the study area.

Abutting properties on 54th Ave. N are privately held, with the exception of Lealman Neighborhood Park and the Lealman Special Fire Control District.

From 49th St. N to the CSX railroad track, the land uses are primarily single family residential (see Figure 2). Memorial Park Funeral Home and Cemetery occupies the northwest and southwest quadrants of the 54th Ave. N/49th St. N intersection. There are 'Commercial General' uses at the northeast and southeast quadrants of the 54th Ave. N /49th St. N intersection (currently a CVS pharmacy and Zeko's restaurant, respectively). East of 54th Ave. N./49th St. N, the land use is Residential Urban with primarily mid-20th century single family homes. The parcel in the northwest quadrant of the 54th Ave. N/CSX intersection contains a small mid-20th century commercial strip development that currently houses a salon, a computer repair shop and a pawn shop. In the southwest quadrant of the 54th Ave. N/CSX intersection, the use is Transportation/Utilities, and the parcel is currently occupied by Frontier.

Figure 2 . Future Land Use



Project Location

The area east of the CSX track to 34th St. N has been identified as a Commercial Redevelopment Corridor in the Lealman Community Redevelopment Area Plan (Plan). The land uses are Industrial Limited along the CSX track to the south, Commercial General to 40th St. N, and mixed Urban Residential, Residential Office, Residential Office Limited, Recreation/Open Space, Commercial General, and Residential Medium to 34th St. N.

The Lealman Special Fire Control District Station is located at the northeast quadrant of the 54th Ave. N/CSX intersection. The industrial parcel in the southeast quadrant of the 54th Ave. N/CSX intersection is occupied by a towing company and a moving company. Uses between the CSX track and 40th St. N include: a gas station; an appliance sales and service store; several auto mechanic and sales establishments; a plumbing service office; a labor center; a used furniture store; a newer commercial strip development with a restaurant, salon, tattoo parlor, karate center and bridal shop; a church; and an older commercial strip development with a food market and coin laundromat; and a bar/package liquor establishment.

Between 40th St. N. and 34th St. N, uses are generally single family residential with some freestanding smaller office and commercial uses, including a barbershop, nail salon, thrift store, a locksmith, and an animal hospital. Lealman Neighborhood Park is bound by 54th Ave. N to the south, 55th Ave. N to the north, 39th St. N to the west and 37th St. N to the east. The Pinellas Sheriff's Police Athletic League is also located at the park property. There is a small older commercial strip development with a barbershop, bar and convenience store across from the park at 37th St. N. An assisted living facility is located on 54th Ave. N. just west of the 34th St. N intersection. Automotive sales dominate the 54th Ave. N/34th St. N intersection, with Crown Mitsubishi occupying the northwest and southwest quadrants; Crown Hyundai occupying the southeast quadrant, and an automotive service

Pedestrian Facilities

In the western portion of the study corridor between 49th St. N and the CSX line, there are 4 ft., continuous sidewalks on both sides of the street. These sidewalks are in good condition, with an approximately 10 ft. grass buffer between the sidewalks and the curb. Just west of the CSX track, the sidewalks transition to immediately adjacent to the curb.

East of the CSX tracks, there are continuous 4 ft. sidewalks along both sides of 54th Ave. N immediately adjacent to the curb. The pavement condition varies in this portion of the corridor from good to fair.

A Rectangular Rapid Flash Beacon (RRFB) and a ladder style crosswalk marking on 54th Ave. N are located at the intersection of 54th Ave. N and 37th St. N at Lealman Neighborhood Park.

There are ladder style crosswalks on 34th St. N, 37th St. N, 40th St. N, and 49th St. N.

Bicycle Facilities

There is an existing multiuse path at Joe's Creek Greenway Park just south of 54th Ave. N (see Figure 1). The proposed Joe's Creek Trail identified in the 2040 Pinellas Long Range Transportation Plan and Bicycle Pedestrian Master Plan is an extension of this existing facility. The Joe's Creek Trail is ultimately planned to connect with the Pinellas Trail and the greater Pinellas County bicycle network.

However, 54th Ave. N is identified in the Forward Pinellas Bicycle Pedestrian Master Plan (2014) for proposed bike/shared use lanes. 46th St. N is also identified in the Bicycle Pedestrian Master Plan for proposed bike/shared use lanes.

Safety Concerns

Three people lost their lives traversing the corridor between 2014 and 2016. Safety concerns in the corridor include aggressive and distracted driving, a lack of safe crossing opportunities, speed. Lighting is also a safety concern in the corridor. Tables 1, 2, and 3 provide crash data for the period between 2014 and 2016.

In Table 1, note that about 58% of crashes occurred in the vicinity of US 19 (34th St. N) and 49th St. N, with the remainder distributed throughout the corridor.

Table 1. Intersection Summary Incident Report 2014

Intersection	Crashes	Injuries	Fatal Crashes	Pedestrian	Bicyclist	Vulnerable User	Aggressive Driving
US 19 @ 54 th Ave	98	28	1	5	2	7	20
54 th Ave N @ 49 th St. N	88	16	0	0	1	7	14
54 th Ave N @ 37 th St. N	25	16	1	1	1	5	11
54 th Ave N @ 40 th St. N	25	9	0	0	0	0	8
54 th Ave N @ 43 rd St. N	20	6	0	0	0	2	4
54 th Ave N @ 42 nd St. N	13	8	0	0	0	1	4
54 th Ave N @ 34 th St. N	11	3	0	0	1	1	3
54 th Ave N @ 39 th St. N	11	5	0	0	0	0	3
54 th Ave N @ 48 th St. N	10	1	0	0	0	0	5
54 th Ave N @ 35 th Way N	9	3	0	0	0	0	2
54 th Ave N @ 45 th St. N	9	1	1	0	0	2	3

Safety Concerns

Most crashes were not associated with turning movements, as noted in Table 2

Table 2. 54th Ave N. Vehicle Movement Incident Report 2014-2016

Vehicle Movement	Crashes	Injuries	Pedestrian	Bicyclist	Motorcycle	Vulnerable Users
Straight Ahead	195	57	2	5	10	17
Turning Left	49	34	1	1	6	8
Turning Right	20	3	1	0	1	2
Making U-Turn	2	0	0	0	0	0
Backing	9	0	0	0	0	0
Changing Lanes	43	5	1	0	1	2
Overtaking/Passing	2	0	0	0	0	0
Slowing	3	0	0	0	0	0
Other	10	1	0	1	0	1
Unknown	19	0	1	0	0	1

As shown in Table 3, about 37% of crashes were at intersections or intersection related.

Table 3: 54th Ave N. Relation to Intersection Report 2014-2016

Vehicle Movement	Crashes	Injuries	Pedestrian	Bicyclist	Motorcycle	Vulnerable Users
Straight Ahead	195	57	2	5	10	17
Turning Left	49	34	1	1	6	8
Turning Right	20	3	1	0	1	2
Making U-Turn	2	0	0	0	0	0
Backing	9	0	0	0	0	0
Changing Lanes	43	5	1	0	1	2
Overtaking/Passing	2	0	0	0	0	0
Slowing	3	0	0	0	0	0
Other	10	1	0	1	0	1
Unknown	19	0	1	0	0	1

Transit Service

54th Ave. N is served by PSTA Route 75, and acts as a connector between major transit routes on 34th St. N and 49th St. N. Improving bicycle and pedestrian facilities on 54th Ave. N could help address first/last mile issues associated with accessing transit in the area. Increasing safety and comfort for pedestrians, cyclists, and transit users would improve mobility for everyone, and potentially encourage new non-motorized users and transit riders.

PSTA Route 75 traverses 54th Ave. N and connects destinations between Tyrone Square Mall and Gateway Mall. Route 75 operates with one hour headways between 5:15 AM and 8:20 PM on weekdays, 7:00 AM and 8:10 PM on Saturdays, and 7:00 AM and 7:45 PM Sundays and holidays.

PSTA Routes 52 and 97 operate on 49th St. N at 54th Ave. N. Route 52 connects the Lealman area with the rest of the County with stops at the Park Street Terminal in Clearwater, the Largo Transit Center, the PSTA facility at 34th St. N, the Pinellas Park Transit Center, and Grand Central Station in St. Petersburg. Route 52 operates seven days a week with peak period headways of 20 minutes or less, and 50 minute off peak headways.

Route 97 is a commuter service operating on 49th St. N and serves Downtown St. Petersburg, Grand Central Station, Central Ave, 49 St, 118 Ave, the Carillon Office Complex, Ulmerton Rd, 34 St N, the PSTA Facility, and the Pinellas County Criminal Justice Center. This route only operates during peak periods on weekdays with 30 minute to hour long headways.

PSTA Route 34 operates on 34th St. N between 46 Ave. S and 34 St. S in St. Petersburg and the Largo Transit Center. Headways on Route 34 range between 15 and 30 minutes on weekdays, with service between 5:15 AM and 11:30 PM. Route 34 operates with 30 minute headways on Saturdays between 5:10 AM and 10:25 PM. On Sundays and holidays, Route 34 operates between 6:20 AM and 6:35 PM with hour long headways.

The CSX rail line that bisects the study corridor, among other alternatives, is being evaluated as potential right-of-way for transit service connecting Pinellas County and the entire Tampa Bay area. Such a change would be a substantial transportation and economic development benefit to the Lealman area, particularly if a station or stop were located in the vicinity.

Pinellas County is evaluating transit issues and alternatives in the Lealman area as part of the CRA effort.

Access to Activity Centers & Multimodal Corridors

49th St. N and 34th St. N are identified as Primary Corridors and 54th Ave. N is identified as a Supporting Corridor in the Pinellas Planning Council Transit Oriented Land Use Vision Map.

Existing transit routes directly link the study area to the Gateway Special Activity Center, the 49th St. N/Park Blvd. N Special Activity Center, the Downtown St. Petersburg Special Activity Center, the Tyrone Blvd. N/22nd Ave. N Special Activity Center, Central Ave./34th St. Special Activity Center and the Downtown Clearwater Special Activity Center.

Lealman Community Redevelopment Area

The study area is located in the Lealman CRA. The Lealman CRA was identified as being physically, economically and aesthetically distressed. The Pinellas County Board of County Commissioners determined that conditions of slum and/or blight, as defined by Chapter 163, Part III, Florida Statutes exist in the Lealman CRA, and approved the creation of a CRA Plan on June 23, 2015 as part of Resolution 2015-62. The Lealman Community Redevelopment Area Plan Pinellas County, Florida was adopted by Resolution #16-40 on June 7, 2016.

The project corridor is primarily lit with low pressure sodium street lights. The proposed concept plan would evaluate alternative lighting schemes to enhance safety and aesthetics in the corridor.

The median household income in the Lealman CRA is \$30,263, considerably less than that of the countywide median household income of \$45,574. Within the study area, 27.1% of the population has an income equal to or below the poverty level. In 2015, 4.1% of the population received public assistance income, 31.7% received Food Stamps/SNAP assistance and 22.6% of the population had no health insurance coverage.

Cost Estimate & Local Match

The development of a concept plan is estimated to cost approximately \$50,000, based on the following tasks and cost breakdown.

Task 1. Management and Coordination: \$3,500

- Kick-off meeting
- Progress meetings

Task 2. Stakeholder Coordination: \$10,500

- Stakeholder coordination plan development and documentation
- Stakeholder meetings

Task 3. Existing Conditions Evaluation and Mapping: \$7,450

- Review of existing plans
- Development activity
- Roadway condition inventory
- Lighting and street furniture inventory
- Study area base map
- Summary of existing plans and conditions

Task 4. Complete Streets Concept Plan and Renderings: \$24,450

- Feasibility analysis of optional roadway treatments and/or design modifications to better accommodate the needs of all users and provide safer crossing opportunities for pedestrians and cyclists.
- Up to three (3) draft alternative approaches/schematic concepts for a complete streets plan for public review and comment
- A series of renderings depicting the alternative concepts, including treatments at five (5) key locations
- Conceptual level cost estimates for up to two alternatives
- Final report, including recommendations

Task 5. Presentations to the Board of County Commissioners and Forward Pinellas Board: \$4,100

- Prepare and present to Board of County Commissioners and Forward Pinellas Board

Table 4. Consultant Cost Estimate

Task	Director	Manager	Senior Professional	Project Professional	Administrative	Total Hours	Fee
	\$200	\$175	\$150	\$100	\$50		
Task 1	2	4	8	8	8	30	\$3,500
Task 2	5	12	20	40	8	85	\$10,500
Task 3	2	6	12	40	4	64	\$7,450
Task 4	10	20	60	98	3	191	\$24,450
Task 5	4	4	8	12	4	32	\$4,100
Total	23	46	108	198	27	30	\$50,000

Pinellas County would provide in-kind services and products in the amount of approximately \$50,000, including, but not limited to:

- Hosting and updating the project webpage
- Coordinating and conducting stakeholder meetings
- Hosting online public participation opportunities through Peak Democracy
- Assisting with the development and delivery of presentations
- Data collection
- Analysis of public comments

Local Planning Agency

The Lealman Community Redevelopment Area Plan (Plan) was adopted by Resolution #16-40 on June 7, 2016. The Plan will serve as a comprehensive framework for long-term development, economic development, and redevelopment revitalization strategies to address blighted conditions and improve the overall quality of life in the Lealman CRA over the next 30 years. Guided by the community, and supported by data and analysis, the Plan will lay the foundation for the County, property owners, and developers setting forth specific expectations, roles, relationships, and participation (guidelines, standards, roles) by the public and private sector to ensure the successful redevelopment of the Lealman CRA.

54th Ave. N, 49th St. N and 34th St. N are identified as Commercial Redevelopment Corridor in the Plan. The Plan notes that New Urbanist concepts such as increased densities, mixed-use infill, development standards, and Complete Streets design along commercial corridors would facilitate predictable built outcomes with a focus on the public realm and enabling safe access for all users.

The Plan seeks to:

- Assess land use and zoning along major corridors to determine compatibility with redevelopment goals;
- Evaluate the County's Land Development Code (LDC) and other relevant regulations to determine if regulatory changes would help facilitate infill commercial or mixed-use goals; and
- Facilitate increased levels of commercial infill/redevelopment and proper development review regulations.

Although the County's LDC does not currently require buildings to be located near or adjacent to the ROW line or enable reduced surface parking, the LDC is currently being updated to better address complete streets and the need to accommodate more mobility options along our corridors. The new LDC will also permit more mixed use development at higher densities and with a stronger focus on pedestrian friendly community design. The Plan can be used to facilitate changes in this area; and the forthcoming LDC update will be used to further the objectives and policies thereto.

The Pinellas County Planning Department is in the early stages of developing a Redevelopment Element as part of the Comprehensive Plan. The Redevelopment Element is envisioned as an alternative option to the County's standard land use planning and redevelopment processes. It will allow the County, property owners and land developers to capitalize on the potential for more concentrated, mixed use quality redevelopment while the overall Pinellas County Comprehensive Plan is being retooled, a more lengthy process which should take the better part of a few years to complete. The Redevelopment Element will function as a 'bridge element' for more appropriate, quality redevelopment while the overall Comprehensive Plan is being updated. It will provide the tools necessary to achieve higher densities and a stronger mix of land uses that can be utilized through commitments to higher quality urban design and building development standards.

54th Ave. N is identified as a Supporting Corridor in the Pinellas Planning Council Transit Oriented Land Use Vision Map, which enables Pinellas County to seek a streamlined Countywide Plan amendment consistent with this designation.

Project Timeline

It is anticipated that development of a concept plan could be accomplished in approximately six (6) months. At that point, the Pinellas County Planning Department would present the findings of the concept planning process to the Board of County Commissioners for approval and/or recommendations. If the concept plan is approved by the Board of County Commissioners, Pinellas County would begin the design process. Depending on the complexity of the concept plan, anticipated design and engineering timelines could vary between six (6) and 24 months. Pinellas County would then seek to start construction. The construction timeline is dependent upon a number of variables including: complexity of design, construction sequencing, and availability of funds.

**BOARD OF COUNTY
COMMISSIONERS**

Dave Eggers
Pat Gerard
Charlie Justice
Janet C. Long
John Morroni
Karen Williams Seel
Kenneth T. Welch



Mark S. Woodard
County Administrator

December 14, 2016

Whit Blanton, Executive Director
Forward Pinellas
310 Court Street
Clearwater, FL 33756

Dear Mr. Whit Blanton:

This letter is in response to the request for the Pinellas County Board of County Commission's endorsement of the "Linking Lealman" Complete Streets project, which if funded will begin the transformation of a vital segment of the 54th Avenue North corridor (34th Street/U.S. 19 to 49th Street North), within the Lealman Community Redevelopment Area (CRA). Securing these funds will allow the Planning Department to collaboratively address issues concerning multimodal transportation, quality of life, and workforce development in the Lealman CRA.

On behalf of the Board of County Commission, I am pleased to support the Planning Department's Redevelopment Planning Section in this application for a grant request to the Forward Pinellas Complete Streets Program for Concept Planning and Design to make improvements to the 54th Avenue North corridor. From the design and planning stage of this project will come proposed corridor enhancements offering opportunities for residential growth, bolstered economic development, safer pedestrian and cyclist settings, effective access to services for vulnerable individuals, public realm enhancements, and provide more efficient connections between residences, schools, parks, public transportation, and businesses.

Projects such as these are vital for the long term recovery and revitalization within the CRA and will serve as a catalyst for positive change, private investment and ultimately provide the best possible quality of life for residents. It is an exciting time in Pinellas County in part because of projects like Complete Streets finding such a strong alignment with the CRA Plan's vision for the future of Lealman along with the County Strategic Plan Goals and Objectives below.

2.5 Enhance pedestrian and bicycle safety

4.1 Proactively attract and retain businesses with targeted jobs to the county and the region

4.2 Invest in communities that need the most

5.0 Deliver First Class Services to the Public and Our Customers

PLEASE ADDRESS REPLY TO:
Pinellas County Administration
315 Court St. • Room 601
Clearwater, FL 33756
Main Office: (727) 464-3485
FAX: (727) 464-4384
V/TDD: (727) 464-4062

www.pinellascounty.org

If you have any questions regarding this endorsement, or if any additional support can be offered to the application effort, please contact me at your convenience.

Thank you very much for your leadership in this important endeavor.

Sincerely,

A handwritten signature in blue ink that reads "Mark". The signature is stylized with a large, looped 'M' and a cursive 'ark'.

Mark S. Woodard, County Administrator

Cc: Renea Vincent, Director of Pinellas County Planning

**BOARD OF COUNTY
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Karen Williams Seel

Kenneth T. Welch



December 14, 2016

Whit Blanton, Executive Director

Forward Pinellas

310 Court Street

Clearwater, FL 33756

Dear Mr. Whit Blanton:

I am writing to you today to offer my support and endorsement of the "Linking Lealman" Complete Streets project. If funded, this will initiate the concept design and planning stage of a project that will transform a vital portion of the 54th Avenue North corridor (34th Street/U.S. 19 to 49th Street North), in the Lealman Community Redevelopment Area (CRA).

I am pleased to support the Planning Department's Redevelopment Planning Section in this application for a grant request to the Forward Pinellas Complete Streets Program for Concept Planning and Design to make improvements to the 54th Avenue North corridor. From this process will come proposed corridor enhancements that will offer opportunities for residential growth, economic development, safer pedestrian and bike access, infrastructure improvements, and public realm enhancements; and will provide for more efficient connections between residences, schools, parks, public transportation, and businesses, including minimizing existing barriers to services for vulnerable individuals in the community.

If you have any questions regarding this endorsement, or if any additional support can be offered to the application effort, please contact me at your convenience.

Thank you very much for your leadership in this important endeavor.

Sincerely,

A handwritten signature in black ink, appearing to read "Blake Lyon", is written over the word "Sincerely," and the name "Blake Lyon".

Blake Lyon

Director of Development Review Services and Code Enforcement

Pinellas County
Development Review Services
440 Court St.
Clearwater, FL 33756
Main Office: (727) 464-3888
V/TDD: (727) 464-4062

www.pinellascounty.org





**BOARD OF COUNTY
COMMISSIONERS**

Dave Eggers
Pat Gerard
Charlie Justice
Janet C. Long
John Morroni
Karen Williams Seel
Kenneth T. Welch



December 16, 2016

Mr. Whit Blanton, Executive Director
Forward Pinellas
310 Court Street
Clearwater, Florida 33756

Dear Mr. Blanton:

I am pleased to support the Pinellas County Planning Department's grant request to the Forward Pinellas Complete Streets Program for Concept Planning and Design to make improvements to the 54th Avenue North corridor. The proposed "Linking Lealman" Complete Streets project will transform a vital portion of the 54th Avenue North corridor in the Lealman Community Redevelopment Area (CRA).

Central and East Lealman Census Tracts 247.03 and 246.02 are low-moderate income areas that have been designated as targeted improvement areas for the County's Community Development Block Grant Program (CDBG). Utilizing CDBG and other funding sources, the County has made improvements to the community over the past decade which include park development, community center improvements, construction of affordable housing and sidewalk installation.

The Complete Streets project will provide corridor enhancements that will offer opportunities for community and economic development, enhanced housing development opportunities for affordable and workforce housing, safer pedestrian and bike access, infrastructure improvements, and enhancements in the public right-of-way. Additionally, the project will provide for better connectivity between existing and new residential development, schools, parks, recreation, health care services, healthier food options, public transportation, and small businesses, including minimizing existing barriers to services for low- and moderate-income individuals and families. The project has the potential to dramatically enhance the quality of life for residents of Lealman.

If you have any questions regarding the community development projects, or if any additional support can be offered to the application effort, please do not hesitate to contact me at 464-8257.

Sincerely,

Bruce Bussey
Manager
Community Development Division

Community Development and Planning Division
Pinellas County Planning
440 Court St., 2nd Floor
Clearwater, FL 33756
Main Office: (727) 464-8210
FAX: (727) 464-8254
V/TDD: (727) 464-4062

www.pinellascounty.org

