

Submittal of additional requirements for Tier II and III amendments to the AC or MMC category:

A pre-application meeting with Forward Pinellas staff:

This meeting took place on Friday, August 17, 2018 where it was determined that the subject submittal shall follow the Tier III amendment process. As mentioned in the above summary, following City Council’s first reading of the ordinance on August 23rd, the proposed amendment to the Future Land Use map was amended to exclude parcels located within the Coastal High Hazard Area (CHHA). This change reduced the total proposed acreage from approximately 111 acres, as discussed at the pre-application meeting, to 82 acres. Proposed amendment boundary area may contract further upon final adoption hearing.

Identification of current and proposed FLUM categories and/or character districts within the AC or MMC category, their acreages, and their associated maximum densities/intensities:

The subject 82 acres has a current Future Land Use designation of Institutional (I) applied to 77 acres and Planned Redevelopment – Mixed Use (PR-MU) applied to the remaining 6 acres. When calculating the existing potential development intensity of the combined designations, the result is approximately 5.2 million square feet. The present Institutional designation permits residential development at a density of 12.5 du/acre, however they are only permitted as an accessory use within the allowable FAR building footprint and therefore accounted for in this calculation.

Current Land Use Intensity			
FLU	ACRES	SF	FAR
INS	76.82	3,346,279.20	4,601,133.90
PR-MU	5.55	241,860.68	616,744.73
TOTAL	82.37	3,588,139.88	5,217,878.63

The proposed Future Land Use designation of Activity Center (AC) allows a base FAR of 3.0 with a FAR bonus potential of up to 5.0. When applied to the subject 82 acres this represents a potential development intensity of approximately 10.7 and 17.9 million square feet respectively.

Proposed Land Use Intensity				
FLU	ACRES	SF	FAR 3.0	FAR 5.0*
INS	76.82	3,346,279.20	10,038,837.60	16,731,396.00
PR-MU	5.55	241,860.68	725,582.03	1,209,303.39
TOTAL	82.37	3,588,139.88	10,764,419.63	17,940,699.39
*bonus potential				

The proposed amendment to the subject 82 acres represents a potential development intensity change of 5.5 to 12.7 million square feet as outlined in the below tables. Building intensity realization is limited by an established maximum building height of 200 feet, while additional height limitations range from 42 to 84 feet when adjacent to residentially zoned property. There are airport height restrictions as well.

Land Use Intensity Change			
Subject Area	Existing FAR	Proposed Change FAR 3.0	Proposed Change FAR 5.0
3,588,139.88	5,217,878.63	5,546,541.00	12,722,820.76

A copy of the implementing regulations applicable to the AC or MMC category (e.g., special area plan, corridor plan, comprehensive policies, land development regulations):

Implementing regulations are proposed within both the City’s Compressive Plan and Land Development Regulations. The proposed Comprehensive Plan text amendment to Policy LU 2.1 adds the Innovation District as the City’s seventh AC and Policy LU 3.1.E.4 creates and defines the new Activity Center land use category, differentiating it from the existing AC Overlay Special Designation. The proposed text amendment to LDR Section 16.10.20.1 and further subsections contains the bulk of the AC implementing regulations.

For further details, see attached August 23, 2018 City Council Innovation District agenda packet (associated City Files: LGCP 2018-01, FLUM 54-A and LDR 2018-01). Draft ordinance language can be quickly located by selecting the appropriate .pdf bookmark.

A written description of how each of the Planning and Urban Design Principles described in the Countywide Plan Strategies, Land Use Goal 16.0, are addressed within the AC or MMC category [Countywide Rules, 6.1.4.3.D]:

The six Planning and Urban Design Principles are included and satisfactorily addressed through the proposed EC-2 zoning regulations, 2015 St. Petersburg Innovation District Visioning Summary, and the 2017 Streetscape and Connectivity Concept Plan.

Land Use Goal 16.0: Planning and Urban Design Principles

1. Location, Size, and Areawide Density/Intensity Ranges – The subject area is located within a Special Center as identified on the Countywide Transit-Oriented Land Use Vision Map and conforms to AC Best Practices for permitted intensity (proposed Section 16.20.130.5 and further subsections).
2. Connectivity – The proposed amendment preserves and enhances the existing circulation grid through implementation of the subject area’s 2017 Streetscape and Connectivity Plan (proposed Section 16.20.130.7 and further subsections). Preparation of the Innovation District Streetscape and Connectivity Concept Plan began in 2016, based on recommendations from the Innovation District Visioning Summary. The Plan was developed to create a District brand, develop the District’s sense of place, and improve the District’s internal and external connectivity.
3. Site Orientation – Implementing regulations provide for complete streets that increase pedestrian safety, transit ridership and reduce parking requirements (Section 16.20.130.8 – Building Design).

4. Public Realm Enhancements – Various enhancements of the public realm in support of pedestrian-oriented uses are incentivized through FAR exemptions and bonuses (proposed Section 16.20.130.5.1 and further subsections).
5. Ground Floor Design and Use – Implementing regulations provide for minimum ground level open space, pedestrian-oriented uses and streetscape requirements (proposed Section 16.20.130.6.1 and 16.20.130.7 and further subsections).
6. Transition to Neighborhoods – Building height and setbacks are tiered according to adjacent residential uses (proposed Section 16.20.130.6).

A transportation impact analysis [Countywide Rules, Section 6.5.3.1.2]:

Major Roads

The FDOT describes roadway level of service (LOS) as a quantitative stratification of quality of service for motorists. Roadway LOS is divided into six letter grades, “A” through “F,” with “A” being the highest (free flow conditions) and “F” being the lowest (heavy traffic congestion). The City does not have a LOS standard for major roads. The City eliminated the LOS standard of “D” in 2016, following the adoption of the Pinellas County Mobility Plan. Roadways with high LOS can be considered overbuilt and can invite negative consequences such as speed and safety issues. Transportation planners in Pinellas County developed the Mobility Plan after the elimination of state-mandated transportation concurrency management systems in 2009. Under transportation concurrency management, land development projects were not supposed to be approved if they significantly degraded congested roadways that did not have a programmed capacity project. The intention of the Mobility Plan is to focus less on roadway capacity deficiencies and more on providing multi-modal transportation improvements.

While the City no longer has a roadway LOS standard, Forward Pinellas continues to produce their annual roadway LOS report so that local governments can assess the potential impact of land use changes and developments on roadway operating conditions. City staff utilized LOS data from the “2017 Annual Level of Service Report” to assess roadway operating conditions in the Innovation District. Staff also utilized roadway volume to capacity (v/c) ratios in the report, which show how close travel demand is to reaching the roadway’s physical capacity. A v/c ratio of 1.0 indicates that a roadway is operating at 100% capacity, and the v/c ratio can exceed 1.0 on highly congested roadways.

There are five roads on the City’s Future Major Streets map that traverse or border the subject area, which include 4th Street South, 8th Street South, Dr. ML King Jr. Street South, 5th Avenue South and I-175. Fourth Street South and 5th Avenue South are collectors and 8th Street and Dr. ML King Jr. Street are minor arterials. The City maintains these roads. The Florida Department of Transportation maintains I-175. Sixth Avenue South, which provides a direct route for east-west travel across the Innovation District and connects USFSP to the hospitals, is a local road that is maintained by the City.

City staff has evaluated the capability of these major roads to accommodate additional vehicle trips. Fourth Street South is a three-lane, undivided facility north of 6th Avenue South and a four-lane, divided facility south of 6th Avenue South. It functions at a LOS “D” north of 9th Avenue South and a LOS “B” south of 9th Avenue South. The segment from 6th Avenue South to 9th Avenue South has the highest volume-to-capacity ratio, which is 0.542. Fifth Avenue South is a multi-lane, one-way facility. Forward Pinellas does not determine the LOS for 5th Avenue South, but City staff has calculated that it operates at an acceptable LOS. Eighth Street and Dr. ML King Jr. Street are both four-lane, one-way facilities and they function at a LOS “C.” There is a significant amount of spare capacity on both roads, with traffic volumes on neither road exceeding

33% of the maximum capacity. I-175 operates at a LOS “B” from I-275 to 4th Street and has a v/c ratio of 0.389. In summary, there is an absence of heavily congested roads, such as roads that function at a LOS “E” or “F” or have a v/c ratio of 0.90 or higher, in the Innovation District. The same is true for the areas immediately north, south and west of the Innovation District, due to the City’s efficient grid system.

As previously mentioned, 6th Avenue South is not designated as a major road but has an important role in the traffic circulation system. It is a two-lane, undivided road. Despite the presence of major educational and institutional land uses along 6th Avenue South, traffic volumes are low. The City conducted a traffic count on 6th Avenue South between 6th and 7th Streets in February 2014. The daily traffic volume was 3,482. The City conducted a traffic count on 6th Avenue South between 1st and 3rd Streets in May 2015. The daily traffic volume was 2,249. There is significant surplus capacity available to serve new development.

The Interstate system provides access to the Innovation District from other areas of the Tampa Bay region. North of the Innovation District, most of I-275 in St. Petersburg functions at a LOS “E” or “F.” Levels of service on I-275 south of the Innovation District are “D” or better. The City of St. Petersburg, FDOT, Forward Pinellas and PSTA are studying several strategies to reduce congestion, improve mobility and provide more options. The FDOT will be building managed lanes on I-275 from the Howard Frankland Bridge to south of Gandy Boulevard. The managed lanes will give motorists an option to pay a toll to travel in less congestion, and by doing so reducing congestion in the general travel lanes. The FDOT’s plan south of Gandy Boulevard is to implement lane continuity improvements on I-275 to 54th Avenue South, so that motorists do not have to change lanes frequently as they travel through St. Petersburg. The managed lanes are programmed for construction, but the lane continuity improvements are not. The City supports the lane continuity improvements and believes that they will improve traffic flow, but also wants to see the managed lanes continue south of Gandy Boulevard to downtown St. Petersburg to provide more capacity.

The City is committed to working with FDOT and Forward Pinellas to implement these capacity improvements to address existing deficiencies and prepare for more growth. The FDOT is currently re-evaluating the findings for the I-275 Project Development & Environment report to determine whether it is appropriate to include an extension of the managed lanes from south of Gandy Boulevard to downtown St. Petersburg.

Public Transportation

The Pinellas Suncoast Transit Authority (PSTA) operates several routes that serve the subject area. Route 4 operates along the 4th Street/Roosevelt Boulevard corridor from the Gateway area to southern St. Petersburg. It carried 904,298 passengers in FY 2017, which was the fifth highest ridership in the PSTA system. Route 4 has a 15-minute service frequency, which is the most frequent service in the PSTA system. Most of Route 4, including the section that serves the Innovation District, is designated as a primary corridor on the Forward Pinellas Transit-Oriented Land Use Vision Map. The future land uses along Route 4 include multimodal corridor and activity center, which allow the higher density and intensity land developments that are needed to support premium transit service.

Other PSTA routes that serve the Innovation District include Routes 14, 20 and 32. Route 14 operates along 6th Avenue South between 1st Street and Dr. ML King Jr. Street and connects downtown St. Petersburg to southern St. Petersburg, Gulfport and Grand Central Station. Route 14 is in the upper tier of the PSTA system, carrying 412,852 passengers in FY 2017. It has a service frequency of 30 minutes. Route 20 traverses the western side of the Innovation District along 8th and Dr. ML King Jr. Streets and connects southern St. Petersburg to the downtown core

and Tyrone Square Mall. Route 20 carried 143,167 passengers in FY 2017 and has a service frequency of 60 minutes. Route 32, also called the Downtown St. Petersburg Circulator, connects residential and commercial developments in the greater downtown area with a service frequency of 35 minutes. The ridership is low (39,491 passengers in FY 2017), but it does serve 6th Avenue South from 6th Street to 1st Street and connect the Innovation District to the downtown core, St. Anthony's Hospital and EDGE District. The 8th Street/Dr. ML King Jr. Street corridor is a secondary corridor on the Transit-Oriented Land Use Vision Map. The future land uses along 8th and Dr. ML King Jr. Streets include multimodal corridor and activity center, which allow the higher density and intensity land developments that are needed to support premium transit service.

In June, PSTA extended Route 100X from its previous terminus at the Gateway Mall to downtown St. Petersburg. Route 100X now connects downtown St. Petersburg to downtown Tampa. As part of the lane continuity improvement project, PSTA is working with FDOT to harden the shoulders on I-275 to support shoulder-running transit service during congested traffic conditions.

The Looper Group operates the Downtown Looper Trolley, which operates along 1st and 2nd Streets and 6th Avenue South in the Innovation District with a service frequency of 15 to 20 minutes. The City, PSTA, Looper Group and FDOT have worked together to fund improvements to the Looper route, which will extend the route along 6th Avenue South to 6th Street and provide longer operating hours with a 15-minute service frequency. The service change will go into effect in the fall of 2018. There is currently a fare, but the service will be free in the fall as part of the service improvement plan. The City and PSTA are optimistic that the service improvements will make the new Looper service more competitive with personal vehicles for traveling within the downtown core. The new Looper service will also provide a more reliable connection to other major PSTA routes located outside of the Innovation District, such as Route 18 and the Central Avenue Trolley. Route 18 carried 1,138,145 passengers and the Central Avenue Trolley carried 939,727 passengers in FY 2017 and were the second and fourth most popular routes.

PSTA submitted an application to the Federal Transit Administration's Capital Investment Grant Program in September 2017 to request \$20 million in federal support to fund design and capital costs for the proposed Central Avenue Bus Rapid Transit (BRT) service. The total project cost is \$41 million. The City, PSTA and FDOT will contribute the remaining \$21 million. If funded, the service will operate along 3rd and 4th Streets and 6th Avenue South in the Innovation District and connect the District to western St. Petersburg, City of South Pasadena and St. Pete Beach. It will be a rapid service due to limited stops that will be spaced a half-mile to a mile apart and a business access transit lane along 1st Avenues North and South that will essentially give the BRT vehicles their own lane. The service will have very long operating hours, operating from 6 a.m. to midnight, seven days per week. It will have a 15-minute service frequency from 6 a.m. to 8 p.m. The BRT vehicle will be 60-feet long, which will give them a modern, train-like appearance and the capacity to serve growing ridership. Final design is scheduled to be done by the summer of 2019, followed by construction and acquisition. Service is planned to start in late 2020 or early 2021.

Bicycle and Pedestrian Facilities

There are several existing shared use trails to serve bicyclists and pedestrians in the study area, which are located along 3rd Street from 11th Avenue South to 6th Avenue South, 6th Avenue South from 3rd Street to 1st Street, 1st Street from 6th Avenue South to 1st Avenue South, and Dali Boulevard/Bayshore Drive Southeast from 1st Street South to 1st Avenue South. There are existing bike lanes on 8th Street from Dr. ML King Jr. Street South to 5th Avenue North and 3rd Street from 5th Avenue South to 17th Avenue South.

The St. Petersburg Innovation District Streetscape and Connectivity Concept Plan identified four new pedestrian crossings within the District within Phase I that are currently in design:

- 4th Street at approximately 7th Avenue South
- 4th Street at approximately 11th Avenue South
- 4th Street at approximately Newton Avenue South
- 3rd Street at approximately 11th Avenue South

Additional improvements identified in Phase I that encourage a more walkable urban environment include four painted intersections (located at 6th Avenue South at 1st Street, 5th Street, and 8th Street, and 14th Avenue South and 3rd Street) along with priority area streetscape improvements along 6th Avenue S to create a main street for the District, 5th Street from 6th Avenue to 8th Avenue to increase walkability, and 4th Street from 6th Avenue to 7th Avenue to calm traffic, narrow the pedestrian crossing and create an experience entering the District. Improvements include landscape, hardscape, and enhanced pedestrian crossings.

In future years, Phase II and III pedestrian improvements include:

- Additional 1st Street improvements (South of 6th Avenue South to 8th Avenue South) including landscaping, bicycle and pedestrian improvements including a connection to the waterfront.
- 11th Avenue South landscaping and bicycle and pedestrian connections.
- 8th Avenue South landscaping and bicycle and pedestrian connections.
- 8th Street and Dr. M.L. King Jr. Street improvements including the re-configuration of potentially one-way to two-way as well as pedestrian and bicycle connections to the neighborhoods and Tropicana Field.
- 7th Avenue South, 8th Avenue South, Dr. M.L. King Jr. Street study of one-way to two-way street re-configuration.
- Poynter Park enhancements including pedestrian and bicycle path near the waterfront as well as connections to the park.
- Pedestrian crossings on 4th Street South at 13th Avenue South and Paris Avenue South.
- Additional streetscape improvement along Dr. M.L. King Jr. Street, 8th Street, 6th Street, 5th Street, 4th Street, 3rd Street from 6th Avenue South to 16th Avenue South, 1st Street, and 8th Avenue South along the Port.

The Phase I also called for a new two-way separated bikeway along 6th Avenue South from Dr. ML King Jr. Street to 3rd Street, which will provide a connection for bicyclists between the Booker Creek Trail (which serves as a spur from the regional Pinellas trail) and the North Bay Trail. This separated bikeway is in design now and is anticipated that it will be completed in 2019. Construction is expected to commence immediately following the design phase.

There are multiple bicycle infrastructure recommendations located within the Innovation District in the Draft Complete Streets Implementation Plan which is anticipated to be adopted in late 2018 or early 2019. In the years immediately following Plan adoption, it is anticipated that the following projects will be initiated:

Years 1-5:

- Separated bike lanes along 6th Street from Roser Park Drive South to 1st Avenue South.
- Shared lane markings on 2nd Street from 5th Avenue North to 6th Avenue South.
- A neighborhood greenway along 14th Avenue South from 22nd Street to Beach Drive.

Years 6-10:

- A trail through Roser Park Drive South from Dr. M.L. King Jr. Street to 11th Avenue South.
- Extending the trail along 3rd Street from 11th Avenue South to 18th Avenue South and to the north from 6th Avenue South to 5th Avenue North.
- A two-way separated bikeway on 8th Street from 6th Avenue South to north of 5th Avenue North.
- Separated bike lanes on Dr. M.L. King Jr. Street from 3rd Avenue South to 18th Avenue South.

Justification Narrative [Countywide Rules, Section 6.1.4.4]

The St. Petersburg Innovation District is the cradle of creativity in the City for health sciences, marine sciences, education and research. It is a District that already includes world renowned institutions that provide an extraordinary foundation for future growth. Today these institutions are conducting significant research, but there is not a high level of interaction. The proposed AC implementing regulations aim to correct this by supporting a multimodal, pedestrian-oriented environment with integrative support uses that help give the District a better sense of place and connect the institutions into a more cohesive District that encourages synergistic economic growth.

The City's existing Future Land Use map includes an AC *Overlay* covering the entire subject area. The AC *Overlay* is an existing tool within the City's Comprehensive Plan to allow for "...concentrated commercial and mixed-use centers suited to a more intensive and integrated pattern of development." Distinct from the City's *Overlay*, the Countywide Plan Rules and Countywide Plan Map utilize an AC *category* also covering the entire subject area. Due to existing conditions and recognized potential, the AC *category* was first assigned to the subject area in August 2015 with adoption of the updated Countywide Plan Rules and new Countywide Plan Map. The City's proposed amendment from an AC *Overlay* to an AC *Category* seeks to bring the two Plan Maps further into conformance while simplifying the complexity of layered land use designations and establishing implementing regulations.

The present land use and zoning regulations limit redevelopment intensity and use potential. The proposed Activity Center Future Land Use designation and implementing regulations will allow a greater mix of integrative support uses with a development intensity deemed to be suitable and appropriate for the Innovation District needs while supporting the six transit-supportive Urban Designs Principles. Moreover, the proposed designations will accommodate anticipated demands from not only increased USFSP student enrollment growth, but also permanent population and employment growth described below.

Bayfront HMA Medical Center

The Bayfront Medical Center campus is approximately 23 acres in size. Master site plan approval was granted at a maximum FAR of 1.37 and is currently 78% built out with only 423,973 buildable square feet remaining. Given the limited amount of buildable area remaining and the available vacant land and surface parking owned and controlled by Bayfront, the proposed base of 3.0 FAR is warranted to accommodate future growth.

Johns Hopkins/All Children's Hospital

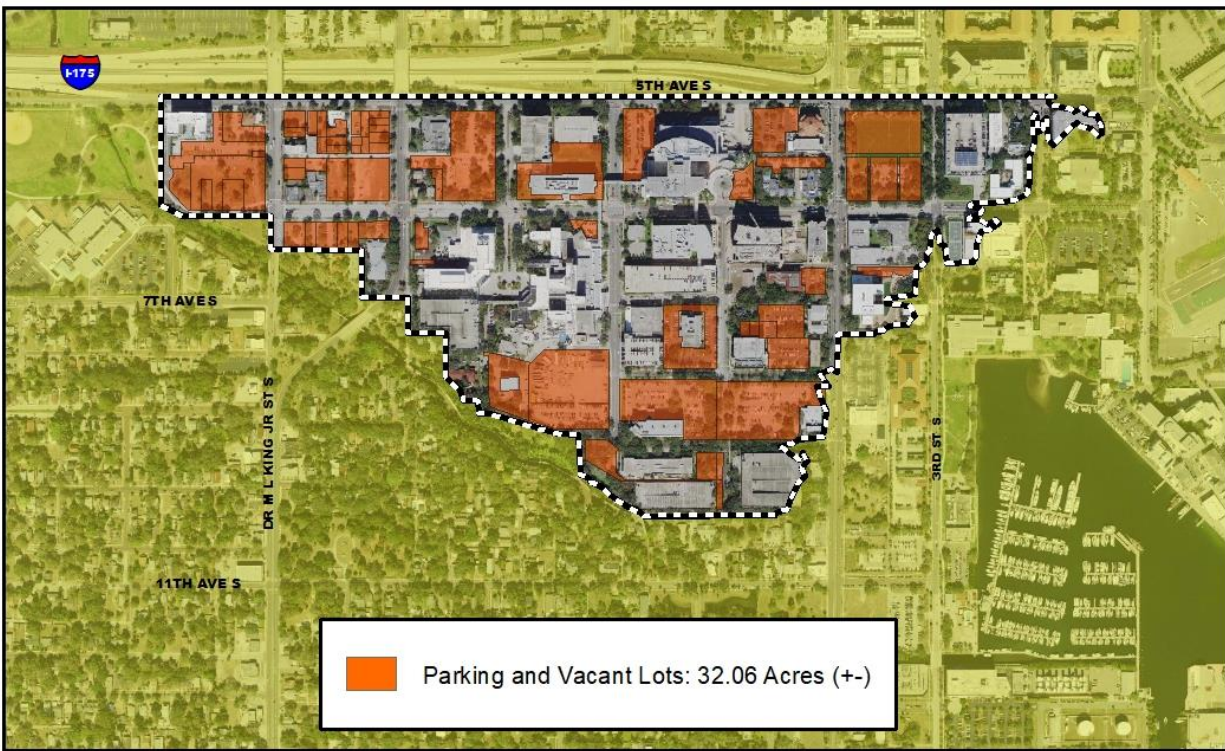
The Johns Hopkins/All Children's Hospital campus is approximately 33 acres in size. Master site plan approval was granted at a maximum FAR of 1.37 and is currently 65% built out with only 423,973 buildable square feet remaining. Given the limited amount of buildable area remaining and the available vacant land and surface parking owned and controlled by JH/ACH, the proposed base of 3.0 FAR is warranted to accommodate future growth.



University of South Florida St. Petersburg (USFSP)

The University of South Florida St. Petersburg (USFSP), 2015-2025 Campus Master Plan, covering an area estimated to be 62.4 acres (including area within the CHHA and outside of the subject proposal), addresses USFSP's future enrollment and facility needs between 2015 and 2025.

Total proposed construction activity over the 2015 to 2025 planning period is estimated to be 953,284 gross square feet, which includes one academic building (Science and Technology, Phase II) and several support facilities. Presently, there are two on-site housing facilities and a total of 540 beds on the campus (Residence Hall One and the University Student Center). There is a current commitment to add another 360 to 375 beds. The 2015 to 2025 Master Plan anticipates the need for a total of 1,400 beds on campus.

Proposed future redevelopment intensity potential is further demonstrated by 32 available acres or 40% of the subject area identified in the below map as currently vacant or surface parking areas.



CITY FILE	Surface Parking and Vacant Parcels	
FLUM 54-A	 SUBJECT AREA	
SCALE: 1" = 533'		