



CITY OF ST. PETERSBURG, FLORIDA

Planning and Place-Making Grant Pilot Program

“THE MISSING MIDDLE”

A pilot project and proposal for assisting city and countywide efforts to expand missing middle development opportunities

Urban Planning and Historic Preservation Division
Planning and Economic Development Department
City of St. Petersburg
Municipal Services Center
One Fourth Street North, 8th Floor
St. Petersburg, Florida 33701

THE MISSING MIDDLE

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Contact Information:

Derek S. Kilborn, Manager
Urban Planning and Historic Preservation Division
Planning and Economic Development Department
City of St. Petersburg, Florida

One 4th Street North
St. Petersburg, Florida 33711
Derek.Kilborn@stpete.org
(727) 893-7872

PROJECT DESCRIPTION

Background

The City of St. Petersburg and St. Petersburg Area Chamber of Commerce have worked collaboratively to assess and enhance the city's quality of life and competitive position in attracting diverse, economic growth, and employment opportunities. As part of this partnership, a community-wide assessment was performed in 2014 by Market Street Services, Inc. and results were published as the Grow Smarter Initiative Strategy ("Grow Smarter"). The existing housing stock in St. Petersburg emerged as a key theme and was said to be sub-optimal for the attraction and retention of families and skilled professionals. A preponderance of smaller post-World War II detached houses and limited land available for new residential development have contributed to a deficit in quality housing options at multiple price points.

In late 2016, the City of St. Petersburg began evaluating specific building typologies with a particular emphasis on detached, rowhouses alternatively referred to as "skinny" houses. By early 2017 however, this narrow effort expanded into a more comprehensive review of small- to medium-sized, multi-family building typologies ranging from two (2) to 12 units. This shift in priority actions for increasing housing development and affordability was concurrent with the emergence of a national discussion promoting the "Missing Middle," a term devised by architect David Parolek. This term is used to describe multi-family housing that is comparable in scale to single-family housing and explained in greater detail within Forward Pinellas' recent publication titled "Finding the Missing Middle."

The City of St. Petersburg is working toward the creation of two (2) zoning categories - NTM-1 and NTM-2 (Neighborhood Traditional Multi-Family). The purpose of these new categories will be to provide a variety of urban housing choices that reinforce the walkable nature of the neighborhood, support neighborhood serving retail and service uses adjacent to these zoning categories, and support public transportation and other multi-modal alternatives. Building typologies include single-family houses, duplexes (side-by-side), duplexes (stacked), small multiplexes (3-6 units), bungalow courts (3-9 units), courtyard buildings (7-12 units), townhouses (3-8 units), and large multiplexes (7-12 units). *See Exhibit "A" for definitions.*

These proposed zoning changes will require significant data collection, analysis, public education and engagement. The City's Planning and Economic Development Department has identified this project as a primary action item for 2018 and will be managed through the City's Urban Planning and Historic Preservation Division.

Proposal

Respecting the limited amount of funds available, the broad group of eligible applicants, and the countywide objectives for Forward Pinellas, the City of St. Petersburg has carefully tailored this grant proposal to specific tasks that may be shared on a countywide basis and make meaningful contributions to each municipality considering implementation of the "Missing Middle" concept within each of their respective communities. The individual parts are severable and may be evaluated or awarded separately:

- Part 1: Graphic illustrations demonstrating each building typology and corresponding site layout and orientation considerations for lot size, placement, setbacks, height, and parking.
- Part 2: Lending analysis to outline current lending practices for “Missing Middle” projects, identify barriers negatively impacting this type of lending, and propose solutions for positive lending outcomes.

Part 1: Graphic Illustrations

Budget: \$25,000.00

Public education is an important first step in the City of St. Petersburg’s proposal to create zoning categories that will begin to introduce multi-family housing into existing single-family neighborhoods. Graphic illustrations will be an important component in this effort as graphic illustrations will demonstrate each building typology and current best practices for each regarding lot size, placement of buildings and structures, building setbacks, building height, and parking regulations pertaining to the minimum number required and lot placement. Graphic illustrations will also demonstrate compatibility with surrounding single-family development. In addition to providing an immediate benefit to the City of St. Petersburg, the graphic illustrations will be made available for use countywide without any rights restrictions assigned to them. In this way, a small investment by Forward Pinellas can be leveraged for a significant countywide impact.

The City is proposing to hire a professional architect(s) who will work with City and Forward Pinellas staff to generate individual graphic illustrations for the following. *See Exhibit “B” for sample graphic illustration:*

- Carriage House
- Single-Family House *including* “Skinny” house, “Charleston” house, etc.
- Duplex, Side-by-Side
- Duplex, Stacked
- Multi-Plex, Small (3-6 units) *including* variations
- Multi-Plex, Large (7-12 units) *including* variations
- Bungalow Court (3-9 units) *including* cottages and “tiny” houses
- Courtyard Building (7-12 units)
- Townhouses (3-8 units)

The immediate purpose for the proposed graphic illustrations is public education; however, the graphic illustrations will also be composed for incorporation into the amended land development regulations as a visual aid.

Part 2: Lending Analysis

Budget: Up to \$25,000

Sometimes overlooked, qualifications and eligibility criteria for financial lending can be as much of an impediment to progress as land use and zoning regulations. For example, in St. Petersburg's experience with the South St. Petersburg Community Redevelopment Area, lending challenges are often identified among the development community as an impediment to new construction. Similar complaints have been recorded for "Missing Middle" housing in what are considered to be more economically stable neighborhoods. In order to identify these challenges, this portion of the grant proposal recommends hiring a professional consultant(s) to perform an analysis on current lending practices. The study shall also highlight barriers to lending for "Missing Middle" housing and recommend next steps for alleviating these challenges. Like the grant proposal in Part 1 above, a small investment by Forward Pinellas can be leveraged for a significant countywide impact.

PROJECT LOCATION

Since this grant proposal is specific to graphic illustrations and a lending analysis, project location benefits are not only limited to the City of St. Petersburg and may contribute to positive outcomes countywide.

The broader initiative of creating two (2) zoning categories for implementation of "Missing Middle" concepts will be considered citywide with a particular focus on existing development trends, land values, transportation plans and facilities, and other appropriate locational criteria. In addition to creating transition zones adjoining Activity Centers and Multi-Modal Corridors, Community Redevelopment Areas ("CRA") and certain whole neighborhoods are also strong candidates for implementation. The strength of these candidates vary depending on historic development patterns and current economic trends.

For example, the attached map series included as Exhibit "C" shows possible target areas based on the current distribution of "Missing Middle" housing types, walking distance to Future Major Streets, and assessed property values.

PROJECT PARTNERS

Official grant partners include the City's Housing, Land Use, and Transportation Committee, Planning and Economic Development Department (City Development Administration, Urban Planning and Historic Preservation Division (planning), Development Review Services Division (zoning), Construction Services and Permitting Division (permitting), and Economic Development Division), Department of Neighborhood Services, and Geographic Information Systems. Due to the countywide benefits of this grant proposal, the City of St. Petersburg expects that Forward Pinellas would also join as an active project partner memorialized through the required interlocal agreement.

The project team shall also include the many stakeholders that will be consulted in development of either the graphic illustrations or lending analysis. These generally include city residents, architects, civil engineers, homebuilders, contractors, neighborhood and business associations, professional organizations, local not-for-profit organizations, and lending institutions.

GRANT FUNDS, SOURCES, and USES of PROJECT FUNDS

An estimated project budget for both Part 1 and Part 2 are outlined below. Part 1 was developed in consultation with a local architectural firm registered to conduct business on behalf of the City of St. Petersburg. Part 2 is recommended for a budget amount *up to* \$25,000; the scope of this study will depend upon the total amount awarded.

Among the various municipalities, the City of St. Petersburg is uniquely positioned to provide in-kind support using existing City staff. In-kind support includes a full complement of expertise and assets for data collection, data interpretation, digital mapping, code writing, legal and clerical assistance.

In accordance with the *Project Screening Criteria*, this grant proposal is scheduled for consideration by the City's Grants Working Group on Monday, January 8, 2018. The signed *Resolution* or *Letter of Authorization* will be transmitted immediately afterwards.

Part 1: Graphic Illustrations

Tasks	Principal / Architect Hrs.	CADD / Senior Designer / Hrs.	Total Hrs.
Owner Coordination			
Kick-Off Meeting	2	2	4
50% Review	2	2	4
100% Review	2	2	4
Final Renderings			
Carriage House	4	18	22
Detached House, Compact	4	18	22
Detached House, Medium	4	18	22
Duplex, Side-by-Side	4	18	22
Duplex, Stacked	4	18	22
Multi-Plex, Small	4	18	22
Multi-Plex, Large	4	18	22
Bungalow Court	4	18	22
Courtyard Building	4	18	22
Townhouses	4	18	22
Firm Total Phase Hours	46	186	232
Firm Total Costs			\$25,000

Note: All final renderings include design, modeling, and graphical data sheets.

Part 2: Lending Analysis

The total budget for a lending analysis is requested up to \$25,000. The scope of this study will depend upon the total amount awarded and any additional direction provided by Forward Pinellas.

CLOSING

The City of St. Petersburg thanks Forward Pinellas for making this grant opportunity available to local municipalities. Given Forward Pinellas' countywide mission, the City of St. Petersburg has carefully tailored this grant proposal to specific tasks that support our implementation of "Missing Middle" concepts but also may be shared on a countywide basis and make meaningful contributions to each of Pinellas County's diverse municipalities.

BUILDING TYPES OVERVIEW

Carriage House. This Building Type is a secondary structure typically located at the rear of a lot. It typically provides either a small residential unit, home office, or other small home occupation, commercial, or service use that may be above a garage or at the ground level.

Detached House, Medium. This Building Type is a medium-sized detached structure on a medium-sized lot that incorporates one unit. It is typically located within a walkable neighborhood in a walkable urban setting.

Detached House, Compact. This Building Type is a small detached structure on a small lot that incorporates one unit. It is typically located within a walkable neighborhood in a walkable urban setting.

Duplex. This Building Type is small to medium-sized structure that consists of two side-by-side or stacked dwelling units, both facing the roadway, and within a single building massing. The Building Type has the appearance of a medium to large single-family house and is appropriately scaled to fit within primarily single-family or medium density neighborhoods. Inc: Side-by-Side, Stacked

Multi-Plex, Small. This Building Type is a medium structure that consists of three (3) to six (6) side-by-side and stacked dwelling units typically with one shared entry or individual entries along the front. This type has the appearance of a medium sized house and is appropriately scaled to fit sparingly within single-family and medium-density neighborhoods.

Bungalow Court. This Building Type consists of a series of small, detached structures, providing multiple units arranged to define a shared court that is typically perpendicular to the roadway. The shared court takes the place of a private rear yard and becomes an important community-enhancing element of the Building Type.

Courtyard Building. This Building Type is a medium to large sized structure that consists of multiple side-by-side and stacked dwelling units accessed from a courtyard or series of courtyards. Each unit may have its own individual entry, or up to three (3) units may share a common entry. This type is appropriately scaled to fit sparingly within single-family and medium density neighborhoods.

Townhouse. This Building Type is a small to medium sized attached structure that shares a common party wall with another of the same type. Alternative forms include detached, rowhouses that are sometimes referred to as skinny houses. This Building Type is typically located within medium density neighborhoods or in a location that transitions from a single-family into a Future Major Street. Syn: Rowhouse, Skinny House

Multi-Plex, Large. This Building Type is a medium to large sized structure that consists of seven (7) to 12 side-by-side and stacked dwelling units, typically with one shared entry. This Building Type is appropriately scaled to fit within medium density neighborhoods or sparingly within large lot single-family neighborhoods.

EXHIBIT "B"



EXHIBIT “C”

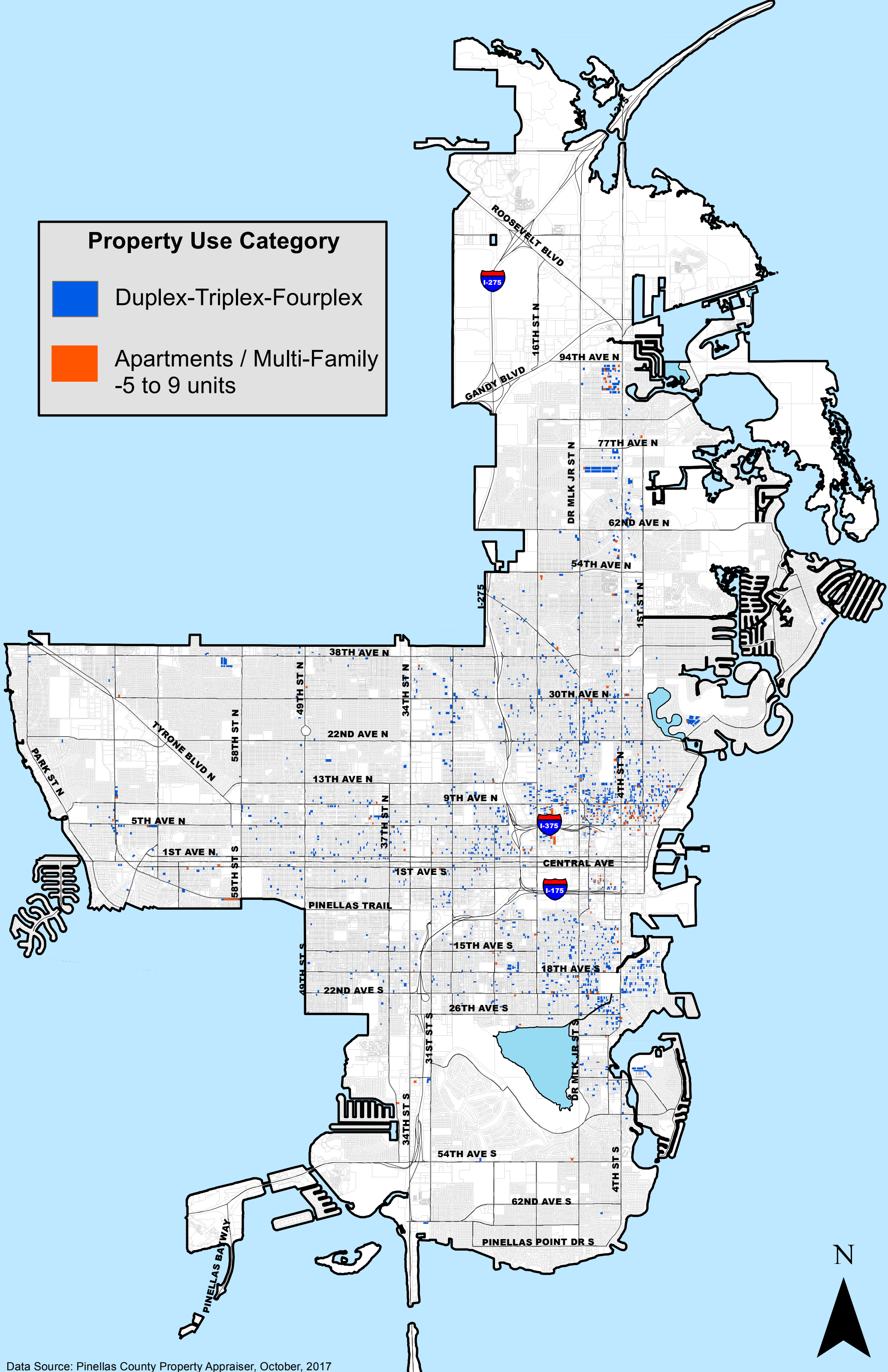
Map 1: Property Use Category (showing distribution of multi-family units citywide)

Map 2: Neighborhood Zoning Categories Intersection with a 500-foot buffer from Future Major Streets










Map 3: Heat Map of Change in Residential Property Assessed Values, 2010-2017

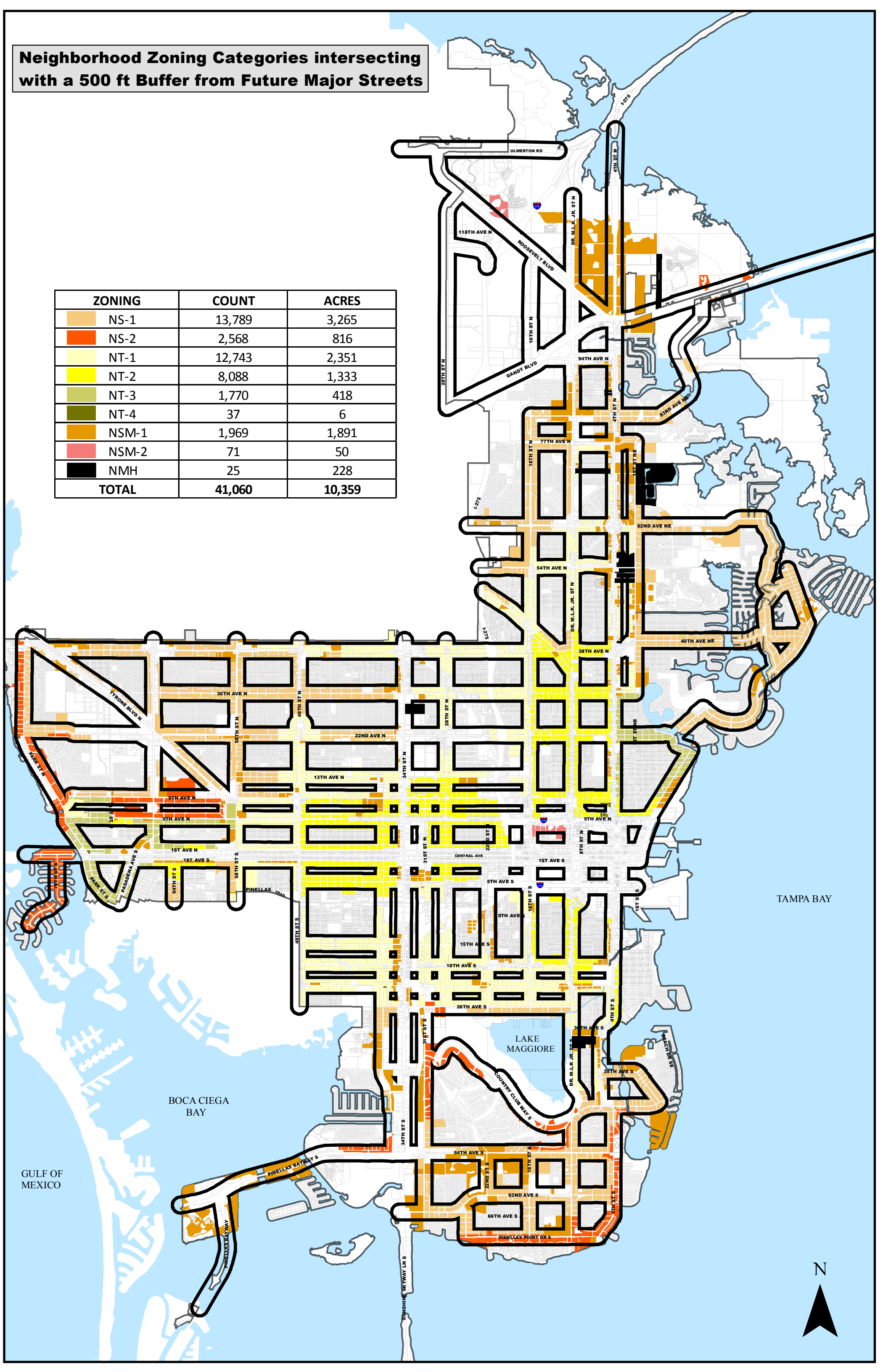
Property Use Category

- Duplex-Triplex-Fourplex
- Apartments / Multi-Family
-5 to 9 units



Neighborhood Zoning Categories intersecting with a 500 ft Buffer from Future Major Streets

ZONING	COUNT	ACRES
 NS-1	13,789	3,265
 NS-2	2,568	816
 NT-1	12,743	2,351
 NT-2	8,088	1,333
 NT-3	1,770	418
 NT-4	37	6
 NSM-1	1,969	1,891
 NSM-2	71	50
 NMH	25	228
TOTAL	41,060	10,359



Heat Map of Change in Residential Property Assessed Values, 2010-2017

