

WHITNEY ROAD: US 19 FRONTAGE ROAD TO BOLESTA ROAD

COMPLETE STREETS CONCEPT PLANNING PROJECT APPLICATION

OCTOBER 2021

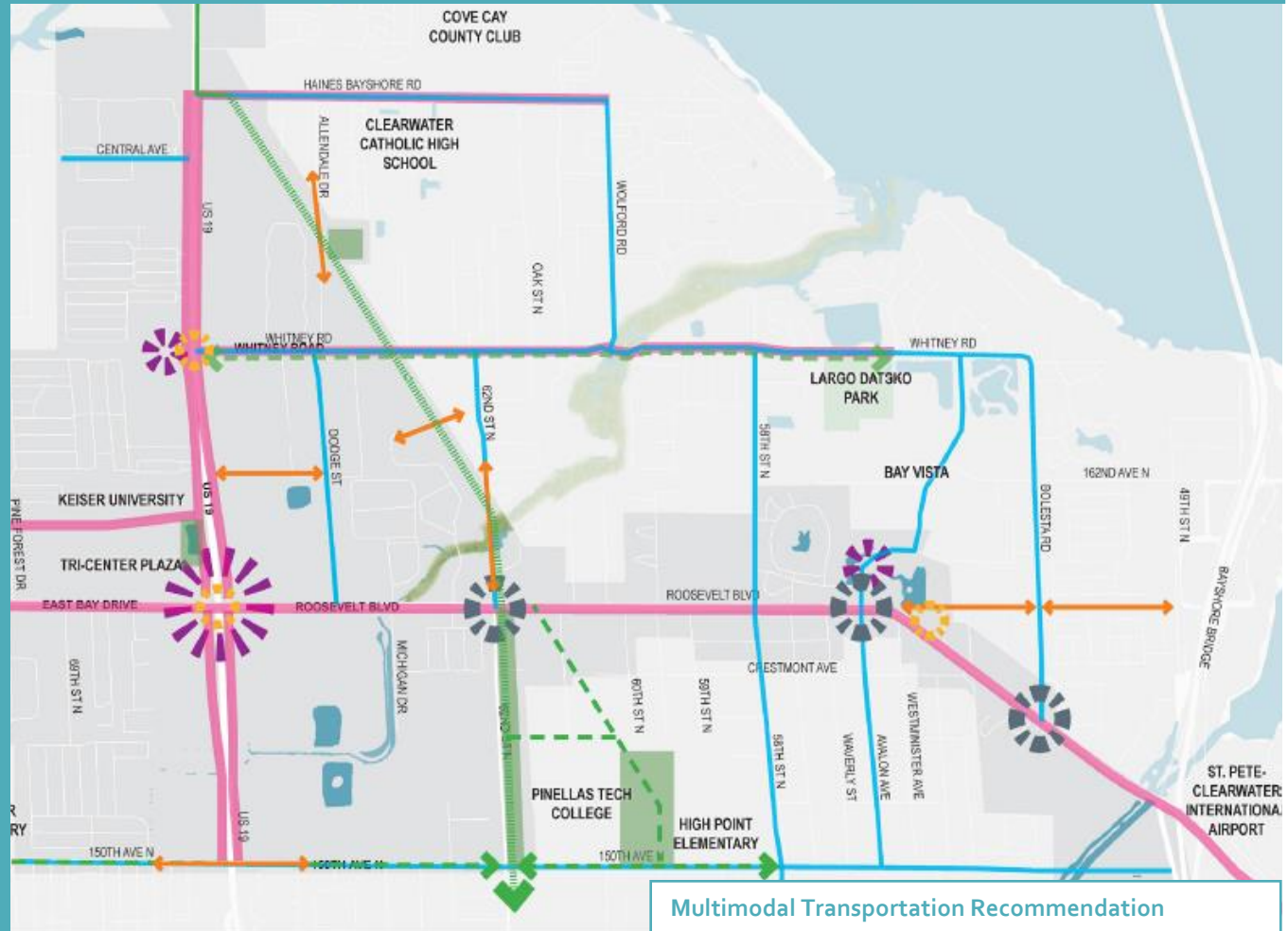
FOR
CONSIDERATION
BY



FROM



IN COOPERATION
WITH



Multimodal Transportation Recommendation
Source: Largo Tri-City Special Area Plan, Kimley-Horn

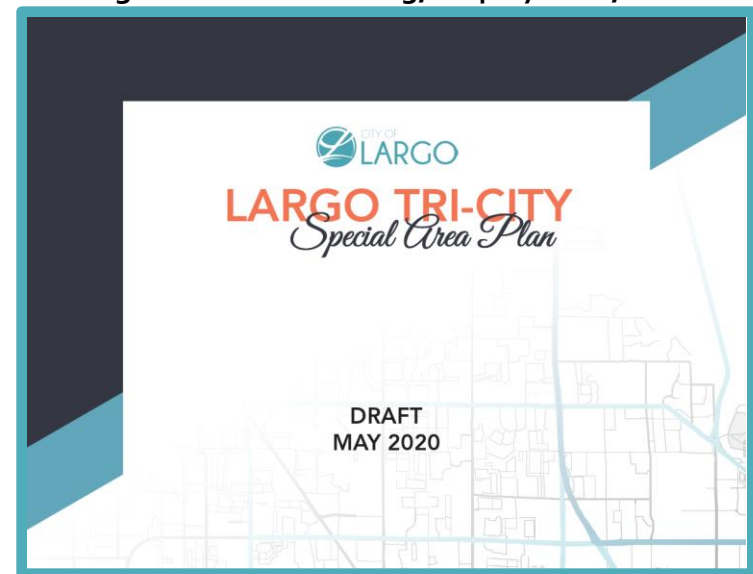


Whitney Road is a key link connecting nodes in the Gateway planning area. The **Whitney Road Complete Streets** project will be a **catalyst for transformative change** as a near-term implementation project of larger, long-range coordinated land use and transportation planning efforts. The **Whitney Road complete streets concept was featured in the Largo Tri-City Special Area Plan (SAP)** adopted by the Largo City Council in May 2020. The Tri-City SAP establishes an **Activity Center**, builds on previous and concurrent efforts, and is the foundation for implementation of projects and strategies to **encourage mixed-use development and transportation improvements** in the US 19 and East Bay Drive/Roosevelt Boulevard area. Multimodal improvement concepts for Whitney Road are also featured in the **Gateway Masterplan**, a collaborative effort led by Forward Pinellas with Pinellas County, the City of St. Petersburg, the City of Largo, the City of Pinellas

Park, the Florida Department of Transportation (FDOT) and the Pinellas Suncoast Transit Authority (PSTA). The guiding principles of the Gateway Masterplan and the SAP align with the purpose of **better connecting residents to housing, employment, and community amenities and services while encouraging sustainable development.**

The primary objective of this Concept Planning effort is to continue **public dialogue and conduct the technical analysis** needed to select a **preferred alternative** for multimodal infrastructure on Whitney Road to advance to **design and implementation.**

The multimodal access the Whitney Road corridor will provide in the future, along with **existing complementary land use planning**, will drive the success of this project as an **agent of transformation.** The project's western terminus is US 19, a **primary transit corridor in the Countywide Transit Oriented Land Use Map.** The project intersects the future Duke Energy Trail and 58th Street North, which is identified as a **secondary**



transit corridor on the Transit Oriented Land Use Map. The existing underpass at Whitney Road under US 19 just west of the project area contributes to the significance of Whitney Road as a multimodal corridor, as pedestrians, cyclists and transit users in the vicinity must travel approximately 1 mile to the north to Belleair Road or approximately 0.5 mile to the south to Roosevelt Boulevard to access another crossing of US 19. To complete the transportation network and achieve the shared vision for the future, multimodal infrastructure improvements are needed to better support pedestrians, cyclists, and transit users accessing existing and future origins and destinations on both sides of US 19 within the Gateway Master Plan area.

Existing Conditions: Whitney Road from US 19 to Bolesta Road



Source: Largo Tri-City Special Area Plan, Kimley-Horn

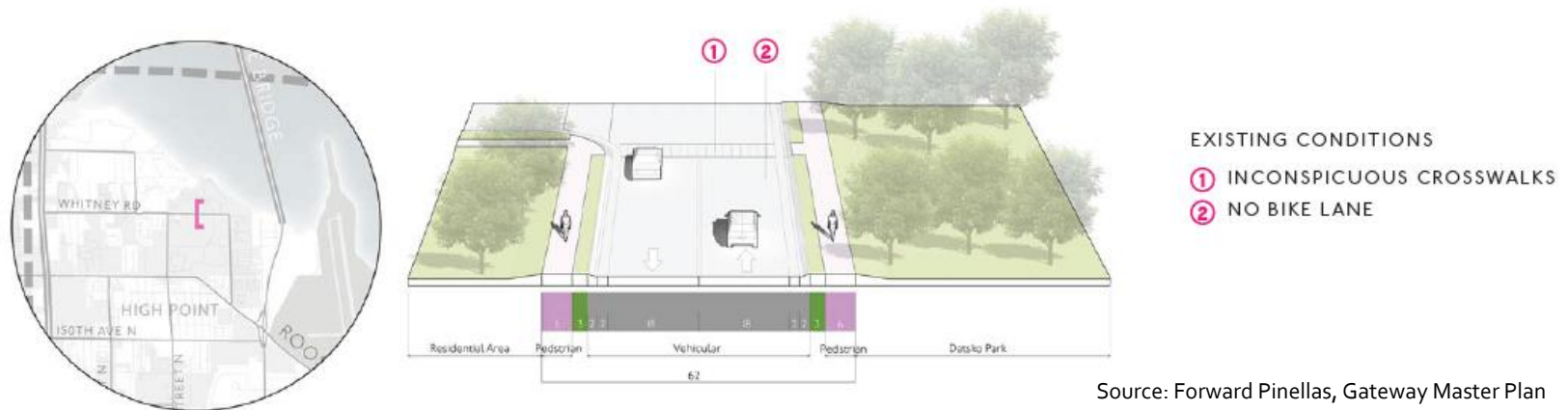
Whitney Road (CR 118) is a Pinellas County-maintained, east-west roadway located in the eastern mid-County in the City of Largo and the unincorporated communities of Whitney Lakes, Greenbrook Estates, and Longbrook. Whitney Road is classified as collector between the US 19 frontage road and 58th Street North, and a local major street east of 58th Street North to its terminus at Bolesta Road. It is a two-way, two-lane undivided facility through its extent, with a posted speed limit of 30 miles per hour (mph), discontinuous sidewalk coverage on both sides, and no dedicated bicycle facilities.

From its intersection with the US 19 frontage road, Whitney Road runs east on a tangent approximately 0.67 miles to Arbor Drive. It continues north on a reverse curve intersecting Wolford Road, south to intersect a private driveway and 166th Avenue, then north again to a tangent section that intersects 58th Street North. There is a gentle southerly curve east of the intersection with 58th Street North to a point of tangent approximately 550 feet to the east, where it continues on a tangent to its eastern terminus with Bolesta Road. The extent of the project area is approximately 1.5 miles.

The north-south crosswalk at the intersection of the US 19 frontage road and Whitney Road is approximately 110 feet long. The intersection configuration consists of a westbound dedicated right-turn lane, two westbound through lanes, a painted median strip, an eastbound through lane, and an eastbound merging lane for right turns from the US 19 frontage road. At the point of intersection with the US 19 frontage road, the Pinellas County right-of-way (ROW) width is 100 feet. The ROW narrows east of the

intersection to 73 feet as it transitions to a two-lane, two-way undivided rural section with 9-foot travel lanes. ROW widths vary throughout the extent of the road, with the narrowest section being 66 feet wide.

Although there are no existing bicycle facilities on Whitney Road, the project intersects the future Duke Energy Trail. Creating a supporting bicycle infrastructure network in the area is key to advancing the goals of the SAP and the Gateway Master Plan.



There is an existing 5-foot sidewalk at the back of curb on the north side of Whitney Road and US 19 for approximately 300 feet, where the sidewalk transitions to the right-of-way line with an approximately 10-foot-wide grass shoulder between the sidewalk and the travel lanes. There is no sidewalk on the south side at US 19 to Whitney Drive, where there is an existing open drainage ditch. An approximately 150-foot sidewalk segment is located on the south side of the road from Whitney Drive to a crosswalk and Rectangular Rapid Flashing Beacon (RRFB) just west of the Duke Energy right-of-way. This existing sidewalk segment incorporates a pedestrian pipe guiderail to shield the drop-off to the drainage ditch.

The two-lane rural section continues to the east to approximately 100 feet west of the intersection at Cobblestone Way, where the section includes a westbound merging lane from Cobblestone Way onto Whitney Road and dedicated right turn lane on Whitney Road to Cobblestone Way. East of the intersection at Sapphire Lane, the section incorporates a curb on the north side and the sidewalk is located at the back of curb to Oak Street North. East of Oak Street North through the reverse curve there are no sidewalks present on the north side of Whitney Road for a distance of approximately 0.3 miles to a point of tangent just west of the intersection with Hidden Springs Place.

There is a small existing sidewalk segment on the south side along the two fronting parcels of the Long Branch community that appears to be located on private property and does not incorporate railing for drop-off shielding to the ditch. The pedestrian environment through the reverse curve is extremely hostile, with no sidewalks, obstructed grass shoulders on the north side west of Wolford Road, guardrails and utilities infrastructure throughout, and very little physical space to maneuver through the curve east of Wolford Road. Yet, as shown in the photo below, the tell-tale “desire” or “goat” path on the south side indicates that pedestrians are present.

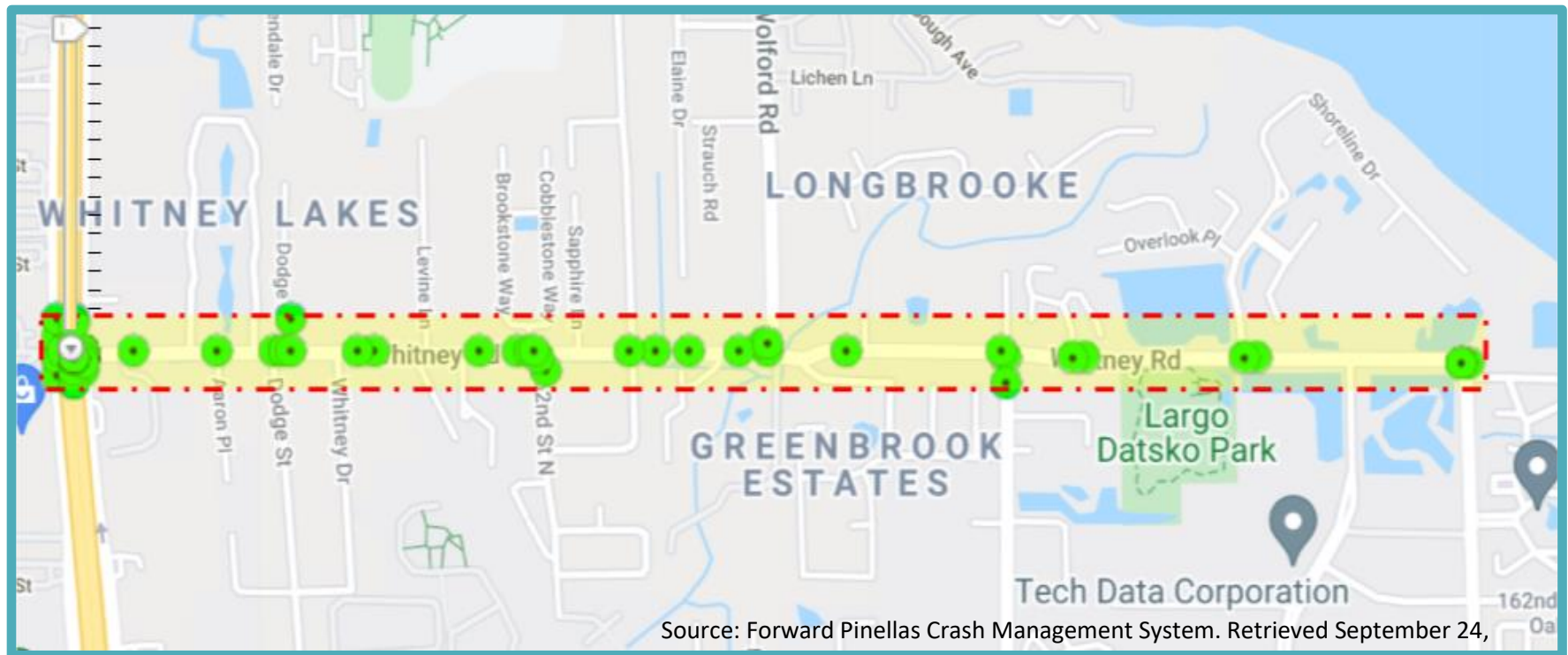


East of the reverse curve, Whitney Road continues as a rural section with two 12-foot travel lanes, paved shoulders approximately 2 feet in width, and continuous 5-foot sidewalks on the north side to its terminus at Bolesta Road. There is also an existing 5-foot sidewalk segment on the south side of the roadway from east of Plantation Boulevard to Bay Vista Drive.

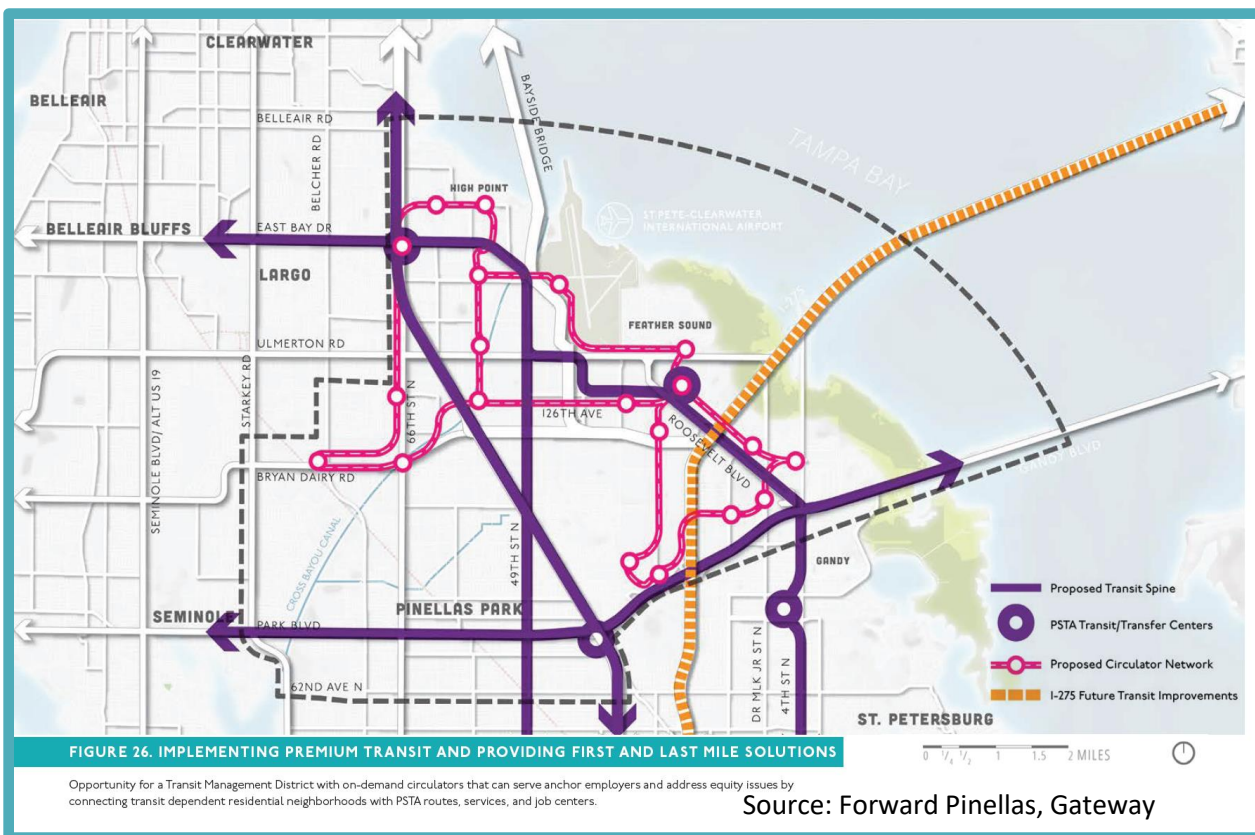
Safety Concerns

Between 2016 and 2020 (the last 5 complete years of data) 41 crashes were reported to have occurred on Whitney Road, primarily at intersections, and 2 crashes involved bicycles. Rear-end collisions were the most common crash type (39%) followed by hitting a fixed object (20%) and left-turn (12%). Another 92 crashes occurred adjacent to the project area, either at Whitney Road and the US 19 frontage roads or on the US 19 mainline overpass.

The predominance of rear-end crashes indicates that speeding may be a concern on Whitney Road, as these types of crashes occur most frequently when the leading car stops or slows and the following car fails to brake in time to avoid a collision. The lack of continuous pedestrian and bicycle facilities are also a safety concern.



Transit Service



There is an existing stop at the western terminus of the project area that is served by Route 19, with weekday headways between 25 and 35-minutes, 45-minute headways on Saturdays and hour headways on Sundays and holidays.

While Whitney Road currently does not have transit service, historically Route 79 traversed the corridor. In addition, the conceptual transit circulator in the Gateway Master Plan includes routing on Whitney Road.

Transit-Oriented Land Use Vision Map

Legend

Activity Centers

- Special Centers
- Major Centers
- Community Centers
- Neighborhood Centers
- Transit Station Centers

Multimodal Corridors

- Special Corridors
- Primary Corridors
- Secondary Corridors
- Supporting Corridors
- Regional Corridors

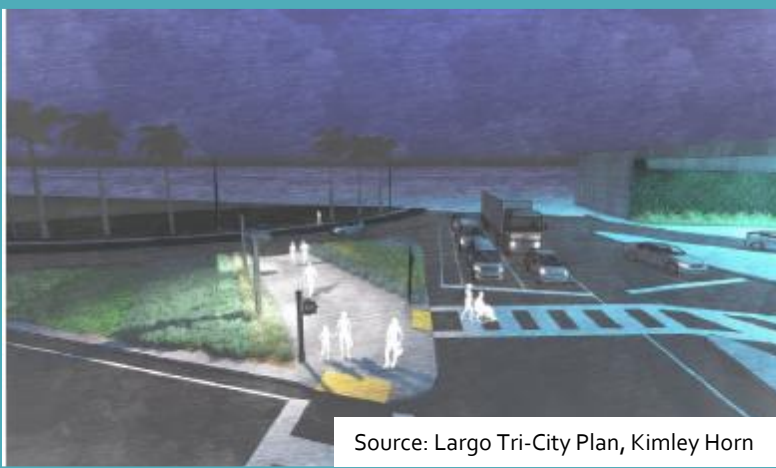
FORWARD PINELLAS
Integrating Land Use & Transportation

Date: June 29, 2016

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Lighting



Source: Largo Tri-City Plan, Kimley Horn

The project will consider street lighting, particularly how it relates to pedestrian and bicycle infrastructure and placemaking. The City of Largo has successfully invested in lighting and placemaking improvements in key areas to support transportation improvements and redevelopment.



Largo Plaza, Source: Tampa Bay Times



Lighting and Placemaking improvements in Largo, Source: Google Maps

Cost Estimate

A preliminary scope of work and cost estimate of \$100,000 for the Plan has been developed based on experience with similar projects. Pinellas County requests that \$50,000 of the plan development costs from the Forward Pinellas Complete Streets Program. Additional study costs, in-kind services and the costs to develop engineering, design, and implementation of the preferred alternative will be borne by Pinellas County and other potential funding partners.

ALTERNATIVES ANALYSIS AND OUTREACH \$100,000

Task 1: Management and Coordination \$5,000

The County and the City of Largo will convene a project development team. A kick-off meeting will be held to discuss project expectations and objectives including reporting, schedule, data needs, public and stakeholder participation and other relevant project information.

Periodic progress meetings will be held throughout the project development process.

Task 2: Existing Conditions \$20,000

Existing conditions will be reviewed, summarized and mapped.

- a. Existing surveys
- b. Roadway and sidewalk pavement conditions
- c. Driveways/curb cuts
- d. Street lighting locations and conditions
- e. Crosswalks, ramps and ADA assessment

- f. Locations of stormwater infrastructure and utilities
- g. Safety audit
- h. Land use context (existing and future)

Deliverables:

- Study Area base map
- Summary of existing conditions

Task 3: Stakeholder and Public Outreach \$15,000

Task 3 is concurrent with Tasks 4, 5 and 6.

Staff will identify stakeholders, develop content for a project page, advertise the project and public outreach opportunities through mailouts, social media, press releases and other appropriate methods.

Staff will contact stakeholders and adjacent property owners/occupants for one-on one-discussion as needed.

Two (2) online and alternative in-person events will be held to receive feedback from members of the public and stakeholders. The events could include a one day mini-charrette, workshop, open house, drive-thru meeting, or an alternative outdoor/socially distanced format. A summary of discussion and decisions will be developed.

Information gathered from the existing conditions and through public and stakeholder meetings will be used to develop and evaluate project alternatives.

Deliverables:

- Summary of public involvement process and outcomes

Task 4: Concepts and Recommendations \$35,000

Up to three (3) build alternatives will be developed and evaluated. A draft report will be developed that includes:

- Project Summary
 - Project Description
 - Purpose and Need
- Existing Conditions
 - Land use
 - Typical Section and Right of Way
 - Pavement Conditions
 - Drainage
 - Traffic
 - Crash Data and Safety Analysis
 - Utilities
 - Lighting
 - Soils and Geotechnical Data
- Design Criteria
- Alternatives Analysis

Up to three build alternatives will be presented to stakeholders and the public for input.

Deliverables:

- Draft report

Task 5: Selection and Refinement of Preferred Alternative \$15,000

The preferred alternative will be determined utilizing a multi-criteria decision analysis and stakeholder and public input.

Following preferred alternative selection, the team will conduct additional environmental, drainage, stormwater management, utilities, and geotechnical investigations for the preferred alternative to a level of detail needed to proceed to 30% design.

Task 6: Final Report and Plan for Implementation \$10,000

A final report will be developed to document the planning process for the preferred alternative. In addition to the items in the draft report, the final report will include:

- Public Involvement
- Preferred Alternative
- Implementation and next steps
- Order of magnitude costs
- Implementation funding options

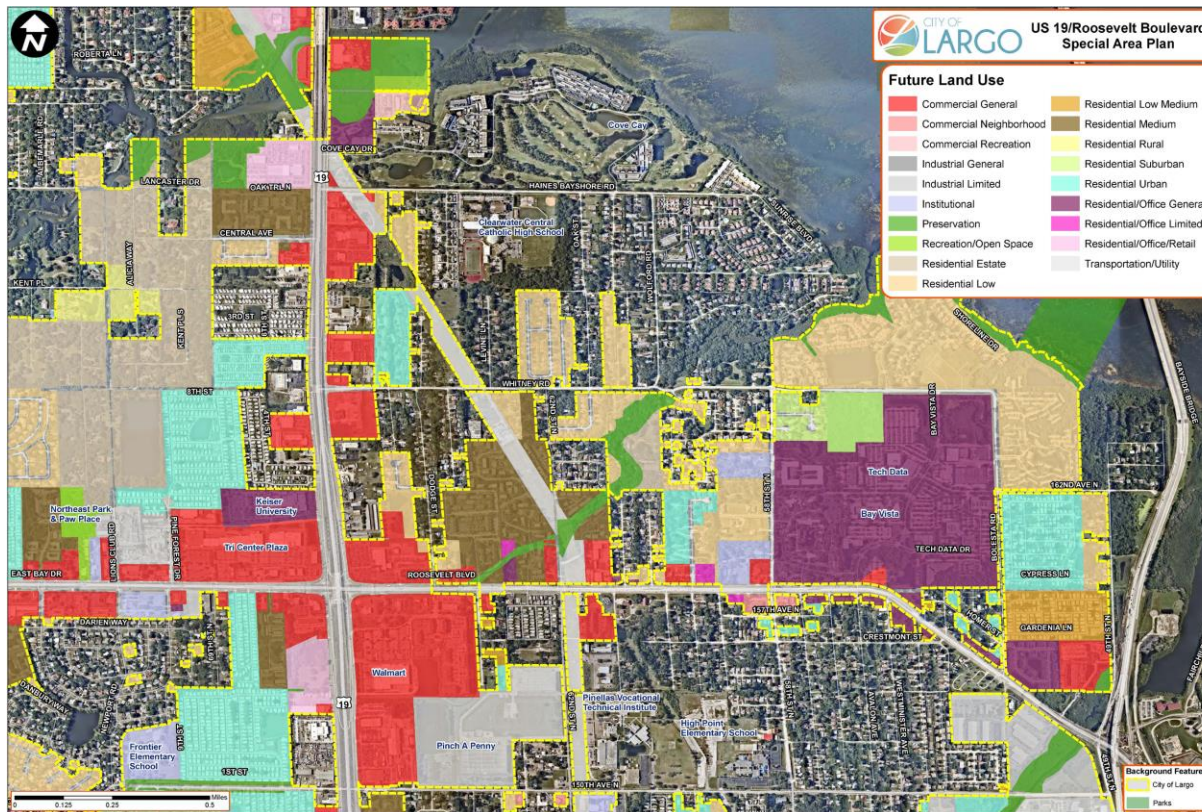
Deliverables

- Final Report
- Presentation of the Findings of the Final Report to the Forward Pinellas Board and/or advisory committees, Pinellas County Board of County Commissioners, Largo City Council.

Multiple Travel Modes Served

Concepts for this project envision continuous pedestrian and bicycle infrastructure for the full extent of Whitney Road (approximately 1.5 miles). By providing continuous infrastructure, the project will create a safer environment for pedestrians, cyclists, and transit users relying on these modes to reach destinations or transit services. As envisioned in the Gateway Master Plan, a future circulator transit service could utilize Whitney Road to service major trip generators in the area. Separating pedestrian and bicycle traffic from the travel lanes will create a better environment for drivers and transit providers.

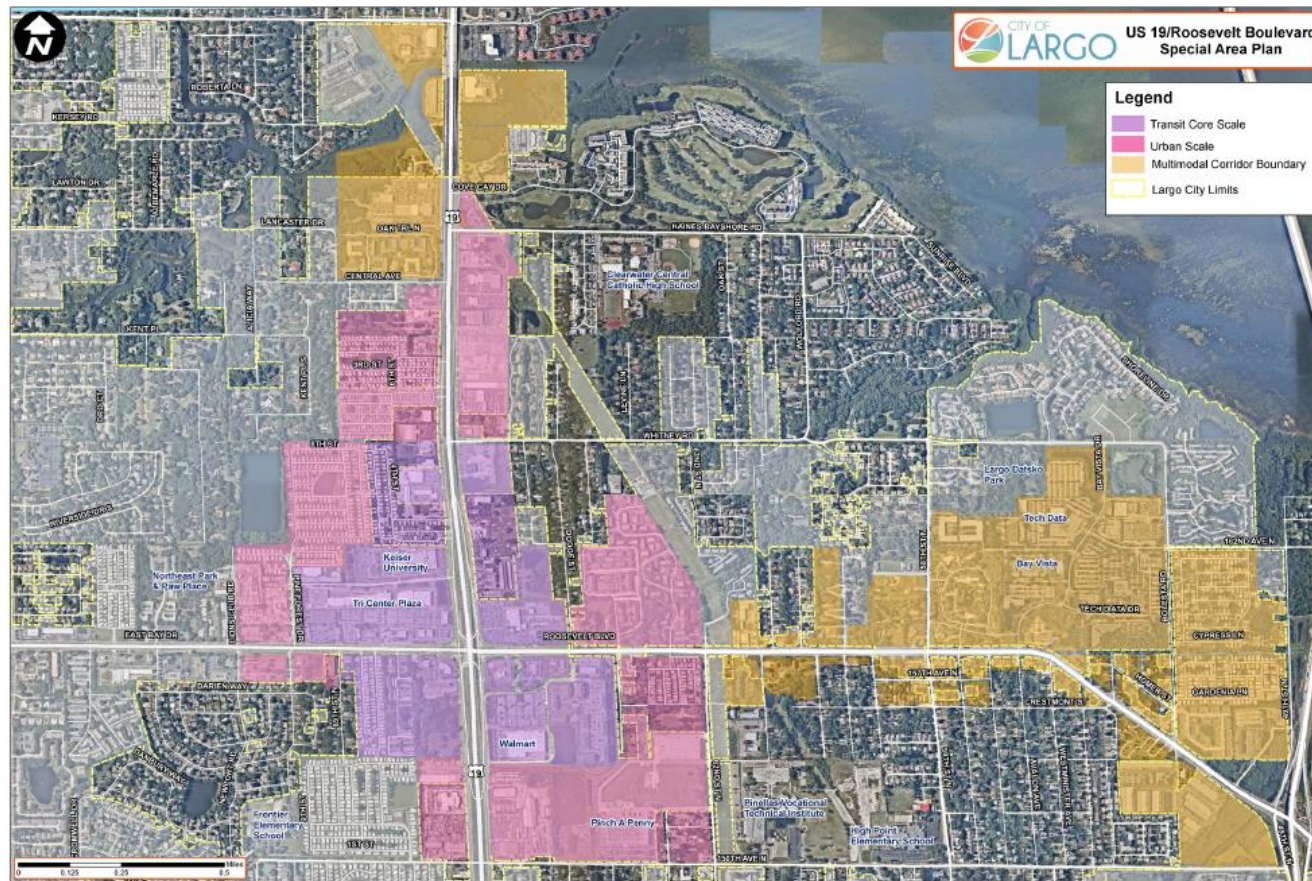
Local Planning Requirements Supportive of Multimodal Transportation Improvements



The Tri-City SAP recommendations include land development standards to encourage compact, mixed-use, transit-oriented, and walkable development. The SAP recommendations are applied as proposed, new, or amended developments are reviewed. The intent is to update the City of Largo's Community Development Code (CDC) as overlays or other code changes.

The Tri-City SAP provides detailed standards consistent with the Urban Design Principles within the Forward Pinellas Countywide Plan Strategies. The recommendations do not exceed density or intensity standards and address:

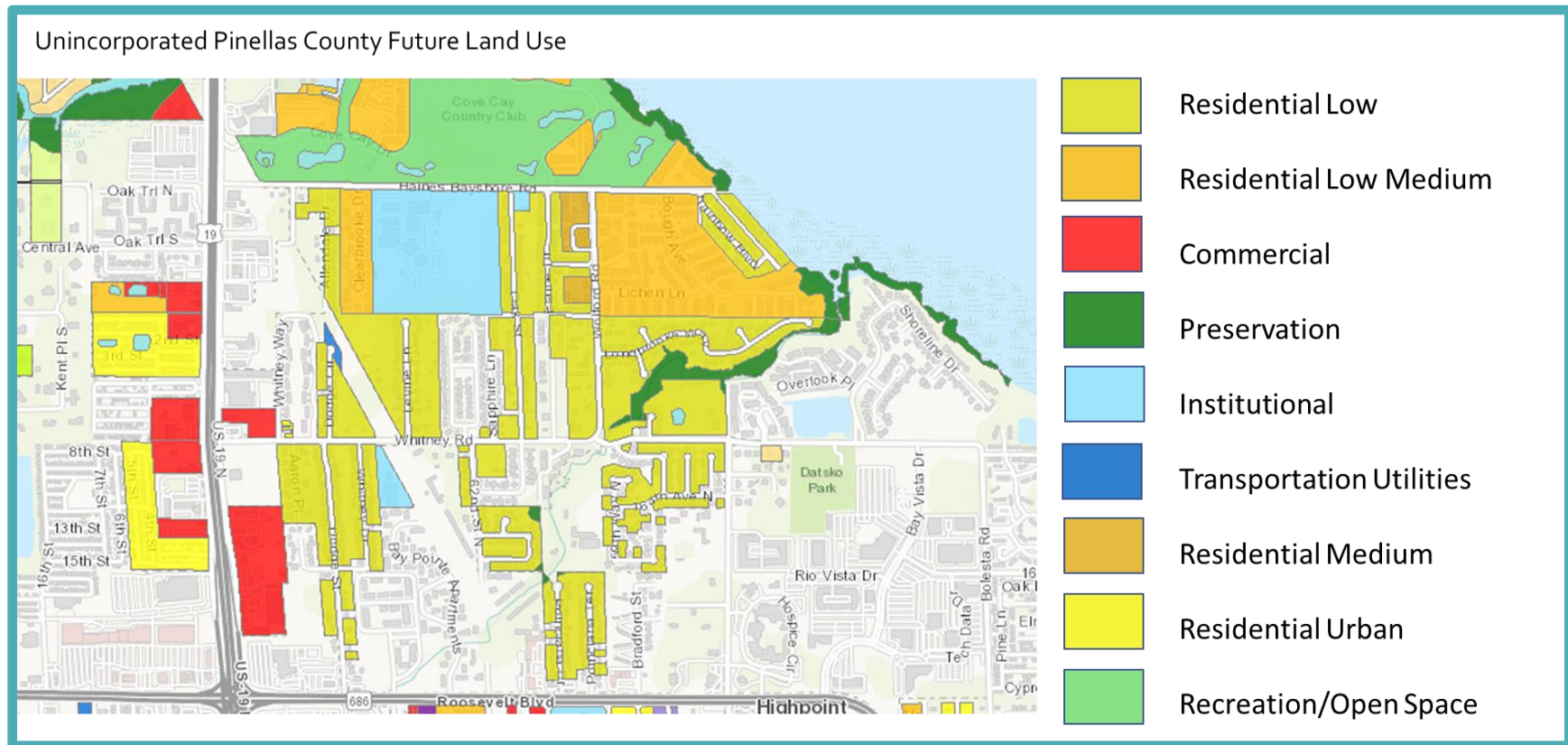
density/intensity, connectivity, site orientation, public realm enhancements, ground floor design and use, and transition to neighborhoods.



Source: Kimley-Horn

The project area includes areas in the Tri-City SAP designated as “Transit Core Scale” and “Urban Core Scale” within the Activity Center that are consistent with the Countywide Plan Strategies for Activity Centers. The project area also includes a portion of land adjacent to Whitney Road as a “Multimodal Corridor” consistent with the Countywide Plan Strategies.

A currently unincorporated parcel fronting US 19 is designated as Urban Core Scale in the Tri-City SAP. Additional unincorporated parcels in the project corridor are primarily designated as Residential Low, with a few parcels designated as Residential Low Medium, Institutional, Transportation/Utilities, and Preservation. The majority of existing land uses in the unincorporated area are relatively stable, with a few parcels potentially underdeveloped. As the corridor develops into a multimodal corridor, Pinellas County will reconsider future land uses and development standards.



Project Schedule/Anticipated Timeline

The anticipated initiation of this planning effort is summer 2022. The project as envisioned in this application would require approximately 9 months to complete. Following the completion of the planning phase, the project will be submitted for inclusion in the Capital Improvements Program for engineering, design and construction. It is envisioned that construction of the project would commence within 5 years of plan completion.

Percentage of Vacant Parcels

Approximately 7% of the parcels within an ¼ mile buffer from the centerline of the roadway are vacant.

Percentage of Existing Land Use Categories

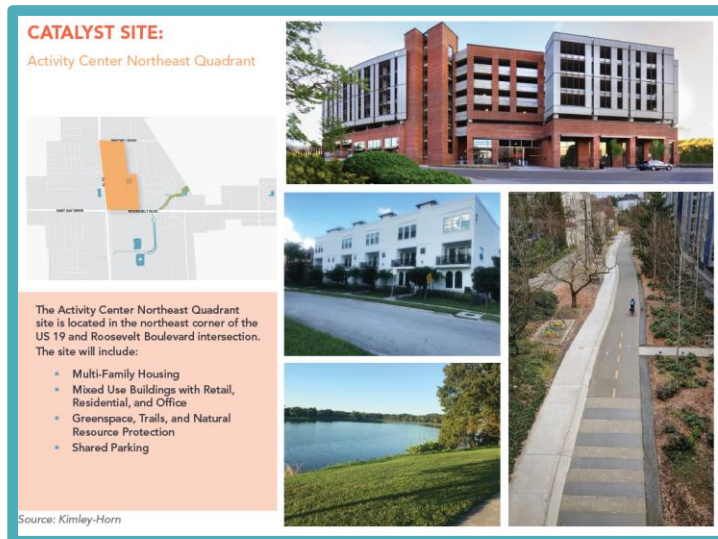
Existing Land Use within an ¼ mile buffer from the centerline of the roadway.

<u>ELU Category</u>	<u>Total Acreage</u>	<u>Percentage</u>
Vacant	41.738	6.9
Single Family	173.235	28.6
Mobile Home	63.786	10.5
Multi-family	68.412	11.3
Condominium	0	0
Multi-family (less than 10 units)	5.812	1.1
Residential common area	0	0
Vacant commercial	28.847	4.8
Store, one story	3.259	0.5
Office Building, one story	6.487	1.1

<u>ELU Category</u>	<u>Total Acreage</u>	<u>Percentage</u>
Office Building, multi-story	38.814	6.4
Auto sales, repair	19.904	3.3
Night club, lounge, bar	2.064	0.3
Hotel, motel	2.144	0.3
Warehousing	9.074	1.5
Improved agriculture	16.007	2.6
Church	39.776	6.6
Private school, college	1.171	0.2
Homes for the aged	5.677	0.9
Orphanages, charitable services	6.221	1.0
County land	7.235	1.2
Utility, gas, electric owned	22.681	3.8
Right-of-way, streets	9.255	1.5
Rivers, lakes, submerged land	8.232	1.4
Marsh, swamps	16.945	2.8
<u>Acreage not zoned agricultural</u>	<u>8.380</u>	<u>1.4</u>
TOTAL ACREAGE	606.131	100%

Date ran: 9/24/2021

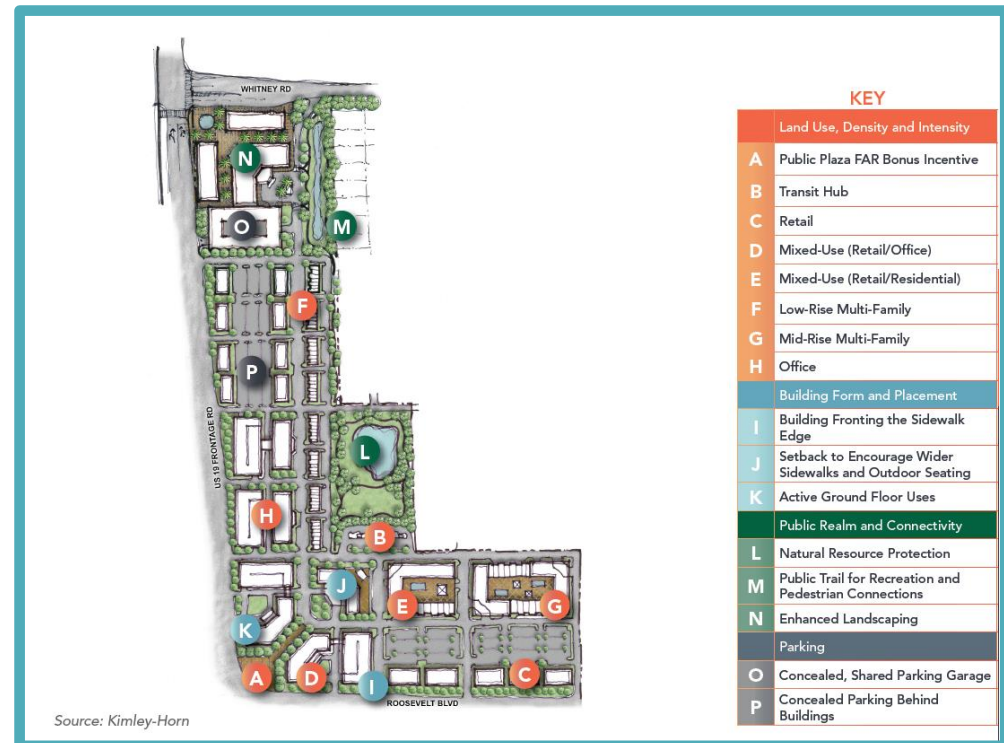
Land Development Benefits of Complete Streets

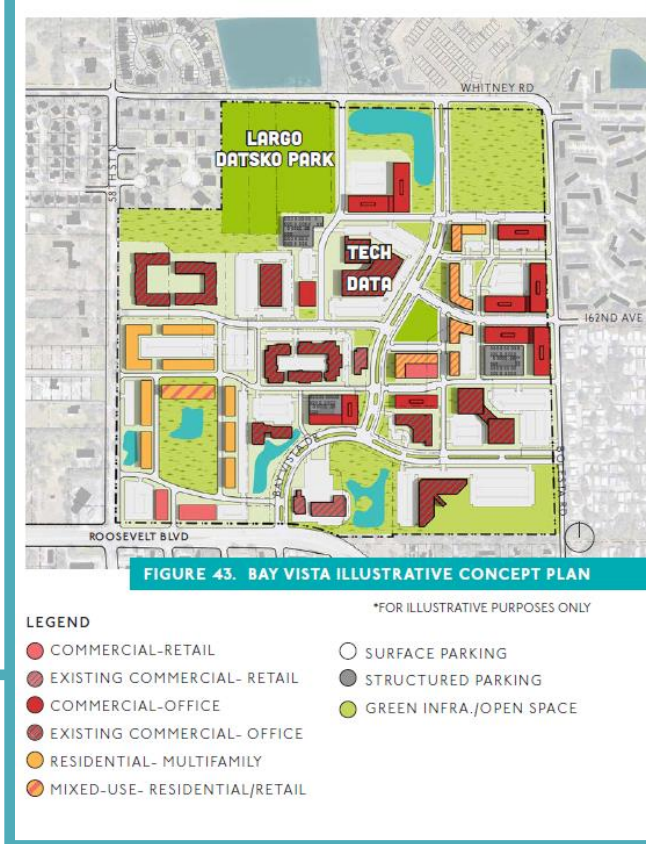


The Largo Tri-City SAP proposed the southwest quadrant of the Whitney Road/US 19 intersection as a potential catalyst redevelopment site. The Activity Center site would include:

- Multi-Family Housing
- Mixed Use Buildings with Retail, Residential, and Office
- Greenspace, Trails, and Natural Resource Protection
- Shared Parking

Multimodal improvements to Whitney Road would establish an important east-west link between two large potential redevelopment nodes, currently vacant and underutilized parcels at US 19 and the Bay Vista Office park, in addition to several smaller potential redevelopment sites along the corridor.

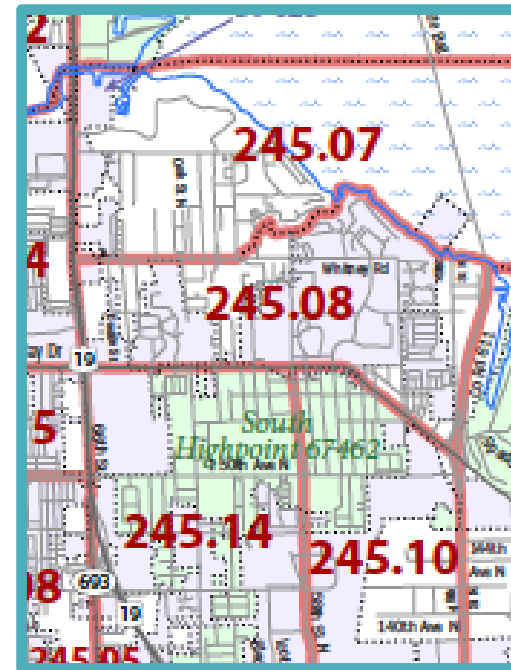
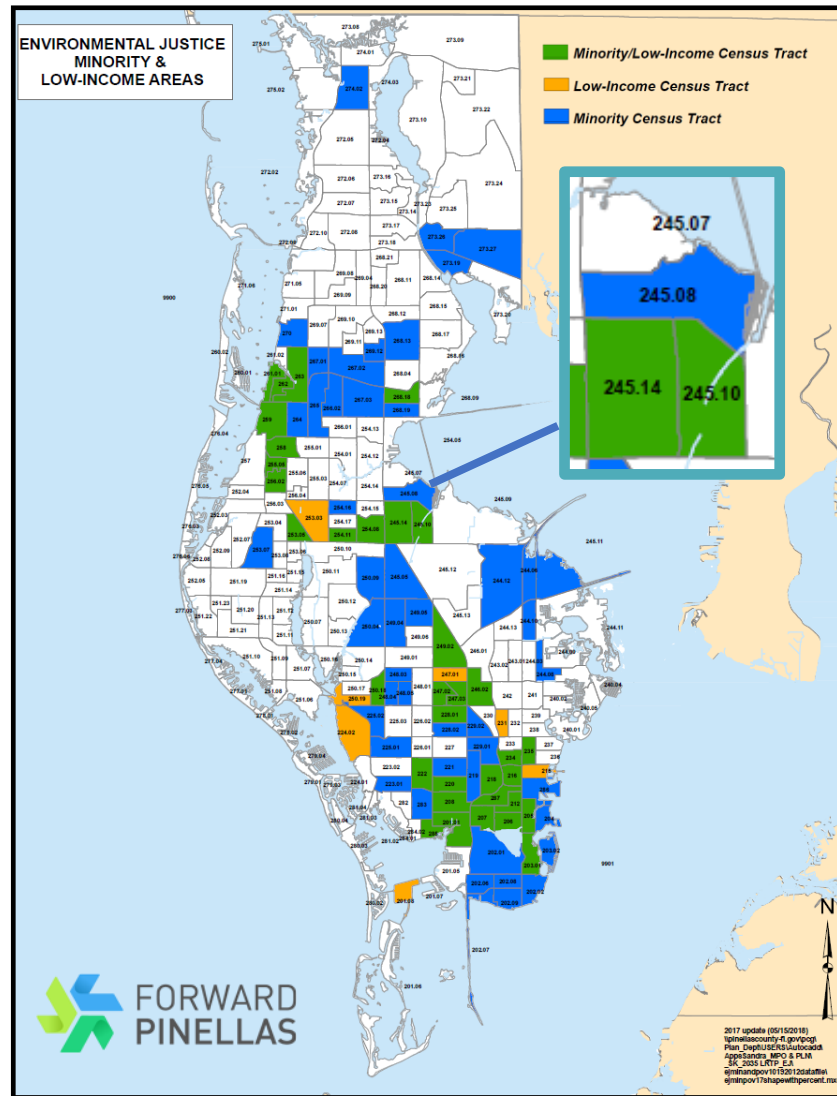




Gateway Master Plan proposed the Bay Vista office park as a potential redevelopment area. Bay Vista is one of Pinellas County's major job and tech centers. This office park sits near major regional roads, with direct access to multiple surrounding residential neighborhoods. The Gateway Master Plan identified Bay Vista as an opportune location for intensification- with mixed uses and community serving spaces to create a walkable mixed-use employment district. Quality redevelopment would stimulate job growth by attracting new employers and residents.

The conceptual illustrations of the Bay Vista site from the Gateway Master Plan show how a mixed-use community hub could be developed. With the strategic changes in land use and urban design outlined in the Largo Tri-City SAP, this area could transform into an active town center with a strong sense of place and magnet for new business and needed housing stock. Development of Bay Vista will rely on strategic infrastructure improvements, including multimodal transportation, stormwater management, connectivity, open space and parking.

Environmental Justice



Whitney Road is in Census Tract 245.08, which is designated as a Minority Census Tract Environmental Justice area by Forward Pinellas.

Transportation Disadvantaged

The roadway configuration does not provide adequate facilities for modes other than cars and poses challenges to pedestrians and persons utilizing mobility devices in many areas. Transportation Disadvantaged citizens will benefit from the project in multiple ways, primarily with the provision of continuous facilities in compliance with American with Disabilities Act requirements and current standards. Connected bicycle infrastructure will make riding more appealing and comfortable for riders of all ages and abilities. Proposed bicycle and pedestrian improvements also benefit transit riders, as transit riders typically rely on these modes to access transit stops.

Minimum Allocation for the Project

\$50,000 is the minimum allocation Pinellas County would need to progress the project.